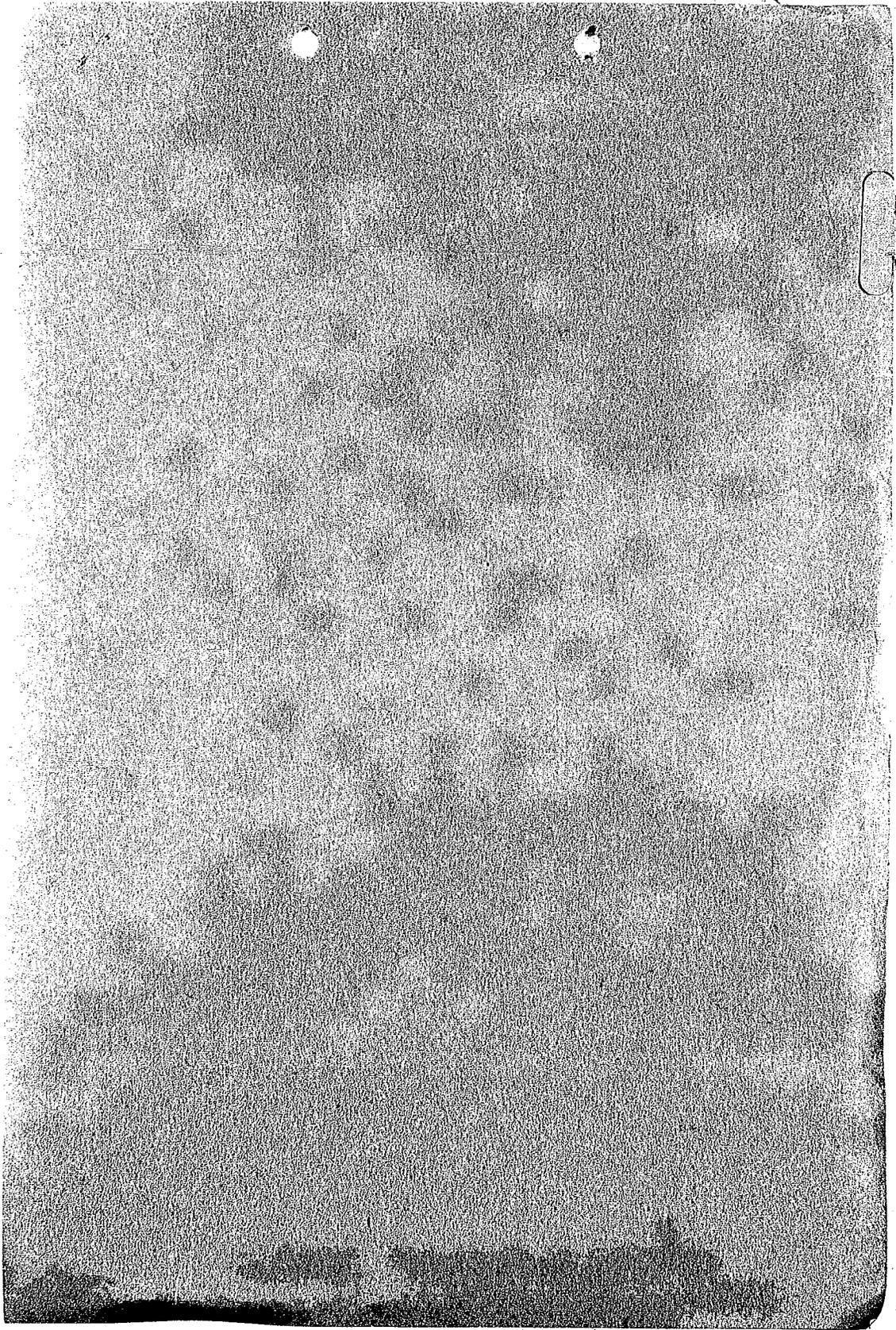


Programs with Respect to Relief  
and Rescue of Refugees: Cooperation  
with Other Agencies

Intergovernmental Committee  
Vol. 1  
Folder 3

000368



2

000369

240-2  
~~CONFIDENTIAL~~

INTER GOVERNMENTAL COMMITTEE ON REFUGEES - (Italy)  
HEADQUARTERS  
ALLIED CONTROL COMMISSION  
APO 394.

REGRADED  
UNCLASSIFIED

1. The Inter Governmental Committee on Refugees was set up in 1938 to aid in every possible way the victims of Axis persecution on account of race, religion or political views. To-day some 40 Governments are represented on it, including all the United Nations and the chief neutrals. Its Headquarters are in London, and its Directorate and Executive international.
2. Its objects are:-
  - (a) To have an over-all mandate for all refugees:
  - (b) To report on and survey all and any conditions involving refugees:
  - (c) To initiate or cooperate in any plans for rescuing refugees from Axis hands:
  - (d) To become, in a special way, the protector of all "Stateless" refugees, and to care for them until places of settlement are found:
3. To effect the above I.G.C.R. has to work in cooperation, conjunction and liaison with U.N.R.R.A., A.R.B. and any other bodies, including primarily the United Nations' military and other authorities who are caring for and maintaining refugees.
4. The next point has a most important bearing on I.G.C.R. work. As things stand at present, I.G.C.R., as regards care and maintenance of refugees, would only become active if and when no other body has taken over this responsibility: therefore, if for example, U.N.R.R.A. takes over the care and maintenance of refugees, I.G.C.R. would only become operative in a residual capacity, that is, if and when U.N.R.R.A. ceased to function or covered only part of the field.
5. Current operations, and those contemplated in, say, next six months.
  - 1) Current:
    - (a) Endeavouring to discover fullest possible information about internees still in Axis hands.
    - (b) Supplying such information and lists of these internees to D.P. and R.S.C. of H.Q., A.C.C.
    - (c) Aiding in all repatriation schemes.
    - (d) Proposing rescue plans to London and following them up.
    - (e) Obtaining offer of Italian Nationality for stateless refugees, however short the length of their residence in Italy: and implementing this by sponsoring and carrying through their applications for citizenship.
    - (f) Forming a special body of "the Stateless", i.e. the unrepresented who are not looked after or recognised by any existing Government authority.
    - (g) Case work among individual refugees.
    - (h) Occupational programmes.

000370

- [REDACTED]
- (i) Aiding individuals in preparing Emigration documents; contacts; tracing relatives, etc.
- (j) Distribution of relief among the stateless, particularly by J.D.C.
- (k) Distribution of clothing, books, etc.
- ii) During the next six months:

During the next six months a continuation of the same work is contemplated, while it is not unlikely that certain considerable changes may occur, the nature of which cannot be fully foreseen at present.

6. Expenditure Incurred.

This Office began to operate in Italy in May 1944: it has an office at Bari in the Provincial Commissioner's building, and works in the three Camps of di Bagni, Ferramonte, and Bari Transit, as well as among Stateless (nearly all Jews) in some eight centres in Southern Italy including Naples.

Its Headquarters are in Rome, and its work takes it to the many cities north of Rome, particularly where there are Jewish refugees.

So far no expenditure has been incurred, but London contemplates now an active programme of expenditure in relief directions.

8. Personnel.

The total number of personnel employed in the theatre is at present 10. Others are expected.

Administrative = 4. All the rest are field workers.

Specialist personnel: Welfare 6.

Transport - 1 Italian driver supplied by A.C.C.

/s/ C.E. Heathcote-Smith  
/t/ C.E. HEATHCOTE-SMITH  
R.R. I.G.C.R.

REGRADED  
UNCLASSIFIED

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

1. 29 countries are members and 20 others have been invited to join.
2. United States represented by Myron Taylor with Ambassador Winant as alternate.
3. Great Britain represented by Lord Winterton.
4. Executive Committee consists of United States, Great Britain, Argentina, Brazil, French Committee of Liberation and the Netherlands.
5. Committee's office is in London where it has a management staff including Sir Herbert Emerson, (British) as Director, and Mr. Patrick Malin (United States) as Vice Director.

J. P.

MAR 18 1944

My dear Mr. Taylor:

Thank you very much for the documents forwarded to me with your letter of March 17.

The information which you have furnished me concerning the efforts which you have made to make the refugee program a real success has given me a much clearer picture of the problems with which the War Refugee Board will be faced in trying to carry out its program.

We will need all the help that you can give us.

Sincerely yours,

(Signed) H. Morgenthau, Jr.

Secretary of the Treasury.

The Honorable ✓  
Myron C. Taylor  
Washington, D. C.

*JED*  
JEDuBois:recr  
3/18/44

000373

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Washington, D. C.

JEDuBois:ecr  
3/18/44

000374

DEPARTMENT OF STATE  
WASHINGTON

March 17, 1944

My dear Mr. Secretary:

Confidentially and for your personal information I am sending you herewith copies of memoranda and correspondence between the President and myself. These include the following:

1. A plan of March 17, 1943 which I prepared after the outline for the Ottawa Conference had been made public.
2. A plan which I drafted after the Bermuda Conference which, with the approval of the Department, I discussed with Lord Halifax.
3. A memorandum of May 23 to Secretary Hull and Mr. Long.
- 4, 5, 6, 7. Four letters between the President and myself being dated July 7, 13, 14, and 28.
8. A memorandum to Mr. Selles who had been away on a holiday, dated July 23, 1943.
9. Extracts from a memorandum of August 11 to the President.

This will give you a bit of history as to the revision of the directive of the Intergovernmental Committee.

Sincerely yours,

*Myron C. Taylor*  
Myron C. Taylor

Enclosures:

As stated.

The Honorable  
The Secretary of the Treasury.

000376

Probably private conversations with Mr. Eden and/or other British representatives can attain the same result as a public well advertised conference which must not fail. Either or both Britain and ourselves must:-

- I. Permit the refugees to enter some part of the Nation's territory.
- II. Pay the cost of (a) transportation to the place of temporary refuge -  
(b) the cost of maintenance while there.
- III. Guarantee to find place of permanent settlement, pay the cost of transportation to it; and the cost of maintenance until occupation has been found for the refugees.
- IV. This whole problem ties up, at least as precedent, with post war migration and settlement.
- V. Assistant Secretary Verle has taken over that field and I think he should initiate action with the consent of the Secretary and under the advice of the Under Secretary at once.
- VI. The immediate question is what have we to offer
  - (a) Place of temporary settlement
  - (b) Cost
  - (c) Commitment regarding places of permanent settlement
- VII. What similarly have the British to offer.

(MT 3/17/43  
re Ottawa conference)

000376

- I. Agreement between Britain and U.S.A. on place of temporary refuge.
- II. Agreement to bear expense jointly.
- III. Meeting of Intergovernmental Executive Committee in London to
  1. Appoint a full time vice Director (American)?
  2. Appoint a full time Secretary (?)
- IV. Agreement that after arrival at place of temporary refuge, International Relief Organization (Lefman) will take care of refugees until end of war when they may
  - A. Return to their homes
  - B. Be transferred to places of permanent residence.

British and American Embassies or Legations in other countries concerned would delegate each a representative to carry out the plans for transit and reception of refugees.

With these agreements the Director's office in London may contact all countries represented upon the Intergovernmental Committee to Secure

1. Offers to accept refugees
2. Contributions to the fund for support of the office
3. Contributions to the fund for transit of refugees and their maintenance in places of temporary refuge.

Under these conditions no meeting of full Intergovernmental Committee would be necessary at this time.

It is suggested that the Intergovernmental Committee's main scope to include the refugees can be set up by the Intergovernmental Committee to Secure Refugees to be secured from representatives of various governments in London.

000377

May 23 1943

MEMORANDUM FOR THE SECRETARY AND MR. LONG  
FROM MR. MYRON TAYLOR.

Assuming that the President and the Prime Minister reach a definite agreement to provide funds on the basis of equal contribution by Britain and the United States to transport refugee groups to places of temporary refuge and that a place or places of temporary refuge be agreed upon between them, the following considerations would seem to suggest themselves:

First. The structure of the Intergovernmental Committee already conforms to the suggested changes proposed by the British Government with the exception that a full-time paid director and a paid vice director and secretary are provided for instead of a full-time paid chairman of a new management committee with a director and secretary. To my mind, the change of titles is unnecessary and unimportant.

Second. The British note announces continuance of Lord Winterton as Chairman of the Committee and Sir Herbert Emerson as Director. Mr. Robert Pell was formerly Vice Director. He is not now a candidate for reappointment. The United States should, therefore, name a Director and a Secretary perhaps from one of the smaller countries should be appointed at London. The real decisions in all vital matters must continue to be made by the British and American Governments.

Third. Rather than adopt the proposal of the Bermuda Conference and expand the activities of the Intergovernmental Committee into the field of transit arrangements and maintenance, it seems to me that this service can best be performed by the staff of the British and American Embassies in the particular countries concerned. Each could designate a representative to work in concert in these important local matters and funds on the basis of equal contribution would be handled through such Ambassadors.

000370

Fourth. The International Relief Organization with the aid of the Army could prepare the places of temporary refuge and the food and necessities of life on an army basis. †

Fifth. The British and the Executive Committee of the Intergovernmental Committee with Ambassador Winant and Mr. Eden leading could meet in London with such of the European and Australian Governments as are represented on the Committee to seek contribution to funds and pledges to accept numbers of refugees. Similarly, the Secretary of State, Undersecretary, Assistant Secretary Long and the American representative on the Intergovernmental Committee would meet at the State Department with the Ambassadors of the countries of the Western Hemisphere to propose contribution and to seek places of refuge. These procedures if successful would form the basis for a later Intergovernmental Committee meeting if it were then considered necessary for publicity or other reasons. This plan simplifies procedures while using in a direct way all the factors the more elaborate and slower method of an Intergovernmental meeting as the first step. Such a meeting under this plan becomes the last step and avoids any danger of failure. In substance the President and the Prime Minister have the sole power to make these basic decisions and once made we can simplify procedures by using our joint diplomatic offices to make effective the matter of transit and then Army and Relief Organization would set up and conduct all affairs relating to the places of temporary refuge. For the Intergovernmental Committee to carry on either of these activities would mean creating a large organization, would lead to unnecessary delay and much actual duplication.

000379

THE WHITE HOUSE  
WASHINGTON

July 7, 1943

My dear Myron:

You started the work of the Intergovernmental Committee on Refugees at Lvian in 1938 and have been my principal reliance in all of its activities since. It is about to enter a more active phase in connection with the refugee problem created by the enemy powers. I know you are heavily engaged in the postwar studies and other duties here and to an extent which might justify your desire to withdraw from the work of the Intergovernmental Committee, but your long experience with it and understanding of its problems constitute the predicate of my real desire that you continue that work.

You need not necessarily devote your personal time and energy to attending meetings. You could designate an alternate and could in fact name the Vice Director of Operations under the revised plan. This person could report to you through the State Department so that you could be generally advised of the movements and developments of the work carried out by the Executive Committee, and I am sure that your continuing identity with the work would be particularly welcome to the groups directly interested in it and would likewise assist greatly in the successful completion of its labors.

Do not allow you to dismiss any thoughts in conflict with this and to continue to give it the benefit of your active services and guidance.

Very sincerely yours,

(Signed) FRANKLIN D. ROOSEVELT

The Honorable  
Myron S. Taylor,  
71 Broadway,  
New York, New York.

000380

COPY

5.

71 Broadway  
New York

July 13, 1943

My dear Mr. President:

Responding to your favor of July 7th in respect to the work of the Intergovernmental Committee on Political Refugees, I would like to make my position a bit more clear to you than it perhaps now is.

My first concern at this time is to assist definitely as your personal representative to His Holiness Pope Pius XII in the accomplishment of a wise and constructive result of our long labors in achieving peace with Italy.

My second desire is to contribute in a concrete way to the development of the principal U.S.A. post-war policies to aid you in guiding the ultimate negotiations for peace in this war-disturbed world.

Now in regard to the Intergovernmental Committee. I have not been in harmony with much that has taken place, particularly in the recent past, but, even so, I have endeavored through the Secretary, and more particularly through Mr. Breckinridge Long and to some extent with Mr. Welles, to bring to your attention the essentials that must be agreed upon between Mr. Churchill and yourself, lacking which neither conferences nor any sort of successful action could or can be undertaken.

I believe there is before you at this moment a telegram which, if it contains the essential principles of the recent program (copy attached) which I submitted to the Secretary and Mr. Long and later to Lord Halifax, will enable the Director's Office of the Intergovernmental Committee in London to be reinforced and authorized, as well as financed, to do something definite to help those unfortunate refugees who are scattered along the Mediterranean, so that they may be taken to some place of temporary refuge and later be able to return to their homes or transported to agreed places of permanent residence. I would like to see the completed telegram, however, before it is sent.

Your wish as expressed in your letter in regard to my further activities will of course be needed to the fullest extent of my ability.

Very sincerely yours,

MYRON C. TAYLOR

The President.

000381

COPY

6.

71 Broadway  
New York

July 14, 1943

Dear Mr. President:

Referring to the letter regarding the Intergovernmental Committee, I think that it would greatly forward the work if I did in fact designate Mr. Robert Pell, who has been associated with me in this work from the beginning, as my alternate.

We are casting about for a suitable Vice Director of Operations in London under the revised plan with which you are familiar. I hope shortly to have a name that will appeal to your judgment. This plan will enable both the Department and myself through Mr. Pell, who is a departmental official, to keep in touch with the details of the situation without too great difficulty.

I believe it would be of first importance if you would write me a letter approving the appointment of Mr. Pell as my alternate and send a copy of that letter to the State Department in order to make perfectly clear Mr. Pell's relationship and authority.

With these steps taken I see no reason why the work cannot go forward if the revised plan in its other aspects is authorized by yourself.

Sincerely yours,

MYRON C. TAYLOR

The President,  
The White House,  
Washington, D. C.

000382

July 28, 1943

My dear Myron:

I have your letters of July 13 and 14. I am happy to have your acceptance of the request conveyed by my letter of July 7 that you continue to give the Intergovernmental Committee on Refugees the benefit of your active service and guidance.

I am glad to give my approval of your designation of Mr. Robert Pell of the Department of State to act as your alternate here in your work on the Intergovernmental Committee.

I am sending this letter to you through the Department of State so that that Department may be informed, as you request, that Mr. Pell is to act as your alternate as indicated above.

Very sincerely yours,

The Honorable  
Myron C. Taylor,  
Care of the Department of State.

A-L/B:GLB:MSL      CI/L      Eu      7/20/43

000383

July 23, 1943

## MEMORANDUM FOR MR. BELLES:

Assuming that you have not been fully informed in relation to the recent action regarding the Intergovernmental Committee I am sending you this memorandum which will bring you up to date and at the same time has nothing in it that will cause you any real concern.

The President approved the plan, as did the Secretary and Mr. Long, the synopsis of which I then gave Lord Halifax (copy attached). His confirmation came through the Foreign Office to the Department as did a message from the Prime Minister to the President. The necessary authorizations have been given, and the meeting of the Executive Committee of the Intergovernmental Committee, Mr. Winant acting in my stead, will occur on August 3.

I am attaching a memorandum that describes the relationship between the Intergovernmental Committee and the International Relief Organization (Governor Lehman) which I dictated after a discussion with him today. I approached James McDonald to accept the Vice Directorship but he was not able to accept. I had already approached Robert Pell with the same result. I then approached Mr. George Warren who found himself so entrenched in the Lehman organization that he could not accept. After considerable investigation we found Patrick Murphy Malin who had been associated with migration problems and who is presently part of the Lehman organization, and after interviewing him and discussing his qualifications with others I was pleased to find that he would make himself available for this service. Governor Lehman was reluctant to release him but after a personal talk he acquiesced.

I introduced

000389

I introduced Mr. Malin to the Secretary and to Dr. Bowman who had a meeting with him and members of the Territorial Committee who have studied Palestine particularly and many other countries generally as the situs of refugee colonies. Dr. Berle, as Chairman of the Economic Committee on Migration and Settlement, was also good enough, upon my introduction, to meet Mr. Malin to discuss the subject. Mr. Malin is planning to leave for London early in August. His salary will be ten thousand dollars. We have indicated that we would be agreeable to Sir Herbert Emerson, the Director, having a salary of twelve thousand dollars. Mr. Malin is forty years of age, very energetic, knows Europe thoroughly, and is somewhat of a linguist. I believe this is a good appointment.

I had anticipated retiring from the Intergovernmental Committee once these plans were completed and was surprised to receive the attached letter from the President. I also attach my reply. The President has acted upon the suggestion to appoint Mr. Pell as my alternate. The Secretary in the Director's office in London will be appointed by the Executive Committee at their meeting in August and our suggestion is that he be from one of the other countries, particularly Holland or Brazil. All of those countries, including France and the Argentine, and Lord Winterton and myself, have heretofore been members of the Executive Committee. Under this plan these conditions, except perhaps France, will continue for the present.

It would seem that for the first time we have a commitment of Governmental financing and a definite commitment regarding at least one place of temporary refuge - North Africa. I believe that ultimately it may develop that questions of migration and settlement and the activities of the Intergovernmental Committee will merge into the latter. This single agency aimed at the discovery of places of temporary and permanent residence, tied with the international relief organization to carry on the work of relief in the places of temporary residence, forms a suitable and adequate plan for organization both during and after the war to deal with the whole problem of refugees and of migration and settlement, as well as relief in that general field.

Kyron J. Taylor

MOT:REB

000385

Saranac, N. Y.  
August 11, 1943

MEMORANDUM FOR THE PRESIDENT  
FROM MYRON TAYLOR  
(Dictated over the phone to Miss Burrows  
for Miss Tully at the White House)

.....

Intergovernmental Committee: Following our correspondence I sought an American Vice Director for the London office, selecting Patrick Murphy Malin, who has had experience in migration and settlement work. He is about forty years of age, in a position to give full time, and able to travel where needed. He was elected by the Executive Committee last week and left for London where he will function under Sir Herbert Emerson, Director.

I am considering a trip to London early in September to meet with the Executive Committee. I also have it in mind to visit Spain to explore the possibility of arranging for the continued temporary residence of about seven thousand refugees now there, rather than to move them to a tent camp in Algiers or elsewhere. My preoccupation is that if the camp proved to be in any way unsatisfactory the charge would be made that it was a concentration camp operated by the Allies and in some respect no better than the Germans. Besides, it would be much cheaper to provide for maintenance in Spain, Portugal or wherever they may be, if in neutral countries. The instability of the Franco regime might prove to be a reason against this plan. It needs careful consideration.

I would like your approval of these suggestions.

MYRON TAYLOR

000386

~~Miss Alexander~~

Miss Chauncey

Mr. Paul

Mr. Gaston

Mr. H. D. White

Mr. Peble

Mr. Luxford

Mr. Dubois

Mr. E. H. Bernstein

Mr. Stewart

Mr. Lesser

Mr. Friedman

Miss Hodel

Mr. Fellak

Mr. Bundy

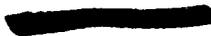
*W. R. Payne*

000387

*W. R. Payne SR*

PARAPHRASE OF TELEGRAM SENT

FROM: SECRETARY OF STATE, WASHINGTON  
TO: AMERICAN LEGATION, LISBON  
DATED: FEBRUARY 22, 1944  
NUMBER: 516  
x



We have transmitted to London for IGC the information contained in your telegram of February 10, 1944, no. 401.

STETTINIUS

SEP 20 1944

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

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NUMBER:  
ENTER:

270

LEBROUX SS' TOWN

AMERICAN PROVISIONS DEPARTMENT

DEPARTMENT OF COMMERCE

WASHINGTON, D.C.

C  
O  
P  
Y

NYR-362

PLAIN

London

Dated February 21, 1944

Rec'd 1:02 p.m.

Secretary of State,  
Washington.

1439, Twenty-first.

Reference last sentence Department's telegram  
626, January 25.

Foreign Office has replied to our letter in the  
matter as follows:

"His Majesty's Government welcome the proposal  
that a representative of the Inter-Governmental  
Committee should be attached to MERRA and if the  
latter is merged in UNRRA then it would appear that there  
would be scope for cooperation between the latter and  
the Inter-Governmental Committee to be extended to  
that territory in accordance with the general agree-  
ment recently reached regarding the relations between  
UNRRA and the Inter-Governmental Committee. If you  
agree we can jointly inform Emerson accordingly so  
that he can proceed with necessary arrangements in  
Cairo."

Please inform us when Cairo is instructed.

REP

WINANT

cc: Pehle, Lesser, Luxford, Friedman, DuBois, E.M. Bernstein, Pollak,  
Chauncey for the Secretary, Gaston, Paul, White, Bundy, Stewart.

000389

February 11, 1944

ACTIVITIES OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES

At the suggestion of President Roosevelt, an Intergovernmental conference on refugee problems was held at Evian-Les-Bains in July 1938. This conference adopted a resolution purporting to "envisage a long-range program . . . whereby assistance to involuntary emigrants may be coordinated within the existing immigration laws and practices." The resolution recommended, among other things, that an Intergovernmental Committee be set up in London having a director with authority to negotiate "to improve conditions of exodus" and also to negotiate with countries of refuge in order to improve and develop opportunities for permanent settlement. The scope of the Committee's activities was defined as covering persons who were forced to emigrate from Germany (including Austria) on account of their political opinions, religious beliefs, or racial origin who had not yet established themselves permanently elsewhere. When the Sudetenland came under German control, persons originating in that territory were also included in the mandate of the Committee. The members of the original Intergovernmental Committee on Refugees were:

Australia	Chile	France	New Zealand
Argentina	Colombia	Haiti	Paraguay
Belgium	Cuba	Honduras	Netherlands
Bolivia	Denmark	Ireland	Peru
United Kingdom	Dominican Republic	Mexico	Sweden
Brazil	Ecuador	Nicaragua	Switzerland
Canada	U. S. A.	Norway	Uruguay
			Venezuela

(See Appendix A)

An Executive Committee was formed consisting of Lord Winterton, the United Kingdom delegate, as chairman, Myron Taylor, the United States delegate, as vice-chairman, and representatives of France, Brazil and the Netherlands. In February 1939, Argentina was added to the Executive Committee and on its formation the French Committee on Liberation took the place of the French government. (See Appendix B)

George Rublee, an American citizen, was made full time director and Robert Pell, of the United States Department of State, became assistant director. The Director's authority was (1) to negotiate with the German government to induce it to introduce order into forced emigration and (2) to negotiate with other governments for the acceptance of refugees over a period of years for permanent settlement.

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Throughout the latter part of 1938 and until February 1939, Mr. Rublee carried on extensive negotiations with Germany and with other governments. In December 1938, after extensive negotiations through the British and American Ambassadors in Berlin, Rublee met Dr. Schacht in London who presented a plan for the emigration of 150,000 workers on rather severe terms. Of the estimated 6,000,000 marks of Jewish property in Germany, 1 1/2 billion were to be placed in trust in Germany and an equal amount was to be raised by loans outside of Germany. The proceeds of these loans were to be distributed in lots of 10,000 marks to each emigrant. The interest on the external loan was to be paid in German goods. Apparently, the German government was to be the borrower. Further negotiations were carried on the basis of this plan and certain details and modifications were worked out. Finally the plan was embodied in a written memorandum which was agreed upon February 2, 1939 by the German government. This plan was to go into effect when the Germans were assured that countries of immigration were ready to receive the emigrants.

In February 1939, Rublee resigned and was replaced as a director by Sir Herbert Emerson, the League High Commissioner for Refugees from Germany. However, it was expressly provided that this appointment should not merge the two organizations. Further negotiations were carried on by Emerson and Pell on the basis of the agreement of February 2, 1939. In June 1939 negotiations were still being carried on, and the Germans stated that there was in the hands of Hitler awaiting signature a decree which sets up a central Jewish agency to select emigrants and to train them for emigration, that they (the Germans) were ready to go ahead whenever arrangements should be completed for the financing and settlement of these emigrants. Considerable difficulty, however, was encountered in attempting to work out arrangements to finance these immigrants after they should leave Germany. Finally, the "Coordinating Foundation", was incorporated for the stated purposes of cooperating with individuals and relief agencies to improve conditions of minorities in Germany, to cooperate with the High Commissioner and any government, to improve the lot of persons unable to leave Germany, and to cooperate with others to survey facilities for immigration. This Foundation received \$800,000 by donation of private interests but was unable to secure more or to enlarge its scope of operations. Lord Winterton offered to finance the emigration scheme by the British government if other governments would cooperate. The United States, however, stated that such financing would depend on Congress. The negotiations were at this stage when war broke out and the whole scheme was dropped.

000391

During this period, meetings of the Executive Committee had been held on August 3, 1938, August 31, 1938, December 2, 1938, February 14, 1939 and July 20, 1939. (See Appendix C). All of these meetings had been concerned chiefly with discussing the strategy and timing of negotiations with Germany and with other countries, and receiving reports, from time to time, on the stage of the negotiations.

Commissions had been sent out in February and March 1939 to investigate offers by various countries to receive refugees for permanent settlement. It was reported that British Guiana might take a pilot settlement of 3,000 to 5,000 individuals at a cost of 600,000 pounds; that the Dominican Republic, which had offered to admit 100,000, should take a pilot settlement of 200. Relative to Northern Rhodesia, it was suggested that 400 or 500 families should be settled there over a period of years. The Philippines had also offered to receive some immigrants and negotiations went forward to the point of leasing a tract of land when the Japanese war broke out.

On October 17, 1939, a meeting of the IGC was held in Washington at the request of President Roosevelt who felt that the work of the Committee should be redirected and extended and its efforts redoubled. At the meeting, reports were submitted covering the activities of the IGC since its beginning. According to a report by Sir Herbert Emerson, many Jews have been released from concentration camps, re-training had been commenced and restrictions on unemployment of Jews had been relaxed. All of this was in partial performance of the emigration agreement of February 2, 1939. The German internal trust, however, had not been established, although that was expected soon.

It had been agreed at Evian that the administrative expenses of the Committee should be borne on a pro rata basis by the member governments according to a scale based on the League of Nations' scale of contributions. Financing of operations had been left to private relief organizations which had not been able to raise the 1 1/2 billion marks provided for in the agreement.

The Committee decided at this October meeting to make every effort to expedite the resettlement of refugees then in countries of temporary refuge and to support existing projects for resettlement, particularly in the Dominican Republic. It was also decided to encourage the Coordinating Foundation.

Apparently the only project for resettlement sponsored by the Committee actually put into operation was that in the Dominican Republic. A corporation, known as the Dominican Republic Settlement Association, was formed and on January 30, 1940, entered into an agreement with the

000392

Republic for a pilot settlement of 500 families with future admissions up to 100,000 persons, to be regulated by agreement., In fact, 516 families were settled in the Dominican Republic between that date and January 1941.

After the outbreak of the war, the activities of the Committee with respect to negotiations with governments virtually ceased. However, the Director continued to function as a coordinator of the work of various private relief organizations. Responsibility for the continued operation of the Committee had been assumed by the British government on the condition that the United States maintain the office of the Secretary in Washington. Apparently during this period no other governments participated directly.

On April 19, 1943, a conference was held in Bermuda between Harold W. Dodds, Scott W. Lucas and Sol Bloom, representing the United States, and Richard Law Oshert Peake and G. H. Hall, representing the United Kingdom. In addition, there were two joint secretaries, R. Borden Reans of the United States State Department, and A. W. G. Randall of the British Foreign Office. This conference discussed various refugee problems and proposed courses of conduct. It decided to refer most of these problems to the IGC and drew up a number of recommendations. These were (1) to revise the mandate of the IGC to include "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." With respect to persons coming within the mandate as extended, it was recommended that the Executive Committee be empowered to negotiate with neutral or allied states or with relief organizations, to take necessary steps to preserve, maintain and transport refugees and to receive and disburse funds, both public and private. In addition, the conference recommended that invitations to join be extended to non-members of the IGC, that provision be made for securing funds and that the administrative staff be increased by the addition of a Management Committee with a paid chairman, director and secretary.

The Executive Committee of the IGC then met on August 4, 1943 at London. This meeting was attended by representatives of Argentina, Brazil, the Netherlands, the United States, Great Britain and the French Committee of National Liberation. It was decided to extend the IGC's mandate as recommended by the Bermuda Conference, that the member governments should share administrative expenses but that the United States and the United Kingdom should jointly underwrite the

000393

cost of the maintenance and transport of refugees. The member governments, however, would be invited to contribute to these costs according to their abilities. It was decided to send invitations to join to Costa Rica, Czechoslovakia, Egypt, Ethiopia, Greece, Iceland, India, Iran, Iraq, Luxembourg, Poland, Portugal, South Africa, Spain, Turkey, U.S.S.R. and Yugoslavia, Guatemala and Panama. It was also decided that refugees in countries of temporary refuge should be maintained by UNRRA where it operated and by the IGC where it did not. Patrick Malin, a United States citizen, was appointed vice-director.

It might be well here to point out the procedure by which the IGC operated and was to operate from this time on.

The Director and his staff perform the actual work consisting of coordinating of private agencies, receiving referrals of refugee problems, answering questions and negotiating with various governments, both direct and through the diplomatic agencies of the United Kingdom and the United States. The Director's office performs the exploratory negotiations in any given case and submits memoranda to the Executive Committee when matters are ripe for decision. The Executive Committee then acts upon the memoranda and their activities are then submitted to member governments for concurrence.

A meeting of the Executive Committee was held on September 30, 1943. The Director's recommendation for an increase of his staff was approved. His estimates of administrative expenses were likewise approved. These were, for the period of September 1, 1943 to December 31, 1943, £ 5,000 and for the year 1944, £ 20,000. It was decided that the IGC be accessible to private relief organizations but that the closeness of the relationship should depend upon the extent of the humanitarian activities of the agency involved. The questions of defining the administrative expenses to be shared by the members, and the proportions in which they are to be shared, which had been under discussion by the full committee since the Bermuda Conference, were submitted to a Sub-Committee. On December 13, 1943, this Sub-Committee recommended that the term "administrative expenses" should consist of the cost of meetings of the full IGC and of the Executive Committee, except travel expenses, and the cost of maintenance of the Director's headquarters office, and branch offices, including salaries, rent and travel. All other expenses, it was recommended, should be classed as operational and underwritten by the United States and the United Kingdom, with voluntary contributions from member governments. The Sub-Committee also recommended that the Evian scale be adopted for sharing the administrative expenses. (See Appendix D).

000394

At the next meeting of the Committee, held on November 18, 1943, the Director was authorized to arrange for discussions with UNRRA to define the relationship between it and the Committee. Dr. Kullman, a Swiss, was named Honorary Director of the Committee. The Director explained that his office had taken "exploratory action" relative to (a) temporary refuge of children in Sweden and what assistance, if any, the Swedish wanted for the maintenance thereof, (b) whether Mr. Malin should be sent to Southern Italy to study refugee problems there, (c) discussions with the International Red Cross concerning the purchase of food from European neutrals for the assistance of Jews in Central Europe who were unable to leave and (d) proposals to discuss the financing of operations with the British and American Treasuries. Further activities of the IGC, acting through its Director and Executive Committee, were described in a letter dated November 23, 1943, from Sir Herbert Emerson, the Director, to Myron C. Taylor. Emerson said that interest in the IGC was becoming rekindled but that no acceleration in that regard could be effected until concrete results could be shown. He said that the IGC had participated in conferences on the proposals for the transfer of refugees from Spain to North Africa, although this question had not been formally referred to it. The Committee had also worked on the problem of refugees in Italy, Southern France and the Balkan countries near Italy. The Director suggested to the United States and the United Kingdom that they induce the Swiss government to admit those refugees now in such areas. The Committee was interested in and keeping itself informed of a possible declaration of the United Nations concerning the future of refugees who were given asylum in neutral countries. A declaration had been drafted by the Bermuda Conference stating that the United Nations intended to facilitate repatriation of such refugees and to undertake to make domestic conditions in enemy-occupied and enemy territory suitable therefor. This draft had not been accepted by the member governments and discussions concerning definitions and wording continued. Emerson further stated that conferences with private relief organizations were being held concerning immediate relief and rescue for refugees. The Committee also secured from the State Department information concerning the Congressional resolutions relative to the creation of a diplomatic, economic and military commission for the rescue and the temporary admission of 100,000 refugees into the United States. It acquired this information for the purpose of answering questions put to it. Much attention was also given by the IGC to defining its relationship with UNRRA. Representatives of the IGC also were attending meetings of the Technical Advisory Committee on Displaced Populations (Leith Ross Committee) to present its views on such matters as registration and identity papers for refugees and the reestablishment of separated families. It also decided that it should have representatives in liberated areas immediately after the shooting stopped and had asked the State Department for all civilians, preferably natives, of the various areas to be liberated so that a pool could be created from which representatives could be sent as needed.

000395

Since this report of Sir Herbert Emerson to Mr. Taylor, the Executive Committee has held a meeting on January 4, 1944. At this meeting, the definition of the term "administrative expenses", as recommended by the Sub-Committee, was adopted. The Director's estimate of the administrative expenses was likewise adopted, namely, £ 5,000 for the period from September 1943 to the end of the year and £ 21,000 for the year 1944, together with an estimated maximum of future expenses not exceeding £ 41,000 per year thereafter. The Evian scale for contributions was likewise approved. (See Appendix D)

With respect to the problem of Jewish children in France, a memorandum by the Director, described the events to date (December 29, 1943) and requested authority to (a) ask Switzerland to induce the Vichy government to secure exit permits, (b) persuade Switzerland to grant temporary asylum to them, (c) continue discussions with the United States, Argentina, Canada and others, to receive such children, (d) negotiate with Portugal to receive them, (e) negotiate with the Joint Distribution Committee for maintenance and transportation of them, and (f) if such negotiations with the Joint Distribution Committee fail, to draw up and submit to the Executive Committee alternative proposals for handling these children. It was further decided, in accordance with recommendations by the Director, that Mr. Malin, who had been authorized to go to Southern Italy, be instructed to negotiate with the French Committee in Algiers for the sending of a representative of the IGC to Algiers. It was also decided to send a representative to the MERRA at Cairo. It was also approved in principle that a field office be established in Algiers, Naples, Lisbon and Madrid and that the Director be authorized to negotiate with the United States and the United Kingdom for the selection of personnel. Dr. Kullmann was instructed to approach the Swiss government for the establishment of a field office in Switzerland. A communication from Governor Lehman was placed before the Committee defining a possible relationship with UNRRA whereby IGC was invited closely to cooperate and collaborate with UNRRA and to send representatives to attend meetings of the Council. The Director said that discussions were being held with the International Red Cross which had requested 300,000 Swiss francs in order to assist remnant groups in Czechoslovakia, Rumania and Hungary.

The camp for refugees in North Africa established by the United States and the United Kingdom was discussed and it was decided that the Committee should watch it. In view of the decision to establish field offices, estimates of expenses had been subsequently revised. The expenses from September 1, 1943 to June 30, 1944, are estimated at £ 69,500 of which the share of the United States is \$64,819.09 (computed at a value of 149.30 pounds per Evian scale unit). Operational expenses

000396

for 1944 were estimated at £ 1,000,000 and it was suggested and acceded to by the State Department by telegram of January 3, 1944, that the United States and the United Kingdom should each make \$100,000 available to its Consulate at Casablanca for immediate use by the Project Director at Fedhala. By a letter dated January 11, 1944, Sir Herbert Emerson relayed to the United States Government a suggestion of the British Treasury that contributions to administrative expenses be made in equal semiannual installments and that the United States make its contribution on the first of January and July. With respect to operational expenses, Emerson stated that the sanctioned estimate for 1944 is 1,000,000 pounds, to be underwritten jointly by the United States and the United Kingdom. Emerson, therefore, suggested that the first allotment be £ 100,000, of which the United States' share will be £ 50,000 and that this be made available before the end of February. He further stated that thereafter, two weeks before the beginning of each quarter, an estimate of requirements for that quarter would be given to the American Embassy. A form letter was attached for issuance to all member governments setting forth their share of administrative expenses and inviting contributions to the operational expense fund.

Charles F. Brown

000397

INTERGOVERNMENTAL COMMITTEE ON REFUGEES  
MEMBER GOVERNMENTS AS OF AUGUST 4, 1943 AND  
THOSE SUBSEQUENTLY ACCEPTING MEMBERSHIP.

United States		Ireland	
Argentina		Luxemburg	) Tel. 499 from London 1/19/44.
Australia		Mexico	
Belgium		Nicaragua	
Bolivia		Norway	
United Kingdom		New Zealand	
Brazil		Paraguay	
Canada		Poland	) Tel. 499 from London 1/19/44.
Chile		Netherlands	
Columbia		Peru	
Cuba		Sweden	
Czechoslovakia	) Tel. 499 from	Switzerland	
	London 1/19/44.	Union of Soviet	) Tel. 9034 from
Denmark		Socialists Republic)	London 12/29/43.
Dominican Republic		Uruguay	
Ecuador	)	Venezuela	) Re-join Tel. 732 from London
Egypt	) Tel. 499 from		1/27/44.
	London 1/19/44.	Union of South Africa	) Tel. 499 from London
France			1/19/44.
Haiti			
Honduras			
India	) Tel. 732 from		
	London 1/27/44.		

The countries with no notation of an acceptance date are the 29 belonging as of August 4, 1943.

000398

INTERGOVERNMENTAL COMMITTEE

EXECUTIVE COMMITTEE

U.S.A.

(Member) Myron C. Taylor  
(Alternate) American Ambassador John G. Winant  
Vice Director Patrick Malin

Great Britain

(Member) The Right Honorable the Earl Winterton  
Director Sir Herbert Emerson

Argentina

The Argentine Ambassador, Senor Dr. Don Miquel Angel Carcano

Brazil

The Brazilian Ambassador, Senor J. J. Moniz de Aragao

France

Mr. Maurice Dejean (Representative in London of the French Committee  
of National Liberation)

Netherlands

The Netherlands Ambassador, Jonkheer E. Michiels van Verduynen

DIRECTOR'S OFFICE

The Director ----- Sir Herbert Emerson (England)  
Honorary Assistant Director --- Dr. Gustav Kullmann (Switzer.)  
The Vice Director ----- Mr. Patrick Malin (U. S. )  
Secretary ----- Dr. John Gottlieb Sillem (Nether.)

000399

SUMMARY OF MEETINGS HELD BY THE EXECUTIVE COMMITTEE  
OF THE INTERGOVERNMENTAL COMMITTEE PRIOR TO THE  
BERMUDA CONFERENCE.

August 3, 1938, London - first meeting of the Intergovernmental Committee after the Evian Conference. Lord Winterton was elected Permanent Chairman of the Committee.

August 31, 1938, London - second meeting of the Committee. The purpose was to map out the strategy of approach to Germany in releasing oppressed groups.

December 2, 1938, London - meeting of Committee officers to consider instructions for approaching the German Government.

February 14, 1939, London - third meeting of Intergovernmental Committee to consider future relations of the Committee with the German Government on the basis of Mr. Rublee's conversations with German officials.

July 20, 1939, London - fourth meeting of the Intergovernmental Committee at which time the Director gave a detailed report of the refugee situation and the problems faced by the Committee.

October 17, 1939, Washington, D. C. - meeting of officers of the Intergovernmental Committee. President Roosevelt stressed that the work of the Committee should not be abandoned on account of the War but should be redirected and extended. The Committee concluded that resettlement of refugees in countries of refuge should be expedited and that existing projects for resettlement should be supported.

\* October 1940, Washington, D. C. - Intergovernmental Committee meeting, called by the President. It was recommended that the Dominican Republic Settlement Association undertake its work.

January 30, 1941, Ciudad Trujillo - meeting of Intergovernmental Committee to mark first anniversary of the establishment of the refugee colony at Sosua.

APPROVED SCALE

<u>NAME OF COUNTRY</u>	<u>NUMBER OF UNITS</u>
Argentina	21
Australia	23
Belgium	19
Bolivia	2
Brazil	23
Canada	35
Chile	8
Colombia	5
Costa Rica	1
Cuba	5
Czechoslovakia	25
Denmark	12
Dominican Republic	1
Ecuador	1
Egypt	12
Eire	10
Ethiopia	2
France	80
Greece	7
Guatemala	0.5
Haiti	1
Honduras	0.5
Iceland	1
India	48
Iran	5
Iraq	3
Luxemburg	1
Mexico	11
Nicaragua	0.5
Norway	9
Netherlands	24
New Zealand	8
Panama	1
Paraguay	0.5
Peru	5
Poland	32
Portugal	8
Salvador	0.5
Spain	40
Sweden	19
Switzerland	17
Turkey	10
Union of South Africa	16
Union of Soviet Socialist Republics	94
United Kingdom	108
United States of America	108
Uruguay	4
Venezuela	4
Yugoslavia	17
	<u>888.5</u>

TOTAL NUMBER OF UNITS

000401

*War. Refugee Bd  
(Mr. White)*

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Legation, Lisbon  
TO: Secretary of State, Washington  
DATED: February 10, 1944  
NUMBER: 401



Reference is made herewith to the Department's telegram to Madrid of January 27, 1944, no. 223.

It is our opinion, after consulting with representatives of the British Embassy, the Joint Distribution Committee, HICEM, the Friends and the Unitarians, that for the present the opening of a branch office of the Intergovernmental Committee on Refugees or the appointment of a Portuguese national representative of IGC would serve no useful purpose.

At the present time the number of stateless refugees in Portugal is slightly more than 500 and it is expected that this figure will soon be reduced to about 400 and such problems as are currently arising are being satisfactorily handled by existing organizations.

The foregoing is concurred in by the representatives of the relief organizations who met with the British and ourselves today and those representatives have stated that if they could count on the direct support of the British and American missions in approaching the Foreign Office when the occasion seems to require it, their ends will be served. Our reply was that our instructions

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

would

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-2-

would make it possible for us to do so and the greatest cooperation was offered.

The foregoing message was repeated by courier to Madrid for the information of our Embassy there.

NORWEE

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- c.c. *Ch...*  
9 2/14
- March 23, 1938. President Roosevelt inquires of the governments of refuge and settlement whether they would be willing to join the United States in setting up an Intergovernmental Committee which would seek to introduce order into the forced migration of political and religious refugees from central Europe.
- May 16, 1938. The President's Advisory Committee on Political Refugees holds its first meeting, the following being in attendance: James G. McDonald, Hamilton Fish Armstrong, Paul Baerwald, Joseph P. Chamberlain, Basil Harris, James M. Speers, and Rabbi Stephen S. Wise. Mr. McDonald heads this Committee.
- July 6, 1938. Representatives of thirty-three governments meet at Evian. The United States was represented by Myron C. Taylor, assisted by Robert Pell and George Brandt of the State Department.
- September 1938. George Rublee, takes up his duties in London as director of the Intergovernmental Committee set up at Evian. He was named to this post by the President, and continued as director until February 1939, when he was succeeded by Sir Herbert Emerson.
- October 17, 1939. Officers of Intergovernmental Committee meet at White House. Lord Winterton, chairman, Myron C. Taylor, vice chairman and James G. McDonald, chairman of the Advisory Committee are among those present.
- January 1941. Intergovernmental Committee meets at Ciudad Trujillo, Dominican Republic. Among those addressing the meeting are

000404

George Warren, representing the  
Advisory Committee.

- March 27, 1943. The U. S. and British Governments agree to meet at Bermuda to consider the refugee problem.
- April 19, 1943. Bermuda conference opens. U. S. delegation consists of Harold Willis Ladd (president of Princeton University), Senator Scott Lucas (Ill.), Representative Sol Bloom (N.Y.), and H. Borden Reams (State Department)
- May 19, 1943. Bermuda conference terminated. Details of determinations are considered confidential.

LSLesser:als 2/1/44

000405

cc: Chauncey (for Sec'y)

Paul

Gaston

White

Pehle

Luxford

DuBois

E.M. Bernstein

Stewart

Lesser

Friedman

Miss Hodel

Pellak

Bundy

223

000406

*Har. Refugee Br.*  
*(Mr. Pehle)*

PARAPHRASE OF TELEGRAM SENT

FROM: Secretary of State, Washington  
TO: AMERICAN EMBASSY, Madrid  
DATED: January 27, 1944, 10 p.m.  
NUMBER: 223

[REDACTED]

The establishment of small ~~British~~<sup>branch</sup> offices at Algiers, Naples, Madrid and Lisbon has been approved by the Intergovernmental Committee on Refugees. This is being supported by the Department and it wishes the establishment of these offices expedited.

These offices will be for the purpose of dealing with matters within the scope of IGC activities and to aid the Committee as well as the Governments concerned with activities on behalf of refugees. The Director of IGC desires to have a representative in charge of each office who is a national of that country although it may be necessary to have a person of allied nationality. The duties of the representative will entail frequent reference to Government authorities and departments whom it is contemplated will often find it of assistance to make use of his services. This makes it necessary that he should be a person of sufficient influence and standing to inspire confidence and while previous experience with refugee problems will be a qualification, it is not

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

000407

OFFICE OF THE DIRECTOR OF THE BUREAU OF INVESTIGATION  
U.S. DEPARTMENT OF JUSTICE  
WASHINGTON, D.C.  
RECEIVED: 5/33  
MAY 11 1953  
FEDERAL BUREAU OF INVESTIGATION  
U.S. DEPARTMENT OF JUSTICE  
WASHINGTON, D.C.

essential to the position. The proposal is to give each branch office representative a clerical staff and later an assistant if the amount of work justifies doing so.

Advice regarding feasibility of establishment of such office is desired by the Department. You should also suggest if possible an appropriate person to be in charge and the salary it will be necessary to pay. Furthermore you should collaborate with the British representative in approaching the appropriate officials of the Government and advise the Department as soon as possible of their reaction.

It is requested that you repeat the foregoing to the American Legation at Lisbon requesting that they be guided by the foregoing.

HULL

000408

SECRET  
PROPERTY OF  
PERSONNEL

COPY

PARLIAMANT OF TELEGRAMS SENT

FROM: Secretary of State, Washington  
TO: AMERICAN BRANCH Y. Andria  
DATE: January 27, 1944, 10 min.  
SUBJECT: ESP

**CONTROL COPY**

The establishment of small branch offices at Algiers, Naples, Madrid and Lisbon has been approved by the Intergovernmental Committee on Refugees. This is being supported by the Department and it wishes the establishment of these offices expedited.

These offices will be for the purpose of dealing with matters within the scope of ICR activities and to aid the Committee as well as the Governments concerned with activities on behalf of refugees. The Director of ICR desires to have a representative in charge of each office who is a national of that country although it may be necessary to have a person of allied nationality. The duties of the representative will entail frequent reference to Government authorities and departments whom it is contemplated will often find it of assistance to make use of his services. This makes it necessary that he should be a person of sufficient influence and standing to inspire confidence and while previous experience with refugee problems will be a qualification, it is not

essential

cc: Miss Chauncey (for the Sec'y), Paul, Garton, White, Fehle, Lutzford, Bulbin, S.M. Bernstein, Stewart, Lesser, Friedman, Miss Hodel, Mr. Pollak, Mr. Randy.

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

000409

essential to the position. The proposal is to give each branch office representative a clerical staff and later an assistant if the amount of work justifies doing so.

Advice regarding feasibility of establishment of such office is desired by the Government. You should also suggest if possible an appropriate person to be in charge and the salary it will be necessary to pay. Furthermore you should collaborate with the British representative in ascertaining the views of the officials of the Government and advise the Government as soon as possible of their reaction.

It is requested that you repeat the foregoing to the American Legation at Lisbon requesting that they be guided by the foregoing.

ENCL

000410

TO:

<input type="checkbox"/> MR. PAUL	<input type="checkbox"/> Mr. Lesser
<input type="checkbox"/> Mr. Aarons	<input type="checkbox"/> Mr. Luxford
<input checked="" type="checkbox"/> Mr. E.M. Bernstein <i>Room 221</i>	<input type="checkbox"/> Mr. O'Connell
<input type="checkbox"/> Correspondence	<input type="checkbox"/> Mr. Olsen
<input type="checkbox"/> Files	<input type="checkbox"/> Mr. Reeves
<input type="checkbox"/> Mr. Fox	<input type="checkbox"/> Mr. Schmidt
<input type="checkbox"/> Mr. Hoffman	<input type="checkbox"/> Mr. Stewart
<input type="checkbox"/> Mr. Lawler	<input type="checkbox"/> Mrs. Taylor

J. W. PEHLE  
DIRECTOR, FOREIGN FUNDS CONTROL

000411

COPY

January 27, 1944

MEMORANDUM - INTERGOVERNMENTAL COMMITTEE ON REFUGEES

Constitution and functions of the Intergovernmental Committee on Refugees  
previous to reorganization.

1. Constitution

Formed as a result of Evian Conference in July 1938.  
Conference attended by 32 governments of which 31 joined  
Committee. Of 31, Guatemala and Panama withdrew, leaving  
following permanent membership of 29.

Australia	Canada	U.S.A.	New Zealand
Argentina	Chile	France	Paraguay
Belgium	Colombia	Haiti	Netherlands
Bolivia	Cuba	Honduras	Peru
United Kingdom	Denmark	Ireland	Sweden
Brazil	Dominican Republic	Mexico	Switzerland
	Ecuador	Nicaragua	Uruguay
		Norway	Venezuela

2. The Executive Committee

(a) Originally composed of representatives of Brazil, France,  
Netherlands, U.K., and U.S.A. (b) Argentina added February 1938

3. Mandate

(a) By committee resolution adopted July 14, 1938, persons  
coming within activity of committee were defined as follows:

"(1) Persons who have not already left their country  
of origin (Germany (including Austria)), but who  
must emigrate on account of their political opinions,  
religious beliefs or 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."

(b) On transfer of Sudeten areas involuntary migrants of  
German origin from those areas were included within  
the mandate. (No other change has been made in  
mandate.)

000412

4. Finances

(a) By same resolution of July 14, 1938 it was decided that governments of countries of refuge and settlement should not assume any obligations for the finance of involuntary emigration.

(b) Committee assumed liability of financing committee meetings and its administrative expenditure. (Until July 19, 1939 League of Nations' scale of allocation of expenditure was followed. On latter date resolved that Director should make every effort to keep office expenses at minimum; that participating governments contribute to expenses of meetings according to Evian scale, and make such contributions to expenses of Director's office as they deemed appropriate.)

(c) As result of Committee's restricted efforts due to war, it has not been necessary to invite contributions from member governments since 1939.

5. Functions

(a) Main purpose of Committee at time of establishment was to secure, by discussion with German authorities, an orderly system of migration of those who had to leave that country. This involved finding of permanent homes for many refugees, and member governments have made many valuable contributions in this respect.

(b) Activities restricted since September 1939 by (1) war conditions, (2) limited nature of mandate, (3) absence of financial resources. Nevertheless work has continued within limitations, and particular attention has been given to study of post-war problems.

6. Cooperation with other international bodies

At Evian it was resolved that Committee cooperate closely with League of Nations and International Labor office. Particular assistance has been obtained from latter.

000413

Proposed Reorganization of Intergovernmental Committee on Refugees

1. Meeting of Executive Committee convened on August 4, 1943 by the Chairman Lord Winterton. Also present were: Ambassadors of Argentina, Brazil, the Netherlands, and U. S. A., and London representative of French Committee. The Executive Committee adopted recommendations for reorganization of the Intergovernmental Committee. These were communicated to member governments for approval.
2. Recommendations for Reorganization of Intergovernmental Committee

(a) Future scope and functions of Committee

Recommended that "The Intergovernmental Committee shall extend its mandate 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.

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."

(b) Finance

(i) Recommended that "The Member Governments should share the administrative expenses of the Committee".

(ii) The Chairman stated that the Governments of the United States and United Kingdom jointly undertake other expenses of the Committee, e.g. for maintenance and transport of refugees. Chairman suggested that when needs are known appeals may be made to other governments and Committee voted to extend such appeal to all member governments "in due course".

000414

(c) Relations with U.N.R.R.A. and Maintenance of Refugees

(i) Recommended that: "After the refugees arrived at places of temporary refuge, which the Intergovernmental Committee has succeeded in obtaining for them, they should be maintained by the U.N.R.R.A. in countries in which that Administration is operating, if it is willing to undertake the task. Elsewhere, it will be for the Intergovernmental Committee itself to assume responsibility for maintenance after negotiation with the government concerned".

(ii) Agreed that "normally" responsibility for maintenance should not be retroactive and that Member Governments or voluntary organizations who have assumed financial responsibility in respect of refugees should continue to do so. Hardship cases to be considered on merits.

(iii) Agreed that question of whether new groups of refugees should be maintained by Intergovernmental Committee or by their own governments should be for consideration on individual merits of each group.

(d) Extension of Membership

Director instructed to issue invitations to following additional Countries:

Costa Rica	India	South Africa
Czechoslovakia	Iran	Spain
Egypt	Iraq	Turkey
Ethiopia	Luxembourg	U.S.S.R.
Greece	Poland	Yugoslavia
Iceland	Portugal	

Also directed to issue invitation to Guatemala and Panama who had withdrawn from Committee.

(e) Enlargement of Staff

Decided to be necessary to make two salaried superior full time appointments -- Vice Director, Secretary. Mr. Patrick Malin, American, appointed Vice Director. Director authorized to recommend candidate for Secretary,

000415

not to be American or British. Director ordered to submit estimate of other administrative staff needed.

3. Approval of Recommendations

Resolved to submit them directly to Member Governments instead of calling plenary session of Committee in order to avoid delay.

NOTE: (Mr. Travers states that recommendations have been adopted. Writer was not shown any document bearing upon this point. Incidentally, the larger number of these recommendations were made at the Bermuda Conference.)

/s/ J. B. Friedman

# Memo - Intergovt. Committee on Refugees

## Constitution and functions of the Intergovernmental Committee on Refugees previous & reorganization.

### 1. Constitution

Formed as result of Evian Conference in July 1938.  
Conference attended by 32 govt. of which 31 joined  
Committee. Of 31 Guatemala & Panama withdrew leaving  
following permanent membership of 29.

Australia	Canada	U.S. F.	Nicaragua	Sweden
Argentina	Chile	France	Norway	Switzerland
Belgium	Colombia	Haiti	New Zealand	Uruguay
Bolivia	Cuba	Honduras	Paraguay	Venezuela
U Kingdom	Denmark	Ireland	Netherlands	
Brazil	Ecuador	Mexico	Peru	

### 2. The Executive Committee

(a) Originally composed representatives of Brazil, France, Netherlands, U.K.  
and U.S. F. (b) Argentina added February 1939.

### 3. Mandate

(a) By <sup>committee</sup> resolution adopted July 14, 1938, persons coming within  
activity of Committee were defined as follows:

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

000417

left their country of origin and who have not yet established themselves permanently elsewhere."

- (b) One transfer of Sudeten Area involuntary migrants of German origin from those areas were included within the mandate. (No other change has been made in mandate.)

#### 4. Finance

- (a) By same resolution of July 14, 1938 it was decided that Governments of refuge and settlement should not assume any obligations for the finance of involuntary emigration.
- (b) Committee assumed liability of financing Committee meetings and its administrative expenditures. (Until July 19, 1939 League of Nations scale of allocation of expenditures was followed. On latter date resolved that Director should make every effort to keep office expenses at minimum; that participating Govts. contribute expenses of meetings according to Evian scale, and make such contributions & expenses of Director's office as they deemed appropriate.)
- (c) As result of Committee's restricted efforts due to 1000, it has not been necessary to invite contributions from member governments since 1939.

#### 5. Functions

- (a) Main purpose of Committee at time of establishment was to secure, by discussion with German authorities, an orderly system

000418

of migration of those who had to leave that country. This involved funding of permanent homes for many refugees, & member govts have made many valuable contributions in this respect.

- (6) Activities restricted since September 1939 by (1) war conditions, (2) limited nature of mandate, (3) absence of financial resources. Nevertheless work has continued within limitations, and particular attention has been given to study of post-war problems.

6. Cooperation with other international bodies

At Evian it was resolved that Committee cooperate closely with League of Nations and International Labor Office. Particular assistance has been obtained from latter.

Proposed Reorganization of Intergovernmental Committee on Refugees

1. Meeting of Executive Committee convened on August 4, 1943 by the Chairman Lord Winterton, <sup>Chair</sup> Present were: Ambassadors of Argentina, Brazil, the Netherlands and U.S. A., and London representative of French Committee. The <sup>Executive</sup> Committee adopted recommendations for reorganization of the Intergovernmental Committee. <sup>These were common title of</sup> 2 Member Govts for approval

000419

## 2. Recommendations for Reorganization of Intergovernmental Committee

### (A) Future Scope and Functions of Committee

Recommended that "The Intergovernmental Committee shall extend its mandate 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.

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) Finance

(i) Recommended that "The Member Governments should share the administrative expenses of the Committee"

000420

(2d) The Chairman stated that the Govts of the U.S. & U.K. jointly undertake other expenses of the Committee, e.g. for maintenance and transport of refugees. <sup>Chairman</sup> suggested that when needs are known appeals ~~could~~ be made to other Govts and Committee voted to extend such appeal to all member Govts "in due course."

### 3. Relations with U.N.R.R.A. & Maintenance of Refugees.

- (a) Recommended that: "After the refugees arrived at places of temporary refuge which the Intergovernmental Committee had succeeded in obtaining for them, they should be maintained by the U.N.R.R.A. in countries in which that Administration is operating, if it is willing to undertake the task. Elsewhere, it will be for the Intergovernmental Committee itself to assume responsibility for maintenance after negotiation with the Govt concerned."
- (b) Agreed that "normally" responsibility for maintenance should not be retroactive and that Member Govts or voluntary organizations who have assumed financial responsibility for respect of refugees should continue to do so. Hardship cases to be considered on merits.
- (c) Agreed that question of whether new groups of refugees should

000421

be maintained by Intergovernmental Committee or by their own funds should be for consideration on individual merits of each group.

1. Extension of Membership

Director instructed to issue invitations to following additional Countries.

Costa Rica	Luxembourg
Czechoslovakia	Poland
Egypt	Portugal
Colombia	South Africa
Greece	Spain
Iceland	Turkey
India	U.S.S.R.
Iran	Yugoslavia
Iraq	

\* Also directed to issue invitation to Guatemala & Panama who had withdrawn from Committee.

5. Enlargement of Staff

Decided to be necessary to make 2 salaried superior full time appointments - Vice Director, Secretary. Mr. Patrick Malin, American, appointed Vice Director. Director authorized to recommend candidate for Secretary, not to be American or British. Director ordered to submit estimate of other administrative staff needed.

000422

5. Approval of Recommendations

Resolved to submit them directly to Member Govts instead of calling plenary session of Committee in order to avoid delay.

Note: (Mr. Travers stated that recommendations have been adopted.

Writer was not shown any document bearing upon this point.  
Incidentally the large ~~part~~<sup>number</sup> of these recommendations were made at the Bermuda Conference.)

000423

- (1) Report to the governments of the United States and the United Kingdom from their delegates to the conference on the Refugee Problem held at Bermuda, April 19-29, 1943.  
(Mimeographed document of about 19 pages)
- (2) Mimeographed document of 194 pages entitled - Refugees - 1938-1940.
- (3) Letter to Secretary of State, dated August 12, 1943 (No. 10629) from W. J. Gallman, First Secretary of Embassy in London re: Transmission of August 10, 1943 letter from the director to member governments of the Intergovernmental Committee on Refugees. (Enclosures - Letter (M 109/90 August 10, 1943) addressed by Sir Herbert Emerson (Director I.G.C.) to Winant; Memorandum signed by Emerson entitled - "The Constitution and Functions of the Intergovernmental Committee on Refugees previous to "reorganization")

File: I.G.C. - Ex. Committee Meeting, Minutes & Agenda & Subcommittee.

000424

(file - IGC - 74. Comm. meetings minutes & reports  
(at committee))

(1) Report To the Governments Of the United States And The United Kingdom From Their Delegates To The Conference On the Refugee Problem Held at Bermuda, April 14-29, 1943  
(Manuscripted document of about 14 pages)

(2) Manuscripted document of 144 pages entitled - Refugees - 1938-1940.

(3) Letter <sup>& Secy State</sup> dated August 12, 1943 (No. 10624) from W. J. Gallivan, <sup>1st</sup> Secy of Embassy in London re: Transmission of August 10, 1943 Letter from the Director & Member Governments of the Inter govt Committee on Refugees (Enclosure - Letter (M. 109/96 Aug. 10, 1943) addressed by Sir Herbert Emerson (Director) <sup>94c</sup> & Warrant. Memo signed by Emerson entitled - "The Constitution and functions of the Inter governmental Committee on Refugees previous & reorganization")

000425

Intergovernmental Committee on Refugees -

For the share of the United States of the expenses of the Intergovernmental Committee on Refugees and expenses of operations carried on in connection with the work of the Committee, without regard to the provisions of any other act, \$5,000,000, to be immediately available and remain available until June 30, 1945.

000426

### The Intergovernmental Committee on Refugees

The President has approved the submission to Congress of an estimate of \$5,000,000 to carry on work in connection with the Intergovernmental Committee on Refugees. Of this amount \$1,000,000 is estimated to defray this Government's share of the expenses of the Intergovernmental Committee, and \$4,000,000 is estimated for carrying out certain agreements which have been made for rescuing and assisting refugees in various parts of the world.

#### Background -

The Intergovernmental Committee on Refugees was established at the Evian Conference held at Evian, France in July 1938. The meeting was called to consider the problem of refugees coming from Central Europe who were suffering the persecutions of the Nazi Government. President Roosevelt assumed the initiative in calling the Evian Conference and it was attended by representatives of thirty-two governments. It was decided to constitute the meeting into a continuing committee of the whole to be known as the Intergovernmental Committee on Refugees.

The Committee established its headquarters at London. Lord Winterton, a member of the British Cabinet was made Chairman and four vice-chairmen representing France, Brazil, the Netherlands and the United States, together with the Chairman, constituted the Executive Committee. In February 1939, a representative of the Argentine Government was added to the Executive Committee. Mr. Myron C. Taylor was the United States representative and he continues to act in this capacity at the present time. A director was appointed who was the executive officer of the Committee and he was given a small staff of assistants.

During the first year of its existence the Committee was chiefly concerned with efforts to negotiate with the Germans in order to work out some orderly plan of migration for those who because of their race, religion or political beliefs were being oppressed by the Nazis. Before any major accomplishments were achieved, however, the war broke out and the activities of the Committee were necessarily limited by conditions which the war imposed. Activities thereafter largely consisted of making negotiations for places of resettlement under a three to five year program with various governments, including those of the Dominican Republic, the Philippine Commonwealth, British Guinea and Northern Odessa.

000427

During the early part of 1943 the British and American Governments decided to call a meeting to examine in the light of existing circumstances all possible methods of relieving the distress of those in Europe who were victims of Nazi aggression. This resulted in the convening of a Conference in Bermuda in April, 1943, at which time a number of practicable measures were adopted. Some of these were as follows:

1. That the staff of the Intergovernmental Committee be increased and a management committee created.
2. That provision be made for the procurement of public and private funds adequate for the work of the Intergovernmental Committee.
3. That the membership of the Committee be broadened.
4. That the Intergovernmental Committee be invited to revise its mandate.
5. That the United States and United Kingdom Governments adopt and urge adoption by the European Allied Governments of a joint declaration on the return of refugees to their homes after the war.

Other recommendations pertained to negotiations with specific allied and neutral governments to secure places of temporary or permanent settlement for refugees.

Since the meeting in Bermuda the Intergovernmental Committee has made considerable progress in carrying out the recommendations of the Conference. In the first place the mandate of the Committee as defined in July 1938 has been extended. At a meeting of the Executive Committee on August 4, 1943 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 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.

000428

"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."

Thus, the Intergovernmental Committee is intended to be an international body for the protection of various nationals as well as stateless persons. Where there is no other international body operating in a particular area, it will be to the Intergovernmental Committee that the governments concerned and the refugees will look for help.

The membership of the IGC has also been increased. The present member-governments and those who have been asked to join are given on an attached sheet.

The staff of the present Intergovernmental Committee now includes the Director, Sir Herbert Emerson, who serves without remuneration while continuing as the League of Nations High Commissioner for Refugees; he is assisted by a Vice-Director, Mr. Patrick Malin, of the United States; Dr. Gustav Kullman, a Swiss citizen serves as honorary assistant director; and Dr. John Gottlieb Sillem, a Netherlands diplomat, is the secretary. It is anticipated that additional administrative and clerical help will be added most of whom will be representatives of the Committee who are to serve in branch offices which it is proposed to establish in Algiers, Naples, Lisbon and Madrid.

In the near future it is expected that a joint declaration will be issued by the various allied nations concerning the repatriation of persons who have been displaced by the war. The United States, Great Britain and Soviet Russia have already agreed on the wording of the declaration and when issued it is thought that the effect will be to encourage neutral countries to provide asylum for those who are so fortunate as to escape from the Nazis. The publication of the statement will be one of the important accomplishments of the Committee.

Finances of the Committee -

In 1938 it was determined that expenses of the Committee meetings should be shared by the member governments according to the Evian Scale which was an adaption of the League of Nations Scale. This system continued until the IGC meeting of July 1939, when it was resolved "that the Director contrive to make every effort to keep expenses of his office to a minimum; that the governments participating in the Committee contribute to the expenses of future meetings of the Committee according to the Evian Scale and make such contribution to the expenses of the Director's office as they may deem appropriate".

000429

On June 25, 1938 Congress appropriated \$50,000 as this Government's share of the IGC expenses. On June 30, 1939 Congress made an additional appropriation of \$20,000 and continued available the unexpended balance of the previous appropriation until June 30, 1940. By Acts approved on June 27, 1940, July 3, 1941 and July 2, 1942 the unexpended balances of previous appropriations were extended to June 30, 1943. At the present time, no money is available to meet this Government's share of the Committee expenses.

Expenses of the IGC are classified into two groups: (1) administrative expenses, which include those necessary for maintaining the headquarters office at London and the costs of the meetings of the IGC, and (2) operational expenses, which are defined as all expenses other than administrative expenses. These include the cost of providing relief to refugees and expenses of maintaining IGC offices abroad, with the exception of the headquarters office at London.

In accordance with present resolutions as adopted by the Committee, member governments may be expected to share administrative expenses according to the Evian scale, which incidentally may have to be adjusted to meet present needs, but they cannot be expected to share the operational expenses. At the August 4, 1943 meeting of the Committee it was resolved that, "In view of the agreement of the governments of the United Kingdom and the United States of America jointly to underwrite the expenditures of the Committee other than administrative expenses, it be agreed that all projects and the financing thereof be considered individually, and that the governments of the United Kingdom and the United States of America be consulted before a project is sanctioned or expenditure incurred thereon." It was further understood that when a clearer idea has been obtained of the money required for the efficient conduct of the Committee's work under its new commitments, an invitation will be addressed to all the member governments inviting them to contribute to this expenditure also, in accordance with their abilities and their interest in the humanitarian work of the Committee. It is possible that other Governments may contribute to operational expenses but for the present it must be assumed that the British and the American Governments may have to pay the entire operational costs.

For the calendar year 1944 the Director estimates that administrative expenses of the Committee will be twenty-one thousand pounds. Operational expenses are estimated to be one million pounds. Assuming that this Government should contribute to the total expenses of 1,021,000 pounds according to the original Evian Scale, our share of the expenses would be \$776,317.62. The original Evian Scale gave this country one hundred eight points out of a total of five hundred seventy-one points. Considering the value of a pound to be four dollars and two cents, our share of the costs is estimated to be the figure given above.

000430

In view of our previous agreement to share operational expenses equally with the British, and the fact that other Governments cannot be expected to share these costs, an additional \$233,783, or a total of one million dollars, is requested to meet our share of IGC expenses.

Expenditures for other refugee projects -

For the most part projects for the relief and rescue of refugees in Europe in which this Government may be interested are referred to the IGC. However, as stated above, this Government and the British have an understanding that they may undertake, subject to legislative consent, to finance jointly various undertakings on behalf of refugees which seem advisable. In such undertakings the IGC may or may not be asked to assist. While it is impossible to estimate the exact requirements for these purposes, it is essential that a reasonable sum be set aside to meet the requests for assistance which have been made and will be made in the near future.

There are in various parts of Europe a large number of refugees, a majority of whom are Jewish persons, who are in need of assistance because of Nazi persecution. The Department is at present interested in several plans of relief for these persons which will require expenditure of funds. While it is impossible to estimate the exact requirements it is essential that a reasonable sum be set aside to meet the requests for assistance which have been made and will be made in the near future.

The most extensive project for relief and assistance to refugees which is under consideration at present is one calling for an expenditure of \$10,000,000 for persons now located in Rumania and France. It has been proposed that several private associations donate \$2,000,000 and that this Government agree to provide \$4,000,000 if the British furnish a like amount. Inquiries have been directed to the Governments of Switzerland and Sweden as to whether they require help in caring for the large number of refugees who are now located in those countries. It is anticipated that a substantial amount may have to be spent to relieve the burden which has been imposed upon Sweden and Switzerland. It is likely also that money will be necessary to aid refugees now in Italy. Because of the uncertainties and unforeseen contingencies which are constantly arising no one can foresee the exact cost of all these undertakings.

This money is to be spent primarily in areas or for projects which do not fall within the scope of the United Nations Relief and Rehabilitation Administration, and, except that which is specially designated as the contribution of this Government to the Intergovernmental Committee, shall be spent only on projects approved by both the British and American Governments.

000431

Intergovernmental Committee on Refugees

Member Governments and those Invited to Join

Member Governments  
as of August 4, 1943

United States  
Argentina  
Australia  
Belgium  
Bolivia  
United Kingdom  
Brazil  
Canada  
Chile  
Colombia  
Cuba  
Denmark  
Dominican Republic  
Ecuador  
France  
Haiti  
Honduras  
Ireland  
Mexico  
Nicaragua  
Norway  
New Zealand  
Paraguay  
Netherlands  
Peru  
Sweden  
Switzerland  
Uruguay  
Venezuela

Governments Invited to Join Following  
Meeting of Executive Committee  
of IGC August 4, 1943

South Africa (accepted by telegram no. 499  
from London, January 19, 1944)  
Czechoslovakia (accepted by telegram no. 499  
from London, January 19, 1944)  
Egypt (accepted by telegram no. 499 from  
London, January 19, 1944)  
Ethiopia  
Greece  
Iceland  
India  
Iran  
Iraq  
Luxemburg (accepted by telegram no. 499  
from London, January 19, 1944)  
Poland (accepted by telegram no. 499  
from London, January 19, 1944)  
Portugal  
Salvador  
Spain  
Turkey  
Union of Soviet Socialist Republics (accepted  
by telegram no. 9034 from London Dec. 29, 1943)  
Yugoslavia

Former Members Invited to Re-join  
Following August 4, 1943 Meeting

Costa Rica  
Guatemala  
Panama

000432