

SECTION VI

Health, Care and Maintenance

A. INTRODUCTION

While the refugees and displaced persons wait for their chance to begin a new life through re-establishment, they must be fed, clothed and sheltered. Their health must be safeguarded. They must be kept employed, to the extent that is possible in the ruined economies of the occupied areas and difficult economic conditions in many of the other areas of operation. Children must be schooled; the adults must receive training to refresh old skills and to develop new ones so that they will be able to earn their livelihood when they are re-established.

These functions, and numerous subsidiary ones, are the responsibility of the Department of Health, Care and Maintenance of IRO.

On 1 July 1947, the Preparatory Commission assumed responsibility for the care of approximately 704,000 eligible refugees and displaced persons. In the principal areas of operation—*i.e.*, in the Western Occupation Zones of Germany, in Austria, in Italy and in the Middle East—these services were provided in camps or assembly centres. In other areas, principally the countries of Western Europe, this care was given through a programme of cash grants to individuals and families living within the economy of the country concerned.

It was immediately necessary to undertake a complete registration to obtain individual and family data for each applicant for assistance in order to determine basic individual eligibility and need for aid from the Organization. For those found to be eligible, a comprehensive programme offering food, clothing, personal items, health services, hospital care, employment and vocational training, education, individual counselling, child welfare services, and assistance from voluntary societies was maintained. In many respects this programme was a continuation of that initiated by the predecessor agencies, UNRRA and the IGCR. After 1 July 1947, however, it was carried on by a greatly reduced staff. This was made possible by placing more and more of the responsibility for administration in the hands of the refugees and displaced persons through their elected camp committees.

Other sections in this document report the re-establishment of a total of 256,000 persons through the programme of repatriation and resettlement, but in the course of the first year's operations, the number

of persons receiving care and maintenance decreased by only 100,000—*i.e.*, from somewhat over 700,000 on 1 July 1947 to approximately 598,000 on 30 June 1948. Two principal factors contributed to this disparity between the re-establishment total and the reduction in the care and maintenance load : approximately 40 per cent of those repatriated or resettled were persons who, though eligible under the Constitution, were not receiving care and maintenance from the Preparatory Commission ; and there was a substantial number of new accessions to care and maintenance during the year.

These new accessions to care and maintenance were of two kinds. First, there was an excess of 16,745 births over deaths in the camp population. Secondly, an additional 50,000 refugees, both those who had been in the areas of operation awaiting assistance and those who entered after the Preparatory Commission became operative, were admitted to care.

At the beginning of the operational period, in recognition of the Organization's limited resources, the Preparatory Commission authorized the imposition of a so-called "freeze order" limiting new admissions to care and maintenance only to those eligible refugees and displaced persons who would experience genuine hardship if admission were denied.

This order was continued in force throughout the financial year 1947/48, but the Executive Secretary was instructed to interpret the hardship clause liberally and to cancel the order should the financial situation of the Organization later justify such action.

A subjective estimate by the Field Officers placed the number of persons who would apply for care and maintenance if the "freeze order" were to be lifted entirely at approximately 120,000. This estimate does not include an additional group of approximately 30,000 eligible refugees in Western Europe for whom basic care was provided throughout the year by the American Joint Distribution Committee.

B. THE HEALTH PROGRAMME

In its health programme, as in other aspects of the Care and Maintenance programme, the IRO depends heavily upon the services of the refugees and displaced persons themselves. More than 2,500 refugee physicians and 2,000 refugee nurses have collaborated with a small staff of IRO medical personnel to maintain a generally high level of health among the refugees and displaced persons.

The aim of the health programme has been to prevent disease as well as to cure it when it occurs, and to this end immunization is carried out as a routine measure against smallpox, typhoid, diphtheria, and against epidemics of typhus, cholera and yellow fever when necessary. This programme, combined with favourable circumstances and a mild winter, has prevented any epidemic in the refugee population.

The Organization, in addition to giving daily medical services to the persons under its public health programme, has concentrated more specifically on the very important problems of tuberculosis control, nutrition, repatriation of sick, medical processing of refugees for resettlement, the resettlement of displaced medical personnel, and the vocational training and rehabilitation of the disabled.

Vital Statistics

From 1 July 1947 to 30 June 1948 the birth and death rates among the combined camp populations of Italy, Austria and the three zones of Germany were as follows :

Birth rate	30.97 per thousand of camp population
Crude death rate	4.47 per thousand of camp population
Infant mortality rate	61 per thousand of live births
Excess of births over deaths	16,745

Venereal Diseases

Arrangements are being made to carry out blood tests for syphilis on the whole of the camp population in 1948/49. Blood tests are compulsory for all refugees proceeding on resettlement.

Penicillin treatment of gonorrhoea and early syphilis has been instituted in accordance with the standards suggested by the World Health Organization's Expert Committee on Venereal Diseases.

Tuberculosis

In consultation with the Tuberculosis Officer of the World Health Organization, a tuberculosis campaign has been instituted, in connexion with which the Organization has had the assistance of the Danish and Swedish Red Cross Societies, and the Don Suisse. Mass radiography sets are in use, hospital accommodation is ample, and the food scales authorised for in-patients and out-patients are satisfactory, with supplements provided by IRO. Streptomycin has been made available in special cases.

Chronic Sick

Considerable progress has been made, particularly in the United States Zone of Germany, in the grouping of long-term chronic sick in special hospitals. This will ensure special care and training for the blind, deaf, amputees, and chronic tubercular, as well as other cases. It is estimated that it will be necessary to provide long-term hospitalization for some 6,000 refugees and displaced persons.

Accommodation — Housing Standards

During the emergency period at the end of the war, a floor space standard of 36 square feet per person was laid down. This is now considered inadequate, and it is hoped that, with the decrease of camp populations, it will prove possible for the authorities in Germany and Austria to provide space sufficient to meet a standard of 45 square feet.

Nutrition

The Organization has been striving to attain a satisfactory refugee dietary level, based on the temporary maintenance standard of an intake of 1,900 calories daily set by the National Research Council of the United States. Since calorie levels are set by agreement with the Occupation Authorities of the Zones in which IRO camps are located realization of this standard has not yet, in all Zones, become a fact.

To remedy deficiencies which have existed in the diet of children, a number of nutrition centres for children have been opened. In addition, it is planned to provide for children of from 3 to 17 years old a supplemental, between-meals ration of 350 calories which will be given them by schools, children's centres, summer camps, and youth clubs. An UNRRA grant of \$2,000,000 will finance this project.

Since calorie content is only one measure of a satisfactory diet, the Organization issued a provisional order in 1947 which outlined the desired amounts of qualitative diet elements—fats, proteins, etc.—for the temporary maintenance standard. Negotiations are now under way for the necessary accords with the Occupation Authorities for inclusion of these amounts of qualitative elements in the refugee diet allotment. These negotiations must take into account the proviso in the measure passed by the Congress of the United States making appropriation of funds for the Organization which states :

“ That not to exceed 60 per centum of the funds appropriated herein shall be available for contribution to the International Refugee

Organization until such time as there are effected agreements providing for a caloric diet for the occupants of refugee camps in Europe that is no higher than that prevailing in the country in which such camps are located."

Repatriation and Resettlement : Medical Aspects

During the year a total of 2,800 chronically sick refugees and displaced persons and their relatives have been repatriated from all areas by special hospital trains. In addition, special arrangements have been made for the care of persons with minor illnesses on all repatriation trains.

The medical aspects of resettlement included both preliminary screening of candidates and co-operation with medical officers of the selection missions by providing facilities and personnel necessary to complete final physical examination of candidates.

Laboratories and X-ray sets have been installed in many processing centres where refugees desiring resettlement are examined, but, due to the delays experienced in the procurement of the necessary equipment, which is on order, some centres are not yet provided with mass X-ray equipment.

With regard to the medical examination of candidates for resettlement, most of the difficulties encountered during the first months have been overcome by the standardization of examining procedures and forms, which has been accepted by all countries. As a result, the numbers of rejections on medical grounds by the country selection missions have been reduced considerably. Very careful pre-selection of the candidates at Assembly Centre level has also contributed to this improvement.

Medical standards imposed by most selection missions, however, are excessively high. If these standards, which frequently bar an entire family from resettlement because of the illness of one member, are continued, it is inevitable that substantial numbers of refugees otherwise wholly suitable for emigration will remain in the camps without hope of resettlement.

Resettlement of Medical Specialists

IRO officials, in collaboration with the World Health Organization, the World Medical Association and UNESCO, have made efforts to bring about the resettlement of professional medical classes. A complete registration of the 2,493 qualified doctors and specialists and 2,840 para-medical practitioners, including dental surgeons, veterinarians,

laboratory specialists, nurses and midwives, is being compiled and soon will be available to potential receiving countries. A certificate of professional status based upon findings of a medical screening board is being issued by IRO in order to establish qualifications of the displaced medical personnel.

C. THE WELFARE PROGRAMME

The basic registration referred to in a previous section was the first major task undertaken by eligibility and welfare officers. On the basis of this registration, eligibility status was established, as well as admissibility for camp care and maintenance or cash assistance in relation to the "freeze order". It provided information on family groups and status of individuals within family groups to serve as a basis for individual counselling and welfare work.

Welfare officers also began the heavy task of reviewing registration forms in order to arrive at a count and analysis of those persons who because of social or health problems are unable to resettle or re-establish themselves without prolonged assistance and care. These include such persons as the chronically sick, the aged and infirm, widows with school-age children, those suffering from physical and mental handicaps, and similar categories. On the basis of this analysis, programmes and plans for care of this group will be formulated as soon as possible.

Individual case counselling is available to all persons needing or requesting social services and to those persons referred for such services by the Repatriation and Resettlement Officers, in order that plans for re-establishment may be expedited.

Special attention has been given to the care of and planning for children—unaccompanied and illegitimate children and those members of family groups whose present behaviour or mental problems are militating against their re-establishment. Communities—special centres set aside for children up to 16 years of age and for adolescents of 16-21 years of age—have been opened. Specially qualified Child Welfare Officers are responsible for planning for the future care of these groups.

General services to all children have included provision for education, religious services, leisure-time activities, summer camps, advice and guidance on social problems, and special nutrition programmes. Special services have included verification of identity and nationality, and securing the social case history of those children reported to the IRO by Child Search and Tracing personnel of the International Tracing

Service, Camp Welfare Committees, or other services which register and report cases of distressed, abandoned, neglected or temporarily unaccompanied children and youth. Upon completion of the child's history, plans are made for the re-establishment of the child in cooperation with the Repatriation and Resettlement Divisions.

In accordance with a resolution adopted by the Preparatory Commission in May 1947, the Organization has endeavoured to ensure that basic schooling is provided and organized for children and that vocational training is available to youths and adults. The responsibility for such programmes in Germany has been with the Military Governments, which established Boards of Education attended also by IRO officials. In Austria and Italy, however, IRO has had a more direct responsibility for schooling and adequate standards of education.

D. THE EMPLOYMENT AND VOCATIONAL TRAINING PROGRAMME

More than half of the 598,000 persons receiving care and maintenance from IRO on 30 June 1948 were available and trained for full-time employment. Many were actively employed. Many others were receiving vocational training in programmes supervised by the Employment and Vocational Training Division. Most of those not so engaged are in groups which are not considered to be employable—*i.e.*, children under 16 years of age, women with children who require constant care, the aged and the physically handicapped.

During the first year of IRO operations, some aspects of this programme were carried forward adequately, whereas other portions suffered from lack of either personnel or funds. The Division itself was not established at Headquarters until 1 January 1948, and only limited funds were available for the entire programme for the first six months of 1948.

Prior to that time, however, an important survey of the occupational skills of the employable members of the refugee and displaced persons population was undertaken by a representative of the Employment Service of the United States Department of Labor who was lent to the IRO for this purpose. A more comprehensive survey was conducted in March 1948.

This survey revealed that one-third of the male displaced persons of working-age in Europe are skilled workers and one-fourth agricultural workers ; about one-eighth are professional or managerial workers. The occupational composition of the refugee population is presented graph-

ically and in some detail on page 19. Skilled workers were found mainly in approximately sixty occupations ranging from airplane mechanic to woodworker. The occupations most frequently encountered were those of tailor, shoemaker-saddler, locksmith, carpenter and automobile and truck mechanic.

At the present time, the IRO is engaged on a qualitative analysis of skills claimed by the displaced persons. In the United States Zone of Germany, occupational Testing Commissions in ten major fields are already in operation. In one group of 629 machinists tested, 101 were classified as "master craftsmen", 208 as "first-class workers", 233 as "second-class workers", 86 as "apprentices" and one as "helper".

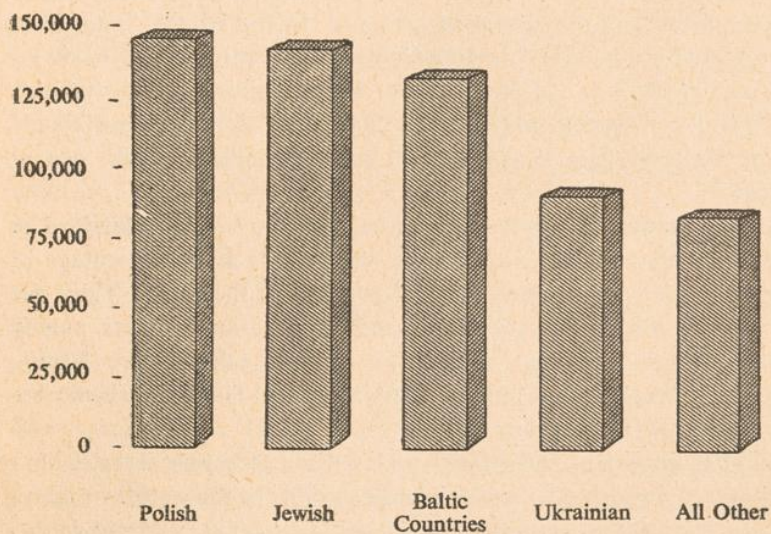
Among employable women surveyed, 19 per cent are classified as skilled workers; service occupations, including a large percentage of domestic workers, accounted for 17.7 per cent of the total. There are also large numbers of agricultural and professional workers among women. Among women classified as professional, the two leading groups were teachers and nurses. Among skilled female workers were more than 12,000 seamstresses.

Another important and related survey during the year revealed that the displaced persons offer youth as well as skills to the world. Eighty-seven per cent of those in camps are under 45 years of age. Among men, 22 per cent are under 18 years of age, 65 per cent are between 18 and 45 and only 13 per cent are over 45. Among women, 26 per cent are under 18, 59 per cent are between 18 and 45, and 15 per cent are over 45. (More detailed information on the age and sex composition of the refugee population is presented graphically on pages 18 and 19.)

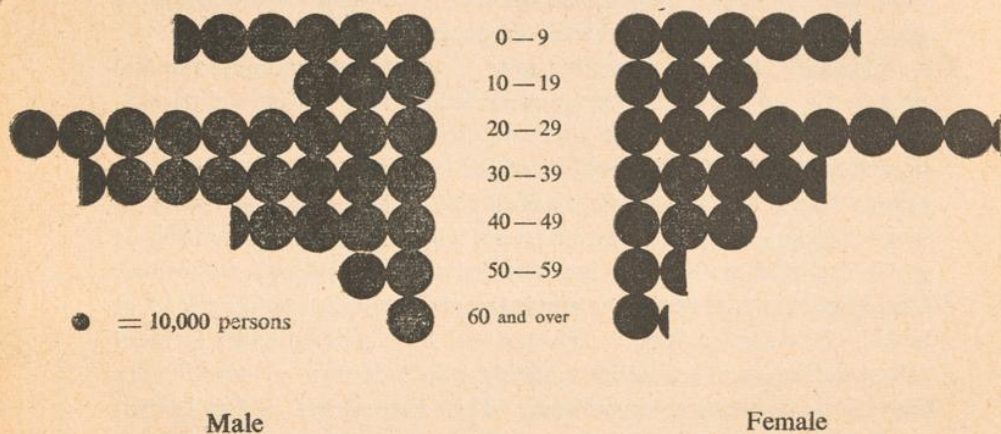
This high rate of participation in employment or vocational training projects should not be interpreted as evidence that the displaced persons are being absorbed, economically, into their present refuge. With very limited exceptions, this is not the case, at least in so far as concerns the occupied areas. Many of them are employed by the IRO in the maintenance of the camps. Many others are working on temporary projects in the occupied areas under the supervision of the military authorities. There are many obstacles to employment of refugees on a permanent basis in the occupied areas. Refugees who have suffered under German and Austrian rule are understandably reluctant now to work under German and Austrian supervisors. This distrust and dislike is reciprocated in many cases by the ex-enemy employers and supervisors. And throughout the past year there was little or no incentive to work

WHO are

Citizenship or Ethnic Group



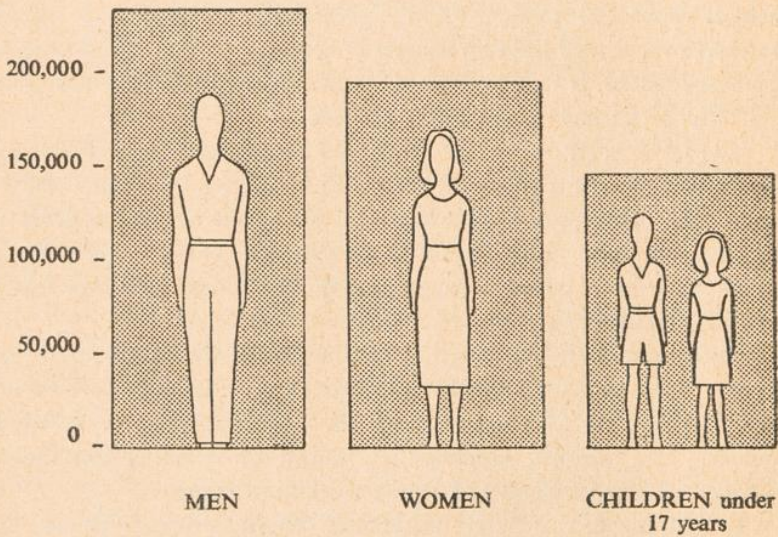
Age and Sex



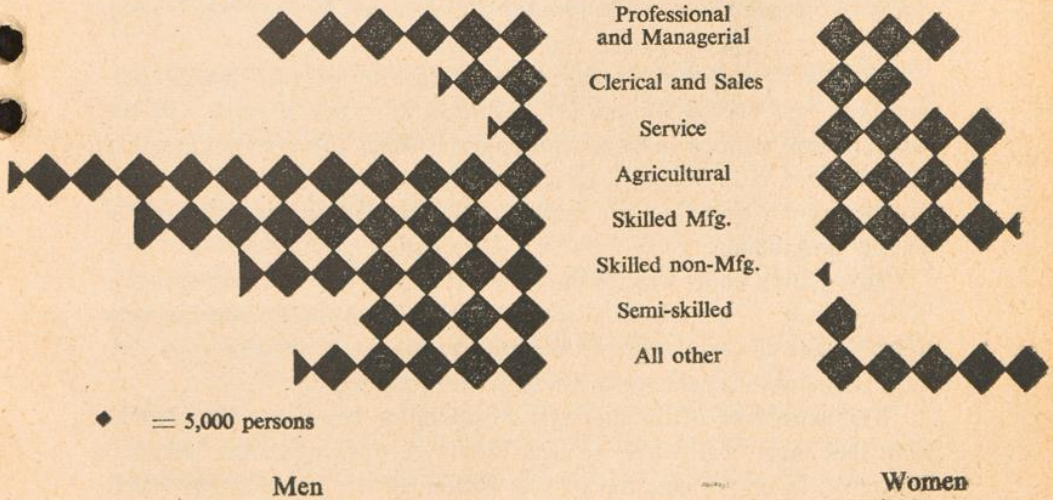
* Refugee population receiving care and maintenance at the end of PCIRO's first year.

the Refugees * ?

Men, Women and Children



Occupational Classification



for the devalued currency of the occupied areas. Some other countries have local unemployment problems and look with disfavour on refugees competing with citizens for jobs.

But those who, because of these difficulties, cannot work can at least be trained to work.

The IRO owes much to the international voluntary societies in the field of vocational training. At the present time, they conduct the most extensive vocational training courses in scores of skills. Their objective, generally stated, is to train finished craftsmen, and to this end courses are often of six to nine months' duration.

The IRO, in its own programme, has been forced by insufficiency of funds and the vast numbers of people to be trained to adopt a different approach. Greater emphasis has been placed on training courses of a shorter duration—generally three months—designed to refresh skills which have been dulled through disuse during the war years and to provide elementary training to young workers.

Training courses for men are conducted for the following occupations : auto-mechanic, blacksmith, bricklayer, carpenter, electrician, machinist, plumber, radio-mechanic, shoe repairer, surveyor, tailor, and welder. For women, emphasis is placed on training for domestic service, nursing, garment and textile work and typing.

In addition to this purely vocational training programme, the Division established courses in the languages of the principal countries of resettlement to prepare the refugee-immigrants for easier adjustment. Teacher training schools in English and Spanish were established in the areas of operation to provide a source of instructors for language courses at the level of the camps and transit centres.

The dual purpose of providing work opportunities and usable commodities was served by the establishment of work projects for the manufacture of such items as clothing and shoes for use by the camp populations. It is intended to extend these work projects still further, to the point where they can make a substantial contribution to the supply programme.

Just getting under way, at the end of the first year of operations, was a programme of occupational rehabilitation for physically handicapped refugees and displaced persons designed to provide them with a marketable skill and thus enhance their chance for resettlement.

The experience of the first year of operation has led to the conclusion that most employable refugees desire to work and shun idleness. However, in implementation of that section of the Constitution which

provides penalties for refusal to work, the Executive Secretary of the Preparatory Commission has directed Chiefs of IRO Field Offices to provide suitable work opportunities for all refugees in so far as possible and to deny care and maintenance to those who refuse to accept suitable work.

E. RELATIONS WITH VOLUNTARY SOCIETIES

At the commencement of its operations, the IRO extended provisionally the agreements and working arrangements then in force between its predecessor organizations and some sixty voluntary societies active in refugee assistance programmes in Germany, Austria and Italy, in the Western European countries, and in China. In the course of the past year, new agreements and working arrangements have been negotiated with many of these societies.

In Germany, Austria and Italy, about twenty-five voluntary organizations have provided supplementary services in welfare, relief, tracing, child search, special training and employment projects, and in emigration and repatriation assistance in collaboration with the IRO operating programmes in these countries. In France, Belgium and the Netherlands both foreign and national organizations have furnished services supplementary to the scope of the IRO programme, and have also operated relief programmes and special projects on behalf of IRO. In Spain and Portugal several international relief societies have served as agents of the IRO. In China, similar societies have given supplementary help and operated special relief projects on behalf of the Organization.

In all areas of mutual concern to the IRO and co-operating voluntary societies, these organizations have rendered assistance on an extensive scale in individual migration and resettlement. Such aid has taken many forms : individual counselling, location of relatives and sponsors in countries of resettlement ; development of opportunities for emigration, assistance in preparing the necessary documentation ; financial aid in transit countries and en route ; and plans for reception and re-establishment in the adopted country. Thousands of refugees have been able to proceed to new countries and establish themselves successfully with the individual case-by-case help furnished by sponsoring organizations and their national branches or international connexions in many parts of the world. Characteristic of all these programmes are the planning and the services provided on a family-unit basis, and the

painstaking efforts made wherever possible to reunite surviving and scattered members of the family group.

An encouraging trend, particularly evident in the latter part of the fiscal year, has been the stimulation of greatly expanded voluntary effort to aid in the reception and establishment of refugees in those countries to which large numbers have emigrated or will go in the near future. In the United Kingdom and the United States of America voluntary societies have been exceedingly active. In the United Kingdom they are playing an important role in re-establishment programmes for the many thousands of former refugees who have already arrived in that country.

In the United States, religious and secular welfare organizations and churches are preparing greatly expanded reception and re-establishment programmes in anticipation of large emigration movements to that country. In Canada, Australia and Latin-American countries there is encouraging evidence of expanding interest and activity among both religious and secular organizations. In France and other Western European countries the voluntary societies are co-operating with the IRO in new efforts to strengthen those programmes which will contribute most directly to ultimate re-establishment.

In the principal areas of IRO field operations in Germany, Austria and Italy, the supplementary services of the voluntary societies have been progressively modified to lend much greater emphasis to re-establishment and preparation for re-establishment in all features of their programmes. Welfare and recreation services were adapted to the needs of staging and transit centres. New projects were organized for language training and orientation programmes. A number of societies assisted with studies and individual aid to facilitate the re-establishment of specialists in their own or allied professions, and several organizations joined with the IRO to organize and finance a medical refresher course for refugee doctors in Germany and Austria. Some programmes for re-training and rehabilitation of handicapped persons are in a developing stage. Joint planning among the societies and with the IRO during the past year has brought about a closer co-ordination of all field services related to emigration, and resulted in a more mobile organization to cope with the heavy volume of work and the rates of processing and movement which are now essential.

The new emphasis on services, which will contribute more rapidly to ultimate re-establishment, has not in general caused a discontinuation of former programmes but rather a re-direction of activities in the light of current objectives. Valuable supplementary aid has been continued

in all branches of the IRO care and maintenance programme. Children are the particular beneficiaries of many of these services, which are provided through special children's centres, in aid to schools, kindergartens and clinics ; through special feeding programmes ; through child search activities ; in assistance in location of relatives ; and in repatriation. New activities have been developed to a certain extent for adolescent youth, for whom special programmes have been greatly needed. Some forty thousand children and adolescents in Germany and Austria will also benefit from organized summer camp programmes which are now in full operation. Adults in need of special care, the aged, the sick, and nursing or expectant mothers also benefit from special assistance provided by voluntary effort.

Voluntary organizations provided not only supplementary aids to the IRO programme, but also greatly needed relief and other services to many eligible refugees for whom the Organization has been unable to furnish adequate assistance in the past year. Many of these organizations have warned the Executive Secretary of the Preparatory Commission in recent months that they will be unable in future to continue such relief operations on the same scale as heretofore. Severe financial retrenchments have affected a number of programmes. Rising costs in many countries, and particularly in the principal areas of IRO field operations, have also enforced some scaling down of services. Moreover, the responsible and active role which many of these societies must now play in their own countries, which have become countries of large-scale resettlement, has thrown new burdens upon them, inevitably affecting the scale of their operations elsewhere. Recent conferences and discussions between the IRO and co-operating societies have necessarily underlined these three factors affecting their future activities. A further study of these issues will be made in co-operation with the organizations concerned.

For the list of the voluntary societies working with and on behalf of the IRO in the principal areas of IRO field operations, see the Appendix at the end this report.

SECTION VII

Supply and Transport

When PCIRO assumed operational functions and became financially responsible for the maintenance of eligible refugees and displaced persons in Germany, Austria, Italy and the Middle East and China, it