Policy Matters:
The Blockade
CROSS REFERENCE ON: POLICY MATTERS: THE BLOCKADE

FOR:

Amendment to this License
Extension of this License
Renewal of this License
Correspondence concerning this application
Other (Specify)

1. FOR MATERIAL RE ACCOUNT OF BRITISH & AMERICAN ASSURANCES GIVEN SWITZERLAND, PRIOR TO CREATION OF THE BOARD, RE TRANSBLOCKADE SHIPMENT OF FOODSTUFFS & TEXTILES TO RELIEVE THE BURDEN PLACED UPON SWISS ECONOMY

2. FOR FURTHER MATERIAL RELATIVE TO THIS FILE

SEE: 1. COOPERATION WITH OTHER GOVERNMENTS: NEUTRAL EUROPEAN (SWITZERLAND)

2. POLICY MATTERS: FOOD AND CLOTHING STOCKPILES IN NEUTRAL COUNTRIES
TO: Secretary of State, Washington.
DATED: July 20, 1944.
NUMBER: 9729.

With reference to message of July 4 from the Department, Number 8089, on June 19th the Embassy received a letter from the Foreign Office which is as follows, in paraphrase: We have received your letter of July 7th with reference to providing additional supplies to meet the needs of refugees in certain neutral countries.

We have approached the five neutral governments mentioned and our representatives have been directed to act in concert with their American colleagues in this matter.

WINANT.

DCR:LCW 7/22/44
The telegram quoted below has been forwarded to the American Ambassadors at Ankara, Madrid, and Lisbon, reference paragraph 1, your 4560, June 7.

QUOTE FOR THE AMBASSADOR:

The Governments of the United States and Great Britain have agreed that in furtherance of their joint policy to use every means available consistent with the successful prosecution of the war to bring about the rescue of the victims of German persecution in imminent danger of death a joint approach should be made to the ( , , ) Governments in the sense of the following:

INNERNQUOTE The Governments of the United States and Great Britain are appreciative of the assistance already rendered by the Government to refugees who have fled from German-controlled Europe as the result of persecution on account of race, religion, or political belief. The Governments of the United States and Great Britain believe, however, that if the persecuted minority groups still remaining in German-controlled Europe have further assurances that, if they are able to make their way to neutral territory, they will be received and their minimum material needs provided for until
such time as they can be moved forward to other havens of refuge or repatriated to their homeland, the rescue of still greater numbers from inhuman oppression might be effected. If such assurances are not forthcoming, it is feared that the death toll among the persecuted minority groups will continue to increase.

The Governments of the United States and Great Britain in furtherance of their joint policy to use every available means consistent with the successful prosecution of the war to bring about the rescue of victims of German oppression in imminent danger of death, appeal to the humanitarianism of the ______ Government in behalf of these persecuted persons in the hope that the ______ Government will find it possible to adopt an even more liberal policy than heretofore as regards the reception and temporary care of refugees from German-controlled Europe.

The Governments of the United States, and Great Britain wish to assure the ______ Government that for their part they will be glad to arrange for the provision of such additional food and other supplies as may be required to meet the added burden on (______) resources resulting from the temporary care of refugees, as well as funds if needed. The Governments of the United States and Great Britain wish further to assure the ______ Government that they will make every effort to arrange for the onward movement to other havens of refuge of such refugees as may be received by ______.
You are requested to concert with your British colleague who is expected shortly to receive instructions substantially in the sense of the above.

Similar joint approaches are being made to the Turkish, Swedish, Spanish, Portuguese and Swiss Governments. UNQUOTE.

It is hoped that the British Government will immediately instruct its Ambassadors at these three capitals in a similar sense.

Telegrams to Bern and Stockholm as proposed in Department's 3953 May 18 have also gone forward. It is understood that the British Ministers there have already received instructions in the matter.

HULL
TELEGRAM TO LONDON

The telegram quoted below has been forwarded to the American Ambassadors at Ankara, Madrid, and Lisbon, reference paragraph 1, your 4860, June 7.

It is hoped that the British Government will immediately instruct its Ambassadors at these three capitals in a similar sense.

Telegrams to Bern and Stockholm as proposed in Dept.'s 3953 May 18 have also gone forward. It is understood that the British Ministers there have already received instructions in the matter.

TELEGRAM TO BERN

FOR THE MINISTER

The Governments of the United States and Great Britain have agreed, in furtherance of their joint policy to use every available means consistent with the successful prosecution of the war to bring about the rescue of victims of enemy oppression in imminent danger of death, jointly to approach the Swiss Government in regard to the reception and care of refugees with a view to renewing assurances previously made concerning additional imports, if needed, to meet the needs of refugees admitted to Switzerland.

After concerting with your British colleague, who has received general instructions in the matter, a joint approach should be made to the Swiss Government in the sense of the following:

The Governments of the United States and Great Britain desire again to express their admiration for the humanitarian policy which has been followed by the Government of Switzerland in giving asylum and care to the large numbers of refugees who have made their way to Switzerland.

The Governments of the United States and Great Britain desire to re-affirm their willingness to arrange for the provision of such additional imports.
imports as may be required to ease the burden on Swiss resources resulting from
the temporary care of refugees already received in Switzerland or those
who may subsequently be received under the liberal and humanitarian
Swiss policy in this regard UNQUOTE.

A similar joint approach is being made to the Government of
Sweden. Joint approaches also are being made to the Governments of
Turkey, Spain and Portugal expressing the hope that they will adopt a
more liberal policy as regards the reception and temporary care of
refugees and offering to arrange for the provision of such additional
imports and funds as may be required to ease the burden on local resources
arising from the care of such refugees as may be received.
TELEGRAM TO STOCKHOLM

FOR THE MINISTER

The Governments of the United States and Great Britain have agreed, in furtherance of their joint policy to use every available means consistent with the successful prosecution of the war to bring about the rescue of victims of enemy oppression in imminent danger of death, jointly to approach the Swedish Government in regard to the reception and care of refugees with a view to renewing assurances previously made concerning additional imports, if needed, to assist the Swedish Government in meeting the needs of refugees admitted to Sweden.

After concerting with your British colleague, who has already received general instructions in the matter, a joint approach should be made to the Swedish Government in the sense of the following:

QUOTE: The Governments of the United States and Great Britain desire to confirm the statements made in the joint communication from the two Governments dated January 19, 1944 in regard to increases in Swedish blockade quotas, if required, in the event that it should become possible for the Swedish Government to afford asylum to additional children evacuated from Germany or German-occupied territories.

The Governments of the United States and Great Britain wish to express again their admiration for the humanitarian policy followed by the Swedish Government in affording
asylum to refugees, both child and adult, from Denmark, Finland, and other areas under German domination and wish to renew assurances previously made that should the Swedish Government so desire, the Governments of the United States and Great Britain are ready to give prompt and sympathetic consideration to requests for increases in Swedish blockade quotas in order to ease the burden on Swedish resources resulting from the temporary care of refugees already received in Sweden and those who may subsequently be received under the liberal and humanitarian Swedish policy in this regard. UNQUOTE

A similar joint approach is being made to the Government of Switzerland. Joint approaches also are being made to the Governments of Turkey, Spain and Portugal expressing the hope that they will adopt a more liberal policy as regards the reception and temporary care of refugees and offering to arrange for the provision of such additional imports and funds as may be required to ease the burden on local resources arising from the care of such refugees as may be received.
DRAFT OF PROPOSED TELEGRAM TO ANKARA, MADRID AND LISBON

FOR THE AMBASSADOR:

The Governments of the United States and Great Britain have agreed that in furtherance of their joint policy to use every means available consistent with the successful prosecution of the war to bring about the rescue of the victims of German persecution in imminent danger of death a joint approach should be made to the (Turkish, Spanish, Portuguese) Governments in the sense of the following:

QUOTE The Governments of the United States and Great Britain are appreciative of the assistance already rendered by the Government to refugees who have fled from German-controlled Europe as the result of persecution on account of race, religion, or political belief. The Governments of the United States and Great Britain believe, however, that if the persecuted minority groups still remaining in German-controlled Europe have further assurances that, if they are able to make their way to neutral territory, they will be received and their minimum material needs provided for until such time as they can be moved onward to other havens of refuge or repatriated to their homeland, the rescue of still greater numbers from inhuman oppression might be effected. If such assurances are not forthcoming, it is feared that the death toll among the persecuted minority groups will continue to increase.

The Governments of the United States and Great Britain in furtherance of their joint policy to use every available means consistent with the successful prosecution of the war to bring
bring about the rescue of victims of German oppression in imminent danger of death, appeal to the humanitarianism of the ____ Government in behalf of these persecuted persons in the hope that the ____ Government will find it possible to adopt an even more liberal policy than heretofore as regards the reception and temporary care of refugees from German-controlled Europe.

The Governments of the United States and Great Britain wish to assure the ____ Government that for their part they will be glad to arrange for the provision of such additional food and other supplies as may be required to meet the added burden on (Turkish, Spanish, Portuguese) resources resulting from the temporary care of refugees, as well as funds if needed. The Governments of the United States and Great Britain wish further to assure the ____ Government that they will make every effort to arrange for the onward movement to other havens of refuge of such refugees as may be received by ____

You are requested to concert with your British colleague who is expected shortly to receive instructions substantially in the sense of the above.

Similar joint approaches are being made to the ____ and ____ Governments.
PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
D. T. I: June 7, 1944
NUMBER: 4560

CONTROL COPY

Following message is for WRB and the Department.

Reference is made herewith to Department's May 18 telegram No. 3955.

The following comments relative to WRB's suggested approach to neutrals, as set forth in cable under reference, has been sent to the Embassy by the Foreign Office after consultation with MIN.

1. Government of Great Britain is prepared to instruct its representatives in Turkey, Spain and Portugal to join with representatives of the United States in giving assurances that if a more generous policy toward reception and care of refugees is adopted by country concerned, the provision of additional supplies will be arranged to meet refugees needs. The word "provision" is preferred by British in place of word "shipment" since general shipping situation may render impossible actual dispatch in own ships.

2. British feels regards Switzerland and Sweden, that both these countries are fully aware of our appreciation of generous attitude they have shown toward refugees and draw attention to joint note sent by our two Governments to Swiss last January in which latter were assured that
that requests for additional supplies to assist refugees would be given favorable consideration. It is also pointed out by the British that in reply to an enquiry which they sent some time ago to Sweden, they were assured by the latter that Sweden was prepared to use her own resources for refugees' assistance. However, the British would be happy to take part in renewed assurances and instructions are being sent to representatives in Bern and Stockholm to concert action with their colleagues from the United States.

WIN MT
Secretary of State

Washington

LTD DISTRIBUTION ONLY
FOR DEPARTMENT AND FRA
Reference Department's 4046, May 22.

Relief subcommittee approves transfer of $25,000
in American Friends' Service Committee representative
in Lisbon and similar amount to its representative
in Switzerland for the purposes and under the conditions
given in Department's telegram under reference.

BUCKNELL

EDA RSC

Miss Chauncey (for the Secy) Abrahamson, Akam, Bernstein, Cohn, DuBois,
Friedman, Gaston, Hodel, Laughlin, Lesser, Luxford, Mann, Manning, Marks,
McCormack, Pehle, Sargent, Smith, Stamliah, Stewart, Weinstein, H.D. White,
Files

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 13 1972
PARAPHRASE OF TELEGRAM SENT

TO: AMBASSADOR, London
FROM: Secretary of State, Washington
DATE: May 18, 1944
NUMBER: 3953

CONTROL COPY

Following for Riﬂer from War Refugee Board.

It is proposed to approach the five principal neutrals in the manner discussed below concerning the passage through the blockade, subject to appropriate safeguards of additional clothing and food in amounts sufficient to meet the added burdens on their resources in order to arrange for reception by those countries of larger numbers of adults and children refugees from enemy oppression. Such action is in furtherance of this government's policy to use all available means consistent with successful prosecution of the war, to further the rescue of victims of enemy oppression in imminent danger of losing their lives.

Switzerland and Sweden. Assurances that every attempt will be made to arrange for importation of whatever additional stocks of clothing and foodstuffs may be needed in those countries to meet requirements of refugees admitted there. This is a renewal of assurances which the United States and British Governments gave previously.

Turkey, Spain and Portugal. Assurances that if these countries adopt a more generous policy concerning the reception and maintenance of refugees, the United States and British Governments would make arrangements to furnish the supplies needed.

INCLASSIFIED
State Dept. Letter, 1-11-73
By R. H. Parks Date SEP 13 1972 to
to meet the needs of refugees admitted to those countries.

Please try to obtain the prompt concurrence of the appropriate British authorities to this course of action so that it may be inaugurated with the least possible delay.

HULL
(GLM)

DCR: IDN: FM
5-27-44
Information available to the War Refugees Board indicates that Switzerland would be in a position to receive larger numbers of children and presumably of adult refugees from enemy oppression if facilities for additional imports of clothing and foodstuffs were granted. In view of this Government's policy to use every available means consistent with the successful prosecution of the war to bring about the rescue of the victims of enemy oppression in imminent danger of death, you should undertake to secure the prompt concurrence of appropriate British authorities so that definitive assurances can be given to Switzerland and other neutral countries contiguous to enemy-held territory that additional food and clothing will be allowed through the blockade, subject to appropriate safeguards, in amounts sufficient to meet increased needs by reason of their reception of refugees. It is appreciated that certain general assurances have already been given in certain instances. However, it is our desire to give definitive assurances to all the contiguous countries. Please keep the Department informed of developments.

**********************
April 26, 1944
4:00 p.m.

JWFeild
LlCassorlab
JWBois
CABLE TO WINANT, LONDON, FOR RIEFLER

[Inclosure available to the War Refugee Board]

The Department has been informed by the Mission at Bern that the Swiss government has taken the position with both the British and American governments that Switzerland would be in a position to receive larger numbers of children and presumably of adult refugees from enemy oppression if facilities for additional imports of clothing and foodstuffs were granted. In view of this Government's policy to use every available means consistent with the successful prosecution of the war to bring about the rescue of the victims of enemy oppression in imminent danger of death, you should undertake to secure the prompt concurrence of appropriate British authorities so that definitive assurances can be given to Switzerland and other neutral countries contiguous to enemy-held territory that additional food and clothing will be allowed through the blockade, subject to appropriate safeguards, in amounts sufficient to meet increased needs by reason of their reception of refugees. It is appreciated that certain general assurances have already been given in certain instances. However, it is our desire to give definitive assurances to all the contiguous countries. Please keep the Department informed of developments.
The Department has been informed by the Mission at home that the
French government has taken the position that both the British and American
Governments should be in a position to receive larger
quantities of clothing and provisions for a large number of refugees from enemy occupation
in France. For additional imports of clothing, etc., food staples were
suggested. In view of this Government's policy in the very unlikely
event consistent with the successful prosecution of the war, to bring
back the men, it is evident of enemy occupation is imminent danger
of 1941, the mission requested to secure the prompt concurrence of
appropriate British authorities so that arrangements can be made
with France and other neutral countries contiguous to enemy held territory
that additional food and clothing will be allowed from the blockade in
amount sufficient to meet immediate needs of persons of their reception
of refugees, etc., from occupation. Please let the Department informed
of developments.

It is apparent that certain
changes in circumstances have arisen
from circumstances that had arisen in certain instances. We have no desire to
make definitive assurances to
all the contiguous neutrals.
CABLE TO BE SENT TO WASHINGTON FOR DISTRIBUTION ALONG THE FOLLOWING LINES:

SECURE COORDINATION OF ALLIED AUTHORITIES SO THAT ASSURANCES CAN BE GIVEN TO REPRESENTATIVES OF NEUTRAL COUNTRIES THAT FOOD AND CLOTHING WILL BE ALLOWED THROUGH THE BLOCKADE TO NEUTRAL COUNTRIES AND APPROPRIATE REASSURANCE SUPPLIED TO MEET THEIR INCREASED RESPONSIBILITIES FOR ANY REFUGEES WHICH THEY RECEIVE FROM GERMAN OCCUPATION IN THEIR TERRITORIES.
POLICY MATTERS: THE BLOCKADE

In a cable presented to the State Department on March 7 for transmission to London, relative to certain discussions between Dr. Nahum Goldmann of WJC and Ambassador Winant (as reported in the latter's Cable No. 151 dated February 24), the Board indicated that it "has not made any decision to approach the blockade authorities concerning the shipment of supplies from this country to the Jews and other persecuted people of Europe."

(Status of this matter to be ascertained at State; requested by Mr. Smith - 5/28/44#36)
The following message was included in a report regarding aid to refugees in occupied Europe. The International Red Cross would no longer be able to provide food and medicines to the Jews and other persecuted minorities in these areas, and to advise Interross that the War Refugee Board is ready to see that funds for necessary operations are made available immediately were one of the first actions of the War Refugee Board. Interross's urgent request to the Inter-American Committee for funds to purchase foodstuffs in Romania, Hungary, and neutral countries for distribution to interncuses in central Europe was expedited by the War Refugee Board and the American Jewish Joint Distribution Committee, and the funds were made available to Interross for this food program ($100,000), as was stated in our cable to you of February 9, 1944, No. 1020.

No decision has been made by the War Refugee Board to approach the blockade authorities regarding the shipment of supplies to the Jews and other persecuted people of Europe from this country.
2. The license which the State Department issued in December to the World Jewish Congress was amended later by the Treasury Department with the State Department's approval, permitting rescue and relief operations in enemy and enemy occupied territories up to a total cost of $100,000, of which amount there has already been remitted to Switzerland $26,000. A license has given the American Jewish Joint Distribution Committee to carry on similar operations costing $200,000, of which amount there has been remitted to Switzerland $200,000. Licenses to carry on similar relief and evacuation operations from Switzerland have also been issued to several other private organizations in the United States.

As stated in our telegram of February 29, 1944 No. 1508, a detailed statement of the actions already taken and of the programs initiated to bring rescue and relief to the persecuted people of Europe is being prepared by the War Refugee Board for your information and for submission to the British Government.

There is no objection on the part of the War Refugee Board to Jewish or other organizations in Great Britain appealing to the British Government for permission to finance and carry on operations similar to those which this Government has authorized.

HULL

CC: Sec'y, Abrahamson, Krinitz, Bureinstein, Cohn, Dubois, Friedman, Gaston, Hodel, Longman, Lester, Luxford, Mann, McCormack, Paul, Poliak, Rabin, Smith, Staudiah, Stewart, White, Pohle, Ylvisaker, Mr. Bargoy.
SECRET

Dear Secretary of State,

Washington,

March 4, 1946.

FOR LIMITED DISTRIBUTION FOR THE WAR REFUGEES BOARD.

Dr. Nahum Goldman has recently discussed with me and with Casamb, Foulke and Hoekstra certain problems connected with the efforts to bring relief and rescue to the Jews of Nazi-occupied Europe, and the following questions are submitted at his request. He would like to receive answers from Washington while he is still in this country as the answers will affect his activities here. Dr. Goldman plans to leave for Washington at the end of the first week in March.

1. Goldman states that the American and British Governments are ready to put $3 million to $5 million dollars at the disposal of the International Red Cross for sending food, clothing, and medical supplies to the Jews.

DECLASSIFIED
State Dept. Letter 1-11-72

By R. M.Posted Date 1972
to the Jews of Nazi-occupied Europe. He is assured by International Red Cross representatives, however, that it will be impossible to utilize anything like this amount of money if purchases must be confined to the neutral European countries. This is said to be due to shortages of goods and to existing priorities in the countries concerned. One of the International Red Cross representatives referred to is Alfred H. Zollinger who recently passed through London and is now in Washington. Goldman urges that Zollinger be consulted there for confirmation of the described position in the neutral countries of Europe.

In view of the circumstances as stated the International Red Cross according to Goldman asks specifically whether the War Refugee Board is in a position to take one or both of the following two courses of action: (a) seek to obtain from the appropriate American and British authorities permission to spend “a minor part” of the $3 to $8 million dollars in Romania and Hungary where conditions for the effective use of the funds are said to be more favorable; (b) seek to obtain authorization to purchase supplies in the United
in the United States or other American countries
and, what is most important, to obtain British
navicerts for the safe passage of the goods to European
ports.

In regard to proposal (b) the International Red
Cross is stated to be prepared to give assurance that,
in the event navicerts are granted, no extra demand
will be made upon shipping facilities. The International
Red Cross is willing to assume full responsibility
for transportation.

It is stated that for various reasons the
International Red Cross does not feel in a position
to approach the British Government directly on the
above two proposals and they ask therefore whether
the desired results might be effected through the
intervention of the War Refugees Board.

E. Goldman states that at the beginning of
December the U. S. Treasury issued a license to the
World Jewish Congress in New York for $50,000 to be
transferred to its representative in Geneva and to be
used for Jewish rescue work in occupied European
countries with the provision that regular reports about
the use of
-4- Feb. 24, from London

the use of this money be given to the American Legation in Bern Switzerland. It is understood by Goldman that this license was later increased to $100,000.

Goldman believes that the Joint Distribution Committee then applied for a license for $3,000,000 for similar purposes and that this license was granted.

Various Jewish organizations in Great Britain as well as a committee of members of Parliament headed by Lionel Nathan are said to be eager to approach the British Government requesting similar licenses and using the precedent established in Washington. Goldman has asked these groups to refrain from approaching the British Government pending clarification of the specific points listed below. He is anxious on the one hand not to risk a flat refusal by the British if such risk could be minimized by using the American licenses as an argument or if possible by a direct appeal to the British by the U. S. Government or the Refugee Board. On the other hand he is anxious to avoid causing any embarrassment to the U. S. Government. He asks therefore:

(a) whether the British Government has been officially (report officially) informed of the issuance of the

U. S. Treasury
Sidney, February 24, from London

U. S. Treasury licenses referred to; (b) whether either the U. S. Government or the War Refugees Board would consider appealing directly to the British Government to issue similar licenses; (c) whether in any event there is any objection to an appeal to the British Government by Jewish or other organizations here utilizing the precedent of the U. S. Treasury licenses as an argument.

In view of Dr. Goldmann's planned early departure I am sure he would appreciate early consideration of the above enquiries.

MINAMT

KMD

c: Miss Chanevsky (from the Society) Moses, Paul, Garten, H. B. White, Pahlis, Amsford, Selbso, M. H. Bornstein, Stearns, Leiner, Strohold, Pahler, Bundy, Miss Nobel
January 20, 1944
Noon

AMERICAN LEGATION
BERN

190

Department has received comments of British Government on proposed communication set forth in Department's S239, December 17. Certain modifications have been proposed and agreed to by Department and FGA and revised text is as follows, a paraphrase of which should be prepared for submission in form of a note to Swiss Foreign Office:

"The American and British Governments are aware of and greatly appreciate the generous reception extended by the Swiss Government to the large number of refugees who have made their way to Switzerland. The time is anticipated when these refugees may be repatriated and the British and United States Governments will cooperate in every way toward the achievement of that end. The two governments are conscious of the burden upon Swiss resources which has resulted from the care of such refugees, and will be glad to give sympathetic consideration to such proposals as the Swiss Government may wish to make toward easing the burden which such care has placed upon the economy of Switzerland. The Swiss Government may be assured that the Governments of the United Kingdom and of the United States will give favorable consideration as may be permitted by the circumstances requests for the purchase and extraordinary import through the blockade of additional supplies of food stuffs and textiles to relieve the burden placed on Swiss resources as a consequence of assistance extended to refugees. Reference is made in this connection to telegram 2537 of October 15, from the Department of State to the American Legation at Bern, in which mention was made of the sympathetic attitude in the United States on the part of various relief organizations and their desire to be of assistance.

"The American and British Governments suggest that opportunity may be taken of the Swiss Economic Delegation's visit to London to discuss with representatives of the two governments any further questions in connection with the refugee problem which the Swiss Government may wish to raise."

Department has suggested to British Government that since note as revised speaks for both governments, the British Minister might be instructed to inform Swiss Foreign Office that he supports our note rather than submitting an identical note in behalf of his government.

Note should not (repeat not) be presented until British Minister, after having received instructions from his government, shall have discussed matter with Legation.

HULL
(AAB)

854, 48/398
SD: EDHEK

ehioopy
8/1/44
Distributed to: Secretary (Mr. K.M. Bernstein); Mr. D.W. Bell (Mr. Distich); Mr. Paul
Mr. White (Mr. K.M. Bernstein-Orig.); Mr. Luxford; Mr. Pahle; Mr. Ems, Bernstein, Mr.
Glasser, Mr. Taylor; Mr. Weiss
Mr. Fisher;

From: Mrs. Fontaine - RM.225