

Programs with Respect to Relief
and Care of Refugees: Cooperation
with Other Agencies

Intergovernmental Committee
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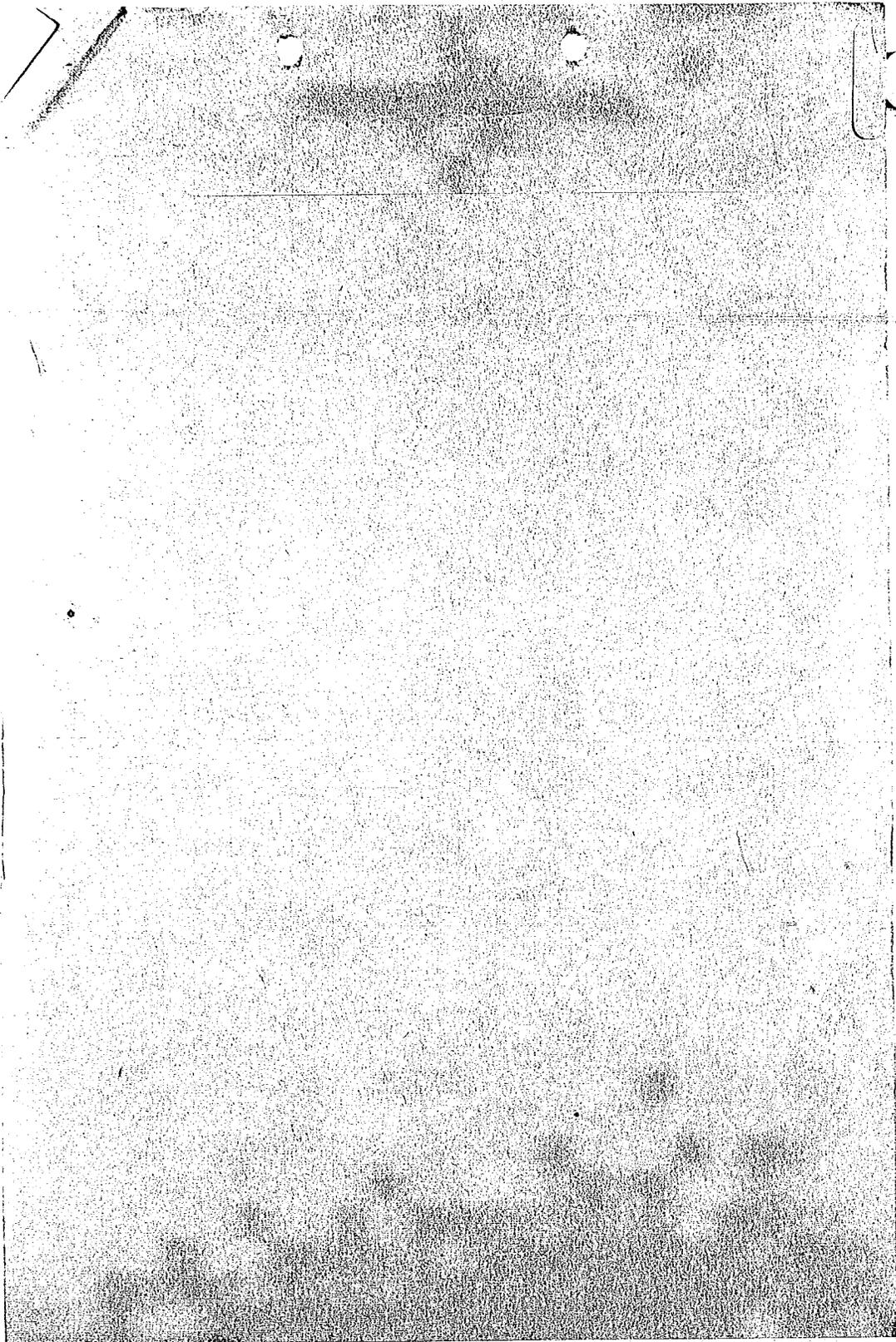
COOPERATION WITH OTHER AGENCIES: INTERGOVERNMENTAL COMMITTEE

VOL. 1

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**INTERGOVERNMENTAL
COMMITTEE
ON REFUGEES**

**Report of the
Fourth Plenary Session
August 15 - 17, 1944
London**

This report is issued by the
American Resident Representative,
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INTRODUCTION

The Intergovernmental Committee on Refugees was formed as a result of the conference which was convened, on the initiative of the Government of the United States, at Evian in 1938. During the four years following the outbreak of war in 1939, the activities of the Committee were restricted; but in August 1943 the executive committee adopted a series of recommendations which involved a great expansion of the Committee's membership, scope, functions and finance. Thirty-six governments have subscribed to this reorganization as members of the Committee. Under its expanded mandate the Committee is engaged in humanitarian activities aimed at alleviating the present position of refugees and in preparations designed to assist materially in solving the post-war refugee problem.

The first meeting of the Intergovernmental Committee in plenary session since its reorganization was held in London, August 15-17, 1944. This Plenary Session of the Committee, the fourth since 1938, was devoted largely to the consideration and adoption of rules for constitution and procedure and financial regulations. The meetings were under the chairmanship of the Right Honorable S. M. Bruce, High Commissioner for Australia, and were attended by delegates of the following thirty Member Governments: Argentine Republic, Australia, Belgium, Bolivia, Brazil, Canada, Chile, Colombia, Czechoslovak Republic, Denmark, Dominican Republic, Egypt, Eire, France, Great Britain, Greece, Iceland, India, Luxembourg, Mexico, Netherlands, New Zealand, Norway, Paraguay, Poland, Sweden, Union of South Africa, Union of Soviet Socialist Republics, United States of America, and Venezuela.

During the Session, Sir Herbert W. Emerson was reappointed Director, and nine governments were elected members of an enlarged executive committee. Resolutions were adopted affirming the principle of cooperation with other governmental and non-governmental organizations concerned with the refugee problem, and instructing the Director to invite the Governments of Argentine, Belgium, Brazil, Chile, Czechoslovakia, France, Great Britain, Poland, and the United States of America to appoint experts to a Commission, for the purpose of examining the question of the adoption and issue of an internationally recognised identity and travel document for stateless persons, or persons not enjoying in fact the protection of any government.

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The rules for the constitution and procedure, adopted on August 17, 1944, state the extended mandate under which the Intergovernmental Committee is now operating:

- "(1) The mandate of the Committee extends to all persons, wherever they may be, who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.
- (2) The functions of the Committee are to preserve, maintain and transport persons within this mandate, so far as this may be necessary and practicable.
- (3) For the purpose of carrying out its functions, the Committee may:
- undertake negotiations with Governments, whether Members of the Committee or not, cooperate with the United Nations Relief and Rehabilitation Administration, the High Commissioner for Refugees under the League of Nations, the International Labour Office and other international organizations as well as with voluntary organizations concerned with the interests and welfare of refugees;
 - receive funds both from Governments and from private sources and disburse such funds in accordance with its financial regulations; and
 - appoint a Director and engage such staff and secure such offices as may be required and conclude such contracts as are necessary for this purpose.
- (4) The Committee shall carry out its functions through an Executive Committee which, subject to the control of the Committee, shall be empowered to perform all the functions of the Committee."

The administrative expenditure of the Intergovernmental Committee is shared by the Member Governments. The operational expenditure will be underwritten jointly by the Governments of the United Kingdom and the United States of America. Each Member will be invited to contribute voluntarily to the operational expenditure in accordance with its abilities and its interest in the humanitarian work of the Intergovernmental Committee on Refugees.

The reports presented to the Fourth Plenary Session, and the rules and resolutions adopted at that time, are presented in this report.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

MEMBER GOVERNMENTS

ARGENTINE REPUBLIC	EIRE	NORWAY
AUSTRALIA	FRANCE	PARAGUAY
BELGIUM	GREAT BRITAIN	PERU
BOLIVIA	GREECE	POLAND
BRAZIL	HAITI	SWEDEN
CANADA	HONDURAS	SWITZERLAND
CHILE	ICELAND	UNION OF SOUTH AFRICA
COLOMBIA	INDIA	UNION OF SOVIET
CZECHOSLOVAK REPUBLIC	LUXEMBURG	SOCIALIST REPUBLICS
DENMARK	MEXICO	UNITED STATES OF
DOMINICAN REPUBLIC	NETHERLANDS	AMERICA
ECUADOR	NEW ZEALAND	VENEZUELA
EGYPT	NICARAGUA	

EXECUTIVE COMMITTEE

BRAZIL	NETHERLANDS
CANADA	UNION OF SOVIET
CZECHOSLOVAK REPUBLIC	SOCIALIST REPUBLICS
FRANCE	UNITED STATES OF
GREAT BRITAIN	AMERICA
MEXICO	

ADMINISTRATIVE OFFICERS

SIR HERBERT W. EMERSON, *Director*
 PATRICK MURPHY MALIN, *Vice-Director*
 GUSTAVE G. KULLMANN, *Honorary Assistant Director*
 JOHN GOTTLIEB SILLEM, *Secretary*
 S. H. G. HUGHES, *Finance Officer*

RESIDENT REPRESENTATIVES IN

Cairo—THOMAS PRESTON
Paris—M. LE GOUVERNEUR DES COLONIES VALENTIN-SMITH
 (Formerly in Algiers)
Rome—SIR CLIFFORD HEATHCOTE-SMITH
Washington—MARTHA H. BIEHLE

ADMINISTRATIVE HEADQUARTERS

11d Regent St., London S. W. 1

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REPORT OF THE DIRECTOR ON THE WORK OF THE INTERGOVERNMENTAL COMMITTEE

1. In the draft Rules for the Constitution and Procedure of the Intergovernmental Committee on Refugees, which have been recommended by the Executive Committee for the consideration of the Plenary Committee, the duty is imposed on the Director of presenting to the Committee certain reports relating to its work. These include an Annual Report and a statement of the work of the Committee to be presented at each Plenary Session. Normally, the Annual Report will relate to the previous calendar year, but since the Committee was re-organized in August 1943, and twelve months will have elapsed between that date and the first Plenary Session, it may be of convenience to the Member Governments if the present Report of the Director covers this period. The first Annual Report, which will be issued early in 1945, will supplement and bring up to date the information contained in this Report, and thereafter each Annual Report will cover the whole of a calendar year.

History of the Intergovernmental Committee.

2. The Intergovernmental Committee came into being as a result of the Conference convened at Evian in July 1938, on the initiative of President Roosevelt. It was attended by representatives of thirty-two Governments, of which thirty-one joined the Committee. Of these the Governments of Guatemala, Panama and Uruguay later withdrew, leaving a membership of twenty-eight Governments. The persons coming within the scope of the work of the Committee were defined as follows:—

"(1) Persons who have not already left their countries of origin (Germany (including Austria)), but who must emigrate on account of their political opinions, religious beliefs and racial origin, and (2) persons as defined in (1) who have already left their country of origin and who have not yet established themselves permanently elsewhere."

On the transfer of the Sudeten areas to Germany, involuntary migrants of German origin in those areas were included in the mandate. The main purpose of the Intergovernmental Committee was to secure by discussion with the German authorities an orderly system of migration of those who had to leave that country. Some discussions took place between December 1938 and August 1939, but without conclusive results, and the outbreak of hostilities brought them summarily to an end. Meantime, considerable progress had been made by governmental and voluntary organizations

in finding permanent homes for many persons who had had to leave their former countries, and it is estimated that out of a total number of 400,000 persons who were forced to migrate previous to the war, no less than 240,000 had been permanently settled. Many Member Governments of the Committee made most valuable contributions towards this result. Other Member Governments and particularly those of European countries, gave temporary asylum to a large number of persons, pending arrangements in progress for their emigration elsewhere. Thus, while much remained to be done, there was a reasonable prospect, had the war not intervened, of finding a solution to the particular task which the Intergovernmental Committee had undertaken. The war inevitably restricted the operations of the Committee which, however, continued its work within the limits imposed by it.

Reorganization of the Committee.

3. As the field of military operations extended, the particular problem with which the Intergovernmental Committee was concerned became one small part only of a general problem of involuntary migration which grew from day to day, and affected the lives of millions of persons of many nationalities, races, creeds and communities. Under the stress and horrors of war the causes which impelled people to leave their homes grew both in number and force, so that those now displaced include many categories previously unknown to the problem of refugees and extending beyond it, since among them are many millions who may be expected to return to their homes when peace is restored.

Early in 1943, the Governments of the United Kingdom and United States of America, being deeply concerned with the increasing gravity of the situation, appointed representatives to examine the problem, and to recommend measures for its relief. The Conference between the representatives of the two Governments was held in Bermuda in April 1943, and among other recommendations it proposed that the Intergovernmental Committee on Refugees should be reorganized and its mandate extended so that it might be better able to deal both with the immediate situation and post-war problems. The emergent necessity was to save and preserve persons who were in imminent peril because of their race, creed or political beliefs. The less urgent, but very important question was to devise machinery and means to cope with the long term problems resulting from the war. The recommendation was approved by the two Governments for the consideration of the Intergovernmental Committee. Accordingly, a meeting of the Executive Committee

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was convened on the 4th August 1943, by the Chairman, the Rt. Hon. The Earl Winterton, P.C., M.P., who is also representative on the Committee of the United Kingdom, and was attended by Their Excellencies the Ambassadors in London of the Argentine Republic, Brazil, the French Committee of National Liberation, the Netherlands and the United States of America, representing their respective Governments on the Executive Committee. At this meeting the Executive Committee made various recommendations to the Member Governments, the effect of which was as follows:—

First, it was recommended that the mandate of the Intergovernmental Committee should be extended so as to include, as may be found necessary and practicable, in addition to those already within the mandate, those persons wherever they may be who, as a result of events in Europe have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.

Second, it was recommended that the Executive Committee should be empowered by the Member Governments to undertake negotiations with neutral or Allied States, or with organizations, and to take such steps as might be necessary to preserve, maintain and transport persons coming within the mandate.

Third, it was recommended that the Executive Committee should be empowered to receive and disburse for the purposes of this work both public and private funds.

Fourth, it was recommended that the Administrative Expenses of the Committee should be shared by the Member Governments.

Fifth, the Executive Committee was informed that the Governments of the United Kingdom and United States of America were prepared jointly to underwrite expenditures other than administrative, but that they trusted that when a clearer idea had been obtained of the funds required for the efficient conduct of the Committee's work under its new commitments, an invitation would be addressed to all the Member Governments inviting them to contribute to such expenditure in accordance with their abilities and interest in the humanitarian work of the Committee. The Executive Committee put on record its appreciation of the action of the two Governments, and recommended that an invitation in the terms suggested by them should be addressed in due course to all the Member Governments.

Sixth, with regard to the maintenance of persons coming within the mandate of the Committee, it was recommended that they

should be maintained by the United Nations Relief and Rehabilitation Administration in countries in which that administration operated, provided it was willing to undertake the task; but that elsewhere the Intergovernmental Committee itself should assume the responsibility after negotiation with the Government concerned. It was agreed, however, that normally the responsibility for maintenance should not be retro-active, and that Member Governments or voluntary organizations that had assumed financial commitments in respect of such persons should continue to do so. It was also agreed that the question whether new groups of refugees should be maintained by the Intergovernmental Committee or by their own Governments should be for consideration on the individual merits of each case.

In addition to making the above recommendations, the Executive Committee made the following decisions. First, that an invitation to join the Committee should be issued to the Governments of certain States, and invitations have been issued to the following:—Costa Rica, Czechoslovakia, Egypt, Ethiopia, Greece, Guatemala, Iceland, India, Iran, Iraq, Luxemburg, Panama, Poland, Portugal, Salvador, Spain, Turkey, Union of South Africa, Union of Soviet Socialist Republics, Uruguay, Yugoslavia. Second, that the Honorary Director, Sir Herbert Emerson, should be invited to continue as Director of the Committee, and that Mr. Patrick Malin be appointed as Vice-Director.

Some effects of the reorganization.

4. Some observations may be made regarding the scope and effect of the recommendations mentioned above. The revised mandate is very comprehensive and includes the vast majority of the many millions of persons who have been displaced from their homes as the result of events in Europe. In practice, however, the exercise of the mandate is qualified by various considerations. The Executive Committee has accepted the principle that as regards the nationals of any Member Government, while the services of the Intergovernmental Committee are at the disposal of the Government concerned, it will not include them within its practical activities except in consultation and agreement with that Government. Since the various Governments are anxious to do everything possible within their power and resources for their nationals, the responsibilities of the Intergovernmental Committee are very greatly reduced. Again, it is contemplated that in an area in which UNRRA is operating, it will assume large functions and responsibilities relating to physical relief and repatriation which might

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otherwise have had to be undertaken by the Intergovernmental Committee. Moreover, it is hoped that the many voluntary organizations which have done such splendid work in the past in assisting refugees will continue and, indeed, extend their efforts, and that the assistance rendered by the Intergovernmental Committee will serve to stimulate rather than replace the help available from private sources. Nevertheless, in spite of these qualifications, the Intergovernmental Committee has assumed wide responsibilities for assisting persons within liberated territory and elsewhere. These may be expected gradually to decline in volume as countries are relieved from occupation, and particularly as the work of repatriation proceeds. The military authorities, or the National Governments, or UNRRA, acting separately or in cooperation as the case may be, will undertake many tasks which would otherwise fall to the Intergovernmental Committee, and this will be particularly so in regard to repatriation. Within a comparatively short time after the end of hostilities, it may be hoped that the great majority of the persons now displaced from their homes will have been repatriated, so that the practical task so far as the Intergovernmental Committee is concerned, will be largely confined to those unfortunate people who, for one reason or another, are unable to return to their own homes. This will involve the protection of their interests, and, in particular, the finding of new homes and new citizenship for them. It is clear that although the responsibilities of the Committee will grow less with the restoration of peace, the ultimate task will be difficult and is likely to extend over a considerable period.

Here it may be observed that it is in the sphere of finding homes for the stateless that there will be special need for international effort and collaboration. It is hoped, therefore, that the Member Governments will continue to make a generous contribution towards the solution of the problem by affording temporary or permanent asylum according to their abilities. But since there is some misunderstanding on the subject, it may be explained that membership of the Committee does not in itself connote any obligation in this respect, which is, and must clearly remain, a matter for discussion and negotiation between the Committee and each Government according to the varying conditions which will prevail in different countries.

The mandate is comprehensive, and makes no distinction on account of nationality, race or creed. This does not mean, however, that all persons coming within the definition will be automatically included within the beneficent activities of the Committee. New categories of homeless people may come into being after the war

whose inclusion would raise important questions of policy, and it may be assumed that the attitude towards them will be determined not by the wording of the mandate alone, but with regard to the views of the Member Governments.

Previous to reorganization, the financial obligations of the Committee were restricted to the cost of the Director's office and of Plenary Meetings. No funds were available for assisting refugees or for other operational expenses. This imposed narrow limits on the scope of the Committee's work. Under the new arrangements, the Governments of the United Kingdom and United States of America are prepared, subject to their previous approval of particular projects, to underwrite operational expenditure, while provision is made for other Governments to contribute on a voluntary basis.

The fact that the problem has now assumed world wide dimensions is reflected in the enlargement of the membership of the Committee. The Governments which were invited to send representatives to the Evian Conference in 1938 were, broadly speaking, concerned with the specific problem of involuntary migration from Germany and Austria, either because their territory was contiguous with, or adjacent to, those countries, or because they afforded temporary or permanent asylum to the refugees. There are now very few countries in the world which are unaffected by the displacements of population which have taken place in Europe, and in view of this fact the Executive Committee decided to extend invitations to join the Committee to the Governments mentioned in the preceding paragraph. Of those Governments, Czechoslovakia, Egypt, Greece, Iceland, India, Luxemburg, Poland, the Union of South Africa and the Union of Soviet Socialist Republics have agreed to become Members. The Governments of Portugal and Turkey have been unable to accept, and replies have so far not been received from the remaining ten Governments. At the time of writing there are thirty-six Member Governments of the Intergovernmental Committee.

It may thus be said that the scheme of reorganization has very greatly extended the mandate so as to increase the number and categories of persons who may come within the activities of the Committee; it has enlarged the activities in which the Committee may participate so as to deal effectively with the problem; it contains provision for the supply of the necessary resources, and by the enlargement of the Committee it has greatly enhanced its ability to deal successfully with problems which depend for solution on international endeavour and cooperation in the fullest sense.

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At its meeting of the 4th August 1943, the Executive Committee, believing that it would be the wish of the Member Governments that it should proceed forthwith with the practical programme in view of the great urgency of the immediate problems, decided to presume their approval to the recommendations which it had made. It correctly interpreted the wishes of the Member Governments, for although replies have not yet been received from all Members, those received have been favourable. The recommendations have now been embodied either in the Draft Rules of Constitution and Procedure or in the Draft Financial Regulations which will come before the Plenary Session for consideration.

The work of the Executive Committee has been concerned partly with internal organization and partly with assistance to those coming within the mandate. It will be convenient to deal first with the internal organization.

Staff Arrangements.

5. The headquarters of the Committee is in London. The Executive Committee invited Sir Herbert Emerson to continue as Director, an appointment which he has held in an honorary capacity since February 1939. Mr. Malin, an American citizen, was appointed Vice-Director; previous to his appointment he was working in the Office of Relief and Rehabilitation Operations of the Department of State, and before that had had considerable experience of refugee work on the continent, and, in particular, has had close relations with voluntary organizations. Dr. Sillem, a member of the Diplomatic Corps of the Netherlands, was appointed Secretary, and Dr. Kullmann, a Swiss citizen, who has been Deputy High Commissioner for Refugees under the League of Nations since the 1st January 1939, and previous to that had long experience with refugees and related questions, accepted the invitation of the Executive Committee to become honorary Assistant Director. Mr. Hughes, a former British Treasury official, is Finance Officer and advises the Committee on financial and staff questions. Mrs. Latham, who has given most loyal service to the Committee since its inception in 1938, is Superintendent of the office. The staff is small, the policy being to restrict it to actual requirements and to expand as the work increases. It is the aim to make the whole establishment international in character, but in war conditions the number of candidates is very limited and in spite of every effort, it has not been possible to give full effect to this purpose.

Classification of expenditure.

6. The Executive Committee took up at once the question of the classification of expenditure of the Committee. This had an important bearing on the contributions to be made by Member Governments, since while the Administrative Expenses are to be shared according to an approved scale, the other expenditure is to be underwritten in the first place by the Governments of the United Kingdom and the United States of America, other Member Governments being invited to contribute on a voluntary basis. In examining the matter, the Executive Committee gave very careful thought to the interests of those Member Governments whose normal resources are limited and to those Member Governments whose resources are very adversely affected under war conditions. It considered two alternative methods of ensuring that the contributions of such Members should not press too heavily. The first was to include in the definition of Administrative Expenses not only the cost of the Director's Office, but also the relevant expenditure of Representatives abroad (which may well reach a considerable sum after the war) and to give relief where it was necessary to particular Member Governments by allotting to them a token number of units. The second method was to restrict the definition of Administrative Expenditure within very narrow limits, so that the total sum to be shared by the Member Governments would be so inconsiderable as to make it unnecessary to allot token units to any Members. The latter system was adopted and Administrative Expenditure was defined so as to include:—

(i) The cost of meetings of the Committee in Plenary session, the Executive Committee and any Sub-Committees—comprising the special expenses involved in the actual meetings themselves, such as stenographer and interpreter service, but not the travelling expenses of delegates, which will be borne by their Governments individually.

(ii) The cost of the headquarters office of the Director—comprising staff salaries, rental, stationery and communication, travel, etc.

All other expenditure is classified as Operational.

As a result of this decision it is possible even at this early stage of the Committee's operations to make an approximate estimate of the maximum Administrative Expenditure likely to be incurred in any year. It is improbable that this sum will exceed £41,000, although it is, of course, not possible to give any guarantee to this effect. At present, the Administrative Expenditure is on a considerably lower scale than this, and the estimate for the period of six-

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teen months ending the 31st December 1944, is £26,000 only, and even this may prove to be in excess of actual expenditure.

The system briefly described above, and the corresponding Intergovernmental Scale, have been incorporated in the Draft Financial Regulations which are to be submitted to the Plenary Session for its consideration. The Intergovernmental Committee as a whole will thus have the opportunity of deciding whether any modifications are necessary in the initial scale, and the Draft Regulations provide that thereafter no change shall take effect in it until approved in Plenary Session.

Representatives in various countries.

7. The Executive Committee has considered the form of organization which the Intergovernmental Committee will require in various countries. It is of opinion that the Committee will be unable to discharge its responsibilities unless it has accredited representatives in the various countries where there is a considerable number of persons coming within its mandate. This will particularly be the case when, after the war, provision has to be made for those who cannot be repatriated, either because they have lost their nationality or, for one reason or another, are unable to return. It is contemplated, therefore, that the functions of the Committee in a particular country will be carried out by a representative responsible to the Director, and through him to the Executive Committee. Such representation will require the agreement of the Government concerned, and this will be sought as occasion arises. One of the main duties of a representative will be to maintain close and cordial relations with the Government. He should be a person acceptable to the Government in whom it can repose full confidence, and who is of sufficient standing and experience to be given the necessary access to the Government's departments and authorities concerned. He should, therefore, ordinarily be a national of the country, who is selected after consultation with the Government. Where, owing to war conditions, it is necessary to make other arrangements, these would be regarded as of a temporary and emergent character, and would be replaced as soon as practicable by arrangements giving effect to the above principles. The broad duties of the representative would be to promote the interests of persons coming within the mandate in accordance with the general policies of the Committee, to give assistance to the Government in all matters relating to such persons, and where temporary asylum only had been given to them, to do his utmost to secure permanent homes for them. He would keep the Director informed of all relevant

matters, and if the Government were agreeable, he would act as a link in many matters between it and the refugees. He would be required to cooperate with other governmental organizations working in related fields, and it would be an important part of his work to coordinate and assist the humanitarian activities of voluntary bodies concerned with refugees; but in this, as in other matters, he would not concern himself with political questions or controversies. In territory where UNRRA was carrying out operations relating to displaced persons, he would cooperate to the fullest extent with that administration, and if UNRRA so desired, he might participate in work for which that body was responsible, being for that purpose under its orders. If it were necessary for the Intergovernmental Committee to undertake specific projects, the representative would normally be responsible for their execution, and would be given the necessary resources and staff to carry out the work. If there were no specific projects, a small staff would usually be sufficient, but it is not possible to make any precise forecast in this respect, since conditions will vary in different countries and will not be clearly manifest until some time after hostilities have ceased.

In addition to representatives in countries of temporary asylum, it may be desirable to have them elsewhere, for instance, in some countries of reception. It has already been found necessary to have a representative in Washington, whose main functions are to keep in continuous contact with the headquarter branches of UNRRA concerned with displaced persons; to represent the Intergovernmental Committee on the UNRRA Technical Committee for Displaced Persons; to act as a liaison officer between the Director and the various voluntary organizations in the United States who are doing such excellent work for refugees, and generally to keep the Director informed of developments relevant to the work of the Committee. Two other representatives have so far been appointed, the first in Italy and the second in Algiers. An account of their work will be given later. The appointment of a representative in Cairo has also been approved and efforts are now being made to obtain a suitable officer. He will be associated very closely with the work of UNRRA in the Middle East, this organization having recently assumed responsibility for the administration of the camps in that area which contain many thousands of persons displaced from their countries.

Rules of Constitution and Procedure.

8. Since the Intergovernmental Committee, established as a result of the Evian Conference, was set up for a limited and what was

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hoped would be a temporary purpose, no formal constitution and procedure were framed. These have become indispensable with the enlargement of the functions and activities of the Committee. Draft proposals were, therefore, framed by the Director for the consideration of the Executive Committee, which appointed a Sub-Committee to examine them and to recommend to the Executive Committee such amendments and additions as might seem necessary. The Sub-Committee received valuable assistance in the technical drafting of its proposals from Mr. W. E. Beckett of the Legal Department of the British Foreign Office, and wishes to record its appreciation of his help. The Sub-Committee's proposals were then examined by the Executive Committee, and with slight modification, have been recommended to the Plenary Session for consideration.

The same Sub-Committee examined the Draft Financial Regulations, for which a similar procedure has been followed. Within the framework of the Constitution and of the Financial Regulations, rules have been framed, under the direction of the Director, to regulate matters relating to staff, including the offices of representatives abroad, finance and accounts.

Cooperation with other International and Governmental Organizations.

9. When the Evian Conference was held, there were two inter-governmental organizations concerned with refugee questions, namely, the High Commission for Refugees under the League of Nations, whose mandate included specific categories of refugees, and the International Labour Office, which was interested in the more general problems of migration. The Conference resolved that—

"The Intergovernmental Committee recognising the value of the work of the existing refugee services of the League of Nations and of the studies of migration made by the International Labour Office, shall cooperate fully with these organizations."

Cooperation with the High Commission of the League of Nations was firmly established by Mr. Rublee, the first Director of the Intergovernmental Committee, and when he resigned in February 1939, it was completed by the appointment as his successor in an honorary capacity of Sir Herbert Emerson, who was High Commissioner for Refugees under the League of Nations. This connection has continued, and has been extended by the appointment as Honorary Assistant Director of Dr. G. G. Kullmann, who is Deputy High Commissioner for Refugees.

The cooperation with the International Labour Office has also been continued. It has been strengthened since the reorganization of the Intergovernmental Committee by more regular contacts between the representative of the International Labour Office in London and the Director's office, and by consultations, as opportunity has offered, between the experts who are studying questions of migration on behalf of the International Labour Office and the officers of the Committee. The Director and Vice-Director were in the United States of America when the International Labour Office held its conference in Philadelphia, and they received an invitation to it. The Director, unfortunately, was able to attend only for part of one day, but Mr. Malin, the Vice-Director, attended three sessions and was, moreover, able to make contacts with delegates attending the conference, and with officers of the organization interested in refugee questions.

Within the past twelve months, two new organizations have been set up, namely, the United Nations Relief and Rehabilitation Administration, and the War Refugee Board of America, both of which are profoundly concerned with some of the problems which come within the scope of the Intergovernmental Committee. It is of the utmost importance that there should be close collaboration between them and the Committee.

Previous to the formal establishment of the United Nations Relief and Rehabilitation Administration, the Director and his colleagues were associated with the preliminary work relevant to displaced persons undertaken, on the American side, by the Office of Foreign Relief and Rehabilitation Operations, and on the British side by the Inter-Allied Post War Requirements Bureau. After informal discussion with Governor Lehman, now Director-General of UNRRA, and with officers of OFRRO and the Bureau, the Director submitted to the Executive Committee a Memorandum on the relations between the Intergovernmental Committee and UNRRA, and the Executive Committee approved this as a basis for discussions with the latter body. The relevant resolutions passed at the first session of the Council of UNRRA, held at Atlantic City from November 10 to December 1, 1943, defined in broad terms the relations between the two bodies, and in more detail the responsibilities which UNRRA is prepared to assume for displaced persons.

The Council reaffirmed the principle of cooperation between the Administration and the Intergovernmental Committee, and resolved that representatives of the Committee should be invited to attend as observers and to participate in the meetings of the Council, its committees and sub-committees and in the meetings of re-

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gional committees and technical standing committees in accordance with the appropriate provisions in the Permanent Rules of Procedure. The Council instructed the Director-General to avail himself of the Intergovernmental Committee as the nature of the work and other circumstances made appropriate. With regard to the particular problem of the repatriation of displaced persons, the Council by another resolution resolved that the Director-General should take steps to ensure the closest cooperation with such agencies as the International Red Cross and the Intergovernmental Committee on Refugees whose assistance may be of value with a view to invoking their collaboration in the work of repatriation of displaced persons.

The Council also adopted the Report of the Committee on Policies with Respect to Assistance to Displaced Persons, from which the following is a relevant extract:—

“Another organization with which the closest cooperation will be necessary is the Intergovernmental Committee on Refugees, which has long dealt with those persons who have been obliged to leave their homes for reasons of race, religion or political belief. UNRRA will assist in the care and repatriation of such of these persons as can, and are willing, to return to their countries of origin or of permanent residence. The Intergovernmental Committee has the function of finding places of settlement for such of them as fall within its competence, and as cannot or do not desire to be so repatriated. It should be the responsibility of the relief organization of UNRRA to assist, for a reasonable period, in the care of such of these refugees as cannot be repatriated until the Intergovernmental Committee is prepared to remove them to new places of settlement.”

Governor Lehman, the Director-General, in conveying these resolutions to the Director of the Intergovernmental Committee, expressed his complete personal agreement with the policies embodied therein, and his pleasure at the opportunity of working with the officers of the Intergovernmental Committee. At its meeting of the 4th January 1944, the Executive Committee adopted the following resolution:—

“The Executive Committee has had placed before it by the Director the cordial letter of the 10th December 1943, from the Honourable H. Lehman, Director-General of UNRRA with its enclosures. The Executive Committee asks the Director to convey to Governor Lehman its warm congratulations on his appointment to direct the work which is fraught with so great importance to the future of mankind, to express to him its appreciation of his offer of cooperation and to assure him of the desire

of the Intergovernmental Committee to maintain close and cordial relations between the two organizations.

The Executive Committee notes that the report of the Committee on Policies with Respect to Assistance to Displaced Persons, which was adopted by the UNRRA Council, states that ‘UNRRA will assist in the care and repatriation of such of those persons as can, and are willing to, return to their countries of origin or of former residence’ and that ‘it should be the responsibility of the relief organs of UNRRA to assist, for a reasonable period, in the care of such of these refugees as cannot be repatriated.’ It notes also that the Council recommends that the Director-General take steps to ensure the closest cooperation with the Intergovernmental Committee on Refugees with a view to invoking its collaboration in the work of the repatriation of displaced persons. Finally, it notes that the Council has decided to invite representatives of the Intergovernmental Committee on Refugees ‘to attend as observers and to participate in meetings of the Council, its committees, and sub-committees, and in the meetings of regional committees and technical standing committees.’

The Executive Committee asks that the Director inform Governor Lehman that it appreciates and approves those statements of policy, which accord with its own judgment as to the working relations to be established between the two bodies. The Executive Committee also authorises the Director to proceed with all necessary negotiations with the Director-General of UNRRA to give practical effect to the above statements of UNRRA policy and the Director’s Memorandum on Relations between the Intergovernmental Committee and UNRRA which was considered by the Executive Committee at its meeting on the 18th November 1943, and there adopted as a basis for further negotiations.”

The Plenary Committee will be asked to affirm the principle of cooperation between the two organizations as stated in the above resolution. In pursuance of it, the Director and his colleagues have been in close touch with the committees and officers of UNRRA concerned with displaced persons. The Director and Vice-Director attended the second meeting of the Technical Committee on Displaced Persons held in Washington on 18th April 1944. The Director, or his representative, has regularly attended the meetings of the European Technical Sub-Committee on Displaced Persons, and has participated in its proceedings. In addition, there have been frequent consultations between the Executive of the Intergovernmental Committee on the one hand, and the administrative officers of UNRRA on the other. At the time of writing these consultations are still in progress, with the object of working out, so far as circumstances will permit, the practical details of the respective functions of the two bodies in regard to displaced persons and, in particular, the nature and duration of the assistance which

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UNRRA will be prepared to give to those coming within the mandate of the Intergovernmental Committee. Meantime, the Director wishes to acknowledge the active cooperation and assistance so freely given by the officers of UNRRA and in particular, by Mr. Fred Hoehler, Director of the Division of Displaced Persons, and Mr. T. T. Scott, European Director of the Division of Displaced Persons.

The War Refugee Board.

10. The War Refugee Board of the United States of America was established by Executive Order of the President on the 22nd January, 1944. It consists of the Secretary of State, the Secretary of the Treasury and the Secretary of War, and it is charged with the responsibility of seeing that the policy of the Government of the United States is carried out, this policy being to take all measures within its power to rescue the victims of oppression who are in imminent danger of death, and otherwise to afford such victims all possible relief and assistance consistent with the successful prosecution of the war. The functions of the Board include without limitation the development, plans and programmes, and the inauguration of effective measures for, (a) the rescue, transportation and maintenance and relief of the victims of oppression, and (b) the establishment of havens of temporary asylum for such victims.

In the discharge of its functions the Board is directed to cooperate with the Intergovernmental Committee, the United Nations Relief and Rehabilitation Administration and other interested international organizations. Early in April, the Director and Vice-Director visited Washington, at the invitation of the Government of the United States, in order to discuss with the War Refugee Board the most effective means of cooperation between the two organizations, and so to avoid overlapping. They received most valuable assistance from Mr. Myron Taylor, then a Vice-Chairman of the Committee and representative on it of the Government of the United States of America. Thanks largely to his help, complete agreement was reached, and this was later confirmed by the Executive Committee. Since the functions of the two bodies coincide to some extent, it was not possible, nor indeed was it considered desirable, to attempt to define the spheres of action so as to be mutually exclusive. The War Refugee Board is particularly charged with functions relating to immediate rescue, and although it is interested, in pursuance of this aim, in the welfare of persons after they have reached places of safety, this is not its primary responsibility. It is not within its direction to undertake the post-war task of finding

homes for those who cannot return to their countries or places of established residence. The Intergovernmental Committee, on the other hand, includes within its responsibility all the functions mentioned above, but it is only in the immediate task of rescue that there is any room for overlapping. In this sphere, however, there is plenty of work for both organizations to do, and a practical arrangement was reached which it is hoped will facilitate the work of both. The principle has been accepted, without any qualification whatever, of mutual cooperation between the two organizations. Each is keeping the other informed of its activities and plans, and the two consult together regarding matters of common concern. The discussions at Washington, moreover, were fruitful in promoting particular projects. The Director desires to acknowledge the practical cooperation and assistance he is receiving from the War Refugee Board, and at the same time to pay a very warm tribute to the energy and success with which it is carrying out its task of helping the oppressed.

Relations of the Committee with Voluntary Organizations.

11. No one who has had experience of refugee work can fail to appreciate the great contribution which voluntary organizations have made, and are making, towards the alleviation, and often solution, of the many complex problems that are involved. Before the war they were active in many countries, and it may be confidently expected that there will be a great revival of voluntary effort everywhere so soon as conditions will allow. Meanwhile, wherever this is possible, a great volume of good will, service and money is being devoted to the cause of refugees. Some organizations are concerned with refugee questions in general, but many are interested in particular groups and, as the number of groups increase after the war, there will be a corresponding growth of private interest and endeavour. It is to the voluntary organizations that one may look, both in the immediate future and for many years after the end of hostilities, for most valuable service and support. The Executive Committee, recognizing the large part that they will play, thought it proper at a very early stage that it should consider the relations between them and the Intergovernmental Committee, and lay down certain principles for the guidance of the Director and his staff. The purpose of the Committee is to supplement, stimulate and coordinate private effort, and not to replace it, and with these objects in view to cooperate fully with responsible voluntary organizations in their humanitarian activities. In pursuance of this object, the obligation has been laid on the Director and his staff, in-

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cluding the representatives of the Committee in various countries, to be accessible to all such organizations interested in any of the various classes of persons included within the mandate of the Committee, and to give no cause for complaint that they are more interested in one group than another, although from time to time a particular group, because of the actual facts, may require more attention than another. At the same time, the officers of the Committee have constantly to bear in mind that its activities are purely humanitarian, and they have to avoid being drawn into political issues or controversies. They are to encourage the voluntary organizations to furnish information of interest which they may have, and they are to give information in return regarding activities and plans, where it is not necessary in the interest of the refugees themselves, or for other reasons, to observe secrecy. Again, they are to consult organizations and individuals on particular matters of which they may have special knowledge and experience, and the Director may invite representatives to join a committee of a purely advisory character which, after consultation with the Chairman of the Executive Committee, he may find it convenient to form for the purpose of advising him in regard to particular subjects. The Draft Constitutional Rules provide for the attendance of observers at Plenary Sessions of the Committee and meetings of the Executive Committee, under conditions to be determined by those two bodies, respectively.

The Director and his colleagues have given full effect to the principle of accessibility. Very friendly relations have long been established with a number of voluntary organizations, and these have been extended and strengthened since the enlargement of the functions of the Committee. This has been the more easy since, apart from the general associations common to all the officers, the Director, in other capacities, has special connections with many of the refugee bodies in the United Kingdom; the Vice-Director, Mr. Malin, has previously worked with many in the United States of America, the Assistant Director, Dr. Kullmann, has intimate knowledge of, and cordial relations with those in Switzerland, and the Finance Officer, Mr. Hughes, has been associated since the beginning of the war with several of the organizations in the United Kingdom. The Director, Vice-Director and Assistant Director hope to renew their past relations with organizations and workers in several countries of Europe which the war has severed.

There has thus been every inclination to carry out the wishes of the Executive Committee. Indeed, there is constant, though large-

ly informal, contact with all the leading organizations engaged on refugee work to which access is possible. In particular, owing to the emergent tragic plight of the Jews, there is very close cooperation with the many organizations working on their behalf. The tours of the officers of the Committee have enabled personal contacts to be made in the United States of America, Canada, Switzerland, Portugal and Palestine.

In some cases there is formal association in certain aspects of the work. A few examples may be given. An arrangement has been made with the American Friends Service Committee, the Joint Distribution Committee and the British Friends Ambulance Unit by which representatives of these very well known organizations are working in Italy under the auspices of the Intergovernmental Committee. They are responsible to the representative of the Committee, Sir Clifford Heathcote-Smith, for duties performed under his control, but they correspond freely with their own organizations which prefer to pay their salaries and other expenses, except travelling. It is hoped that with the agreement of the French Authorities, a similar arrangement may be made in North Africa in regard to representatives of the American Friends Service Committee who are working there. In another sphere, the Joint Distribution Committee is doing work of very great importance on behalf of the Committee, and it is hoped to utilize the services of the International Migration Service, another long established organization, in a preliminary survey of certain groups of refugees. These cases illustrate the manner in which the Intergovernmental Committee and the voluntary bodies can work together to their mutual advantage and, what is more important, for the benefit of the people whom all are trying to help. They suggest many lines of similar development.

The importance of cooperation.

12. Considerable space has been given in the foregoing pages to the subject of cooperation, but no apology is needed for this. The problem is so large and complex that it can be solved only by cooperation all along the line—with the various Governments, without whose good will and active support little can be done; with the international and governmental organizations working in different portions of the same field whose contributions are of the greatest value, and with voluntary organizations and private workers, who bring not only material resources but the priceless gifts of experience, devotion and service.

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Assistance to persons coming within the mandate.

13. An account must now be given of the activities of the Committee in the sphere of practical assistance to persons coming within its mandate. It may be prefaced by three observations. First, it is the common experience of all engaged in refugee work that a very great deal of effort is necessary to obtain even small results. There is much ploughing of the sands. This is so even in normal times, but it is greatly accentuated under war conditions. Frustration and disappointment are only too often the fruits of prolonged labour. Second, when positive results are achieved it is often through the combined, or sometimes independent efforts of a number of agencies international, national, voluntary organizations or even individuals. It is necessary to bring a battery into action rather than a single gun. This is all to the good, so long as the job is done it does not matter who does it. But the fact is mentioned because in much of the work done or attempted during the past year, the Intergovernmental Committee has been associated with other agencies, and there is no wish to give the impression that it alone has been concerned. Third, in existing circumstances it would be detrimental to the life and liberty of many persons for whom efforts have been, and are being made, to make public the character of such efforts. The account is therefore not exhaustive.

By far the most important task in the immediate situation is to secure, so far as this may be done, the safety of persons in imminent peril. One way is to seek the good offices of neutral Governments, and this has been freely done. Here warm tribute may be paid to the efforts and achievements of two Member Governments of the Committee, Sweden and Switzerland, both of whom have long and honourable traditions of tolerance and humanity. A large number have been saved through their efforts, and many thousands are, at the present time, enjoying asylum and care in their countries. The Committee is especially indebted to both Governments for their response to the various approaches that have been made to them. Portugal and Spain have been hitherto the main European countries of transit, but many refugees have had to stay for considerable periods before they were able to pass on, and this has involved administrative and other difficulties to the two Governments. Although the Committee has not been directly engaged in refugee operations in those countries, it has been in constant touch with the situation there, and it has taken a definite part in the relief of the pressure resulting from the ingress of many thousands. It is, therefore, well aware of the liberal policy which the two Governments

have followed. The outflow of refugees has been in several directions. The French Nationals have gone to North Africa; the Belgians, Czechs, Dutch and Poles have gone to North Africa, the Belgian Congo, the Dutch West Indies, the United Kingdom and United States of America; stateless refugees have gone mainly to Palestine, North Africa and to Canada, which generously agreed to take a considerable number of families for the duration of the war. In order further to reduce the pressure on Spain, a refugee camp has been established in Morocco with the approval of the French Authorities, under the joint administration of the Governments of the United Kingdom and United States of America. The Intergovernmental Committee initiated the proposal, and is concerned with finding homes for those occupants who cannot return to their own countries or places of settled residence. Its representative, Monsieur le Gouverneur Valentin Smith, has already paid several visits to the camp, where he stayed for some days after the arrival of the first large contingent. He has given a favourable account of the conditions of the camp, and of the reception accorded to the refugees.

On the other side of Europe the passage from the Balkans is through Turkey, and during the past few months an increasing number of Jewish refugees have gone that way to Palestine. This has been made possible by the continued efforts of the American and British Ambassadors in Ankara, working very closely with the War Refugee Board, and by the cooperation of the Turkish Government in granting the necessary transit facilities. The Committee has not taken a direct part in these operations, but it is in continuous touch with them, and ready to give its services where and when it can assist. It has direct interest in other phases of work in the Balkans.

The special efforts of the Committee have been directed over a considerable period to secure permission from the Axis authorities concerned to allow children to leave their territory. As a preliminary to this, the Committee was associated with others in finding new homes for the children should they be allowed to leave. Switzerland has large plans of her own for the reception of children, and Sweden is prepared to welcome a large number if they could reach there. The United States of America offered to take 5,000, the Argentine Republic, the Dominion of Canada and Palestine offered to take 1,000 each and several other countries offered to take smaller numbers according to their ability. There would thus have been no difficulty in finding refuge for many thousands, but efforts, which have been renewed on several occasions, have so far proved

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unsuccessful because of the unwillingness of the authorities concerned to give the necessary permission for the children to leave. At the time of writing there is hope that Jewish children may be allowed to leave Hungary, and the matter is being actively pursued by the Committee.

From time to time the circumstances of particular groups in Europe require special attention, either because of the immediate danger in which they are placed, or because there are circumstances which hold out prospects of successful intervention which, unhappily do not exist for others in equal danger. One such group consists of persons holding passports of South American States. In conjunction with the War Refugee Board, many efforts have been made, and are continuing on their behalf.

Work in the field.

14. The scope of work in the field is circumscribed by the conditions imposed by the war. But it is in full progress in Italy, and a beginning has been made in North Africa. In both cases much of the necessary discussions with the relevant authorities was carried out by the Vice-Director, Mr. Malin, during a most fruitful tour of three months which he made early in the year. He visited North Africa, Italy, Egypt, Palestine and Turkey, gaining first hand knowledge of the refugee problems in the various countries, making contacts with Government officers, diplomatic representatives, the military authorities and voluntary organizations and workers, and ascertaining and promoting the means by which the Intergovernmental Committee could help. He received the greatest assistance and courtesy from all. He spent several weeks in Italy, visiting the refugee camps and studying the actual and potential problems in so far as they affect the Intergovernmental Committee. At the suggestion of the Allied Control Commission, he was able to prepare the way for an arrangement by which a representative of the Committee is attached to the Commission, with the duty of assisting its Internees and Displaced Persons Sub-Commission work relating to refugees of other than Italian nationality. The Committee was fortunate in securing as its representative Sir Clifford Heathcote-Smith, who took over his duties in Italy on 30th April. As already mentioned, he has associated with him representatives of three long-established voluntary organizations with much experience in the field of refugee assistance and general relief. He is collaborating with the missions charged with the protection of the interests of various nationals. He and his colleagues are thus able, under the best auspices, to take up all branches of the work—

classification and survey of groups of individuals, welfare, employment, camp administration, the finding of new homes for those who cannot be repatriated and so on. They have embarked on their mission with zeal and efficiency. Apart from these comprehensive tasks, Sir Clifford Heathcote-Smith gave great assistance in organizing the selection, collection and departure of a group of 571 Jewish refugees for Palestine. He is also engaged in efforts to trace persons coming within the Committee's mandate, who were in Italy at some time during the war, but cannot now be found. The work that is being done by Sir Clifford Heathcote-Smith is not only of great value in itself and of much benefit to the refugees concerned, but the knowledge and experience so gained of actual conditions in Italy will serve as some indication at least of the conditions likely to be found in other countries, of the problems that will occur there and of the measures that will be necessary to solve them.

In North Africa the representative of the Committee, Monsieur le Gouverneur Valentin Smith, took up his duties on the 1st July only, and it is, therefore, too early to say how the work will develop. But he has made an excellent start and he is assured of the good will and confidence of the French Authorities, to whom the Committee is indebted for sparing his services. French North Africa contains many refugees of different groups, and an important function of the representative will be to assist the authorities in the execution of the liberal policy which they have adopted, and in bringing to their notice ways by which it can be advanced in the knowledge that any representation he may make will be received with sympathy and understanding. The relations so established will, it is hoped, set the pattern for the much larger tasks in France itself.

Visit of Assistant Director to Switzerland.

15. Dr. Kullmann, the Assistant Director and Deputy High Commissioner for Refugees under the League of Nations, was invited by the Swiss Government to visit Switzerland for the purpose of discussing various refugee problems. The necessary facilities having been obtained for him by the Swiss Government, he spent five weeks there early in the year. During his visit he discussed many refugee matters with high Government officials, including post-war problems. He visited some of the camps in which refugees are accommodated and saw for himself the liberal policy which is pursued towards them, and the practical and sympathetic character of the measures taken for their benefit. He had valuable talks with representatives of the International Red Cross, both on general

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matters and on particular questions. Here it may be mentioned that the Committee has close links with the International Red Cross. It has frequent contact with its mission in London, is continuously exchanging information with Geneva and is particularly interested in the scheme for tracing relatives which has been initiated by it. It is acquainted with the untiring efforts that the International Red Cross has made and is making to relieve suffering in Europe, and to give every assistance within the opportunities available to persons coming within the functions of the Intergovernmental Committee. The renewal of personal contacts made by Dr. Kullmann strengthened the close cooperation which already exists. Even before the war, Switzerland was a very active field of refugee work; wider opportunities and greater necessity have arisen during the war, and the many voluntary organizations operating there have used every available opportunity to help. Dr. Kullmann learnt much of their difficulties, their needs and their success. Finally, he gained a picture of refugee problems in various countries and knowledge of practical ways in which the Intergovernmental Committee could assist.

Post-war problems.

16. Since the functions of the Committee extend to the post-war period, much of the time and thought of the Director and his colleagues have been directed towards post-war problems. Many indications of this have been given in previous paragraphs. The consultations with UNRRA relate almost entirely to this aspect of the Committee's functions, and they cover a wide field. Many voluntary organizations are taking a lively and practical interest in the matter, and there is frequent exchange of views. The future is the dominating anxiety of most refugees, and they seek advice and guidance.

The Director has had informal talks with several Governments regarding the prospects of immigration after the war, and the prospects of absorption of refugees where these have been admitted on a temporary basis, and various plans for settlement have been examined. These discussions and investigations are of value even though they cannot be carried to a conclusion at the present stage, when it is not possible, on the one hand, for most Governments to forecast the economic situation, or, on the other hand, for the Intergovernmental Committee to give more than a general indication of the total number of non-repatriable persons for whom new homes will have to be found, or of the groups of which the total will be composed.

Meanwhile, progress is being made in some matters which have a close bearing on the welfare of refugees after the war. The Intergovernmental Committee has been associated with the military authorities, UNRRA and other interested agencies in devising means of communication between displaced persons and their relatives during the transitional period, and in establishing an efficient system by which they will be able to trace relatives whose whereabouts are unknown. This is a matter of great importance, since the war has resulted in wide dispersal of families, the members of which are often scattered over several countries. Another matter of great concern to the stateless will be the provision of suitable travel documents. The Executive Committee has asked the Plenary Committee to consider the appointment of an Expert Commission to examine this technical subject, and to make recommendations. An opportunity has recently occurred by which the Intergovernmental Committee has been able to use the agency of the International Migration Service to carry out a survey of certain groups of displaced persons. The results will be of value, not only for the purpose of finding homes for particular individuals where this is necessary, but also as giving broad indications of the problems likely to arise in regard to similar groups of which surveys cannot at present be made.

Financial Estimates.

17. The calendar year has been adopted as the financial year, and in future the financial estimates will cover the period from 1st January to 31st December in each year. It was found convenient, however, to take as the initial period the sixteen months beginning the 1st September 1943, and ending 31st December 1944. The budget estimates are classified under two main heads, (i) Administrative, and (ii) Operational. The estimate of Administrative Expenditure for the initial period, as approved by the Executive Committee, is £26,000, and the contributions of Member Governments have been fixed on this basis. Should the actual expenditure be less than the estimate, account will be taken of this in the estimate for 1945, the next financial year, and the Member Governments will automatically be given the benefit of a corresponding reduction of contributions. When the estimate of operational expenditure for the initial period was considered by the Executive Committee early in January 1944, it was not possible to make more than a very rough forecast of what would be necessary, since this depended on a number of intangible factors connected with the progress of the war. With the approval of the Governments of the

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United Kingdom and United States of America who have agreed to underwrite operational expenditure, an estimate was adopted of a round figure of one million pounds, and the two Governments have made the necessary provision. At the present time, it appears probable that, while the whole of this sum will not be spent, a considerable portion of it will be required.

Under its mandate, the Executive Committee is empowered to receive funds from private sources. So far, contributions amounting to £5,100 have been received, and these will be used for operational expenditure for the assistance of refugees in Europe. Contributions received from private sources will be shown in the accounts separate from money received from public sources.

The Draft Financial Regulations provide that the annual budget estimates of the Executive Committee shall be submitted by the Director to the Executive Committee not later than the 30th September in each year, and that the Executive Committee, having considered them, shall recommend them, with such changes as it may consider necessary, to the Committee for consideration at its next Plenary Meeting, provided that if no such meeting be held before the commencement of the financial year to which the estimates relate, the Executive Committee shall be empowered to give final approval to the estimates as recommended by it. This procedure, if adopted by the Plenary Committee, suggests the desirability in the future of fixing the date of Plenary Sessions of the Committee some time in November or December of each year, so that the Plenary Committee will have the opportunity of examining, discussing and approving the annual financial estimates.

Acknowledgments.

18. The Director, for himself and on behalf of his colleagues, wishes to express his appreciation and thanks for the assistance and consideration they have received from the Members of the Executive Committee, and in particular, from the Chairman, who has given much time to the discussion of various matters with the staff, and has assisted them on many occasions in the solution of difficulties. The Director wishes to record his gratitude to the officers and staff for their loyal support and help during a period when the work has been difficult and often heavy.

H. W. EMERSON,
Director.

25th July 1944.

**RESOLUTIONS ADOPTED AT THE FOURTH
PLENARY SESSION OF THE INTERGOVERN-
MENTAL COMMITTEE ON REFUGEES**

- I. COOPERATION WITH OTHER GOVERNMENTAL ORGANIZATIONS—A Resolution relating to cooperation of the Intergovernmental Committee on Refugees with other governmental organizations concerned with the various aspects of the refugee problem:

RESOLVED.

(1) That the Committee re-affirms the principle adopted at the Evian Conference of cooperation with the refugee services of the League of Nations and with the International Labour Office.

(2) That the Committee approves and confirms the action of the Executive Committee in conveying to the Director-General of the United Nations Relief and Rehabilitation Administration an appreciation of the offer of cooperation made by that Administration, and an assurance that the Intergovernmental Committee desires to maintain close and cordial relations between the two organizations.

(3) That the Committee approves and confirms the arrangements made, under the authority and with the sanction of the Executive Committee, for close cooperation between the Intergovernmental Committee and the War Refugee Board of the United States of America.

(4) That the Committee invite representatives of the above mentioned organizations to attend as observers and to participate in the meetings of the Intergovernmental Committee, its committees and sub-committees in accordance with the Rules of Constitution and of Procedure.

(5) That the Committee instructs the Director to collaborate with the above mentioned organizations and with all intergovernmental agencies whose assistance and cooperation may be of value, in the furtherance of the policies and purposes of the Intergovernmental Committee.

- II. COOPERATION WITH NON-GOVERNMENTAL ORGANIZATIONS—A Resolution affirming the principle of cooperation with non-governmental organizations in their humanitarian activities, insofar as they relate to the welfare of refugees coming within the mandate of the Intergovernmental Committee on Refugees:

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Recognizing the services that have been rendered to the cause of refugees by voluntary organizations and workers in many countries, and appreciating the valuable contribution that they can make towards a solution of the refugee problem,

RESOLVED.

(1) That the Committee approves and confirms the action taken by the Executive Committee to ensure cooperation with voluntary organizations in their humanitarian and non-political activities, insofar as they relate to the welfare of persons coming within the mandate of the Intergovernmental Committee.

(2) That the Committee desires to continue and extend the close association between itself and the refugee services of the International Red Cross.

(3) That in pursuance of the above principles, the Committee instructs the Director to maintain close and sympathetic relations with voluntary organizations, and to avail himself of their services insofar as they are humanitarian and non-political, and are relevant to the functions and activities of the Committee.

III. RESOLUTION CONCERNING TRAVEL DOCUMENTS—

The Committee, having examined the Memoranda of the Director and the Assistant Director, and recognizing the need of an early examination of the question of the wider provision of internationally recognised identity and travel documents for persons coming within its mandate whether stateless or not in fact enjoying the protection of any Government,

RESOLVES,

(1) That the Director be instructed to invite the Governments of Argentine, Belgium, Brazil, Chile, Czechoslovakia, France, Poland, United Kingdom, and the United States of America, to appoint experts to a Commission, with power to add to its members, to be convened by him for the purpose of examining the question of the adoption and issue of an internationally recognised identity and travel document for stateless persons, or persons not enjoying in fact the protection of any Government;

(2) That this Commission of Experts submit a report on its findings for the consideration of the Executive Committee;

(3) That the Executive Committee be empowered, if it considers it desirable, to make Recommendations to various Governments.

**MEMORANDUM ON
TRAVEL DOCUMENTS FOR STATELESS
REFUGEES OR FOR REFUGEES WHO DO NOT IN
FACT ENJOY THE PROTECTION OF ANY
GOVERNMENT**

Presented to the Fourth Plenary Session of the
Intergovernmental Committee on Refugees

I. When embarking on its task of finding permanent homes for refugees placed under its mandate, the Intergovernmental Committee will be confronted with the problem of provision being made for valid travel documents for those persons who do not enjoy the protection of any Government, and are therefore, either in law or in fact, stateless.

Such a problem does not arise in respect of the repatriation of the large group of displaced persons on the Continent able and willing to return to their country of origin or residence. As regards this category, UNRRA, which is to act as repatriation authority, in cooperation with the Governments concerned, will make collective arrangements for the transport of groups with a common destination whose return has been authorised by the representative of the country to which return is being made, and no special travel document will be required.

Non-returnable persons who do not enjoy the protection of any Government will be found in European neutral countries, in Allied unoccupied countries, and in newly liberated Allied territories. Should they have to re-emigrate to countries of final settlement overseas they will need to be provided with a travel document recognised by the countries of transit and final destination, e.g., a document on which the authorities of these countries will be prepared to affix transit and entrance visas.

Recognition of such travel document may also imply that the authorities concerned will be prepared, on presentation of such a document, to issue another document on which the visa of final destination may be affixed.

II. After the last war the Governments were confronted with a similar problem. As a consequence of the far-reaching political changes brought about by the war of 1914-1918, and the immediate post-war period, many people had lost touch with the countries to which they formerly belonged and in many cases had lost their previous nationality, without being in a position either to recover it, or to acquire a new nationality within a reasonable space of time.

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These persons without nationality were not as a rule in possession of the papers of identity required by the regulations of the State in which they resided, and their freedom of movement was therefore in many cases much restricted.

There were also hundreds of thousands of Russian and Armenian refugees who were placed in 1921 under the protection of a League High Commissioner.

The Governments, collaborating through the medium of the League of Nations, endeavoured to make provision for identity and travel documents by two methods: (a) in respect of the specified categories of refugees placed by mutual consent under the protection of the League, i.e., the Russians, and later on, Armenians, Saar refugees, Germans and Austrians, an internationally recognised travel document was provided by various intergovernmental Arrangements and Conventions; (b) in respect of other persons the International Conference on Passports, which met in Geneva in May 1926, considered it desirable that certain facilities for travelling should be granted to persons without nationality, and requested the League of Nations to prepare, with the assistance of experts of those States most immediately concerned, a draft Arrangement based upon the principle of the introduction of an internationally recognised identity document. Subsequently, the Third General Conference on Communications and Transit of the League, which met in 1927, adopted four Recommendations concerning the issue of a uniform type of document to persons who are without nationality, or of doubtful nationality, in consequence of the war or from causes arising directly out of war, the non-delimitation of frontiers, or a conflict of laws, pending an international settlement of this matter.

The two methods outlined in (a) and (b) are analysed in more detail in the following paragraphs of this note.

III. As regards provision of travel and identity documents for specified groups of refugees placed under an international authority, action taken can be briefly summarised as follows: Already in 1922, i.e. one year after Dr. Nansen had been appointed League High Commissioner for Russian Refugees, a conference of Government representatives was held in Geneva, which drew up an Intergovernmental Arrangement providing for the issue and recognition of a special identity and travel document for Russian stateless refugees (this travel document is commonly called the "Nansen Passport").

To hasten the entry into force of the new measure a flexible pro-

cedure was adopted. The draft Arrangement was communicated to League and non-League Members in the form of a Recommendation. Acceptance of the provisions of this Arrangement with or without reservations, was to be notified to the Secretary-General of the League by a formal declaration.

This simple method led to the adoption of the Nansen Passport for Russian refugees by 53 countries. In 1924 the scheme was extended to Armenian refugees, and 35 States adopted the new measure.

The new identity and travel document had a validity restricted to a period of one year, and when it was first drawn up it did not confer the right to return to the country of issue unless that right was expressly granted, and an endorsement made on the certificate to that effect.

However, experience having shown that many States were unwilling to affix an entrance permit on a travel document which did not guarantee to the holder the right of return to the country of issue, and therefore did not facilitate the free movement of refugees necessary for enabling them to find a country of final settlement in Europe, a supplementary Intergovernmental Arrangement drawn up in 1926 provided, *inter alia*, the right of return. This new Arrangement was adopted by only twelve Governments.

Subsequently, the provisions setting up the Nansen Passport were incorporated in the International Convention Concerning the Status of Refugees, signed in Geneva on October 28th, 1933 (Russians, Armenians, assimilated categories, and, since 1935, Saar refugees). This diplomatic instrument, which provided in its Article II paragraph 2 the right of return, was only ratified by eight States.

The problem of providing refugees from Germany and Austria with a travel document was less acute in the first years of their exodus, as the German Government did not resort at an early date to "en masse" denationalisation. It is true that thousands of persons were denationalised between 1935 and 1941 by individual decrees, but only much later, on November 25th, 1941, a German Decree provided for the "en masse" denationalisation of all German Jews having taken ordinary residence abroad. Other refugees from Greater Germany, although deprived in fact of German diplomatic and consular protection, i.e., being unable to obtain prolongation of validity of their German passports, were not denationalised formally.

Nevertheless, the Provisional Arrangement concerning the status of refugees coming from Germany, signed in Geneva on July 4,

1936, made provision for the issue of a travel document similar in form and content to the document previously adopted for Russians, Armenians, and other categories of refugees. These provisions were incorporated subsequently into the International Convention Concerning the Status of Refugees coming from Germany, signed in Geneva on February 10, 1938. By an additional protocol, its clauses were extended to refugees from Austria after the Anschluss. The Arrangement was put into force by six Governments; the Convention was ratified by only two Governments, further ratifications being held up owing to the outbreak of the war.

IV. The Arrangements and Conventions for the specified groups of refugees outlined above made the following provisions regarding the issue of travel and identity documents:

- "(a) It shall not contravene any law or regulation governing the supervision of aliens in any country;
- (b) It shall in general be valid for one year as from the date of issue;
- (c) The renewal or extension of the travel document shall be a matter for the issuing authority, until such time as the holder may be able to secure the issue of a fresh travel document. Should a refugee lawfully take up residence in another territory to which the Convention or the Arrangement apply, the authorities of that territory shall be required to supply him with a new travel document.
- (d) Consuls specially authorised by the country issuing the certificate shall be able to extend its validity for a period which shall not as a rule exceed six months;
- (e) The identity certificate shall be made out in the language of the issuing country, and also in French;
- (f) Children under 16 years of age shall if necessary be included in the certificate of their parent(s);
- (g) The fees for the issue of certificates shall not exceed the lowest tariff applied to passports. It is recommended that when certificates are issued to destitute persons no charge whatever shall be made."

Arrangements and subsequent Conventions also provided:

- "1. (a) That the travel document shall entitle the holder to leave the territory where it has been issued, and to return thereto during the period of the validity of the said travel document;
 - (b) The Governments acceding to the Arrangement or the Convention reserve the right in exceptional cases to limit the period during which the refugee may return, such limitation being noted on the travel document.
2. The competent authorities of the territory to which the refugee

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desires to proceed shall, if they are prepared to admit him, affix a visa to the travel document of which he is the holder.

- 3. The authorities of the territories of transit undertake the grant of facilities for the issue of transit visas to refugees who have obtained visas for the territory of final destination."

It will be noted that the issue of travel documents to refugees based upon Intergovernmental Arrangement or Convention remains entrusted to the Government on whose territory the refugee applicant resides.

In this connection, the question arose as to the procedure to be followed to ascertain whether an applicant qualified under the one or the other of the eligible categories of persons benefiting from the Arrangements or Conventions.

In some cases representative bodies of the refugees themselves in the country concerned were authorised to certify that the applicant for a travel document was a bona fide refugee belonging to the category eligible for the issue of a travel document. Such a statement had then to be countersigned by the accredited representative of the League High Commissioner. In other countries the authorities issue the certificate on the basis of their own records of the individual applicant concerned, or upon application through the accredited representative.

V. As regards stateless persons, or persons of doubtful nationality, who do not belong to the above-mentioned specified groups of refugees under the protection of an international authority, the Third General Conference on Communications and Transit of the League, in 1927, adopted four Recommendations to the Governments.

Recommendation I relates to the issue of a uniform type of document to persons who are without nationality or of doubtful nationality, in consequence of the war or for causes arising directly out of war, the non-delimitation of frontiers, or a conflict of laws, pending the international settlement of this matter. The title of the document was to be "Identity and Travel Document"; at the foot of the first page the following two statements were to be printed one below the other:

- "1) The holder of the present document is not qualified to obtain a national passport (the blank to be replaced in the document by a printed indication of the country of issue).
- 2) Information which the authority issuing the identity and travel document may consider necessary."

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On the fourth page, below the statement as to the countries for which the document is valid, was to be printed in conspicuous characters the words: "The holder is authorised to return to (name of country which issued the document) during the validity of the present document."

It was understood, however, that each country would, when issuing the document, have the right to strike out, in exceptional cases, the reference to the return. It was further understood that countries adopting the present Recommendations would continue to accept under the same conditions as heretofore the document valid for the journey, but containing no mention of return, habitually issued by Governments, which would make a declaration to this effect to the Secretariat of the League of Nations.

Recommendation II provided:

1. that the Government which had issued an identity and travel document would be entitled if it thought fit, to extend the validity of the document through its officials at home, or its representatives abroad; that it would be able in the same way to renew the document or prepare a new one when the original document had expired, on the understanding that the said identity and travel document might always be withdrawn by the territorial authority of the country of issue;
2. that the authorities of the country in which the holder of the identity and travel document happened to be might, if the document had expired, prepare a new one;
3. that the authority issuing a new identity and travel document would withdraw the document which had expired.

Recommendation III provided:

1. that the period of validity of an identity and travel document would in principle be six months;
2. that, save in certain special or exceptional cases, this document would be valid for all countries or for as many countries as possible;
3. that each Government would be left free to adopt such provisions as it may consider necessary for the visaing of the document in question, though every endeavour would be made to grant visas under as simple and favourable conditions as possible;
4. that in the matter of charges levied for the issue of an identity and travel document, and the granting of visas, the provisions set out in the final act of the Passport Conference at Geneva of May 18, 1926, would be observed, unless special circumstances warranted their modification.

Recommendation IV provided that documents issued before the entry into force of the foregoing provisions to persons without na-

tionality, or of doubtful nationality, should remain valid until the said documents had expired.

Further, the attention of the Governments adopting the foregoing Recommendations was drawn to the following points:

- 1) The issue of an identity and travel document did not entitle the holder to claim the protection of the diplomatic and consular authorities of the country which issued it, and did not confer on these authorities the right of protection.
- 2) Neither the issue of the identity and travel document, nor the entries made thereon could determine or affect the actual status of the holder, particularly as regards nationality, as this document, though based on presumptions worthy of consideration, could not prevail against a legally established status.
- 3) The above-mentioned four Recommendations were in no way to affect the laws and regulations in the different countries governing the conditions of admission to, and residence and establishment in, their respective territories. Nor did they affect the special provisions of the laws and regulations concerning persons to whom the said Recommendations applied.
- 4) The said Recommendations in no way affected the resolutions adopted, or to be adopted, or the agreements concluded, or to be concluded, concerning specified groups of refugees.

These Recommendations were adopted by eleven European and three non-European States. Nine Governments replied that they would continue the issue of their own travel document for foreigners, or issue to eligible persons documents similar to the Nansen Passport, while the United States confirmed that American Consuls would accept from aliens unable to present passports in connection with their applications for immigration visas appropriate documents of identity in lieu of passports.

It will be noted that the Recommendations met only with a limited response; neither was a uniform travel document adopted nor provision made for recognition of the identity and travel document by other countries, it being left to each country to consider from case to case whether it would recognise such a document and affix its own visas on it.

VI. As regards past action of the Intergovernmental Committee on Refugees in connection with travel documents, attention may be drawn to the Resolution adopted at Evian on July 14th, 1938, which recommended under 8 (e):

"In those individual immigration cases in which the usually required documents emanating from foreign official sources are found not to be available, there should be accepted such other

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documents serving the purpose of the requirements of law as may be available to the immigrant, and that, as regards the document which may be issued to an involuntary emigrant by the country of his foreign residence to serve the purpose of a passport, note be taken of the several international agreements providing for the issue of a travel document serving the purpose of a passport and of the advantage of their wide application."

VII. When considering, on the basis of previous efforts and achievements, what course of action should be followed by the Intergovernmental Committee to make travel and identity documents available to persons under its mandate, the following points should be borne in mind:

- (i) It is not advisable to combine provision for the issue of a valid travel document with other arrangements relating to the legal status of the refugee.
- (ii) The mandate of the Intergovernmental Committee comprises persons already covered by previous Arrangements and Conventions, and persons not so covered.
- (iii) For the specified categories already covered by previous Arrangements and Conventions, the best policy to follow may prove to be to press for a wider application of the issue of such documents and for their recognition by other States.
- (iv) As regards persons not covered by previous Arrangements, two alternative measures may be envisaged by the Intergovernmental Committee, viz:
 - (a) to draw up an Arrangement providing for the issue of a uniform internationally-recognised travel and identity document to specified groups of refugees coming under the mandate of the Intergovernmental Committee.

In this Arrangement the new specified groups would be clearly defined, and, moreover, the Governments adopting the Arrangement would confer upon the Intergovernmental Committee power to prescribe further groups as the need arose,
 - (b) to press for a wider and fuller application of the Recommendations of the 1927 General Conference on Communications and Transit relating to the issue of travel and identity documents to persons having no nationality or a doubtful nationality.

In this connection attention is drawn to the fact that the Recommendations were drafted before the emergence of National Socialist domination on the European Continent, i.e., before the emergence of a large number of persons compelled to leave their country of origin or of settled residence who, while not being formally denationalised, do not enjoy in fact the protection of their Government of origin and can therefore neither obtain issue nor renewal of validity of their national travel documents.

- (v) While it is to be anticipated that traditional immigration countries (notably in the Western Hemisphere) will not be prepared to issue such travel documents in view of their own immigration legislation, they should nevertheless be approached with a view to obtaining their recognition of such documents, so as to facilitate re-emigration overseas of refugees.
- (vi) As travel facilities for emigration overseas is of paramount importance for the categories of refugees under the Intergovernmental Committee mandate, the clause of return, which gave rise to so much controversy in the past, need not be inserted, as it was mainly designed to afford freedom of movement between European countries.

G. G. KULLMANN,
Assistant Director.

18th July 1944.

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RULES FOR THE CONSTITUTION AND PROCEDURE OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Article I. MEMBERSHIP.

(1) The Members of the Intergovernmental Committee on Refugees (hereinafter called the Committee) are all Governments which have accepted Membership thereof for the purpose of participating in the humanitarian work for which the Committee has been created and have not ceased to be Members under paragraph 5 of this Article.

(2) The Members of the Committee on the 1st June, 1944, were the Governments set out to the Schedule of these Rules.

(3) Any other Government shall become a Member if it accepts, by a letter addressed to the Director, an invitation to become a Member addressed to it in accordance with Article II (5), as from the first day of the month next following the month in which this acceptance is given.

(4) A Government, by becoming a Member of the Committee, thereby undertakes to afford its general support to the work of the Committee. No resolution adopted by the Committee imposes any specific obligation on any Member, even if the representative of the Member has voted in favour of the resolution, unless the Member, or its Delegate on its behalf, and being duly authorised, has expressly accepted the obligation in question.

(5) Any Member Government may, by giving notice in writing to the Director, cease to be a Member as from the 31st December of the year following that in which such notice is given.

Article II. MANDATE AND FUNCTIONS OF THE COMMITTEE.

(1) The mandate of the Committee extends to all persons, wherever they may be, who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.

(2) The functions of the Committee are to preserve, maintain and transport persons within this mandate, so far as this may be necessary and practicable.

(3) For the purpose of carrying out its functions, the Committee may:

- (a) undertake negotiations with Governments, whether Members of the Committee or not, co-operate with the United Nations Relief and Rehabilitation Administration, the High Commissioner for Refugees under the League of Nations, the International Labour Office and other international organisations as well as with voluntary organisations concerned with the interests and welfare of refugees;
 - (b) receive funds both from Governments and from private sources and disburse such funds in accordance with its financial regulations; and
 - (c) appoint a Director and engage such staff and secure such offices as may be required and conclude such contracts as are necessary for this purpose.
- (4) The Committee shall carry out its functions through an Executive Com-

mittee which, subject to the control of the Committee, shall be empowered to perform all the functions of the Committee.

(5) The Executive Committee may invite non-Member Governments to become Members of the Committee.

Article III. OFFICIAL LANGUAGES.

(1) The official languages of the Committee shall be English and French, documents issued officially by the Committee shall be in both languages.

(2) A Member shall, on request, be also entitled to receive translations in its own language of final decisions or resolutions of the Committee (or of its subordinate committees).

Article IV. THE PLENARY COMMITTEE. COMPOSITION.

(1) Each Member may be represented by one Delegate at plenary meetings of the Committee.

(2) Each Member shall inform the Director of the name of its Delegate. Each Member is free to change its Delegate at any time, on giving notice to the Director.

(3) Delegates may, if they so desire, appoint substitute Delegates to sit on their behalf if they are unable to sit. A substitute Delegate may attend all meetings but (except as provided in paragraph 4) shall not speak or vote if his principal Delegate is present. The names of substitute Delegates shall be communicated to the Director and all subsequent changes thereof.

(4) A substitute Delegate may speak and vote at any meetings where his principal Delegate is acting as chairman and is for this reason precluded from voting.

Article V. SESSIONS OF THE PLENARY COMMITTEE.

(1) The Executive Committee shall convene a regular plenary session of the Committee not less than once a year, and may convene a special plenary session whenever it may deem it necessary.

(2) If requests therefor are received by the Director from the Delegates of not less than one-third of the Members of the Committee, the Executive Committee shall, within thirty days from the date of the receipt of the last request necessary to make up the number of one third, issue notifications convening a special plenary session to be held not less than twenty-one days and not more than thirty days from the date of the notification, unless a special plenary session has already been convened to take place before that time.

(3) Notifications convening regular plenary sessions shall be issued not less than sixty days, and notifications convening special sessions not less than twenty-one days, before the date of the first meeting.

(4) The notifications will be addressed to Member Governments (with copies to Delegates and substitute Delegates whose names have been notified) and will state the time and place of the first meeting.

Article VI.

AGENDA FOR PLENARY SESSIONS OF THE COMMITTEE.

(1) The agenda of each plenary session of the Committee shall be proposed, in the first place, by the Executive Committee. It shall include all items proposed for inclusion by the Committee at the previous plenary session and all items proposed by the Executive Committee itself. The Executive Committee shall further consider for inclusion any item proposed by any Delegate, and transmitted to the Director at least forty days in advance of the plenary session, and any item suggested by the Director.

(2) The agenda, as proposed by the Executive Committee, shall be communicated to Member Governments (with copies to Delegates and substitute Delegates whose names have been notified) as long as possible in advance of, and in any case not less than three weeks before, the opening day of the session.

(3) The Executive Committee may later include other items in a supplementary agenda, and shall consider for inclusion any further item proposed by any Delegate, and transmitted to the Director at least ten days in advance of the session. The supplementary agenda shall be at once communicated to Member Governments (with copies to Delegates and substitute Delegates whose names have been notified).

(4) The Committee may revise or add to the agenda as proposed by the Executive Committee.

Article VII.

CHAIRMAN AND VICE-CHAIRMEN AT PLENARY SESSIONS.

(1) At the opening of each plenary session, the Chairman of the Executive Committee shall preside until the Committee has elected a Chairman for the session.

(2) At the opening of each plenary session, the Committee shall elect a Sub-Committee on Nominations, consisting of nine Delegates. This sub-committee shall, as its first task, submit to the Committee the name of a Delegate for the office of Chairman, of another Delegate for the office of Vice-Chairman and of a third Delegate for the office of Deputy Vice-Chairman for the current plenary session.

(3) The Committee shall, after consideration of the report of the Sub-Committee on Nominations, elect a Chairman, a Vice-Chairman and a Deputy Vice-Chairman. The Committee is free to elect delegates whose names are not submitted in the report of the Sub-Committee. The Chairman, Vice-Chairman and Deputy Vice-Chairman shall hold office until the close of the session at which they are elected.

(4) The Chairman shall declare the opening and closing of each meeting of the plenary session. He shall direct the discussions, ensure observance of these Rules of Procedure, accord the right to address the Committee, put questions to the Committee, and announce the results of all votes.

(5) In the absence of the Chairman during a meeting or any part thereof, the Vice-Chairman shall act as Chairman, and in the absence of both the Chairman and Vice-Chairman, the Deputy Vice-Chairman shall act.

(6) No Delegate shall vote when acting as Chairman, except to give a casting vote when the voting is equal.

Article VIII.

PROCEDURE FOR THE CONDUCT OF BUSINESS AT A PLENARY SESSION.

(1) The presence of Delegates representing one-half of the Members constitutes a quorum at a plenary session, except that at a meeting where a vote for the modification of these Rules or Financial Regulations is being taken, the presence of Delegates representing two-thirds of the Members is necessary for a quorum.

(2) Meetings of a plenary session shall be held in public. The Committee may, however, decide that any particular meeting or any part of a meeting shall be held in private.

(3) The Committee may invite public international organisations, non-Member Governments or authorities, voluntary refugee, relief, welfare or other organisations to send observers to attend all or any of its meetings in plenary session and under conditions as the Committee may determine.

(4) Decisions may be taken in plenary session by a simple majority vote of the Delegates present and voting, except in those cases when these Rules or the Financial Regulations provide for a special majority.

(5) Unless the Committee decides otherwise by a majority vote of not less than two-thirds of the Delegates present and voting, proposals (other than proposals relating to internal procedure), which would involve action by the Committee, shall not be put to the vote at a plenary session before they have been submitted to and reported upon by the Executive Committee or the appropriate sub-committee and the report has been in the hands of Delegates for not less than twenty-four hours.

(6) A majority vote of not less than two-thirds of the Delegates present and voting is required for the adoption of any amendment to these Rules or the Financial Regulations.

(7) The Chairman shall decide:

(i) when a debate on a question is to be closed,

(ii) any question of the application or interpretation of the rules of procedure, including the question whether the proposal is one for the adoption of which a special majority is required.

Nevertheless, any Delegate may question the ruling of the Chairman, and if he so requests a vote shall be taken on the matter. The ruling of the Chairman shall stand, unless a two-thirds majority of the Delegates present and voting vote for a reversal of the ruling.

(8) Voting shall be by roll call:

(i) in those cases where a special majority is required for the adoption of a proposal;

(ii) whenever not less than five Delegates so request either in advance of the vote or immediately after a vote by show of hands; and

(iii) when the Chairman is in doubt as to the result of a vote by show of hands.

When the voting is by roll call, Delegates shall be called upon to state their vote in the English alphabetical order of the names of Members whom they represent.

(9) A secret ballot shall be taken on decisions relating to individuals whenever not less than three Delegates shall so request.

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(10) Except as provided in paragraphs 8 and 9, all voting shall be by show of hands.

(11) Delegates may speak in either of the official languages. If a Delegate wishes to speak in another language, he may do so by permission of the Chairman, but this permission may be conditional on his providing an interpreter to translate his speech into one of the official languages. Speeches made in one official language will be translated into the other official language by an interpreter provided by the Committee if any Delegate present so requests.

Article IX.

RECORDS OF PROCEEDINGS IN PLENARY SESSION.

(1) The text of all resolutions and formal decisions adopted in plenary session shall be transmitted to each Member and to each Delegate and substitute Delegate as soon as possible after the end of the session. These texts may be made public.

(2) Copies of the minutes of all public meetings in plenary session shall, when the minutes have been approved by the Executive Committee, also be transmitted to each Member and to each Delegate and substitute Delegate. These minutes may be made public.

(3) The minutes of private meetings in plenary session shall, after they have been approved by the Executive Committee, also be transmitted to Members and to Delegates and substitute Delegates, but they shall be kept confidential and filed separately from the minutes of public meetings.

(4) After their approval by the Executive Committee the minutes can only be amended if a Delegate so requests in a plenary session and the Committee decides that they shall be amended.

(5) The minutes referred to in paragraphs 2 and 3 shall be in the form of a summary of the proceedings. A verbatim report of all meetings in plenary session shall be made and filed, and be made available when required. The verbatim reports shall not, however, be distributed or made public unless in any particular case the Committee in plenary session or the Executive Committee so decides. Copies of verbatim reports shall, however, be supplied to Members on their request.

Article X.

THE EXECUTIVE COMMITTEE.

(1) The Executive Committee shall consist of nine Members, each having been elected by the Committee in plenary session, to hold office for two years. A Member may continue to hold office on the Executive Committee although two years have elapsed from the date of its election until the Committee in plenary session has made an election to fill its place. A Member shall be at all times eligible for re-election to the Executive Committee. If a vacancy occurs in the membership of the Executive Committee between two plenary sessions, the Executive Committee may fill the vacancy by itself appointing another Member Government to hold office until the next plenary session.

(2) Each Member of the Executive Committee shall appoint one Delegate to represent it on the Executive Committee.

(3) Paragraphs 2, 3 and 4 of Article IV apply to Delegates representing Members on the Executive Committee.

(4) The Executive Committee shall elect its own Chairman from amongst the Delegates of Members of the Executive Committee, who shall be elected for two years but may continue to act, although two years have elapsed from the date of his election until the Executive Committee has held an election to fill his place. A Delegate who is retiring from the chair shall be eligible for re-election.

(5) In the case of the absence of the Chairman, or in the case of an unexpected vacancy in the office of Chairman (as, for instance, in the event of the Chairman ceasing during his period of office to be a Delegate of a Member on the Committee or of his resigning for some other reason) any Delegate representing a Member of the Executive Committee may be appointed by the Executive Committee temporarily as Acting Chairman. Paragraphs 4 and 6 of Article VII shall apply to a Delegate acting as Chairman of the Executive Committee.

(6) Meetings of the Executive Committee shall be convened:

- (i) whenever the Chairman, after hearing the views of the Director, considers it necessary;
- (ii) in the case of a vacancy in the office of Chairman whenever the Director considers it necessary;
- (iii) whenever any Delegate of a Member of the Executive Committee shall request the convening of a meeting by a letter addressed to the Director.

In the case referred to in sub-paragraph (iii) the meeting shall be convened within ten days of the date of the receipt of the request unless a meeting has already been convened to take place within fourteen days of that date.

(7) Whenever possible, the agenda for a meeting of the Executive Committee shall be communicated to Delegates sitting on the Executive Committee not less than three days before the meeting.

(8) Meetings of the Executive Committee shall be held in private but the provisions of paragraph 3 of Article VIII apply to meetings of the Executive Committee.

The Delegate of a Member of the Committee, which is not a Member of the Executive Committee, shall be invited to attend in a consultative capacity, any meetings of the Executive Committee at which action of special interest to that Member is being discussed.

(9) The presence of Delegates representing five Members of the Executive Committee constitutes a quorum for a meeting of the Executive Committee.

(10) Decisions may be taken in the Executive Committee by a simple majority vote of the Delegates present and voting, and voting shall be by show of hands unless the Executive Committee decides otherwise.

(11) Paragraphs 7 and 11 of Article VIII apply to meetings of the Executive Committee.

(12) The minutes of meetings of the Executive Committee shall be in the form of a summary and not a verbatim report. Unless in any case the Executive Committee decides otherwise no verbatim report shall be made of meetings of the Executive Committee.

Copies of the minutes of each meeting of the Executive Committee shall be

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submitted as soon as possible in draft to each Delegate attending the meeting and Delegates may, within ninety-six hours of their receipt, submit to the Director their suggestions for the correction of the minutes.

The final version of the minutes as corrected by the Director in the light of suggestions thus received shall be circulated to Delegates sitting on the Executive Committee, substitute Delegates and to the Members of the Executive Committee.

Thereafter the minutes can only be amended if, at a meeting of the Executive Committee, a Delegate requests their amendment and his proposal is carried by a majority vote in the Executive Committee.

(13) Reports on the work of the Executive Committee for each period of six months shall be prepared by the Director and shall be communicated to all Members of the Committee and to all Delegates of such Members. These reports may be published.

Article XI.

SUB-COMMITTEES.

(1) The Sub-Committee on Nominations referred to in paragraph 2 of Article VII shall also propose to the Committee the names of Members for election in plenary session to the Executive Committee, when there are vacancies to be filled and, if so requested, the names of Members (or of Delegates, as the case may be) for appointment to any sub-committee which may be set up by the Committee. The Committee in plenary session is, however, free to elect and appoint Members (or Delegates) whose names have not been proposed by the Sub-Committee on Nominations.

(2) The Committee may, by decision taken in plenary session, authorise the establishment of other temporary or permanent sub-committees and may either determine the composition of such sub-committees or authorise the Executive Committee to do so.

(3) Unless the Committee in plenary session (or the Executive Committee as the case may be) has decided otherwise, all sub-committees shall elect their own Chairman and if necessary a rapporteur, and fix their own quorum.

(4) The meetings of sub-committees shall be held in private. Paragraphs 7 and 11 of Article VIII apply to meetings of sub-committees. Subject to any directions given by the Committee in plenary session, it shall be left to each sub-committee to determine to what extent it is necessary that minutes should be kept of its meetings. The reports and minutes of meetings of sub-committees shall be confidential, unless the Executive Committee decides otherwise.

Article XII.

THE DIRECTOR AND STAFF OF THE COMMITTEE.

(1) The Committee, in plenary session, shall appoint a Director, who shall be a person nominated by the Executive Committee. When a vacancy occurs in the office of Director the Executive Committee may appoint an Acting Director, who may assume all the duties and functions of the Director until the appointment of a new Director can be submitted to the Committee in plenary session.

(2) The Director shall serve under a contract which shall be signed on behalf of the Committee by the Chairman of the Executive Committee and it shall be a term of his contract that six months' notice of termination can be

given on either side. The Executive Committee has the power to dismiss the Director for misconduct.

(3) The Director is the chief executive officer of the Committee. The Director is responsible for carrying out all the functions of the Committee in accordance with the decisions of the Committee in plenary session, and of the Executive Committee.

(4) The Director may be present (or be represented by one of his subordinate officers) at all meetings of the Committee in plenary session, of the Executive Committee and of all sub-committees. He (or his representative) may speak at any such meeting but shall have no vote.

(5) The Director shall conduct all correspondence on behalf of the Committee, the Executive Committee or any sub-committee. He is responsible for the distribution of all documents, the preparation of all minutes and reports and the provision of such secretarial and other facilities as the Committee, the Executive Committee or any sub-committee may require.

(6) Subject to the directions of the Executive Committee, the Director shall make such arrangements as are necessary for office accommodation for the staff of the Committee and for accommodation for meetings of the Committee in plenary session or of the Executive Committee or any sub-committees. He may sign on behalf of the Committee any contracts which are necessary for the purpose.

(7) The Director is responsible to the Executive Committee and the Committee for the administration of the finances of the Committee, in accordance with the financial regulations and the decisions of the Committee or Executive Committee.

(8) (i) The Director shall prepare at the beginning of each year a report of the work of the Committee during the past year. This report shall be submitted to the Executive Committee and presented to the Committee at its next regular plenary session, together with any comments thereon which the Executive Committee may desire to make.

(ii) At any other plenary session of the Committee the Director shall present a statement of the work of the Committee since the last plenary session.

(iii) The Director shall from time to time prepare such other reports or statements relating to the work of the Committee as he or the Executive Committee may consider to be necessary.

(iv) Unless the Committee in plenary session decides otherwise, the reports and statements referred to in sub-paragraphs (i) and (ii) above, and, unless the Executive Committee decides otherwise, the reports of statements referred to in sub-paragraph (iii) above shall be made public.

(9) The appointment of the four officers of the Committee next in seniority to the Director shall be made by the Executive Committee. (Vice-Director, Secretary, Treasurer and Assistant Director.) All other officers and employees of the Committee shall be appointed by the Director. The contracts of all officers (other than the Director) shall be signed on behalf of the Committee by the Director, but the Executive Committee shall approve the contracts of the four senior officers aforesaid and may require any other contracts of service to be submitted to its approval.

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(10) The four senior officers referred to in paragraph 9 shall only be dismissed by the Executive Committee for misconduct, but the Director may suspend any one of them from duty, pending a decision of the Executive Committee.

(11) All officers and employees of the Committee shall be responsible to the Director in respect of their work. The Director may delegate any of his duties to one or more of his subordinate officers but (unless the Executive Committee decides otherwise), he shall remain responsible for the work so delegated. In case of his temporary absence or incapacity to act, the Vice-Director, if available, shall act for him, but if the Vice-Director is not available, the Director shall appoint another senior officer to act for him as Director.

(12) The Director is responsible for ensuring that the financial regulations are observed and budget provisions not exceeded in the matter of all staff appointments.

FINANCIAL REGULATIONS OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

I. THE FINANCIAL YEAR.

The financial year of the Intergovernmental Committee on Refugees (hereinafter referred to as the Committee) shall be the calendar year.

II. CLASSIFICATION OF RECEIPTS AND EXPENDITURE.

Receipts and Expenditure shall be classified under two main heads:

- (i) Administrative and
- (ii) Operational.

III. ADMINISTRATIVE EXPENDITURE.

(a) The Administrative Expenditure will include:—

- (i) The cost of meetings of the Committee in plenary session, the Executive Committee and any sub-committees—comprising the special expenses involved in the actual meetings themselves, such as stenographer and interpreter service, but not the travelling expenses of Delegates, which will be borne by their Governments individually.
- (ii) The cost of the headquarters office of the Director—comprising staff salaries, rental, stationery and communication, travel, etc.

(b) The Administrative Expenditure shall be shared by the Member Governments in the manner indicated in sub-paragraph (c) below.

Intergovernmental Scale.

(c) Administrative Expenditure will be shared by Member Governments in accordance with a scale to be fixed from time to time by the Committee in plenary session, and referred to hereafter as the Intergovernmental Scale, by which an appropriate number of units is assigned to each Member, and the share of that Member is in proportion to the number of units so assigned. The initial scale shall be that set out in the Appendix to these Regulations.

Changes in the Intergovernmental Scale.

(d) The Executive Committee may recommend to the Plenary Committee any modification in the Intergovernmental Scale, but no change shall take effect until it has been approved in plenary session.

Assignment of units to new Members.

(a) The Executive Committee shall assign to a new Member Government a number of units based upon the Intergovernmental Scale current at the time that the Member joins the Committee, which shall be subject to confirmation or amendment at the next meeting of the Committee in plenary session.

IV. OPERATIONAL EXPENDITURE.

(a) The Operational Expenditure will include all expenditure other than Administrative Expenditure, and in particular

- (i) the basic cost of materials and services directly involved in the preservation, maintenance and transfer of persons coming within the mandate of the Committee and the cost of any administration immediately attributable to such schemes or projects, and
- (ii) the cost of the offices of the representatives of the Committee in various countries, including the salaries of the staff, rent, stationery and correspondence, travelling and other expenses.

Contributions to Operational Expenditure.

(b) Operational Expenditure will be underwritten jointly by the Governments of the United Kingdom and United States of America. Each Member shall be invited to contribute voluntarily to the Operational Expenditure in accordance with its abilities and its interest in the humanitarian work of the Intergovernmental Committee on Refugees.

V. ANNUAL BUDGET.

Preparation of Estimates.

(a) The Director shall prepare annually a budget covering the estimated receipts and expenditure of the Committee for the ensuing year. The budget shall be prepared in two parts, the first part showing the estimated Administrative Receipts and Expenditure, and the second part showing the estimated Operational Receipts and Expenditure.

Submission of the Estimates.

(b) The Director shall submit the budget estimates to the Executive Committee not later than the 30th September in each year. He will submit with them two separate memoranda, the first relating to the Administrative part of the estimate, and the second to the Operational part. The memoranda will explain and justify the estimates made under each part.

Consideration by the Executive Committee.

(c) The Executive Committee shall consider the estimates and shall recommend them, with such changes as it may consider necessary, to the Committee for consideration at its next plenary meeting, provided that if no such meeting be held before the commencement of the financial year to which the estimates relate, the Executive Committee is empowered to give final approval to the estimates as recommended by it.

VI. SUPPLEMENTARY BUDGET.

The Director may submit at any time a supplementary budget to the Executive Committee. The Executive Committee shall consider the supplementary estimates as submitted and shall recommend them, with such changes as it

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may consider necessary, to the Committee for consideration at its next plenary meeting, if any, held within the financial year, provided that:—

- (i) if there is no such meeting, it may finally approve the estimates, or
- (ii) if the expenditure is of an urgent character, it may approve the estimates subject to confirmation by the Committee.

VII. APPROPRIATION OF FUNDS.

Administrative Expenditure.

(a) The final approval of the estimates shall constitute an authorisation to the Director to incur Administrative Expenditure during the year to which the estimates relate for the purposes for which they have been approved up to, but not exceeding, the amount approved under the main head of Administrative Expenditure.

Operational Expenditure.

(b) Notwithstanding the final approval of the estimates of Operational Expenditure, the agreement of the Governments of the United Kingdom and of the United States of America, so long as they underwrite such expenditure, shall be required on any specific scheme or project before it is approved. Subject to such agreement, the approval by the Executive Committee of a specific scheme or project shall constitute an authorisation to the Director to incur expenditure, within the amount sanctioned for such scheme, and within the provision of the sanctioned estimates of Operational Expenditure for the year in which the expenditure is incurred.

VIII. COLLECTION OF CONTRIBUTIONS.

When the estimates for the financial year are finally approved or as soon as possible afterwards, the Director shall send to each Member an explanatory memorandum, and (a) request it to remit its contribution towards the Administrative Expenditure as soon as possible after the beginning of the calendar year for which it is due, and (b) invite it to contribute voluntarily towards the Operational Expenditure in accordance with its abilities and its interest in the humanitarian work of the Intergovernmental Committee on Refugees.

IX. SYSTEM OF ACCOUNTS.

The Director shall prescribe a procedure to secure careful accounting for all funds and other property of the Committee, and shall require all officials, employees and agents of the Committee to comply with such procedure. The accounts shall provide for the record of receipts and payments under the main heads of the estimates. The Executive Committee may, if it thinks fit, require the procedure to be submitted to it and give directions thereon.

X. AUDIT.

The annual accounts of the Committee, including those of representatives of the Committee abroad, shall be audited by an auditor or auditors, to be approved by the Executive Committee. The auditor, or auditors, shall report to the Executive Committee after completion of the annual audits. A copy of the audit report, or reports, shall be filed in the office of the Director, and shall be available to any Member upon request.

Y
D

LIST OF REFERENCES

1. Intergovernmental Committee memo to the War Refugee Board of April 18, 1944.
2. Miss Biehle will get for you, if you like, a copy of the press release which grew out of the statement made about the IGC in the Technical Standing Committee up at Montreal.
3. Sir Herbert's report to the Plenary Session.
4. The Plenary Session Communiqué.

SUGGESTIONS

1. Certain items having to do with the readiness of the IGC to take over whatever may fall to its lot from you or from UNRRA. The Resident Representative in Cairo has been appointed. He is Thomas Preston, who was British Minister to Lithuania. The French and the Swiss are in process of nominating. In Brussels and The Hague, Sir Herbert says that his present information is that we may not need to have a full-time Resident Representative. In the three military zones in Germany we plan to have Resident Representatives of equivalent nationalities. We shall expand at headquarters. The plan is to have an Assistant Director who is French, and another who is Russian, and we will probably be adding in the next three or four months a couple of Executive Assistants, one of whom will be an American, to assist me.

2. The fact of our wide mandate as adopted tentatively by the Executive Committee in August, 1943, and clinched by the Plenary Session in August of 1944, should be noted, even to the extent, I think, of quoting it. You will note in the press release which we got out at Montreal that at Sir George Rendell's suggestion we noted, specifically, that the reason there is overlapping in the mandates of the Intergovernmental Committee and UNRRA is that the IGC mandate was adopted before UNRRA ever came into existence, but that the IGC will in fact be responsible for the need that UNRRA cannot meet, or does not meet. Note not only the width of the mandate, the scope of the people covered, but also the functional terms used, namely, preservation, maintenance, and transport. Along with the width of the mandate is the international and representative make-up of the committee. It is a committee of 36 nations. It is a United Nations, plus neutral committee, and it has been in existence since 1938.

Also, there is a strong Executive Committee composed, as you know, of Brazil, Canada, Czechoslovakia, France, Mexico, Netherlands, U.S.S.R., United Kingdom, United States of America.

Under the general heading of assistance which we foresee as being needed from the American Government and the American people, mention should be made, first, of the indispensable cooperation of national governments, military, and UNRRA in doing the maximum initial repatriation possible of the war displaced people -- because everything that can be done under that heading by those three kinds of authorities is so much to the good for us and for the governments for the future. Second, voluntary organizations -- there should be commendation in what we write.

3. Next, let me quote a sentence from Sir Herbert's reply to me: "Success depends mainly on two factors: (1) finance -- much larger sums for operational expenses outside of the scope or period of UNRRA operations, hence obligations of the American and British Governments may be considerable and extend over some years; (2) sympathetic policy of countries of immigration."

4. I think next, as what might be called background material for the War Refugee Board report to the President and his reply, it might be wise to stress that in even mass physical relief is a problem of greater pain and complexity than the problem of residual displacement because (a) there is a humanitarian problem which includes privation and adds to it the factors of family separation, homelessness, and often statelessness; and (b) because there is a problem of economic, political and racial stabilization in Western Europe where the stake that this government has in stability is high, and higher.

Another bit of background material which may or may not be used has to do with an indication of why there is going to be a residue and what the residue is going to be made up of, and I will just give you an indication of a few types: the old Nansen refugees, the Spanish Republicans, the German and Austrian Jews who reach the rim of Europe but no farther, those among the war displaced people who will be unable or unwilling to return home in the first mass repatriation because of changes in boundaries, or political obstacles, or economic disruption, which will prevent their governments' welcoming them, etc.

5. Next, among the background material, you might mention that whatever residue there is -- and it may be somewhere in the neighborhood of two million people in Western Europe -- for that residue there

000159

are only three solutions. One is gradual repatriation. Another is resettlement away from both their country of original residence and their country of temporary asylum, and the third is absorption in the country of "temporary asylum". I think you might also like to mention the I.L.O. in connection with these three long term solutions -- say that we plan to cooperate with them, have already had preliminary discussion with them, but we do recognize the connection between refugee migration and general migration. Then I think you might also mention, or at least have in mind, the benefit that there is to the United States in having an international body charged with the refugee problem and able by means of U. S. support to do something about it.

6. Finally, among these background materials, I think you would want to call to mind that the immigration countries, wherever they may be, are worried about two things: (1) unemployment; (2) importation of all sorts of feuds from Europe, and that we could conceivably in the next twenty-five years help a bit to get the people prepared -- we could help the potential reception countries a little bit to finance agricultural and industrial development into which the newcomers could fit.

7. At the end you might want to hint that the Intergovernmental Committee as so named need not exist indefinitely, but that somewhere within the framework of international organization, provision must be made for an inheritor body.

Patrick Murphy Malin

000160

My dear Sir Herbert:

I take pleasure in sending you herewith a copy of my final summary report on the activities of the War Refugee Board.

Very truly yours,

(SIGNED) William O'Dwyer

William O'Dwyer
Executive Director

Sir Herbert Emerson, Director,
Intergovernmental Committee on
Refugees,
American Embassy,
London, England.

Enclosure.

JH
FH:hd 8/8/45

000161

DEPARTMENT
OF
STATE

29C - ①

INCOMING
TELEGRAM

RECEIVED
DIVISION OF
CENTRAL SERVICES

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

PEM-35

1945 JUN 25 AM 9 12

PLAIN

London

Miss R. F. Red
O. Sawyer

Dated June 25, 1945

DC/L
LIAISON

Rec'd 4 p.m.

Secretary of State,
Washington.

CONTROL COPY

6397, Twenty-fifth
FOR DEPT WRB AND EARL HARRISON

Sir Herbert Emerson, director Intergovernmental Committee. Refugees, circulated memorandum to members executive committee June 21 recommending that travel facilities for members of staff IGC be extended by member GOVTS in line with precedent and model provided by UNRRA council at its first Atlantic City meeting. Memorandum contains following resolutions which will be presented next meeting executive committee IGC which will probably be held before middle July "(1) that the director be authorized to issue to officials and employees of the Intergovernmental Committee on Refugees for use when travelling on official business a document identifying the official or employee and requesting in the name of the International Committee on refugees that all appropriate facilities be granted to the bearer" "(2) That all member governments give full recognition to such documents

000162

-2- #6397, Twenty-fifth, from London.

documents and instruct their diplomatic consular customs and excise services and any other services which may be concerned to recognise such documents as entitling the bearer to all appropriate facilities" "(3) That in respect to passports and visas the member GOVTS shall accord to the officials and employees of the IGC the same treatment as is accorded to the officials and employees of comparable rank of their own or other GOVTS" "(4) That all member GOVTS take the necessary steps to grant all appropriate and possible priorities for the travel of the officials of the IGC on official business and where appropriate to allow GOVT rebates for such travel" "(5) That the member GOVTS make any necessary arrangements with the director for the application of the foregoing recommendations". Department's instructions respecting foregoing resolutions requested urgently.

WINANT

WTD

000163

Distribution of true
reading only by special
arrangement. (██████████)

March 29, 1945

8 p.m.

EMBASSY

LONDON

2451

x

The following for "inant and Earl Harrison from War Refugee
Board is WRB 60.

The attention of the Intergovernmental Committee is called
to the precarious plight of certain Spanish Republican refugees
who are in hiding in Portugal. The Board strongly recommends
(1) that the maintenance of this refugee group be supplies by
the Intergovernmental Committee as a part of its overall pro-
gram on the Iberian Peninsula, and (2) that the Intergovern-
mental Committee arrange for the speedy evacuation of this group
to havens of safety, since their continued presence in Portugal
at this time increases the danger of their deportation to Spain.

GREY
(Acting)

Miss Chauncey (for the Sec'y), Cohn, DuBois, Gaston, Hodel,
Hutchison, McCormack, O'Dwyer, Files

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 20 1972

SEP 20 1972

000164

DEPARTMENT
OF
STATE

**INCOMING
TELEGRAM**

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

MF-312
This telegram must be
paraphrased before being
communicated to anyone
other than a Government
Agency. (~~RESTRICTED~~)

Rome
Dated March 17, 1945
Rec'd 10:20 a.m.

*Man Ref. Bd.
O'Sullivan*

Secretary of State
Washington

CONTROL COPY

734, March 17, 10 a.m.

FOLLOWING FOR MACCLELLAND, WAR REFUGEE BOARD
REPRESENTATIVE SWITZERLAND FROM HEATHCOTE SMITH,
REPRESENTATIVE INTER-GOVERNMENTAL COMMITTEE OF REFUGEES
ITALY.

I understand General O'Dwyer your director now visit-
ing Switzerland in connection with rescue of internees,
slave workers, prisoners of war, Jews and others now in
Axis hands: all to be referred to as "hostages" in this
telegram.

Two. Can you recommend for favorable consideration
and urgent operation following practical proposal of
Polish officer who escaped recently after 4 1/2 years
experience and knowledge of conditions in many German
concentration camps?

Three. He emphasizes these points (one) it has never
been tried; (two) it cannot react unfavorably on those
we wish to protect; (three) in view of shadow of coming

defeat now

*1944 in summary...
General Heathcote Smith
Representative...*

000165

-2- #734, March 17, 10 a.m., from Rome

defeat now lowering German morale it would find favorable psychological conditions; (four) it might well save from ill treatment and death large numbers of hostages.

Four. Proposal (One) SS guards should be invited to procure from all those in their power statements testifying to the humane treatment they have received. (Two) Such statements if (repeat if) confirmed by the signatories after release would be taken into consideration when the SS guards are tried as criminals.

Five. Manner of carrying out of proposal. This would be as usual by intensive campaign of leaflets, broadcasts and also by individuals specially introduced into Germany. Those addressed would be (a) SS guards (b) wives and other female relations, calling on them to urge their menfolk in self-interest to arrange that torture and murders shall cease and (c) German Army challenging it not to participate by aiding in transport to massacre camps or other means the brutality policy of the Nazi leaders. Photographs of German atrocities and of some war criminals already executed would illustrate this campaign on behalf of United Nations hostages.

Six. (A) Please reply urgently indicating whether you concur in general. (B) Do you consider this or any other step can usefully be taken on behalf of those

deported

000166

-3- #734, March 17, 10 a.m., from Rome

deported into Germany including those removed from
North Italy? (C) Have you any further news concerning
these latter?

KIRK

NOTE: Delayed because originally received undecipherable.

WFS

000167

March 1, 1945

Dear Miss Biehle:

The following message for you from Malin, IGC, was received through the American Embassy in London under date of February 27, 1945:

"Cable No. 11. We acknowledge receipt of your report through number 35. I have written McCormack with copy to you.

"2. Emerson and Beckelman have written you outlining for World Jewish Congress steps taken during the last three months on Balkans where we are also actively testing further possible moves. Beckelman has written you on Spain and Portugal relief enclosing text of proposals just submitted to British and American Governments and on possible cooperation with UNRRA in transfer of small group from Spain to Philippeville and larger groups from Switzerland to Philippeville or Italy or Middle East.

"3. Kullmann has been in France ten days Sillen joining him for visit to Belgium where resident representative has just been nominated. Kullmann will probably also visit Switzerland where representative will begin work on April 1st Czech Government has been asked to suggest representative and same request will be made of Polish and Netherlands Governments as soon as possible. Yugoslav Government has again been approached about joining committee.

"4. Question of our attendance at San Francisco Conference has been raised with British and American Governments. SHAEF has asked us to assign someone

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during the next several months to advise on planning for non-repatriables and I shall probably go. Afterwards they want permanent representatives with Allied Control Commission in Germany and we are beginning search for them at once.

"5. Further to cable number 10 operational expenditure during 1945 should read northern Italy 50,000 dollars instead of 300,000 Hungary 300,000 dollars instead of 50,000 dollars."

Very truly yours,

~~(REDACTED)~~

Florence Hodel
Assistant Executive Director

Miss Martha Riehle,
American Resident Representative,
Intergovernmental Committee,
1344 Connecticut Avenue,
Washington, D. C.

RH/Hutchinson: 3/1/45

000169

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

Martha Biehle
C. Sawyer

MS-290

PLAIN

London

Dated February 27, 1945

Rec'd 8:25 p.m.

Secretary of State,
Washington.

CONTROL COPY

2019, Twenty-seventh

FOLLOWING FOR MARTHA BIEHLE, IGC, FROM MALIN, IGC

"Cable No. 11. We acknowledge receipt of your report through number 35. I have written McCormack with copy to you.

"2. Emerson and Beckelman have written you outlining for World Jewish Congress steps taken during the last three months on Balkans where we are also actively testing further possible moves. Beckelman has written you on Spain and Portugal relief enclosing text of proposals just submitted to British and American Governments and on possible cooperation with UNRRA in transfer of small group from Spain to Philippeville and larger groups from Switzerland to Philippeville or Italy or Middle East

"3. Kullmann has been in France ten days Sillem joining him for visit to Belgium where resident representative has just been nominated. Kullmann will probably also

000170

-2-#2019, Twenty-seventh, from London.

probably also visit Switzerland where representative will begin work on April 1st Czech Government has been asked to suggest representative and same request will be made of Polish and Netherlands Governments as soon as possible. Yugoslav Government has again been approached about joining committee.

"4. Question of our attendance at San Francisco Conference has been raised with British and American Governments. SHAEF has asked us to assign someone during next several months to advise on planning for non-repatriables and I shall probably go. Afterwards they want permanent representatives with Allied Control Commission in Germany and we are beginning search for them at once.

"5. Further to cable number 10 operational expenditure during 1945 should read northern Italy 50,000 dollars instead of 300,000 Hungary 300,000 dollars instead of 50,000 dollars".

WINANT

HRM

000171

*J. Warley Bd
(O'Dwyer)*

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Delegation, Vatican City
TO: Secretary of State, Washington
DATED: February 21, 1945
NUMBER: 44

CONTROL COPY

The following message is for the Secretary and General O'Dwyer, WRB.

Following is proposal of representative of Intergovernmental Committee for Refugees in Italy for your consideration which is urgently requested:

With regard to proposed additional steps for averting danger of ill treatment or massacre of prisoners, internees, Jews, slave workers and others including hostages in the hands of the Axis nations, the following proposal was made by one Polish officer who escaped imprisonment in 1944 after the experience of four and one-half years' internment in many German concentration camps. This Polish officer is aware that it had never been tried out before he escaped and it is his conviction that (1) it would not create conditions any worse than those existing now for these hostages and (2) particularly in the light of current lowered German morale, it would lead to the saving of numberless lives. This proposal is as follows: Campaign extensively carried on by broadcasts and pamphlets, supplemented by persons intro-

duced into

DECLASSIFIED
State Dept. Letter, 1-11-73
By R. H. Parks Date SEP 20 1972

*copy in "Intelligence Activities"
"Foreign Affairs" folder
100-100000-100000*

000172

duced into Germany will give notification to all SS guards and other war crimes accomplices that if (a) they can show statements from hostages testifying that they have been treated humanely by their guards and (b) if these signatories confirm these statements after their release, these SS guards and other war crimes accomplices will be subject to special consideration.

This propdanda is to be addressed to the following categories: (1) Secret service guards. (2) Wives and other women relatives of secret service guards urging them in self interest to influence their men relatives (3) Army of Germany, urging it to disassociate itself from the Nazi leaders' notorious brutalities.

Part of the campaign would be lists of ^{some of} those already executed as war criminals and photographs of German atrocities.

I am not in position to voice any view on the advisability of the foregoing procedure for my part. Without doubt the War Department would have some views.

TAYLOR

7ME-19
DC/L:MED:CVT

2-24-45

000173

IGC
DEPARTMENT
OF
STATE

OUTGOING
TELEGRAM

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

Distribution of DEPARTMENT OF STATE
true reading only by [redacted] Midnight
special arrangement.
[redacted] W)

February 16, 1945
1945 FEB 19 AM 9 59

Wm R. B. [redacted]

A. O. Dwyer

EMBASSY

COMMUNICATIONS
SECTION
(LONDON)

LONDON
1222

CONTROL COPY

The following for Sir Herbert Emerson from O'Dwyer is

WRB 44.

I have received your message of February 9th. I expect to come to London shortly and will notify you in advance as to approximate date of my arrival. The matters mentioned in your cable can be discussed at that time. Meanwhile, since the source of our information concerning the refugees now arriving in Switzerland is Roswell McClelland, the Board's representative in Bern, I suggest that you arrange to have your representative in Switzerland discuss the various problems involved with McClelland and obtain all detailed information from him.

[redacted]
For security reasons the text of this message must be closely guarded.

PREW
(ACTING)
(GLW)

WRB:MMV:KG
2/16/45

BC

WE

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date **SEP 20 1972**

000174

CABLE TO SIR HERBERT EMBRSON, LONDON, FROM O'DWYER, WAR REFUGEE BOARD

I have received your message of February 9th. I expect to come to London shortly and will notify you in advance as to approximate date of my arrival. The matters mentioned in your cable can be discussed at that time. Meanwhile, since the source of our information concerning the refugees now arriving in Switzerland is Roswell McClelland, the Board's representative in Bern, I suggest that you arrange to have your representative in Switzerland discuss the various problems involved with McClelland and obtain all detailed information from him.

THIS IS WRB LONDON CABLE NO. 44

4:45 p.m.
February 15, 1945

Miss Chauncey (for the Sec'y), Aksin, Cohn, Drury, DuBois, Gaston,
Hodel, McCormack, O'Dwyer, Files

PHsd 2/15/45

Handwritten notes:
6/1/45
not in files
see files

000175

Telephone: ABBey 6593-4. 6467-8.

**INTERGOVERNMENTAL COMMITTEE
ON REFUGEES.**

11D, REGENT STREET,
LONDON, S.W.1.

PLEASE COMPLETE OF THE SECRETARY.

000176

REPORT ON THE WORK OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES
DURING THE THREE MONTHS ENDED 10TH FEBRUARY, 1945.

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REPORT ON THE WORK OF THE INTERGOVERNMENTAL COMMITTEE
ON REFUGEES DURING THE THREE MONTHS PERIOD 20th FEBRUARY, 1945.

1. EXECUTIVE COMMITTEE MEETINGS.

The Ninth Meeting of the Executive Committee took place on the 21st December, 1944.

2. ORGANISATION.

Head Office.

Steps are being taken to make more extensive accommodation available for the Head Office in London. It is probable that premises will be acquired in Hill Street, near Berkeley Square.

The Director and Assistant Director visited France, Belgium and Switzerland in order to study the refugee situation on the spot and to discuss various matters with the authorities.

Mr. H. W. Beckelman, who was formerly Relief Director in the Baltic Areas for the American Jewish Joint Distribution Committee, and who has also held office under UNRRA, has been appointed Assistant Director. Mr. Beckelman took up his work at Head Office at the beginning of February.

Representatives.

We are now represented in Italy, in the United States of America, in France, and in the Middle East. Negotiations regarding a Representative in Switzerland are about to be concluded.

While in Belgium, the Director and Assistant Director discussed with officers of the Ministries of Foreign Affairs, Justice and the Interior, the question of having a Representative in Belgium and, having reached agreement in principle, the Director officially addressed the Minister for Foreign Affairs. We have now received a suggestion as to a suitable candidate.

In addition to our Representative in Paris, an agent has been appointed to work for the Committee at Lyons, but has not yet established an office there. He will make occasional visits to French North Africa.

Our Representatives in the Middle East and in Italy, after useful discussions in London, have now returned to their posts in Cairo and Rome respectively.

3. MATTERS RELATING TO THREATENED PERSONS IN
GERMAN-OCCUPIED TERRITORY.

(a) Hungary.

The progress of military events in Hungary and the German Government's unwillingness to provide transport disappointed the hope that some evacuation might take place from among the 4,500 Hungarian Jews with Swedish protective passports and the 8,000 with Palestine certificates. Some few hundred, mostly children, arrived in Switzerland, which made known its readiness to accept all who might possibly still arrive. The Intergovernmental Committee will be called into action if evacuation actually occurs and if the Swiss Government desires the help we are prepared to give, financially and otherwise.

While in Bern, the Director and Assistant Director discussed with the Minister for Foreign Affairs and the Minister of Justice, among other things, the question of refugees from Hungary. There was at the time of their visit the possibility, although unfortunately a remote one, of about 12,000 Jews from Hungary arriving in Switzerland. The Swiss Government had made all preparations for their reception, and although the Director raised the subject of financial help from the Intergovernmental Committee, it was clear that, for the present, the Swiss Government was unlikely to ask for such assistance.

(b) Holders of South American Passports.

We received early in December information according to which the validity of Ecuadorian passports, of which a number are held by Jews in Germany and German-occupied territory, was to end in January 1945. On enquiry, the Ecuadorian Minister in London said that steps had been taken to prevent the use in liberated territory, namely in France, of Ecuadorian passports which are legally invalid, but that no steps whatever had been taken as regards passports held by Jews in enemy-occupied territory. All passports, however, are only valid for one year unless prolonged. We asked His Excellency to request the Ecuadorian Government to prolong the validity of the passports which are held by Jews in Germany or German-occupied territory, and we informed the War Refugee Board accordingly. A reply was received from His Excellency to the effect that his Government could not contemplate taking any steps to revalidate passports illegally issued to persons of Jewish nationality; and that, as to the documents in the hands of persons in German-occupied territory, the Government had decided to ignore the existence of such documents until the persons holding them/

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them were no longer threatened by the German Gestapo, when an official declaration would be made of their non-validity.

The matter had, however, also been submitted to the State Department, who, it is believed, are pursuing the matter.

(c) Persons in North Italy.

As a result of the intervention of the Intergovernmental Committee office in Rome, Vatican officials have again urged their Berne representative to do all possible to effect the release from concentration camps in Northern Italy of threatened civilian internees; but that, on the other hand, no word had been received from Berne or elsewhere in this regard.

(d) Refugees in Yugoslavia.

In co-operation with the military authorities and representatives of the Croatian Red Cross and members of the Yugoslav Jewish community who have come to Italy, our staff there has been aiding in all possible ways to provide relief to the remaining Jews in the German-held portions of Yugoslavia, and to rescue by plans those whose future seems insecure.

(e) Credit Scheme.

The Director wrote a memorandum containing the information which he and the Assistant Director obtained in Switzerland about the working of the credit scheme in Roumania, Hungary and Italy. The general impoverishment and, as a consequence, the difficulty of raising credits locally, made it necessary to purchase lei (for Roumania) and lira (for Italy) in Switzerland.

The memorandum was sent to the Foreign Office and to the United States Embassy in order to obtain the agreement of the British and United States Governments concerning the authorization to effect the above purchases.

The United States Government and the Foreign Office agreed to the proposed methods of transfer, and steps are being taken to give effect to our intentions.

(f) Release of Jews in German-occupied Territory.

We have seen press reports that about 1200 Jews have just arrived in Switzerland from Theresienstadt, and that the party includes between 500 and 600 Jews of Dutch nationality. It is further reported that another party of 556 persons from Theresienstadt is expected immediately and that others may follow. We have cabled to the Swiss authorities asking for confirmation and

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for information relating to exact numbers, distribution by nationality, the number holding valid Palestine certificates and so on.

A fortnight ago a similar group of Jews arrived in Switzerland from Belsen Bergen concentration camp.

The Director has cabled to the War Refugee Board in Washington informing them that we think it very desirable that there should be consultation and co-ordination regarding these groups between the War Refugee Board and ourselves. It seems essential that full enquiries should be made into the antecedents and wishes of members of the groups before definite plans are made for their future. It seems also important that we should take the same line in our approaches to the Swiss Government.

(g) Other Countries.

We have had frequent contacts with the Repatriation Services of the Netherlands and Norwegian Governments, with which we hope to collaborate as soon as developments of the situation permit.

A considerable amount of individual case work was done trying to trace people and as a result of requests for linking up members of families. It is needless to say that although this entails a considerable amount of work, the results can, as yet, not be called very satisfactory.

4. MATTERS RELATING TO DISPLACED PERSONS OUTSIDE GERMAN-
OCCUPIED (NEUTRAL OR LIBERATED) TERRITORY.

(a) France and Belgium.

While in France, the Director and Assistant Director had discussions with the Ministry of Foreign Affairs, the Ministry of Prisoners of War, Deportees and Refugees, the Ministry of the Interior and the Ministry of Labour. They obtained very valuable information regarding the problem of displaced persons, and made various representations regarding the interests of those coming within the mandate of the Intergovernmental Committee. There were various groups of displaced persons in France, e.g., Belgians, Dutch, Poles, Russians, Yugoslavs, etc., who had been liberated in the course of the Allied operations. The problem in regard to these was mainly one of repatriation, and a beginning had already been made in getting some of these groups back to their own countries. It might ultimately happen that some members of these groups were not repatriable, in which case they would become the responsibility of the Intergovernmental Committee, but it is the policy/

policy of the Committee not to make assumptions of this nature until the facts are clear, not to discourage persons to return, and there is, therefore, no immediate problem affecting the Intergovernmental Committee arising out of these groups.

The Director and Assistant Director had also several discussions with the officers of SHARP regarding matters of common interest, and there has been, and will be an exchange of information. They also had conferences with various officers of UNRRA in France, and re-established relations with many voluntary organizations.

The problem of German and Austrian refugees in France is not a large one so far as numbers are concerned, but it is complicated by the fact that the majority are Jews who have been in concealment and who have lost all their property and belongings. This is a general characteristic of the Jewish problem not only in France but also in other countries.

The Director, in the course of his visit to France and Belgium, was quite satisfied that in neither had there been anything in the nature of victimization of German and Austrian refugees, and in both countries the responsible authorities were sympathetic and anxious that no injustice should be done. In Belgium some difficulty had arisen regarding the registration of Austrian and German refugees.

During the Nazi occupation these had been in concealment under false names and with false papers. They had, therefore, to register again with the police, and they were being registered as Austrians or Germans, as the case might be. There were certain difficulties in registering them as stateless persons, but after long discussion with the Minister concerned, a Memorandum was submitted by the Director recommending that even if it were necessary to register a person as Austrian or German, there should be an entry on the document to the effect that he was a victim of Nazi persecution, where it was clear that this was the case. Such an entry would be of great value to the refugee, not only in removing public prejudice, but in other ways. The Minister promised to give sympathetic consideration to this suggestion.

For the rest, the position in Belgium is much the same as in France, though the numbers involved are much smaller. While in Belgium, the Director and Assistant Director had very cordial discussions with officers of the Ministries of Foreign Affairs, Justice and the Interior.

Proposals for operational expenditure in Belgium and France have been sent

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in the first place to the British and United States Governments for approval.

(b) Refugee Children in France, Belgium and Switzerland. *

During their visit to France, Belgium and Switzerland, the Director and Assistant Director investigated the problem of the Jewish children, with special reference to the necessity of assistance by the Intergovernmental Committee and the means by which such assistance might best be given. The children in question are those separated during the occupation from both their parents. The Director prepared for the Executive Committee a memorandum giving a general picture of the size and nature of the problem. The Joint Distribution Committee, as the organisation which will probably be called upon to provide the bulk of the private funds towards the solution of this and many other Jewish problems, has addressed the Intergovernmental Committee asking that it should give financial assistance. The Director and Assistant Director had long discussions in Paris, about this and other matters, with Dr. Schwartz, the European Director of the Committee. As a result, Dr. Schwartz, after full examination of the problem in consultation with the various Jewish interests concerned, made specific proposals regarding assistance by the Intergovernmental Committee.

The Director, in this connection, recommended a liberal interpretation of the Intergovernmental Committee's mandate, which extends to all persons "wherever they may be, who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence, because of the danger to their lives or liberties on account of their race, religion or political beliefs." He pointed out that when, as was frequently the case, the situation of the children was a direct consequence of the deportation or flight of their parents from their country of residence, it would seem ungenerous to hold that the children should be excluded from the benefits of the mandate merely on the ground that, in order to save their lives, they did not in fact leave their countries of residence.

(c) Grant of Credit towards the Assistance of Refugees in Belgium.

While in Belgium, the Director and the Assistant Director found that the condition of the Jews in general, and particularly of the foreign Jews, was extremely bad. The Joint Distribution Committee had arranged to make remittances, but there was delay in the arrangements. The relief organisations had exhausted their credits and they were almost entirely without funds. Since UNRRA was not

operating /

* The Intergovernmental Committee is participating in a scheme for co-ordinating purchases of relief supplies for France with the Council of British Societies for Relief Abroad.

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operating in Belgium, no relief was available from that source. The Director discussed the situation with officers of the organisations administering relief, and with the Belgian authorities, and satisfied himself that the only way to tide over the emergency situation until other funds became available was to make credit available from the Intergovernmental Committee. Accordingly a written authorisation was given to the "Comité de Défense des Juifs en Belgique" to expend, on behalf of the Intergovernmental Committee on Refugees, the sum of 3½ million Belgian francs, to be spent on the immediate needs in the way of maintenance of German and Austrian refugees from Nazi persecution in Belgium.

The Executive Committee confirmed the extension of this credit to the relief of persons in territory recently liberated.

(a) North Africa.

The Fedhala Camp near Casablanca, which has been administered by the British and American Governments with the aid of UNRRA personnel, has been emptied of its occupants and is to be considered now only as a reserve site for later possible outflows from Europe. The great bulk of the 800 refugees who were temporarily housed at Fedhala have either been repatriated or are somewhere en route to their homes - including the 400 Greek Sephardic Jews, about half of whom are to settle in Palestine and the other half of whom are in a camp there awaiting return to Salonika. About a hundred of the original Fedhala occupants are now employed in French Morocco and the remaining 250 have been transferred to the camp of Philippeville in Algeria. The other refugees still in North Africa - perhaps 5,000 Spanish Republicans and half that number of Central European stateless - are at present either enrolled in the armed forces or in labour battalions or employed privately.

At the end of January the question of keeping Philippeville open as a reserve camp was raised by the Chief of the Displaced Persons, Refugees and Welfare Division of the Civil Affairs Section of A. F. R. Q. in Italy. The Director in reply said that apart from existing reasons why it would be inconvenient to close the camp at once, we considered it very desirable to take a long-term view of situations which may arise in regard to groups of displaced persons who are either now outside Continental Europe, or may emerge in Continental Europe in the future. There are likely to emerge several groups of non-repatriables and, where these are found in countries outside Europe, there are in some instances agreements with the Governments of the countries now giving them asylum, that they will be removed

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from those countries as soon as possible after the end of the war. Since there is likely to be difficulty in finding permanent places of settlement for all these persons immediately after the war, it is very desirable that there should be a camp, or camps, in which they can be temporarily accommodated while arrangements are being made for their permanent relocation. As regards the situation inside Continental Europe, it is desirable to have available a camp or camps which might serve as reserve centres of accommodation for groups which, for some reason or other, it might be absolutely necessary to remove from the countries in which they are found at the end of the war.

(e) Italy.

While at headquarters, our Resident Representative in Italy discussed with the Director of the Division of Displaced Persons from UNRRA headquarters in Washington the division of responsibilities between UNRRA and the Intergovernmental Committee in Italy. The temporary presence in London of Brigadier Lush, executive head of the Allied Commission in Italy, was also taken advantage of in order to discuss matters of common interest.

Our staff in Italy, composed chiefly of delegates of American and British voluntary organisations, is being gradually increased, and is occupying itself with quiet but effective work with special reference to occupational re-training and the provision of emergency financial assistance. It is gratifying to note that considerable repatriation of the non-Jewish Yugoslavs, who constitute the chief single group of foreign refugees in Italy, is under way, and that among the 10,000 Palestine immigration places recently allocated for the next six months, 900 have been allocated to Italy - where selection of the group to go is now in process.

It has been possible to extend the representation of refugees otherwise not represented by any Government or official body, to those in Florence and other Northern areas. Up to date this representation was limited to Rome, Bari and Naples.

(f) Switzerland.

Switzerland is a centre of voluntary activity, both international and national, and there are many organisations which are interested in refugee work. The Director and Assistant Director, on their journey in Switzerland, had discussions with most of these organisations, as well as conferences with various officers of the International Red Cross, with which the Committee has close relations. The Director has also been able to see something of the work which the International Migration Service

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Service is being by way of a survey of refugees in that country. The work is being partly financed by the Intergovernmental Committee. It has the warm support of the Swiss Government, and it is already clear that it will be of considerable value.

In Bern, the Director and Assistant Director had long talks with the Minister for Foreign Affairs, with the Minister of Justice, and with Dr. Rothmund, head of the Federal Police, who dealt with refugee matters. Among other things, they had discussed the question of refugees from Hungary (see Section 3 (a), page 2.)

(g) Refugees in Spain and Portugal.

The possibility of the undertaking of maintenance of refugees left in Spain and Portugal has been raised with us by American voluntary agencies, whose position is, in general, that they cannot afford to take on any long-term responsibilities for the maintenance of refugees. We are pursuing enquiries as to definite proposals and costs, with a view to making a recommendation to the Executive Committee. It was estimated that there are between one thousand two hundred and one thousand five hundred Central European refugees still in Spain and approximately one thousand in Portugal, and that about one half of these are non-repatriables.

(h) Roumania.

Towards the end of December we had a discussion with officials of the Foreign Office, of the American Embassy and of the War Refugee Board regarding the position of Roumania with special reference to the fact that, if Jews there are not able to resume their occupations, there might easily be a big move towards emigration, with resulting burdens on the Intergovernmental Committee. It was considered that the best course at present might be for the American and British representatives on the Allied Control Commission to raise the question in that commission, and this has been done.

(i) Middle East.

While in London, our newly appointed Resident Representative in Cairo, with the Director and Vice-Director, had several consultations, among which was one with Sir Edward Grigg, who has just assumed the responsibility of Resident Minister for the British Government in the Middle East. The Director and Vice-Director have had considerable discussion regarding the Middle East with the Director-General

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of UNRRA and Sir William Matthews, head of the UNRRA Cairo Office. It was agreed with them that, while bearing in mind the necessity of preparation for handing quickly such persons as may prove to be non-repatriable from that region, the representatives of both organisations should avoid encouraging any unnecessary decision on the part of the refugees not to avail themselves of repatriation opportunities. Mr. Preston will, therefore, at the start, occupy himself chiefly with discreet enquiry and preparation for such responsibilities as may devolve upon us in his Middle East area.

(4) Yugoslavs in Egypt.

The London office of UNRRA has asked our opinion in the matter of possible non-repatriable Yugoslavs. Officers and men who might refuse to join up with the National Army of Liberation, would be demobilised and, - according to measures adopted by the Yugoslav Government - assume the status of refugees. It was presumed by the Yugoslav Government that the authorities under whose charge these refugees were to be placed would be the UNRRA office in Cairo, but UNRRA - according to a telegram which it has sent to its office in Cairo, - is inclined not to assume responsibility for these Yugoslav soldiers, intimating that the Intergovernmental Committee on Refugees seems to be the logical agency to take up this responsibility for people who, no doubt, will be non-repatriable.

The Director has written an extensive Memorandum on this subject which has been sent to the London office of UNRRA. The practical course at present appears to be for UNRRA and the Intergovernmental Committee to keep in close touch with each other regarding the problem, both at Cairo and at Headquarters. Since questions of policy are involved it is considered advisable to seek the informal advice of the British and United States Governments who will, no doubt, consult the Government of the U. S. S. R. if they deem this to be necessary.

5. PLANNING RELATIVE TO THE POST-ARMISTICE SITUATION.

(a) Settlement in Former Axis Territory.

The Director wrote to the British Foreign Secretary to stress the probability that after the war there will be a large number of persons unable or unwilling to return to their own countries, and suggested that, if decisions have not already been reached regarding the disposal of former Axis territory, e.g., Eritrea and Cyrenaica, their use as possible places for settlement should be borne in mind.

A similar letter was sent to the United States Ambassador.

(b)

(b) Non-Repatriation to be Planned in Germany and Austria.

Following up a discussion which Lieutenant-Colonel Grewer of SHAW had with the Vice-Director, the Director has written a memorandum on possible non-repatriation to be found by the Allied armies in Germany and Austria. The memorandum has been sent to SHAW and to A.F.R.Q.

(c) Overseas Resettlement.

The Australian Government has issued a most useful declaration of policy concerning post-war immigration and the Governments of New Zealand and Canada have likewise evidenced their growing interest in proper immigration into their countries, with special reference to the immigration to New Zealand of children who are war orphans from the United Kingdom and the European Continent.

It is too early yet (1) to say how many of the children who are now without parents will finally be proved to be orphans and (2) to make plans about emigration. Many of the foster-parents of these children are reluctant to let them depart, and the benevolent societies who are taking care of them would prefer to part with them as long as there is still the slightest hope for a reunion with one or both of the parents.

The Governments of Brazil and Mexico are also demonstrating generous humanitarianism and economic statesmanship in moving toward a policy of selective immigration as one means to the desired development of their countries, and the representatives of Paraguay and Venezuela have approached us with a view to co-operation between their Governments and the Intergovernmental Committee.

There is to be an Inter-American Economic Conference during the spring, and through the office of the Co-ordinator of Inter-American Affairs in the United States Government it has been suggested that there may be sufficient discussion on migration to warrant attendance by an Observer from this Committee.

(d) Identity and Travel Documents for Stateless Persons.

Active preparatory work is being done relating to the manifold basic materials which will be required for the discussions of the commission authorized at the Plenary Session to examine the question of identity and travel documents for stateless persons.

6. RELATIONS WITH OTHER ORGANIZATIONS.

(a) Relations with UNRWA.

Repeated discussions with UNRWA officials in London have taken place in respect of the practical definition of UNRWA responsibilities and the proper working/

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working relations between the two organisations in fields where they may be simultaneously at work. These discussions have, as a major aim the preparation by the Director of a statement to the Executive Committee in the near future concerning the likely extent and nature of the residual maintenance responsibilities which the Committee may be called upon to bear.

At the end of December the Director and Vice-Director had two conferences with Governor Lehman, Sir William Atthews, Sir Frederick Leith-Ross, Mr. Hugh Jackson and other high officials of UNRRA about several subjects, including the Middle East and the Balkans, and about the general principle of encouraging the greatest possible repatriation.

At the beginning of January the Director addressed to Governor Lehman a letter concerning the relations between the Intergovernmental Committee and UNRRA with reference to the care of displaced stateless people.

(b) Relations with the International Labour Office.

The Intergovernmental Committee was represented at the session, which took place in January, of the Governing Body of the International Labour Office.

(c) Relations with the War Refugee Board.

Meetings and discussions have continued to take place with the representative of the War Refugee Board.

(d) Relations with Voluntary Organisations.

Useful contact with the voluntary organisations, in Europe as well as in the United States, has been kept up. One private organisation has sent us a welcome contribution of \$10,000. A number of the leaders of American voluntary organisations have passed through London during the quarter under review, and extensive conversations have been held with them. The Council of British Societies for Relief Abroad has, in respect of our need for further voluntary aid in Italy, as well as in other matters, shown itself admirably disposed to collaborate with us.

Close contact was kept up with the American Joint Distribution Committee.

The Director addressed the Central British Fund for Jewish Relief and Rehabilitation, giving his impressions of the refugee situation in Belgium, France and Switzerland, and an estimate of the Jewish problem in those countries. The Vice-Director has addressed the Friends' Foreign Relief Training Centre, the European Social Welfare group organised by the British Council, the Cosmos Society at Oxford, and personnel - destined for Italy - of the Friends' Ambulance Unit, and has delivered a series of lectures to the UNRRA Training Centre at Reading.

Particularly/

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Particularly useful work has been done by our Representative in Washington, who has given much time and devotion in keeping contact with the American Voluntary Organisations.

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

PEM-599

DEPARTMENT OF STATE
FEB 10 1945
DC/L
LIAISON OFFICE

PLAIN

London

Dated February 9, 1945

Rec'd 12:05 p.m.

Secretary of State,
Washington.

CONTROL COPY

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FOLLOWING FOR WRB FROM EMERSON IGC

"We have seen press reports that about 1,200 Jews have just arrived in Switzerland from Theresienstadt and that the party includes between 500 and 600 Jews of Dutch nationality. It is further reported that another party of 556 persons from Theresienstadt is expected immediately and that others may follow. We have cabled to the Swiss authorities asking for confirmation and also for information relating to exact numbers distribution by nationality number holding valid Palestine certificates and also plans if any in regard to the party. We will let you know any relevant information we receive and shall be glad if you will keep us similarly informed. We think it very desirable that there should be consultation and coordination regarding these groups between the War Refugee Board and ourselves for instance it may well be

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-2- #1411, Ninth, from London.

well be found that some of the Dutch Nationals even if they have protective documents for other countries will wish to return to Holland and it therefore seems essential that there should be a full inquiry into the antecedents and wishes of members of the groups before definite plans are made for their future. We also think it important that we should take the same line in our approaches to the Swiss Government especially in view of the assurances which have been several times given to the Swiss Government that they will be relieved of the cost of maintenance if they so desire and if the Swiss Government accepts this offer it would presumably be for the Intergovernmental Committee to secure the necessary funds.

"Since groups from places other than Theresienstadt have already entered and may enter Switzerland we have no doubt that you will agree that the same procedure of consultation and coordination should be followed in all such cases".

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EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE February 5, 1945

TO Miss Hodel

FROM Paul J. McCormack and E. Akzin

SUBJECT: Intergovernmental Committee on Refugees (IGC).

The scope of IGC's jurisdiction is fully described in the attached publication. Originally, (July 1938) the persons coming within the scope of its work were divided as follows:

(1) Persons who have not already left their countries of origin (Germany (including Austria)), but who must emigrate on account of their political opinions, religious beliefs and racial origin, and (2) persons as defined in (1) who have already left their country of origin and who have not yet established themselves permanently elsewhere.

At the time of the transfer of the Sudeten areas to Germany, involuntary migrants of German origin were included within this mandate.

Early in 1943, the Governments of Great Britain and the United States appointed representatives to examine the refugee problem and to recommend relief measures. A conference was held between the representatives of these Governments in Bermuda in April 1943, and among other recommendations it proposed that the IGC should be reorganized and its mandate extended so that it might be better able to deal both with the immediate situation and post-war problems. The emergent necessity was to save and preserve persons who were in imminent peril because of race, creed or political beliefs; the less urgent but more important question was to devise machinery and means to cope with the long term problems resulting from the war. The recommendation was approved by the two Governments for consideration of the IGC meeting in executive session. Such a session was convened on August 4, 1943, and at this meeting the Executive Committee made various recommendations to the Member Governments, the effect of which is as follows:

"First, it was recommended that the mandate of the Intergovernmental Committee should be extended so as to include, as may be found necessary and practicable, in addition to those already within the mandate, those persons wherever they may be who, as a result of events in Europe have had to leave

1/ Intergovernmental Committee on Refugees - Report of the Fourth Plenary Session August 15 - 17, 1944, London.

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or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs

"Second, it was recommended that the Executive Committee should be empowered by the Member Governments to undertake negotiations with neutral or Allied States, or with organizations, and to take such steps as might be necessary to preserve, maintain and transport persons coming within the mandate.

"Third, it was recommended that the Executive Committee should be empowered to receive and disburse for the purposes of this work both public and private funds.

"Fourth, it was recommended that the Administrative Expenses of the Committee should be shared by the Member Governments.

"Fifth, the Executive Committee was informed that the Governments of the United Kingdom and United States of America were prepared jointly to underwrite expenditures other than administrative, but that they trusted that when a clearer idea had been obtained of the funds required for the efficient conduct of the Committee's work under its new commitments, an invitation would be addressed to all the Member Governments inviting them to contribute to such expenditure in accordance with their abilities and interest in the humanitarian work of the Committee. The Executive Committee put on record its appreciation of the action of the two Governments, and recommended that an invitation in the terms suggested by them should be addressed in due course to all the Member Governments.

"Sixth, with regard to the maintenance of persons coming within the mandate of the Committee, it was recommended that they should be maintained by the United Nations Relief and Rehabilitation Administration in countries in which that administration operated, provided it was willing to undertake the task; but that elsewhere the Intergovernmental Committee itself should assume the responsibility after negotiation with the Government concerned. It was agreed, however, that normally the responsibility for maintenance should not be retroactive, and that Member Governments or voluntary organizations that had assumed financial commitments in respect of such persons should continue to do so. It was also agreed that the question whether new groups of refugees should be maintained by the Intergovernmental Committee or by their own Governments should be for consideration on the individual merits of each case."

At the same time, the decision was made, first, to extend invitations to join IGC to the Governments of Costa Rica, Czechoslovakia, Egypt, Ethiopia, Greece, Guatemala, Iceland, India, Iran, Iraq, Luxemburg, Panama, Poland, Portugal, Salvador, Spain, Turkey, Union of South Africa, Union of Soviet Socialist Republics, Uruguay, Yugoslavia, and second, that Sir Herbert Emerson should be invited to continue as Director and that Mr. Patrick Malin be appointed as Vice-Director.

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At the same meeting of the Executive Committee the following mandate was adopted.

"The Intergovernmental Committee shall extend its mandate so as to include, as may be found necessary and practicable, in addition to those already within its mandate, those persons, wherever they may be, who as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties, on account of their race, religion, or political beliefs.

"With regard to persons coming within the mandate as extended, the Executive Committee be empowered by the Member States to undertake negotiations with neutral or allied states or with organizations, and to take such steps as may be necessary to preserve, maintain, and transport them. The Executive Committee shall be empowered to receive and disburse for the purposes enumerated above, funds both public and private."^{1/}

Some Effects of the Reorganization

While admittedly the revised mandate is comprehensive and includes the vast majority of displaced persons as a result of events in Europe, in practice, however, the exercise of the mandate is qualified by various considerations. The Executive Committee has accepted the principle that as regards the nationals of any Member Government, while the services of the IGC are at the disposal of the government concerned, it will not include them within its practical activities except in consultation and agreement with that Government. Since in some instances various governments are anxious to do everything within their power and resources for their own nationals, the attendant responsibilities of IGC are appreciably reduced.

Current Activities of the IGC^{2/}

1. Hungary - "The Intergovernmental Committee will be called into action if evacuation actually occurs and the Swiss Government desires the help we are prepared to give financially and otherwise."
2. North Italy - "Confidential attempts are now being made toward rescue and preservation."
3. Yugoslavia - From Italy our representative "is aiding in all possible ways to provide relief to the remaining Jews in the German-held portions of Yugoslavia, and to rescue by plane those whose future seems insecure."
4. French North Africa - No current activity. The IGC representative, M. Valentin-Smith has been transferred as Resident Representative in Paris.
5. Italy - "Our staff in Italy, composed chiefly of delegates of the American and British voluntary organizations, is being gradually increased, and

^{1/} See Department of State release, in WRB file "Intergovernmental Committee," 2.

^{2/} Record of the Proceedings of the Ninth Meeting of the Executive Committee of the Intergovernmental Committee on Refugees.

is occupying itself with quiet but effective work with special reference to occupational retraining and the provision of emergency financial assistance."

6. Middle East - "Our newly appointed Resident Representative in Cairo, Mr. Thomas Preston...while bearing in mind the necessity of preparation for handling quickly such persons as may prove to be non-repatriable from that region...should avoid encouraging any unnecessary decision on the part of the refugees not to avail themselves of repatriation opportunities. Mr. Preston will, therefore, at the start, occupy himself chiefly with discreet enquiry and preparation for such responsibilities as may devolve upon us in his Middle East area."

7. Liberated areas in general - "There were various groups of displaced persons in France, e.g., Belgians, Dutch, Poles, Russians, Yugoslavs, etc., who had been liberated in the course of the Allied operations. The problem in regard to these was mainly one of repatriation, and a beginning had already been made in getting some of these groups back to their own countries. It might ultimately happen that some members of these groups were not repatriable, in which case they would become the responsibility of the Intergovernmental Committee, but it was the policy of the Committee not to make assumptions of this nature until the facts were clear or to encourage persons not to return, and there was, therefore, no immediate problem affecting the Intergovernmental Committee arising out of these groups."

8. Special restrictions on work in France - "UNRRA has not been invited by the French to work largely because at present time they have no supplies and intergovernmental committee finds itself limited by its mandate which restricts activities to persons who had to leave their country because of race, religion or political views and is also handicapped by lack funds for purely relief purposes." JDC cable 819 from Paris, December 6, 1944. 1/

9. Financial summary of IGC operations.

During the quarter July - September 1944, IGC has allocated \$950,000 to finance credit relief operations undertaken by JDC, as follows:

France	\$300,000	(IGC funds)
Rumania	\$300,000	(IGC funds)
Northern Italy	\$ 30,000	(IGC funds)
Hungary	\$300,000	(IGC funds)
Hungary, etc.	\$ 20,000	(private funds put at the disposal of IGC)

In addition, it spent about \$4,000 for a survey of the refugee situation in Switzerland.

For the quarter October - December 1944, IGC proposed to spend or allocate the following sums:

Rumania \$300,000 (cash; subject to the approval of the Allied Control Commission)

1/ The IGC mandate as interpreted here, appears to be narrower than the foundation of the mandate reproduced above, page 3.

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Northern Italy	\$50,000 (cash)
Hungary	\$300,000 (credit; to finance JEC operations)
Italy (liberated)	\$12,250 (cash, for October only; a higher expenditure was expected for November.)
Belgium	\$87,500 (cash, for German and Austrian refugees in Belgium)
	<hr/>
	\$749,750

The above figures, totalling \$1,702,750, appear to be incomplete. According to a statement by Sir Herbert Emerson at the 8th Plenary Meeting of the Executive Committee, in October 1944, the total operational expenditures of IGC for 1944 were expected to amount to \$2,000,000, "or less". Since IGC received in 1944 the sum of \$4,000,000 from the British and U.S. Governments (\$2,000,000 each), the IGC was left, therefore, with a balance of about \$2,000,000.

According to Sir Herbert Emerson at the October meeting of the Executive Committee, the operational budget of IGC for 1945 is expected to reach \$3,000,000. ^{1/} The United States has been asked to provide \$4,000,000 out of this sum. ^{2/}

- ^{1/} The only item of this budget yet specified is the allocation of \$1,500,000 to finance JEC operations in France.
- ^{2/} It is understood that the Department of State has presented a request for its share to the Bureau of the Budget, which is currently handling the matter.

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Letter for [unclear]

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HEADQUARTERS ALLIED COMMISSION
APO 394
FINANCE SUB-COMMISSION

25 January 1945

Hon. J. W. Pehle
Director, War Refugee Board,
U.S. Treasury, Washington 25 D.C.

Dear John,

Enclosed is a long memorandum and a letter which Sir Clifford Heathcote-Smith asked me to forward to you in a d.o. letter. He is quite excited over his idea and insists immediate action is essential. I participated in a conversation he had with Myron Taylor in the matter and he seems to have the old man on his side, so there may be a push developing in this matter from that source. Knowing nothing about the problems of your work or what has been done to this point or what is planned, I do not venture any opinion on Sir Clifford's proposal, although I have listened to him on the subject at great length.

sent to [unclear] [unclear]

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INTER GOVERNMENTAL COMMITTEE
ON REFUGEES,
HEADQUARTERS ALLIED COMMISSION
APO 394.

16th January, 1945.

Dear Mr. Myron Taylor,

I send you the Polish Memorandum based on notes given me by a Polish Officer who had spent four and a half years in German Concentration Camps.

He is convinced that the Allies can do more to render less dangerous the plight of the many millions of United Nations nationals in German held territory.

These millions, together with the remnant of half a million Jews, can best be described as hostages.

Their treatment and their fate depend on the mood of the increasingly desperate Germans.

A proposal I made in London in mid-November through the Inter Governmental Committee on Refugees, which went also to the American Embassy for the War Refugee Board, was the creation of a Joint Special Administrative Unit to assist "immunos", and to concentrate on every aspect of help that can be devised for them.

The Psychological Warfare Executive deals with all aspects of Propaganda.

A short-term specialized high-level Unit for the express care of these hostages in Axis hands is required.

The job would be to "condition" by propaganda a percentage of Germans into willingness, through self-interest, to aid in warding off brutal treatment from these hostages.

The problem concerns our own people; is of immense magnitude; is of the utmost urgency - for it comes automatically with the downfall of the Axis and Germany's subconscious regard for her possible defeat makes the present the ideal psychological moment for intensive action.

I gather several of the smaller nations who are still bearing the brunt of Nazi terrorism would welcome the creation of this Unit.

I attach a very brief Note summarizing the outline of this proposed body.

When in London I made some slight, but inadequate, headway with the

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- 2 -

idea. I learnt by experience, however, that it could only be put into effect if instructions came from the highest quarters.

If you find the proposal in regard to these hostages sound, I commit it to you for any action you will take on their behalf.

Yours very sincerely,

C.E. HEN HEUTE, SMITH,
R.R., I.G.O.R.

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LONDON, 29th December, 1944.

POLISH MEMORANDUM.

FURTHER PROTECTIVE MEASURES FOR EMERGENCY INTERNEES AND OTHERS
IN AXIS HANDS.

A Polish Officer, connected with several of the leading families of Poland, and in close touch with the Polish ^{Embassy} Minister in London, who escaped from German hands on the 29th August 1944, after four and a half years in some dozen different internment Concentration Camps, and finally in an S.S. Sea-Brigade, is convinced that the United Nations could take further useful steps on behalf of the Allied internees in German power. In his opinion the suggested steps would not endanger those whom it is intended to assist. This risk has been thoroughly weighed by this Polish Officer, who is exceptionally objective and level-headed.

He has various relatives still held in German camps, and is fully alive to the danger of measures that would be provocative or arouse the suspicions of the Axis authorities.

He has been in camps where the grossest atrocities were committed; he has been on speaking, sometimes on quasi-friendly, terms with certain of the S.S. Guards; he has had an uniquely wide experience, and he speaks with the bitter knowledge that his own race, more than any other race, would suffer if there were to be an error in the strategy of the further protective measures.

As these indicate a somewhat new line of approach, and as the goal is the decrease of ill-treatment of the "internees", and as to the one and a half to two million internees can be added the eleven to thirteen million old forced and voluntary United Nations' workers, the matter is clearly of ^{great} moment; let alone our Prisoners of War, who enjoy the protection of the 1929 Geneva Convention also at affecting.

The Polish Officer is ready to be minutely interrogated, but does not wish

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wish his name to be utilized owing to his relatives being in the German grip.

Herewith the plan in brief.

Without in the faintest degree invalidating the general terms of unconditional surrender, it would be made clear that individuals who could substantiate that their record was one of indisputable helpfulness, would receive appropriate treatment.

Leaflets for (a) the Gestapo and S.S.; (b) German Women; (c) The Army. (a) Leaflets would be repeatedly dropped around Concentration Camps. They would state:-

The names of officers and men of the S.S. guarding these Concentration Camps are all being collected; many are already known.

All guilty of crimes will, as has often been publicly stated, suffer extreme penalties as war criminals.

Those who will receive different treatment will be ~~those who will~~ reference statements signed by the prisoners that they were treated in a decent, humane way; but only the signature of an ex-inmate who is alive and capable of being a witness after the war will be considered.

(b) Similar leaflets should be addressed to the wives and mothers - the women of Germany - warning them that it is in their highest interest that their husbands, etc., should not be branded as war criminals.

Reminders of the Majdanek finds, and the lists (with names) of war criminals already punished by the Russians would heighten the effect.

The facts should be as telling as possible.

(c) Then, too, another type of pamphlet would be necessary for the Army - the Wehrmacht, the Landsturm and the Volksturm.

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As there is intense antagonism between the regular forces and the S.S. and Gestapo, here "moralizing" as well as facts would be of advantage.

"Germany was respected in many quarters before this War. Now the S.S. and Gestapo have spoilt her reputation throughout the whole world. Her massacres of helpless civilians (give details); her concentration camps with their record of fiendish brutality; all have tarnished Germany's name and made her an outcast among civilized races.

Will you, the Regular Army of Germany, tolerate this and participate, as you have been made to do, in the continued transport for the massacre of helpless men, women and children?"

Points to avoid in these leaflets.

1. Encouraging Internees and Foreigners to open rebellion.
2. Encouraging soldiers or S.S. to mutiny.
3. Offending the Sentimental patriotism of the Germans, as a whole, as distinct from the S.S. or Gestapo.
4. Threatening Germany as a State - or painting gloomy pictures of the fate awaiting Germany, as distinct from individual war criminals.

NOTE: One of Goebbels' chief weapons to spur on the flagging lines was huge placards on the walls depicting the fate awaiting them with captions such as "see what will happen to us if we do not win".

APPENDIX

Basis laid by Polish Officer on Special Aspects of Problem.

1. Composition of the S.S.

Part of the S.S. is definitely amenable to propaganda. At Neuengamme Concentration Camp (Hamburg) of 365 S.S. Guards only 45 to 50 were pure German; about 30-60 were tough Ukrainians (hated by all), and the remainder were Volksdeutsche - men of former German origin brought in from the Balkans, including Croatia, the Baltic States, Russia, Hungary, Poland and elsewhere - many of whom see no future for themselves anywhere - and who fear for their families left behind.

Being in shortage of man-power, similar situation among the S.S. exists in most camps.

2. Danger to "internees" during last week(s) of the War.

A conversation with some S.S. men revealed that there is a belief the German authorities might perpetrate unprecedented measures during the final days of the war.

In the word "internees" are included Foreign Workers - forced and voluntary. Even regulars of the Allied Forces have been murdered in Belgium recently, despite the 1929 Convention.

This makes it the more necessary to "soften" all those who can be made amenable to help in lessening harsh treatment.

3. Advisability of working on the motive of self-interest.

Hitherto Allied propaganda has particularly used the weapon of threats, stressing the penalties awaiting war criminals.

Clearly it will continue thus in communications addressed to Germany as a whole.

Here there is an offer of some hope to S.S. and other well-doers which should bring in some percentage of fruitful results.

It has been argued that the offer of such hope is detrimental to war prosecution of the war.

Should the effort to secure a degree of amnesty for United Nations victims in Germany, lead to any reward, if it involved some degree of amnesty later on to well-doers among the enemy?

The Polish Officer, speaking as one of the millions who had had experience of the unparalleled brutality of the Nazis, did not doubt of the reply.

THREATENED INTERNEES AND SLAVE WORKERS IN NAZI HANDS.

Creation of a Special Administrative Internees' Protection Unit.

Protection Unit.

- Internees' Protection Unit.**
1. A Special Allied Administrative Internees' Protection Unit would be created immediately.
- N.B. "Internees" is used to cover all threatened civilians, including workers, Jews - and if threatened - Prisoners of War also.
- Purpose.**
2. To concentrate on re-studying, devising and applying every measure that can avert the possible fate and mitigate the plight of internees.
- Composition.**
3. Experts in P.W.M. activities, including escapes from Nazi Camps and others representing the Allies who are the principal victims of Nazi terrorism.
- Standing of the I.R.U. Unit.**
4. To be on a very high level to enable it to execute its programs rapidly.
- Propaganda.**
5. A campaign, partly on the ideas outlined in the Polish Memorandum, by leaflets, radio and agents, among N.A. Camp guards and Workers' guards, among German families, and in the Indies.
- Methods would be those of persuasion, playing on self-interest.
- Purpose - to convince that humane treatment of internees will pay & to show how best this can be done effectively.

16th January, 1945.

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Dear Miss Biehle:

Enclosed herewith is a letter dated December 30,
1944, from the Czechoslovak Economic Service in the U.S.A.,
which was delivered to this office by mistake.

Very truly yours,

(SIGNED) J. W. Fehle

J. W. Fehle
Executive Director

Miss Martha Biehle,
American Resident Representative,
Intergovernmental Committee,
1344 Connecticut Avenue,
Washington, D. C.

Enclosure.

6/13/45 RBHutchison: 1/5/45

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Telephone: ABBEY 6593-4-6467-8.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Our Ref.: IC/387/56/2.
Your Ref.: P.M./D.D.

116, REGENT STREET,
LONDON, S.W.1.

1st December, 1944.

Dear Jim,

As you probably know, Sir Herbert and Kullmann have been on the Continent since the 24th October. Sir Herbert is back just to-day and Kullmann will not be back till next week. I have been snowed under. However, I have asked Dr. Sillem, our Secretary, to prepare the enclosed summary of developments here since the last report which I wrote for you just before the Plenary Session in August.

Yours sincerely,

Pat

Patrick Murphy Malin
Vice-Director.

Encl.

Mr. Albert Abrahamson,
War Refugee Board,
WASHINGTON, D.C.

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REPORT ON THE WORK OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES
DURING THE THREE MONTHS ENDED 10TH NOVEMBER, 1944.

1. PLENARY SESSION.

The Fourth Plenary Session, 15th - 17th August, took place in an atmosphere of cordial collaboration which made it possible to achieve appreciable results in a short time. The draft Rules for the Constitution and Procedure and the draft Financial Regulations were adopted. A new Executive Committee was elected composed of the following nine Member States:

Brazil,
Canada,
Czechoslovakia,
France,
Mexico,
The Netherlands,
The Union of Soviet Socialist Republics,
The United Kingdom,
The United States of America.

Resolutions were adopted concerning co-operation with other inter-governmental organisations concerned with the various aspects of the refugee problem, and with non-governmental organisations in so far as they relate to the welfare of refugees coming within the mandate of the Intergovernmental Committee. Finally, a resolution was passed instructing the Director to invite the Governments of the Argentine, Belgium, Brazil, Chile, Czechoslovakia, France, Poland, the United Kingdom and the United States of America to appoint experts to a Commission to be convened by him for the purpose of examining the question of the adoption and issue of an internationally recognised identity and travel document for stateless persons, or persons not enjoying in fact the protection of any Government.

An extensive report on the activities of the Intergovernmental Committee since its re-organisation was published.

2. MEMBERSHIP.

Since the Cuban Government have not been able to communicate their adherence to the Intergovernmental Committee on Refugees, there are now thirty-six members. Seven States have as yet not answered the invitation to become members.

3. ORGANISATION.

Head Office.

The Head Office in London, owing to the extension of the work of

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(2)

the Intergovernmental Committee, will have to move from its present premises. We are endeavouring to find a suitable locality.

Plans are being discussed to add one or more Assistant Directors from Continental countries to the staff.

The Director and the Assistant Director travelled to France, Belgium and Switzerland in order to take cognisance of the situation on the spot and to discuss several important matters. They are now on their way home.

Representatives.

We are now represented in Italy, in France, in Algiers and in the United States of America. On the suggestion of the French Government our representative in Algiers has been appointed representative in France. He will take up residence in Paris. A representative for the Middle East, with residence in Cairo, has just been appointed, and the question of representatives in Switzerland and in Belgium is in an advanced stage.

Our representative in Cairo, with whom we had many important discussions, is on the point of leaving for his post. So is our representative in Italy, after having stayed here six weeks.

4. MATTERS RELATING TO PRE-ARMISTICE CARE OF REFUGEES.

(i) Threatened persons in German-occupied Territory.

(a) Credit Scheme.

Apart from the financial support from the British and United States Governments, we received contributions to the credit scheme from some private organisations and persons.

After having allotted \$300,000 for the purpose of raising credits in Hungary during the quarter ended the 30th September we heard that, owing to the fact that the Jews there have been stripped of their property, it was very difficult to raise credit in the country. The J.D.C., which is acting as our agent, has therefore suggested that the allotment be used for the purpose of buying Hungarian currency in Switzerland, the proceeds then being made available in cash for relief in Hungary. The suggestion, which represented a departure from the original scheme, was strongly supported by the War Refugee Board, and agreement to the change was given by the British Government. We may hope that the new variant of the credit scheme may be of

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some help to people in distress in Hungary who cannot leave the country.

(b) Action with regard to Persons in Hungary.

It was agreed that the Intergovernmental Committee should be the co-ordinatory authority for carrying out the necessary measures in regard to Hungary, and when Admiral Horthy's offer to allow Jews to leave the country, if other states were prepared to receive them, was known, we had immediately planned to take advantage of it, and we have been actively co-operating with the International Red Cross and the War Refugee Board in an effort to give a positive response to Horthy's offer.

Unfortunately these plans have been overtaken by events. Although the Hungarian Government have stated that they are disposed to allow the Jews to emigrate to countries ready to receive them, and particularly to Palestine, when preparations were made for the departure of the first group of 2,100 Palestinian certificate holders, the Germans, under the pretext that they did not wish to displease the Arabs, refused authorisation for them to leave Hungary. It was agreed that probably the German move was intended to create embarrassment to the American and British Governments. On the other hand, it was clearly impossible to deprive holders of Palestinian certificates of their right to go to Palestine. While, presumably, the German conditions would not be accepted by the two Governments, it was necessary to do everything possible to save the people concerned, and it was agreed that the Swiss Government should be approached and asked to give temporary asylum to the persons in question until they could be removed elsewhere. The American and British Governments would be responsible for maintenance should the Swiss Government so desire.

In the meantime emigration to Roumania became quite impossible, and emigration to Sweden and Switzerland was meeting with very considerable difficulties. It has only been possible to get a few hundred persons out of Hungary, in spite of continuous efforts. These persons were able to reach Switzerland.

We are now awaiting a reply from the International Red Cross to questions asked relating to the possibility of giving financial aid through the International Red Cross to those Jews in Hungary who are beneficiaries of the Swedish scheme of protection and assistance. The Swedes have done an excellent job in Hungary. Approximately 7,000 Jews have, for the time

being, been saved by extending Swedish protection.

Although, as has been explained, it has unfortunately not been possible to get many out of danger, the offers which we received from several Governments, as it became urgently necessary to provide homes for people we might succeed in getting out of Hungary, were very gratifying. The Portuguese Government declared themselves prepared to help and to accept Jews from Hungary. And the War Refugee Board informed us that the 5,000 American visas available for children from France were now being made available for children from Hungary and elsewhere. A previous offer from Eire to provide refuge for 500 children has also been extended to cover children from Hungary. The Republic of Honduras offered refuge for 50 children, and the Brazilian Government was prepared to allow the entry into Brazil of 500 children. Furthermore, the Mexican Government made 400 visas available for Jews from Hungary.

(c) France.

We have information that, of 238 internees in Vittel holding Latin-American passports, 163 were deported in April and 47 in May of this year. From an enquiry made by a neutral Power in Berlin we heard that the Germans stated that, according to such information as was obtainable, there had been no transfer of Jews from Vittel to Belzen-Bergen (Hanover). The view, however, was held that persons from Vittel had been transferred to Drancy and Compiègne, but — always according to the Germans — they had never left France.

We have asked the Civil Affairs Branch of SHAEF to make enquiries in the matter, and are now awaiting the result. In spite of the German assurances to the neutral Government mentioned above that no further deportations of holders of Latin-American passports — in whose interests the Intergovernmental Committee has been active for a considerable time — would take place after the 11th May, there are very strong indications that such deportations have occurred subsequent to that date and that the deportees are now held in Birkenau, Oswiecim, Sosnowitz, Kattowitz, Fredorf, Innsbruck and elsewhere. The Swiss Government had been requested to enquire into the truth of the information, to demand facilities for the return of these deportees to civilian internment camps under Swiss or International Red Cross supervision, and to demand access of Swiss or International Red Cross representatives to places where such deportees are now held.

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(d) Persons in North Italy.

We have been in close co-operation with the United States and British Governments regarding the threat of deportation hanging over foreign refugees north of the battle-line in Italy. The Representative in Italy had an audience with His Holiness the Pope on the 2nd August. As a consequence the Pope requested the German Ambassador to make an earnest endeavour to stay all further deportations, and suggested that the Axis should permit the people concerned eventually to reach some haven of refuge. Awaiting the result of this démarche, we discussed with the British and United States authorities the possibilities of accommodation for these refugees.

In the course of September the Pope was approached again, this time by the British Diplomatic Mission. But the question had reached a deadlock, as the German Government told his Holiness that the question of refugees in Northern Italy was one affecting the Fascist Republican Government and that, as the Vatican has no relations with that Government, it has no locus standi for intervention in the matter. We are satisfied that the Vatican is not resigning itself to the German refusal.

(e) Refugees in Croatia.

A group of Yugoslav Jews, previously interned in the Italian concentration camp of the Island of Raab, were living afterwards in the Croatian territory liberated by the Yugoslav National Liberation Army. Their number amounted to about 1,000 persons, and they were in extreme difficulties. The greater number of the young men were in the ranks of the Yugoslav Liberation Army, while the rest consisted of 95% women, children and old men, exhausted in consequence of their long stay in the Ustacha and Fascist camps, and of about 5% men of the age of 35 - 40 who were absolutely necessary for assisting these people in the difficult work of supply and distribution of food. On our intervention with the Allied Military authorities in Italy, they have begun the evacuation of this group of Jews by air. At the beginning of October 29 had been brought over. The total was expected to reach 300 and possible 670. Unfortunately the evacuation was not pursued.

With regard to these refugees, we have recently received the following information from our Acting Resident Representative in Italy. There are

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about 1200 people living in partisan-liberated Croatia. Their evacuation by the military authorities has not been pursued owing to lack of means of transportation. In order to discuss how these people could be helped, three representatives of their group have arrived in Bari, and a meeting has taken place with members of the Military Mission and representatives of the Inter-governmental Committee. One aircraft has been allocated for the purpose of sending supplies, and as a result a load of medical stores, boots, shoes and blankets has been despatched to the Jewish Relief Committee at Topusco. It is hoped that the situation as regards planes available for evacuation purposes will shortly be improved.

We have cabled to our Representative suggesting that he should continue on our behalf to urge the proper authorities to do everything possible to bring speedy relief to all, and to obtain the early removal of those whose future seems insecure.

(ii) Measures relating to Displaced Persons outside the German Empire.

(a) Admission into Palestine.

The situation of the refugees in Italy south of the battle-line has been improved lately by the decision of the Colonial Office to admit an additional 10,300 Jewish emigrants into Palestine, of which 900 persons are the Italian allotment. There are still approximately 5,000 Jewish refugees in Southern Italy, of which number about 4,000 are likely to wish to go to Palestine.

As we have heard from private agencies that there may not be sufficient private funds available for departures of Jewish emigrants for Palestine, we have had some preliminary conversations with the American Embassy and the Foreign Office on the subject of providing funds.

On the 20th October the Portuguese steamer "Guine" left Lisbon for Haifa, Palestine, carrying 425 refugees from the Iberian Peninsular and Tangiers, which group included 90 children from France.

(b) Fedhala and Philippeville Camps.

The Fedhala camp is now in process of liquidation. UNRRA has taken over the camp, and the military authorities are continuing to supply it until the 1st January 1945, by which time it is planned to transfer all the occupants either to the Middle East (the Sephardic groups, and the British subjects of Malta and Tripolitania) or to Philippeville Camp.

Philippeville camp is now the responsibility of UNRRA, acting as an agent of the Allied military authorities, as from the 20th October.

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At the beginning of October the I.G.C.R. representative in Algiers visited the Philippeville camp and reported favourably on the situation of the camp as a whole, and on the equipment of the medical camp (capable of taking 600 patients easily, and 1200 in an emergency), but pointed out that, as far as the two other, non-medical camps were concerned, although they could take 7,000 or 8,000 refugees, only about a third of that number could at present be accommodated in barracks, and the remainder would have to be put in tents; that is to say, there existed suitable winter accommodation for 2,000 to 3,000 refugees, but any refugees admitted over that number would -- pending the carrying out of improvements -- be living in worse conditions than those at Fedhala.

(c) Italy: Maintenance and Welfare Activities.

During the month of September and early October considerable progress was made as regards representation for unrepresented refugees in Italy. The IGCR "Assistance Section" recommends the amount of money to be advanced to each individual family, and a procedure has been established with the Allied Financial Agency whereby the needy refugee receives this amount through the Banca d'Italia. By agreement with the Allied Financial Agency advances made to nationals of countries that have no Missions in Italy, or whose Missions cannot adequately assist their nationals, will be charged to the Government of the refugee concerned. If a person is stateless, the Government of his last held nationality will be charged. Payments to ex-internees, regardless of nationality, will be charged to the Italian Authorities. In this work the IGCR has been in close touch with UNRRA, with the Displaced Persons and Repatriation Sub-Commission, with the Office of the Chief of Staff, with the Swiss Legation and with the various Missions. It is expected that through close collaboration there will be no duplication in the systems.

The first payments were made at the beginning of October and totalled 1,225,950 lire. It was expected that for November advances would be slightly higher.

Later, due to the difficulties in developing a financial arrangement with greater flexibility, it was found necessary by the Acting Resident Representative to authorise expenditure up to 60,000 lire from IGCR funds

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for the purpose of emergency grants to refugees who found themselves in immediate need, and who were unable to wait until the next monthly list was prepared and the payments made. The Acting Resident Representative is continuing negotiations with the financial authorities with a view to establishing an imprest account, which will enable the IGOR in Italy to draw from the Allied Financial Agency sums for emergency payments to tide new refugees over until they can be incorporated on next month's list.

The Acting Resident Representative visited Florence, Livorno, Pisa and Lucca, from 12th - 15th October. He made useful and informative contact with military officers concerned with welfare in Florence. His chief concern, on this mission, was to assure adequate assistance to unrepresented refugees.

(d) North Africa.

The Intergovernmental Committee Representative in Algiers has reported on the distribution and categories of refugees in North Africa.

5. MEASURES RELATING TO POST-ARMISTICE CARE OF REFUGEES.

(a) UNRRA.

During the period under review we had many discussions with the London Office of UNRRA, especially with the Displaced Persons Division, relating to questions concerning the physical relief and welfare of groups of persons with whom the Intergovernmental Committee will be closely concerned in some countries. Non-repatriables in the Middle East were the subject of a special meeting.

The Vice-Director and the Representative in the United States attended the Second Session of the Council of UNRRA at Montreal on the 15th September.

The Head Office in London attended the meetings of UNRRA's Standing Technical Sub-Committee on Displaced Persons, and the meetings of the Standing Technical Sub-Committee on Welfare for Europe.

The Displaced Persons Division of UNRRA has requested to be allowed to send an observer to the meetings of the Commission of Experts on Travel Documents, to which request we have gladly agreed.

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Lectures were given by the Vice-Director and Assistant Director, on the invitation of the London Office of UNRRA, to the staff of UNRRA and to the training school for workers who are to go to Germany to deal with displaced persons.

We are working out with UNRRA the appropriate relationship for the Middle East.

(b) War Refugee Board.

We had conversations with the General Counsellor, Josiah Dubois, during his stay in London, with Mr. Mann, the War Refugee Board representative with the United States Embassy in London, and with Mr. Olsen, the War Refugee Board representative in Stockholm, when he happened to be here.

Full information was periodically given to the War Refugee Board about the activities of the Intergovernmental Committee.

(c) Close working relations were kept up with the International Red Cross, in the first place with regard to Hungary: this makes it the more desirable that we should have a representative in Switzerland who, in the first instance, should be liaison officer between the Intergovernmental Committee and the International Red Cross.

(d) Meetings and discussions took place with several voluntary organisations, some of which are closely collaborating with us (Jewish Joint Distribution Committee, Society of Friends, etc.)

28th November, 1944.

000216

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

11D, REGENT STREET
LONDON, S.W. 1

OFFICE OF
AMERICAN RESIDENT REPRESENTATIVE
ROOM 2322 1344 CONNECTICUT AVE., N.W.
208 WASHINGTON 25, D. C.

November 25, 1944

Mr. Albert Abrahamson
War Refugee Board, United States Treasury Building
15th Street and Pennsylvania Avenue
Washington 25, D.C.

Dear Jim,

Under separate cover I am sending to you two copies of a bulletin which we have just issued from this office. It contains the reports presented to the Fourth Plenary Session, held in London in August, and the resolutions, rules of constitution and financial procedure adopted at that meeting. I am also sending a copy to Mr. Fehle.

As you requested, I have sent Pat Kalin your message. I know how disappointed he will be. I have also given him in brief form some of your comments about the Intergovernmental Committee and have told him to expect a letter from you in the near future. I hope you will write him. Both Pat and I want the assistance of persons like yourself in developing an active program for the IGC. So at least give us your advice and comment whenever you choose to do so.

With kind regards,

Sincerely yours,

Martha Biehle

Martha H. Biehle
American Resident Representative

mhb/ma

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Telephone: ABBEY 6593-4-6467-8.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Our Ref.: IC/218/60.
FMM/DLD.
Your Ref.: Reg. No. 60482.

11b, REGENT STREET,
LONDON, S.W.1.

6th November, 1944.

Dear Jim,

Thank you very much for your letter of October 23 embodying Ira Hirschmann's suggestion regarding an Intergovernmental Committee representative in Istanbul. You will be happy to know that we have a resident representative at Cairo. He is Thomas Preston, formerly British Minister to Lithuania, and more recently Deputy-Director to the Middle East Refugee and Relief Administration (M.E.R.R.A.), some of whose work has recently been assumed by U.N.R.R.A. He has been in London for consultation during the last weeks and will shortly be returning to Cairo to represent us all over the Middle East.

It is our present intention to have him see how the land lies in Turkey, among other places, and I shall give him a copy of your letter. Formally, the position is that Turkey declined last summer the invitation to become a member of the Intergovernmental Committee, extended the previous summer; but in view of the change in Turkey's general international attitude since then, we have informally re-opened the question with her government. At any rate, please have Ira Hirschmann get in touch with Thomas Preston, c/o British Embassy, Cairo, on the former's way back to the States, if Preston has not previously seen him in Turkey.

Mr. Albert Abrahamson,
1530 16th Street, N.W.
WASHINGTON, D.C.

Sincerely yours,

Pat
Patrick Murphy Malin
Vice-Director.

000218

1530 16th Street, N. W.
Washington, D. C.

October 23, 1944

Dear Pat:

You will recall that we agreed to write to each other personally whenever matters seemed to warrant such a procedure. I think a case of this sort has arisen. Ira Hirschmann has recently written us to the following effect:

When the emergency rescue phase of the refugee job ends, after the war, I will not be able to ignore this humanitarian problem, and even after I return to my business I expect to continue my interest in developments in this field.

I want to write to you about a matter in this connection which has been concerning me for some time. The situation in the Balkans seems rapidly to be reaching a conclusion, and it is to be hoped that soon concrete work will be done on problems of displaced persons here. While I do not know all the details of the work of the Intergovernmental Committee or its plans, it seems incomprehensible to me that the organization does not have its own permanent representative in Istanbul, becoming familiar with Balkan conditions, collecting data, and doing such preliminary work as is now possible so that no time will be lost when operations can begin in this area. It may be that such a representative is already here, but if so I have not heard about it.

I shall write you again in about three weeks on another matter.

Cordially yours,

Albert Abrahamson

Mr. Patrick Malin
Vice Director
Intergovernmental Committee
on Refugees
c/o American Embassy
London, England

000219

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, Paris
TO: Secretary of State, Washington
DATED: November 2, 1944
NUMBER: 297

The message which follows is a joint one, through the War Refugee Board for Baerwald; it is from Emerson of the Intergovernmental Committee and Hoyhler of UNRRA; both of these men are in Paris at the present time.

Start of the message:

1. We deem it to be necessary that the Joint Distribution Committee should renew monthly remittances to the office in Paris as soon as possible; the minimum requirements at the present time are ten million French francs and this will probably prove to be insufficient.

2. We deem it to be most desirable that Greenleigh should take over in Paris at as early a date as possible; we understand that difficulties in the way of his coming are being removed.

3. We deem it to be very advisable that Schwarz should visit Paris at as early a date as is practicable in order to survey the entire position and make arrangements accordingly.

CAFFERY.

DCR:LCW 11-3-44

Miss Chauncey (for the Sec'y) Abrahamson, Ackermann, Akzin, Cohn, Drury, DuBois, Friedman, Gaston, Hodel, Marks, Mannon, McCormack, Pehle, Files.

REGRADED
UNCLASSIFIED

000220

9368
10/30 London

NOV 2 1944

Dear Martha:

There is forwarded to you herewith for your information a copy of a cable which has been brought to our attention.

Sincerely,

(S) Florence

Florence Hodel
Special Assistant to the
Executive Director

Miss Martha Biehle,
American Resident Representative,
Intergovernmental Committee,
1344 Connecticut Avenue,
Washington, D. C.

Enclosure.

File 3950 #

FH:hd 11/1/44

000221

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

JHM-516

PLAIN
London

*11/1/44 sent
copy Belle
Miss Belle
JOT*

DEPARTMENT OF STATE
OCT 31 1944
DIVISION OF
COMMUNICATIONS & RECORDS
Secretary of State

Dated October 30, 1944
Rec'd 10:20 a.m., 31st.

Washington

CONTROL COPY

9363, thirtieth.

FOLLOWING FOR MARTHA BIEBLE IGC FROM MALIN IGC;

"This is cable number one of new series. Originals
your reports number seven and eight which I read in
copy in Washington arrived here in due course during
my absence. Your reports number nine, ten and eleven
and cables number one and two of new series arrived
October 24. Kullmann replied Tolstoy October 11 with
copy to you. I have also sent you copies of my answer
to Lizin application and Briggin's report on Czecho-
slovaks in Italy of which you will wish to inform
Czechoslovak Relief Committee and O'Connor of Catholics.
Please tell latter further report on camp situation
and status of Catholic refugees generally in Italy has
been requested. Heathcote-Smith and Preston have been
here for two weeks and will stay two weeks more. I
have

RECEIVED
OCT 31 1944
COMMUNICATIONS SECTION

NOV 1 1944

000222

-2- #9366, thirtieth, from London

have transmitted to former your information on UNRRA in Italy and to latter that on Yugoslavs in Egypt. We have discussed both matters with Hochler and shall have additional talks next week. Heathcote-Smith joins us in approving proposed shift of Joint Distribution Committee delegates and is standing ready to welcome even more than three as work expands territorially and functionally. Heathcote-Smith asks that his very warm appreciation be expressed for excellent work of Greenleigh and Perlman. We authorize you in consultation with Warren to support Jacobson and Resnik requests of Passport Division and military authorities. We are repeating this to Triggins. Emerson and Kullmann have just left for month in France, Belgium and Switzerland on suggestion of French Government. Valentin-Smith has been appointed Resident Representative in Paris where he will arrange with Emerson and Kullmann for successor in Algiers. Joint Distribution Committee should be informed for possible use in connection Greenleigh whom we are also telling through Triggins. Please inform International Migration Service that Emerson soon survey materials for Vignat and Ferriere and that we should like five additional copies of form and instructions.

Also

000223

-3- #9366, thirtieth, from London

Also ask them when they wish payment and whether in dollars, sterling or Swiss francs".

GALLMAN

BB

000224

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

Copy

KEM-150
Distribution of true
reading only by special
arrangement. [REDACTED]

Caserta
Dated September 14, 1944
Rec'd 7:00 a.m., 15th.

Secretary of State,
Washington.

RECEIVED
DIVISION OF
COMMUNICATIONS
AND RECORDS
SEP 16 1944

386, September 14, 9 a.m.
X
FOR WAR REFUGEE BOARD FROM ACKERMANN. No 110.

For security reasons the
text of this message must
be closely guarded.

Heathcote Smith, Intergovernmental Committee, has suggested probable propaganda approach which is submitted for Board's consideration. He urges that declaration be issued by Roosevelt and Churchill while at Quebec that all denationalized or stateless persons be declared under political protection of United States and Great Britain and that this be publicized by every means together with other statements similar to President's statement March 24. As precedent he refers to statement Churchill June 1940 which offered British citizenship to Frenchmen. He urged if possible that matter be presented to both men while they are still meeting.

Since status of protege is one of grace that must be recognized by sovereign power I have little hope that Germans will officially recognize such status but it might be effective in lower brackets. In any event

it is opinion

DECLASSIFIED
State Dept. Letter, 1-11-78
By R. H. Parks Date SEP 20 1972

000225

-2- #386, September 14, 9 a.m., from C. J. Rinta.

it is opinion of both Smith and myself that a final
propaganda effort be made immediately possible along
lines suggested my letter September 7.

KIRK

WTD

000226

SEP 5 1944

Dear Martha:

I am sure you will be interested in the enclosed letter addressed to Mr. Albert Abrahamson from Patrick Malin.

Sincerely,

(Sgd) Florence

Florence Hodel
Assistant to the Executive Director

Miss Martha Eible,
American Resident Representative,
Intergovernmental Committee on Refugees,
Room # 208, 1344 Connecticut Avenue, N.W.,
Washington 25, D. C.

Enclosure.

FB:lab 9/4/44

000227

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

110, REGENT STREET
LONDON, S.W. 1

OFFICE OF
AMERICAN RESIDENT REPRESENTATIVE
ROOM 208, 1344 CONNECTICUT AVE., N.W.
WASHINGTON 25, D. C.

August 28, 1944

Mr. John W. Pehle
Executive Director
War Refugee Board
Department of Treasury
Washington 25, D. C.

Dear Mr. Pehle:

A cable from London received this morning informs me that Mr. Patrick Murphy Malin, Vice-Director of the Intergovernmental Committee on Refugees, will be in Washington during the week preceding the opening of the Second Session of the UNRRA Council in Montreal on September 15. Mr. Malin is especially interested to consult with you while he is in Washington. If you wish to get in touch with him here, you can do so through this office.

Please note that the room number of this office has been changed from 930 to 208. The street address is still 1344 Connecticut Avenue and the phone extension is unchanged. (363).

Sincerely yours,

Martha H. Biehle
Martha H. Biehle,
American Resident Representative

000228

~~CONFIDENTIAL~~

August 31, 1944

Dear Henry:

I arrived at Baltimore last Sunday, August 27th, and I telephoned you in Washington the next day. They told me that you were away until after Labor Day. I am dividing my time between Stamford and New York. If at any time you want to get hold of me I think the best plan would be to send a message to the office at 654 Madison Avenue, telephone number is: Regent 4-5886.

On Monday, August 21, I attended a meeting at the Foreign Office to discuss the question of Hungarian Jewish Refugees. You will probably have received a full report of this by now. You may be interested in one or two comments. Those who were present were: Mr. Walker of the Foreign Office and Lady Cheatham of the Foreign Office, Sir Herbert Emerson and Dr. Malin of the Intergovernmental Committee, a representative of the British Treasury, Mr. Sidney Brown of the American Embassy, and myself as observer. Sir Herbert Emerson presented the enclosed report which was accepted by the committee. My own impression of the meeting was that Emerson was a man of great ability who intended to get things done whenever possible. I think that it would be useful to work through him and the Intergovernmental Committee. I was much less impressed with Walker. I had lunch on Friday, August 25th, with Neville Butler (now Assistant Under-Secretary at the Foreign Office.) I understood from him that they had granted leave of absence to Walker and that it was highly probable that someone else would be appointed to deal with these matters. The difficulty has been that the Foreign Office is exceedingly shorthanded and overworked but they realize how important it is to see that this matter is properly handled. As you realize the Foreign Office has to consider in all these matters the problem of Palestine so that the Colonial Office must always be consulted. Butler assured me that they were anxious to help not only in the matter of Hungarian Refugees but in all questions dealing with Post War Rehabilitation.

As you know the chief purpose of my visit here is to collect information for the British Company Law Revision Committee, of which I am a member. I shall be going to Philadelphia to see the Securities and Exchange Commission and I shall also be coming to Washington later. My tentative plans are to return to England about October 1st.

Cordially,

/s/ Arthur Goodhart.

Hon. Henry Morgenthau, Jr.,
2434 Belmont Road, N. W.,
Washington, D. C.

000229

Report by Sir Herbert Emerson, Intergovernmental Committee.

H U N G A R Y

1. The relevant part of the Draft Declaration of the American and British Governments is as follows:

"The two Governments are informing the Government of Hungary through the International Red Cross, that despite the heavy difficulties and responsibilities involved, they have accepted the offer of the Hungarian Government for the release of Jews and will make arrangements for the care of such Jews leaving Hungary who reach neutral or United Nations territory, and also that they will find temporary havens of refuge where such people may live in safety. Notification of these insurances is being given to the Governments of neutral countries who are being requested to permit the entry of Jews who leave their frontiers from Hungary."

It is suggested that the following further arrangements will be necessary:-

To ask the International Red Cross,

- (a) to carry on what discussions are necessary with the Hungarian Government.
- (b) to use its influence to see that Jews in Hungary are well treated and that, in particular, deportation cease.
- (c) To keep the American and British Governments and the Intergovernmental Committee fully informed of developments and, in particular, of any renewal of deportations.
- (d) To select persons to be included in the early contingents of Jews leaving Hungary.
- (e) To give relief inside Hungary.
- (f) To report as early as possible on the practical routes by which persons can be got out of Hungary.
- (g) To act in close cooperation with the special representatives of the Swedish Government in Hungary concerned with this matter.

0 0 0 2 3 0

2. As regards the persons who should be included in the early contingents, it is suggested that these should be, (a) children and, (b) those for whom certificates for Palestine are available. It is understood that the United States of America Government is willing to make 5,000 visas, formerly available for children in France, available for children in Hungary. Canada should be approached to do similarly in regard to a thousand visas. Portugal would probably give temporary refuge to 3,000 children, but the difficulty would be to get them there.

3. The following seem the possible routes:-

(a) to Switzerland, (b) to Roumania and thence by sea from Constantza to Palestine, (c) overland through Bulgaria and thence to Palestine, (d) overland to Sweden. Of these (a) and (c) seem the most feasible, unless a safe conduct can be obtained for the sea voyage for (b) from the German authorities. The International Red Cross should be asked to report.

4. As regards maintenance in Hungary, the International Red Cross should be encouraged to press the Hungarian Government to allow the Jews to use their own resources and otherwise to become self-supporting. Where maintenance inside Hungary is necessary, this can be given through the International Red Cross, (a) from private funds made available to it, and (b) if necessary, from (subject to agreement of the U.S.A. and U.K. Governments) funds made available by the Intergovernmental Committee. It is understood that private funds are at present available through licenses issued by the United States Treasury to the Joint Distribution Committee. These enable Hungary currency to be bought in Switzerland and do not, for the moment, involve either dollars or Swiss francs going into Hungary. This position may, however, change. If currency cannot be bought in Switzerland, then it may be necessary to send American or Swiss currency into Hungary, if so, this should be done.

It is suggested that so long as private funds are available for inside relief, these should be used, but if they do not suffice, then the Intergovernmental Committee should make the necessary approach to the American and British Governments in the first place under the arrangements relating to Operational Expenditure.

5. As regards approaches to neutral Governments, the two principally concerned are Switzerland and Sweden. It is not known how far approaches have already been made. If the Intergovernmental Committee is to be responsible for maintenance inside those countries, then it should certainly be associated with the approaches, even if it is not responsible for making them.

If maintenance has to be found for refugees inside neutral countries, then it is suggested that it should be done through the Intergovernmental Committee, which would make the necessary proposals to the American and British Governments in the first place. Both Switzerland and Sweden may, however, refuse to accept maintenance, but in any case, they will want guarantees regarding additional supplies. This would seem merely to involve the confirmation of guarantees already given by the two Governments.

6. The arrangements for exit through the Balkans can probably best be carried out by the International Red Cross in co-operation with the American and British Ambassadors at Ankara, acting closely with the War Refugee Board and in consultation with the Jewish Agency for Palestine when the destination is Palestine.

7. The above proposals would provide for the first stages of the movement. It is essential to get these started as soon as possible. It is also desirable to look ahead. Apart from Sweden, Switzerland, Palestine and possibly Portugal, temporary refuge could be given in Tripoli. The camp at Fedals might also accommodate a thousand. Looking beyond this,

other countries could be approached, e.g., Brazil and Mexico, but there is unlikely to be a response of much value unless the American and British Governments are themselves prepared to take considerable numbers into their own territories. In fact, once the neutral countries of Europe have made their contribution and Mediterranean resources have been exhausted, practical measures in the way of giving asylum will be required from the American and British Governments.

AUG 30 1944

Dear Martha:

Pursuant to our recent conversation, I am sending you herewith copies of the cables involving Intergovernmental Committee activities.

Sincerely yours,

Florence Hodel
Assistant to the Executive Director

Miss Martha Biehle,
American Resident Representative,
Intergovernmental Committee on Refugees,
Room #208, 1344 Connecticut Avenue, N.W.,
Washington 25, D. C.

Enclosures.

FHodel:agr 8-29-44

000234

ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington
TO: American Embassy, London
DATED: August 20, 1944
NUMBER: 8810

From War Refugee Board

With reference to your 17852 of August 2 please inform IGO that American Minister at Bern was instructed on April 10 to request Swiss to inform Germans that all Jews holding Latin American documents are eligible for exchange against Germans in Western hemisphere. Germans have already included some such persons in exchange groups and probably will continue to do so. All such persons are accepted by this Government in actual exchange. Inclusion of specific names in American exchange proposals has been deemed pointless by American authorities in charge of exchange arrangements since neither party selects exchange groups in accordance with other party's suggestions, but makes its own selections among all eligibles. Furthermore, in view of manner in which such documents were issued, information as to identity of persons holding them and names in which they have been issued is fragmentary.

While eligibility of these persons for exchange is thus known to Germany, your and IGO's attention is drawn to passage in IGO's communication regarding acceptance by Berlin of list for repatriation of group to Palestine and regarding lack of confirmation thereof by London. It is hoped that such confirmation has since been obtained.

For your information, Legation Bern is being instructed to protest sharply against the deportations reported by IGO. A special ground for protest is present by reason of formal assurances given by German Foreign Office to Swiss Legation Berlin on May 11 to the effect that beginning that date all persons holding Latin-American passports in civilian internment camps reserved for nationals of American continent would be treated as American nationals notwithstanding any doubt as to the validity of their documents. Copy of instruction to Bern is being repeated to you, for your and IGO's information. Parallel protests and public statements by British officials would be appreciated.

WILL

Miss Chauncey (for the Sec'y) Abrahamson, Aksin, Borenstein, Cobb, Drury, DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann, Mannon, Marks, McCormack, Pahl, Sargoy, Standish, Weinstein, Files

DECLASSIFIED
State Dept. Letter 1-11-72
By E. H. Parke Date SEP 20 1972

000235

①

A

PAR. RASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: August 22, 1944
NUMBER: 6795

QBV
JF

There follows the substance of a message for the War
Refugee Board from Emerson, IGC.

Reference is made herewith to your cable of August 10, no.
6323.

We have received the cable regarding the Dobkin-Weissman
proposal. Doubtless you will now agree that in view of the
rapid developments in France, plans to remove children from
there should be suspended. We might possibly use Portugal's
offer later for children from Hungary or elsewhere, but action
on this can be postponed pending developments. I find most
encouraging the transfer of American visas from children in
France to children in Hungary.

WINANT

DCR:VAG 8/23/44

Miss Chauncey (for the Sec'y), Abrahamson, Akzin, Borenstein, Cohn,
Drury, DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann,
Mannon, Marks, McCormack, Pehle, Sargoy, Standish, Weinstein, Files

REGRADED
UNCLASSIFIED
SEP 20 1972

000236

(1)

ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington
TO: American Embassy, London
DATED: August 10, 1944
NUMBER: 6323

G.B. Jye



FROM WAR REFUGEE BOARD.

Reference is made to your 6054, July 29th. Please transmit the following message to Emerson, Intergovernmental Committee on Refugees:

QUOTE The Bobkin-Weissman proposal for the removal of 3,000 Jewish children from France is, as you doubtless know, a variant on a scheme which has been repeatedly presented to the French and Germans with negative results. We are perfectly willing to join you in any request you may see fit to make to the International Red Cross to approach the French on this proposal. In view, however, of the small numbers of children who have been arriving in Switzerland and elsewhere from France, and the apparent opportunity to save Hungarian children, arrangements are being made to make the 5,000 American visas which have been available only for children from France, available as well for children from Hungary and elsewhere in occupied Europe. UNQUOTE

STETTINIUS
(Acting)

Miss Chauncey (for the Sec'y) Abrahamson, Aksin, Borinstein, Cohn, DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann, Mannon, Marks, McCormack, Pehle, Sargey, Standish, Weinstein, Files

DECLASSIFIED
State Dept. Letter 1-11-73

By R. H. Parks Date SEP 20 1972

000237

Telephone: ABBEY 6593-4-6467-8.

CC
OK

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Our Ref.: IC/242/56.

Your Ref.: P.I./DLD.

116, REGENT STREET,
LONDON, S.W.1.

10th August, 1944.

Dear Jim,

We have received your reports for June 12-17, June 19-24, June 26-July 1, July 5-8, July 10-15, and July 17-22. Success in refugee matters is almost always slow and fractional; we are glad that you can have the satisfaction of seeing some results from your yeoman efforts.

I. Our activities during the last month in respect of measures relating to threatened persons in German-occupied Europe are sufficiently known to you, by virtue of the exchange of cables on specific items, so that I need make only a few additional comments: (1) We are grateful for your telegram of appreciation about the inauguration of the credit scheme; if Schwartz is not free to come here from Lisbon, as he now plans, about the first of September, and first-hand contact still seems necessary, I may be able to go there shortly after that date - or sometime before the end of October. (2) The framing of a positive response to Horthy's offer, in definite and practicable terms, continues to have our active attention; we are now awaiting word from the American and British governments as to the assurance of havens of refuge, and the degree of financial and functional participation proposed for the Intergovernmental Committee, in company with the International Red Cross, the War Refugee Board, and private organisations. (3) Concerning the possible

Mr. Albert Abrahamson,
War Refugee Board,
WASHINGTON, D.C.

000230

10th August, 1944.

rescue of refugees from North Italy, we have - on the basis of your two gratifyingly affirmative cables - engaged in three-cornered discussions with representatives of the American Embassy and the Foreign Office, and are now awaiting additional word from the latter. (4) Regarding the recent revival of the project of transferring children from France to Portugal, we have had no further news since we cabled you about it on July 28. (5) For has there been any significant development of the Vittet situation since we cabled and wrote you about it on August 2.

May we express our sympathy over the torpedoing of the "Merlure", which will doubtless make the Balkan rescue work of Hirschmann and Katsini all the more difficult; so too, we imagine, will the Turkish break with Germany. We are sorry that safe-conduct for a Swedish ship has proved impossible, even for non-Palestinian destinations.

II. In respect of measures relating to pre-armistice care of refugees in safe areas, you presumably know already - by way of Ackermann's report of July 22 to Colonel Findley - of the help which Heathcote-Smith and his staff were able to render in the evacuation of the 985 persons from South Italy to Fort Ontario, New York. You will also be glad to know that he has arranged with the Palestinian Government for 75 additional certificates (covering more than that number of persons, of course), and has secured the Italian Government's agreement to examine sympathetically the applications of foreigners who wish to become Italian citizens, and to give special consideration to the stateless persons whose applications are made through the Intergovernmental Committee. Amplification of relief funds and supplies together with personnel for foreign refugees in the growing area of liberated Italy is under consideration, as a result of reports from Heathcote-Smith and approaches by the American Friends Service Committee, the Board of Deputies of British Jews, etc.

We are sorry to learn that you encountered some difficulty with regard to Ackermann's status in Italy; the reference in your weekly report was the only intimation we have had of the matter, and I need not tell you that the idea of Ackermann's serving under Heathcote-Smith's auspices would never have received our sanction. Heathcote-Smith was sorry that Ackermann waited rather a long while after beginning work in Italy before he let Heathcote-Smith know of his presence; but Heathcote-Smith hopes that the way has now been opened for the prompt discussion of matters of joint interest in the future.

Valentin-Smith, our resident representative in French North Africa, is busy establishing his office, and has sent us a full and interesting report on his first two visits to the Fedhala camp - supplementing his telegram about the question of closing the camp. We have been glad to have your support and that of the British Government in our belief that the camp should be kept open, at least for the time being, especially for the sake of refugees who are entering or may enter Spain - though I understand from our discussions with the

000239

10th August, 1944.

Foreign Economic Administration in May why military and other supplies are scarce. The American Embassy here is trying to get for us a definite answer (which previous attempts of the Foreign Office and London UEREA have failed to elicit) as to whether UEREA is now formally responsible for the camp, in order that we may deal with the proper parties on such matters as the future of the Sephardic Jews from Greece who constitute two-thirds of the camp's present population.

M. Mélanche, Chef de cabinet of the French Commissioner on prisoners, deportees and refugees, has been in London for the last few weeks. We have had several conversations with him about Fedhala and Philippeville, about the Spanish Republican and stateless refugees living in North Africa, and about plans for metropolitan France.

III. In respect of measures relating to post-armistice relief, repatriation and re-settlement, we have continued to have numerous contacts with UEREA officials here - notably with the Washington and London chiefs of the Displaced Persons Division, with the men assigned by that division to work with SIMET, and with the European Committee of the Council. It is possible that either Sir Herbert or I will attend the Montreal meeting of the Council scheduled to convene on September 15, and Miss Biehle will be there in any case. She reports that informal contacts with members of your staff have been most helpful in her work, which - in addition to general relations with UEREA headquarters and the American private agencies - has been concerned with discovering candidates for the position of our Cairo resident representative, which we now may hope to fill in the near future. You will have noticed that the Executive Committee has approved our using the International Migration Service as our agent in a preliminary survey of refugees, particularly in Switzerland, with a view to preparation for their ultimate settlement after the War; and that a memorandum on travel documents is being presented to the Plenary session, with the recommendation that a commission of experts be established to work out proposals which may be submitted to governments.

IV. The Plenary session has required endless hours of work, on substance and on arrangement. We hope that it may be successful, not only in its formal tasks, but in setting the scene for increased practical help to the refugees themselves - now and in the future.

Yours sincerely,

Patrick Murphy Malin

Patrick Murphy Malin
Vice-Director

000240

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

DEPARTMENT OF STATE
DIVISION OF

GEK-560

PLAIN

1944 AUG 5 AM 9 47

London

COMMUNICATIONS
AND RECORDS
(LIAISON)

Dated August 4, 1944

Rec'd 1:49 p.m.

Secretary of State,

Washington.

6235, Fourth

^xEmerson, director executive committee IGC,

requests delivery of following message to Miss
Martha Bionle, room 930 Dupont Circle Building,
Washington:

"Please inform Chamberlain and Larned that
the British and American Governments and the
Executive Committee as a whole have now finally
approved asking the international migration service
to act as the agent of the Intergovernmental Committee
in the following terms: we offer to contribute one
thousand pounds in a lump sum towards the execution
of the international migration service surveys in
Switzerland, the Middle East and Mexico on the under-
standing that (1) the general results of the surveys
in Mexico and the Middle East are made available
to us and that particular information relevant to
the work of the Intergovernmental Committee is

supplied

CONTROL COPY

000241

-2- #6235, Fourth, from London

supplied (2) as regards Switzerland the Intergovernmental Committee is supplied not only with general information relevant to its work but also with detailed particulars relating to as many individuals as possible who prima facie likely to fall within the task of the Intergovernmental Committee of finding new homes for them. We are writing the international migration service with a copy to you but we should appreciate an affirmative response in the meanwhile".

VINANT

RR

000242

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATE: August 2, 1944
NUMBER: 6150

Please deliver the message given below to Mr. Pehle, WRB, at request of the Director of ICC:

A detailed report on recent tragic developments in Vittel, dated July 7, has just been furnished us by the Polish Legation at Lisbon, and Polish authorities here. Report includes the names of two-hundred-sixty Polish Jews holding Latin American certificates of nationality classified by issuing country and listed according to whether and when each person was deported or whether in Vittel yet. Exchanged British internee brought this report. Telegram has been sent to Geneva by Jewish agency here requesting effort be made to ascertain whereabouts and condition of deportees since apparently Palestine certificates are held by most of them also. The only hope for either those deported already or those still in Vittel seems to be that they be included in actual exchange list for Palestine or the American hemisphere. Exchange authorities of the British Government and Jewish agency have been consulted and everything possible, we are convinced, is being done here and in Jerusalem to include in the next exchange those in possession of Palestine certificates and to advise German Government's exchange authorities of the inclusion of these people. As regards next exchange, arrangements have been begun already. However, we have been advised by Geneva Jewish agency that Germans prefer South American exchange, and Jewish agency here is requesting that matter be taken up with WRB by Jewish agency New York. WRB may already have been furnished with recent reports in this regard by its Lisbon representative. Copies of material mentioned are being forwarded by us via airmail in view of WRB's long and active interest in this matter and the information of its report for week ending July 1, especially pages 8 and 9, for whatever action may be found possible.

REGRADED
UNCLASSIFIED

SEP 20 1972

WINANT

DCR:EBH:
8/4/44

cc: Miss Chauncey (For the Sec'y), Abrahamson, Akzin, Borenstein, Cohn, DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann, Mannon, Marke, McCormack, Pehle, Sargoy, Standish, Weinstein, Files.

000243

Telephone: ABBEY 6593-4-6467-8.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Our Ref.: I.C., 249/64

Your Ref.:

110, REGENT STREET,
LONDON, S.W.1.

2nd August, 1944.

Dear John,

I am enclosing confirmation copy of a cable which we have just sent with regard to Vittel, together with the promised copies of the report and the list of names.

I hope they are self-explanatory.

Yours sincerely,

Pat

Patrick Murphy Malin,
Vice-Director.

Mr. John W. Pehle,
Executive Director,
War Refugee Board,
Washington, D.C.

000244

DUPLICATE

*Wov. Pefinger Bd
(att: Mr. Pehle)*

AIR MAIL

NO. 17252

UNRESTRICTED

London, August 2, 1944.

No. 17252
X

Subject: Transmitting Letter for Executive Director of
War Refugee Board.

The Honorable
The Secretary of State,
Washington.

Sir:

1/ I have the honor to transmit herewith a letter from
the Intergovernmental Committee on Refugees for delivery
to Mr. John W. Pehle, Executive Director of the War Refugee
Board.

Respectfully yours,

For the Ambassador:

Howard Bucknell, Jr.,
Minister-Counselor.

Enclosure:
1/ Letter.

SHB:dm

000245

Following is message from Emerson to Pehle:

We have just received through Polish Legation in Lisbon and Polish authorities here a detailed report dated July 7 brought by exchanged British internee on recent tragic developments in Vittel including 260 names of Polish Jews holding South American nationality certificates classified by issuing country with indication as to whether and when each person was deported or whether still in Vittel. Since most of them apparently held Palestine Certificates also the Jewish Agency here has wired Geneva to try to ascertain whereabouts and condition of deportees. Only hope for either those already deported or those still in Vittel seems to be their inclusion in actual exchange list for Palestine or American hemisphere. After consultation with Jewish Agency and British governments' exchange authorities we are convinced that everything possible is being done here and in Jerusalem to include Palestine Certificate holders in next exchange for which arrangements have been started and to notify German government exchange authorities of their inclusion. However Jewish Agency in Geneva reports that Germans prefer South American exchange and Jewish Agency here is asking Jewish Agency in New York to present matter to War Refugee Board which may already have had the recent reports through its Lisbon representative. In view of the Board's long and active interest in this matter and particularly the information contained on pages 8 and 9 of its report for the week of June 26 to July 1 we are sending by airmail copies of materials mentioned for whatever action may be found possible."

000246

COPY.

The people on the following list arrived in the camp of Vittel, part in January 1943, and the rest in May 1943. They are all Jews of Polish origin possessing certificates of citizenship of the various South American States issued by the consulates of the respective States, mainly from Bern.

These certificates were generally given to cover an entire family, with even the detail of names.

In December 1943 all Jews in the camp of Vittel had to give up their identity papers, which were never returned to them. All other British and American internees remained in possession of their papers.

From January 1944 certain families received certificates from a Zionist Organisation in Geneva saying that they were on first or second repatriation list for Palestine. But as these had not been ratified by London, they were considered worthless by the German Authorities.

In March nearly all these people were moved at 24 hours notice to an hotel outside the precincts of the camp and deprived of all communication with the camp for a week, until a passage had been constructed. The Commandant assured the Camp Committee that this was purely an internal measure, but added that unless their papers were recognised within a short time, these people would all be considered as "Staatenlos" and sent back to Poland to share the fate of the other Jews there. Messages were sent to Switzerland and also to London to acquaint the powers of the situation.

Mrs. Tamara Schorr was guaranteed of their safety by the Commandant, so it was on her word that they agreed to move. It was as a result of the broken promise that Mrs. Schorr finally committed suicide.

Four weeks later the gate connecting the hotel with the camp was closed and the people told that they were being sent to Drancy, a Jewish sorting camp near Paris - from which regular deportations of French and other Jews were made to Poland. There were 17 attempts of suicide, of which 3 were fatal, officially. Mrs. Thompson, head of the British Nursing Service, informed me there were 4 others, but names unknown, the others being transported to hospital. The scenes of panic and despair are indescribable as also the consequent impression on the camp.

The first transport for Drancy took place on the 18th April and comprised 173 men, women and children, including infants in arms. They left in a train with windows boarded. It was subsequently learned that they left Drancy on the 29th April for an unknown destination.

Recognition had meanwhile arrived from Chile, but as yet no news has been received of the subjects.

Four weeks later on 16th May, the second transport took place, when all except 2 or 3 families and the absolutely untransportable cases in hospital, of which there were 10, were taken. Thus, for example, one person whose both

000247

Upon Mr. Akin's
recommendation
list of names, and
duplicated

000248

legs were paralysed in consequence of attempted poisoning, was removed on stretchers, etc. etc.

A fortnight after this second transport, on the 6th June, the Commandant informed the Committee that a collective list for repatriation to Palestine had arrived for the whole group and had been accepted by Berlin, which was now only waiting for the ratification from London. The number of this collective certificate is 438. Up to the moment of our departure from Vittel no such affirmation had been received from London. Shortly after came further news that each South American State had accepted all those papers as bona fide, thus placing their holders on an equal status with any other American internees. In spite of this, the Commandant said that he had an order from Berlin to deport those yet remaining in camp, which I believe to have been done about the 18th July. The Commandant also informed the Committee that they had been sent to Bergen Belsen, a camp to which some 2,000 similar cases had been sent in May 1943. But this was proved to be untrue as a transport arrived from there and had never seen them.

The Commandant also said that neither the recognition of the papers nor the certificate for exchange to Palestine would have any validity in the eyes of the German authorities unless an exchange either to Palestine or to South America actually took place. It is therefore essential and most urgent now to find those people, who are probably in some Jewish Camp in Upper Silesia (such as Birkenau, Auschwitz, Sosnovitz, Kattowitz, Frodorf, Innsbruck, Treblinka, Belsez, Trawniki, Monowitz) and to afford them the full protection of the Red Cross and the Protecting Powers. This is the only way of saving even this handful of lives. The gravity of the situation cannot be exaggerated neither the urgent need for immediate action.

List of Persons of Jewish Origin with nationality certificates
 from South American Republics (1) deported into Poland in Transport No. 1;
 (2) deported in second transport. Without number - still in Vittel, but
 presumed to be deported recently.

PARAGUAY.

Baumanger	Kalman 2	Laniau	Leib Alexander 1
"	Martin 2	"	Bronislawa Estera 2
"	Soll Bluma (dead)	"	Jerzy 1
"	Leon Lea 1	Joskovitz:	Moszek
Berglas Chaim	Leib 1	"	Chana
"	Rita Henda 1	"	Alma
Blumenko f	Aron 1	Poznanski	Jacob 1
"	Rywka 1	"	Jenta 2
"	Rozia 1	"	Mariam 1
Blumenk.	Wolf 1	Rapaport	Aron 1
"	Helena 1	"	Rywka 1
"	Krystyna 1	Rapaport	Aron 1
Blumenk.	Huchim 2	"	Genia 1
"	Chaya 1	"	Rywka 1
Blumenk.	Juda Leib 1	"	Moses 1
"	Stella 1	Rapaport	Szapsa 1
Brettstein	Bernard	"	Malka 1
Eck Natan 2		"	Rywka 1
" Clara 2		"	Bela 1
" Raja 2		"	Perla 1
Eisenzweig	Szyja 1	"	David 1
"	Gina 1	Rapaport	Wolf 1
"	Gitla Manem 1	"	Pola 1
Frankel	Josef 1	"	Miriam 1
"	Perla 1	"	Israel 1
"	Mathilde 1	"	Moses 1
"	Doria 1	Rapaport	Symcha 1
"	Alexander 1	"	Gold 1
"	Tochweh 1	"	Israel 1
"	Ruth 1	"	Moses 1
"	Perla 1	Rapaport	Israel Rywen 1
"	Leib 1	"	Dvorka Malka 1
"	Pinkus 1	"	Jacob Binem 1
"	Mendel 1	Rapaport	Szapsa 1
"	Rosa 2	"	Gitla 1
Gehorsam	Abraham 2	"	Matla 1
"	Helena 2	"	Estera 1
Geller	Konrad 2	Rapaport	Simon 1
"	Erna & Baby 1	"	Wylvka 1
"	Stella 2	Rapaport	Jacob 1
Goldberger	Henryk 1	"	Annie 1
"	Malka 1	Rapaport	Rosa 1
Koller	Frederick 1	"	Sabina 1
"	Halina 1		

000250

Rapaport Saul 1
" Mina 1
" Josef 1
Rottenberg Marcus 1
" Sara 1
" Nephthali 1
Rottenberg Rosa 1
" Naftali 1
" Lasar 1
" Herman 1
" Wolf 1
Rottenberg Beila 1
" Estera 1
" Naftali 1
" Natan 1
" Franz 1
Rozanykviat Thadee 2
" Gerda 2
" Richard 2
Weingost Abraham 1
" Kathilde 1
" Rosi 1
Weingost Leo 2
" Estera 2
Weinstein Lea 2
Luropatwa Josef
" Felicja
" Richard
" Henryk
Wolf Sami 1
" Rosa Ruchla 1
" Zygmunt 1
" Leon 1
" Erna 1
Wolman Henryk 1
" Chaja-Hena 1
Lisber Josef 1
" Frymeter 1
" Henryk 1
" Frajala 1

GUATAMALA

Osiek Sara 1

EQUADOR

Fleischer Estera 1
Webtland Malka 1
" Judith 1
" Noemi 1
" Adam 1
" Krystyna 1

Tylber Rosalia 1
" Salomea 1
Licman Estera 1
" Jerzy 1

U.S.A.

Rapaport Aron
" Fejga
" Beila
" Chana
" Benny
Heger Halka
Wachtel Hersz
" Luba
" Netty.

HONDURAS

Horenstein Abraham 1
" Estera Sara 1
Kacanelson Ichok 1
" Zvi 1
Kadysz Iccu 2
" Brucha
" Rachmil 2
" Aveiva 2
Krystenfrejnd Fevid 2
" Ita 2
" Szajndla 2
" Ruchla 2
" Aron 2
Zuravin Adam 2
" Lea and Baby
Brinkman Mariem 1
" Jetty 1
" Erica 1
" Helena 1
Schonberg Ella 1
Schonberg Samuel 1
" Estera 1
" Bella 1
" Jerzy 1
Skoworski Cecilia 2
" Isador 2
" Lucina 2
" Jadwiga 2
Heyman Berek 2
" Cecilia 2
" Sasza 2
" Stefania 2
" Wladyslawa 2
" Lidia 2

Szeinbaum Lion
" Sophie
Szeinbaum Hemia
" Gina
Szeinbaum Mayer
" Marian
" Stefan (?)

URUGUAY.

Schwarzman Zipa

PERU

Ajzenstadt Felix 1
" Romana 1
" Marcell 1
Dudelzak Szulim 1
" Tyszla 1
" Jerzy 1
Dudelzak Rachmil 1
" Rachela 1
" Ita 1
" Arcadius 1

PERU

Garbinski Enrico 1
" Helene 1
Goldstein Nachman 1
" Sara 1
" Lea 1
" Szyja 1
Semssz Leon 1
" Cecylia 1
" Blanca 1

NICARAGUA.

Kon Felicja
" Jacek
" Peter
" Stefan
Lisowodar Boris 1
" Cypa 1
" Alexander 1
" Miriam 1
Frucht Amalia 1

CHILI.

Frumkin Anna 1
" Hermina Ross 1
Gorlin Eugenia 1

PANAMA

Neuman Fanny

COSTA RICA

Eackler Szyja 2
" Stefania 2
" Henryk 2
Lichtman Oskar 1
Lichtman Anna Rosalia 1
" Regina 1
Lindenbaum Sonia 1
Marcelbaum Sylvia Helena 1
Natanson Wladyslaw 2
" Stefania 2
" Jadviga 2
Rosshandler Henryk 1
" Charlotte 1
Wetstejn Mieczyslaw 1
" Stella 1
Schein Izaak 1
Schein Salomon 2
" Eleonora & baby
Schorr Tamara (dead)
Zucker Salomon 2
" Malka 2
" Regina 2
" Bernard 2
Schapu Samson 2
" Bronslawa
Schwarzbard Chiel
" Perla
" Martin
Suchestow Ella 1
" Adela 1
Brandel Letty 1

VENEZUELA

Malcowsky Saul 1
" Sara 1
" Maurice 1

BOLIVIA

Spinadel Miriam

HAITI

Muszynski Leon 1
" Lily 1

BE-758

PLAIN

Lisbon

Dated August 1, 1944

Rec'd 10:16 p.m.

Secretary of State
Washington

2379, First

FOR EDWARD CAHILL FROM ELISABETH DEXTER. WRB
132 UNITARIAN 310.

Am cabling Kuhlman inter-Governmental Committee:
"Have just learned of inter-Governmental Committee's
meeting August 15. Would attendance representative
Unitarian Committee be advantageous? If so could
you expedite British visa for me?" Is Committee
interested May attending, if reply favorable? Other
organizations here planning send representatives.
Think possibility good getting visa and air passage.

NORWEG

HTM

Miss Chauncey (For the Sec'y), Abrahamson, Cohn, DuBois, Friedman,
Hodel, Laughlin, Lesser, Mann, Mannon, McCormack, Cable Control Files

000253