

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

Intergovernmental Committee
Vol. 3 Folder 1

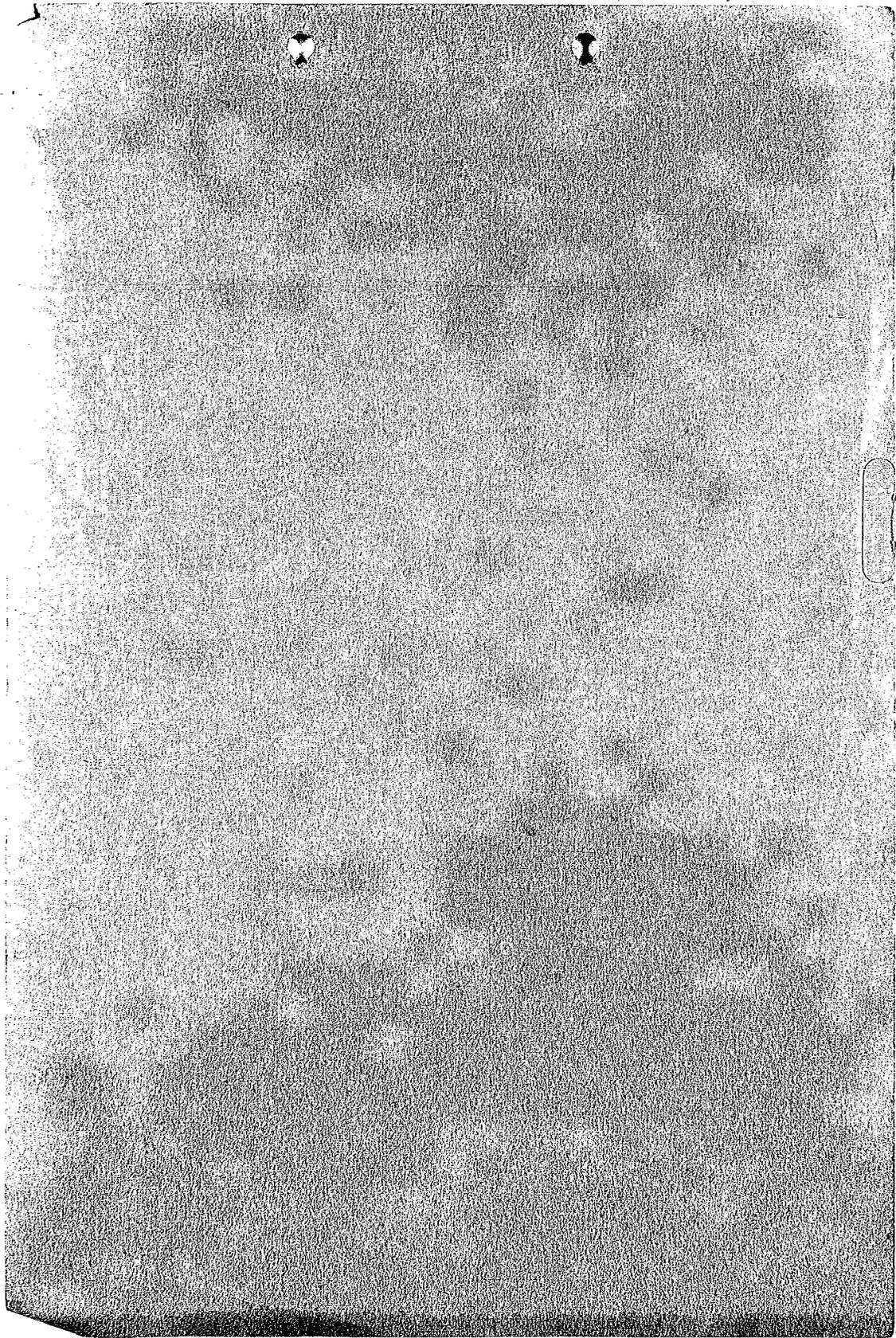
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COOPERATION WITH OTHER AGENCIES; INTERGOVERNMENTAL COMMITTEES
VOLUME 2

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WAR REFUGEE BOARD RECORDS

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Report

PROPOSAL FOR ESTABLISHMENT OF A DIVISION OF REFUGEE AND
RESETTLEMENT AFFAIRS

The recent visit to Washington of Sir Herbert Emerson and Mr. Patrick Mallin of the Intergovernmental Committee resulted in complete agreement with the War Refugee Board for the coordination of the joint efforts of the two organizations toward the solution of war-time refugee problems. The terms of Executive Order 9417, of January 22, 1944, creating the War Refugee Board, clearly define its functions as being of a temporary and emergency nature only. There is, therefore, no agency of the United States Government, or part thereof, solely and directly charged with the formulation of policy in post-war refugee problems including those involving resettlement programs.

In a communication to the Executive Director of the War Refugee Board, the Director of the Intergovernmental Committee, in writing of the work of his organization, stated, in part: "This humanitarian work falls into three classes (1) Measures relating to persecuted persons still within the territory of Germany and her European allies or territory occupied or controlled by them - measures for their rescue or escape from such areas, and measures for their preservation within such areas. These measures will be

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necessary for persons in each such area until the threat of persecution is ended - i.e., until Allied victory is achieved in a particular area or for the whole of Europe.

- (2) Pre-armistice measures relating to persecutive persons who may have escaped or been rescued from such areas, or may yet escape or be rescued - measures for their physical relief (food, clothing, shelter, medical service), transport, employment, welfare, etc. These measures will be necessary, in neutral or liberated or conquered areas, until the allies are victorious over the ^{whole} or a considerable portion of Europe.
- (3) Post-armistice measures for interim relief, for repatriation, and for permanent resettlement of those who cannot be repatriated."

There is complete accord between the Intergovernmental Committee and the War Refugee Board that the latter's functions involve principally point (1) of the above quotation. The Board, as a matter of policy, has refrained from any activities involving points (2) and (3) except insofar as they are directly connected with its rescue efforts. It is my understanding that United Nations Relief and Rehabilitation Administration and the military authorities of the United States and Great Britain are making preparations on point (2) with the close cooperation of the Intergovernmental Committee. There is no United States Government

organization, however, directly concerned with the coordination of American interests under point (3).

I recommend, therefore, that there be established in the Department a Division of Refugee and Resettlement Affairs which would be charged with cooperation with the Intergovernmental Committee for the development of resettlement programs for those refugees of the eastern hemisphere, including both Europe and the Far East, who do not wish to return to their homelands. The Division could also cooperate with American private welfare agencies and exercise a coordinating control over their foreign operations to prevent their activities from conflicting with the foreign political policy of this Government. A striking example of the present uncontrolled situation is the unfortunate agitation of certain American groups in the Palestine question. The proposed Division would have planning and policy-formulating functions only and would give effect to its plans and policies through the Intergovernmental Committee and United Nations Relief and Rehabilitation Administration. It would be the link connecting Intergovernmental Committee with the agencies of the American Government which are interested in, or affected by, the international refugee problem. The Division would function in liaison with its already-established counterparts in most of the foreign ministries of the United Nations, particularly/Refugee Department of the British

Foreign Office.

If domestic political equilibrium is to be maintained, active guidance must be given to the Intergovernmental Committee in resettlement programs for Latin America and other parts of the world capable of receiving European immigrants. There is strong Congressional opposition to any relaxation of the present immigration laws and regulations. The majority of both houses of the national legislature is responsive to the opinions on this subject of the American Legion and other war veterans associations; the various allied patriotic societies such as the Daughters of the American Revolution; the national labor organizations such as the American Federation of Labor and the Congress of Industrial Organization and other similar groups. In the post-war era, as now, other groups will exert pressure to open the doors of this country to the oppressed peoples of the world. A wave of emigration from war-torn Europe is not unlikely when the survivors of the holocaust realize that they have one of two alternatives, the first, to rebuild the ruins of their destroyed or damaged urban and rural areas, and the second, to emigrate from Europe and expend a similar effort on the far greater resources of the presently undeveloped and under-populated regions of the world. After World War I, many hundreds of thousands of Europeans chose the second alternative and there is no

reason to believe that similar numbers will not make the same choice when the present hostilities are terminated and civilian travel is again possible.

One should anticipate also the resettlement problems of / the populations displaced by the war in the Far East. If, as may reasonably be expected, the United States requires for military and economic reasons and, therefore, acquires additional territories in the Pacific areas, then some thought should be given now to the problems of the post-war era which will effect refugees there. The Intergovernmental Committee will probably have to aid the Chinese Government in the resettlement of the millions of its nationals who have fled inland from the Japanese invaders--a program in which the United States Government will be directly concerned. There is also the question of the tens of thousands of non-Oriental refugees now under Japanese control in China. Lastly, this Government will have to face the resettlement problems of the Japanese civilians who are now either in territories conquered by their own military or in the United States and Latin America.

It may be assumed that the United States will maintain a "closed-door" immigration policy especially if members of the American armed services, on return to civilian life, find but limited economic opportunities because of the antici-

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pated post-war depression. Latin America and Africa, therefore, offer the greatest opportunities to the European emigrants. In view of the predominant British interests in the African continent, and particularly as the British probably will retain the former enemy colonies which they have conquered there, it is suggested that the active formulation of any policy regarding immigration into that continent be left to the British Government.

This Government, on the other hand, is committed to a policy of assisting the other American republics toward attaining economic maturity. One of the major obstacles to the economic and industrial development of Latin America is that region's limited population. Most of the Latin American governments are even now giving considerable thought to post-war immigration plans because they appreciate the relationship between dense population and an advanced national economy.

The Office of the Coordinator of Inter-American Affairs is actively engaged in a program of assistance to our southern neighbors in the development of their natural resources and talents so that they may raise their economic standards. This is not entirely an unselfish or altruistic operation on our part. The foreign trade statistics of the United States clearly indicate that our own domestic economy has

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benefitted most from our commercial relations with the highly industrialized and densely populated countries of western Europe, particularly the United Kingdom. The economic advantages which would accrue to the United States from any program resulting in an increased population for Latin America are self-evident. The political advantages gained through economic assistance to the southern republics are likewise patent.

It is, therefore, definitely in the interests of the United States Government to assist and lend guidance to the Intergovernmental Committee in planning a long-term resettlement program in Latin America. The Coordinator of Inter-American Affairs has expressed to me the interest of his Office in lending technical assistance in colonization programs in the other American republics. That Office has recognized the need for cooperation between the American Government and those of the southern republics in organizing post-war European immigration to Latin America.

It is contemplated, however, that the proposed Division of Refugee and Resettlement Affairs should not restrict itself to resettlement plans for Latin America and the Orient but should be of general assistance to the Department in plotting a course through the complexities of the international refugee situation which promises to be one of the major problems of the post-war world.

H. Sturck

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May 10, 1944

Mr. David White

A. Abrahamson

In the future will you please send me an extra copy of the report on weekly developments. This extra copy, after being checked by me, is to be transmitted by diplomatic pouch to Mr. Patrick Malin in the London office of the IGC. Mr. George Warren has been informed of this transmission arrangement.

This plan as the approval of Mr. Pehle.

AAbrahamson/sg 5/10/44

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MR. ABRAHAMSON:

5/9/44

O. K. if you will check over the reports as they come out before sending them to Malin.

JWPehle

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EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE May 8, 1944

TO Mr. Pehle
FROM Mr. Abrahamson

In a conversation with Mr. Malin today, we discussed that part of our recent exchange of memoranda that provides for the WRB and IGC to keep each other informed of their activities.

Malin had discussed the matter with Myron Taylor and, from their point of view, it was considered agreeable that Malin and I should feel free to communicate with each other by airmail or by the use of the diplomatic pouch without formal clearance through the State Department. If this is agreeable to you, I shall of course be sure to clear all communications through your office.

Malin and Taylor feel that, in addition to copies of our weekly reports which are currently going to Taylor and Hull, another copy should be sent to Malin in London for the use of Emerson and himself. This would be done by having the State Department include such copies of the report in the diplomatic pouch.

Malin would also like to have a set of our reports to-date, if these are available. Having examined the weekly reports that we have been preparing, I have the feeling that there would be no objection to sending these to him.

Back reports, if you approve, are to be delivered to him before he leaves in about ten days, and successive reports will be sent by pouch.

I shall appreciate your views.

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April 18, 1944

Mr. Pehle

Mr. Abrahamson

Sir Herbert has invited you, Hirshmann, DuBois and me to join Pat Malin and him for lunch at the Mayflower at one o'clock on Wednesday or Friday. Sir Herbert and Pat are going to be away on Thursday and Sir Herbert would like to leave for New York on Saturday.

In view of the progress of our various discussions, it occurs to Malin and me that we could conclude our meetings on Friday by having lunch that day, followed by:

1. A meeting with the top staff of WRB
2. A joint press conference

Will you let me know your reaction?

AAbrahamson:lr 4/18/44

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APR 24 1944

My dear Mr. President:

You will recall that, at the time of the creation of the War Refugee Board, Myron Taylor was somewhat disturbed about the confusion and difficulties that might arise in relations between the new Board and the Intergovernmental Committee on Refugees. In view of his perturbation at that time, you may be interested in learning the most recent developments.

As a result of a talk I had with Mr. Taylor, Sir Herbert Emerson, Director, and Mr. Patrick Malin, Vice Director of the Intergovernmental Committee, came to Washington to carry on conferences with Mr. Pehle and to meet with the Board. These meetings have been extremely cordial, a complete agreement has been reached on relations,

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and the future seems most promising. In a recent conversation with me, Mr. Taylor has expressed his complete satisfaction at the way the whole matter is progressing.

Faithfully yours,

(Signed) H. Morgenthau, Jr.

Secretary of the Treasury.

The President
The White House.

JMP W.Pehle:lhk 4/20/44

000740

APR 24 1944

My dear Mr. Secretary:

I am sending you herewith copies of the exchange of memoranda between Sir Herbert Emerson and myself, dealing with the question of relations between the Intergovernmental Committee on Refugees and the War Refugee Board.

Very truly yours,

(Signed) J. W. Pehle

J. W. Pehle
Executive Director

Original signed by Mr. Pehle

The Honorable,
The Secretary of War.

Enclosures.

JH

FH:lab 4/22/44

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APR 24 1944

Dear Mr. Taylor:

Now that Sir Herbert Emerson has left Washington after a series of discussions dealing with relations between the Inter-Governmental Committee and the War Refugee Board, I want to express my personal thanks to you for originating and implementing the idea that Sir Herbert and I get together on our common problems. As you know, the discussions were most harmonious, complete agreement was reached as to the relations between the two agencies, and definite steps were taken to push forward specific plans.

Thanks for the assistance.

With personal regards.

(Signed) J. W. Pehle

J. W. Pehle
Executive Director

Mr. Myron C. Taylor,
American Representative,
Inter-Governmental Committee,
Room 220,
Department of State.

JWP
JWP:mgt 4/21/44

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APR 24 1944

My dear Mr. Secretary:

I am sending you herewith copies of the exchange of memoranda between Sir Herbert Emerson and myself, dealing with the question of relations between the Intergovernmental Committee on Refugees and the War Refugee Board.

Very truly yours,

(Signed) J. W. Pehle

J. W. Pehle
Executive Director

The Honorable,
The Secretary of State.

Enclosures.

*Original signed by
Mr. Pehle*

JW

FH:lab 4/22/44

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APR 24 1944

Dear Mr. Taylor:

I am sending you herewith copies of the exchange of memoranda between Sir Herbert Emerson and myself, dealing with the question of relations between the Intergovernmental Committee on Refugees and the War Refugee Board.

Very truly yours,

J. W. Pehle
Executive Director

Honorable Myron C. Taylor,
Department of State.

*Original signed
by J. W. Pehle*

Enclosures.

JW

FH:lab 4/22/44

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Secretary Morgenthau

APR 24 1944

Mr. Pehle

Attached you will find copies of the exchange of memoranda between Sir Herbert Emerson and myself dealing with the question of relations between the Intergovernmental Committee on Refugees and the War Refugee Board.

(Signed) J. W. Pehle
J. W. PEHLE

*Original signed
by J. W. Pehle*

Attachments.

JH

FH:lab 4/22/44

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EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

Handwritten signature

DATE April 18, 1944

TO Mr. Pehle
FROM Mr. Hirschmann

Attached is a memorandum on the subject of my conversations in Ankara with Mr. Patrick Malin of the Intergovernment Committee for Refugees. There is also attached a copy of his memorandum of December 29, 1943, to which I referred in our conversations yesterday with regard to the appointment of representatives of the Intergovernment Committee in Ankara and elsewhere.

I do not have a copy of this for my files and I would appreciate either having it returned or another copy for my files.

Attachments.

Handwritten initials

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Ankara,
March 28, 1944

MEMORANDUM
FOR THE WAR REFUGEE BOARD

On March 21 Mr. Patrick Malin, of the Intergovernment Committee for Refugees, spent three days at the Embassy in Ankara. He had several visits with me in which he made a broad and detailed inquiry into the work of the War Refugee Board in Ankara. He was interested in knowing what we were doing concretely and what I knew of the organization of the War Refugee Board in Washington and elsewhere. On the latter point I informed him that I had no information. In a general way I related the efforts of Ambassador Steinhardt and myself in the work connected with the evacuation of refugees from the Balkans by rail and ship.

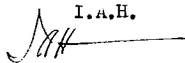
In a conference which was attended by Ambassador Steinhardt, Mr. Packer, First Secretary of Embassy, Mr. Malin and myself, Mr. Malin among other questions put the query regarding the desirability and need of having a representative of the Governmental Committee in Turkey. He implied in the course of his questioning that he would prefer to have the work of his committee operated through the War Refugee Board's representative in Ankara. The Ambassador and I were of a like opinion in that an additional representative of an additional committee in the same field might cause confusion and overlapping and impede rather than aid progress in the direct action in this field already under way. Mr. Malin referred to the memorandum (attached) which he had written in December 1943 recommending that no representative was necessary in Ankara, Turkey, at this time. He stated that he would recommend to London that (a) in view of the work of the War Refugee Board's representative in Ankara it would not be necessary at this time to add one from the committee he

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represented and that his committee would work through the War Refugee Board's representative; and (b) that he would recommend that the War Refugee Board's representatives attempt to meet in London in the near future.

Attached is a memorandum from Mr. Packer relating to a conversation resulting from a meeting which had been arranged by the Embassy with Mr. Zihni.

I understand that Mr. Malin spent some time while here with members of the British Embassy and had some conversations with the representative of the Jewish Agency in Turkey.

I.A.H.


copy

IC/218/60

29 December, 1943.

APPOINTMENT OF REPRESENTATIVES IN CERTAIN COUNTRIES

1. Attached is a copy of a letter dated 21st December, 1943 from the United States Embassy to the Chairman of the Committee. A similar letter has been addressed to him by the Government of the United Kingdom. The letters contain the suggestion that there be established small offices of the Intergovernmental Committee at Algiers, Naples, Lisbon, Madrid and Ankara, for the purpose of assisting refugees. The following considerations are relevant to the proposal.

(a) Generally the Intergovernmental Committee will not be able efficiently to carry out its functions unless it has accredited representatives in the various countries concerned with refugees. It is contemplated that representatives will be necessary in many European countries as circumstances allow.

(b) It is clear that so far as Allied and Neutral countries are concerned, the principle of representation must be accepted by the government concerned. It is suggested, therefore, that the representative should be a person acceptable to the Government of the country in which he is appointed; that he should maintain close and friendly relations with that Government, and that he should be a person of sufficient standing and influence to have ready access to and inspire the confidence of the Government departments and authorities concerned.

(c) The duties of the representative will vary according to local problems, the scope of the operations, if any, of UNRRA in that country, and the efficiency of the voluntary organizations dealing with refugees.

(d) Similarly, the size of the staff required is likely to vary greatly. It is suggested that in the absence of particular reasons to the contrary, the normal procedure should be to appoint a representative with a small office staff and that if necessity arises, he should be given an assistant or assistants, with such increases in office staff as the actual work may justify.

(e) The representatives should be directly responsible to the Director and, through him, to the Executive Committee.

2. With regard to the countries suggested for the early appointment of representatives, the following facts are relevant:

i ALGIERS

The Executive Committee has the advantage of the advice, as a Member, of the representative of the French Committee of National Liberation. The French Committee has many refugee problems, some relating to French nationals, other to persons of non-French nationality. So far as the first are concerned, the Intergovernmental Committee is at the service of the French Committee for any help which it may be able to give. With regard to other refugees, the French Committee has followed a liberal policy and has recently given its consent to the opening of a camp in Morocco. Although that camp will not

be

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be under the administration of the Intergovernmental Committee, problems are likely to arise in connection with it, e.g. the ultimate disposition of the occupants, in which the Intergovernmental Committee will be closely interested. For this reason it is clear that, subject to the agreement of the French Committee, a representative working in close co-operation with the French Committee will be able to do work of mutual value.

(ii) MALIN.

There are already a number of refugee problems in the portion of Italy occupied by the Allies. It is hoped that Mr. Malin, the Vice-Director, will be able shortly to visit Italy and to advise regarding the size and character of the representation and the duties of the representative; but it is already clear that the early appointment of a representative in Italy is most desirable.

(iii) LISBON.

Although the number of refugees in Lisbon is at present comparatively small, probably 500 or 600 only, Portugal is very important as a country of transit. Moreover, Lisbon is the European headquarters of several refugee organizations, and in particular of the Joint Distribution Committee, the American Friends Service Committee, and the Unitarian Service Committee. The Intergovernmental Committee has frequent contact with these bodies and it will be a great advantage to have its representative on the spot.

(iv) MADRID.

During the past year Spain (next only to Switzerland) had been the most important European country of temporary asylum. Although the inflow has decreased, developments in Western Europe may easily lead to a new and large inflow. In any case, current problems fully justify the appointment.

(v) ANKARA.

The immediate necessity of a representative at Ankara is open to doubt. There are very few refugees in the country itself, and, owing to the impossibility at present of getting refugees out of the Balkan countries, it is little used as a country of transit. On the other hand, if escape from the Balkan countries becomes possible, Turkey will be a very important country of transit.

In the Near East, however, with its headquarters at Cairo, there is the Middle East Refugee and Relief Administration, commonly known as MERRA, which is directly responsible for large numbers of refugees who come technically within the mandate of the Intergovernmental Committee and for whom the Intergovernmental Committee would have to provide if MERRA did not exist. It is not suggested that the Intergovernmental Committee should replace MERRA, but it may later have to undertake functions, e.g. the finding of homes for those unable to return to their own countries, for some of the refugees now under the care of MERRA. It, therefore, seems desirable that MERRA should have a representative of the Intergovernmental Committee on its committee, who would

obtain

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obtain practical experience of the field work in which IERRA is engaged, would acquaint himself with the various problems with which the Intergovernmental Committee may later have to deal, and would be within easy reach of Turkey and other Middle East countries should it be necessary for him to visit them to deal with a particular problem.

Should a representative be appointed to the committee of IERRA there is no reason why he should not be subject to the orders of the Director of IERRA for work directly concerned with that body. It is, therefore, suggested that as an alternative to the appointment of a representative at Ankara, the above suggestion should be considered, which might also have the merit of paving the way to an appointment at Ankara as and when the occasion shall require it.

3. It is suggested that the Executive Committee should:

- (a) Approve in principle the appointment of representatives at Algiers, Naples, Lisbon and Madrid, and
- (b) Approve the appointment of a representative at Ankara or, in the alternative, of a representative with IERRA.
- (c) Lay down the principle that representatives will be directly responsible to the Director and, through him, to the Executive Committee.
- (d) Authorize the Director to enter into discussions with the Governments of the United Kingdom and of the United States of America with a view to seeking the assistance of their diplomatic representatives in approaching the Governments concerned, and to obtaining their advice regarding personnel, conditions of pay and service of such representatives, and
- (e) Authorize the Director to approach the necessary authorities regarding the appointment of a representative on the committee of IERRA.

4. Independent of these proposals it is very desirable that the Intergovernmental Committee should have a representative in Switzerland. A favorable opportunity of making informal approaches to the Swiss Government is likely shortly to occur since Dr. Kullmann will be visiting Switzerland soon at the invitation of the Swiss Government with a view to a formal approach later, if the reactions are favorable.

H.W. JOHNSON,

Director

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y

London, December 21, 1943.

(Dear Lord Winterton,)

On behalf of the Government of the United States I wish to lay before the Executive Committee for its consideration and decision a suggestion that there be established small offices of the Intergovernmental Committee at Algiers, Naples, Lisbon, Madrid and Ankara for the purpose of assisting refugees.

In view of the opinion of the Department of State that it is expedient to take definite steps at once to establish the additional offices, I should greatly appreciate early information, if and when decision by the Executive Committee makes it possible to supply it, with reference to personnel and the procedure to follow preparatory to the establishment of the offices. It should be understood that the expense of maintenance of such offices would come in the category of operational expenditure and be unawritten jointly by the United States and British Governments. As regards the necessary preparatory procedure the Department of State will upon your request gladly cooperate with the Intergovernmental Committee in this matter by consulting the opinion of its diplomatic representatives at any of the places named or by instructing them to seek of the authorities concerned the approval necessary for the opening of such offices. The Embassy is ready to discuss with the Director such other details of the proposal as he may desire, and to hear any suggestions he may have concerning the plan's possible execution, improvement, or alteration.

I am communicating to the Foreign Office a copy of this letter to you in the hope that the British Government will see fit to take a similar position with regard to recommending the establishment of additional offices of the Intergovernmental Committee. From preliminary discussion of the subject it is understood that the British Government is in agreement in principle. I am likewise supplying a copy to the Director of the Intergovernmental Committee.

(Sincerely),

Howard Buchnell, Jr.

The Rt. Hon. the Earl of Winterton, M.P.,
Chairman of the Executive Committee,
Intergovernmental Committee on Refugees,
11, Regent Street, S.W. 1.

MEMORANDUM OF CONVERSATION

SUBJECT: Invitation to Turkey to join the Inter-Governmental Committee on Refugees.

PARTICIPANTS: Mr. Faik Zihni Akdur, Director General of First Department, Ministry of Foreign Affairs;

Mr. Patrick Murphy Malin, Vice Director of Inter-Governmental Committee for Refugees, and

Mr. E. L. Packer, First Secretary of Embassy.

PLACE: Ministry of Foreign Affairs, Ankara.

DATE: March 23, 1944.

Today I called with Mr. Patrick Murphy Malin, Vice Director of the Inter-Governmental Committee for Refugees, which has its headquarters in London, on Mr. Akdur, who has charge of matters relating to the Committee.

Mr. Malin informed Mr. Akdur of the work of the Committee and its plan to have a representative at Cairo who would have immediate charge of such matters pertaining to Turkey as might come before the Committee pending the possible stationing in Ankara of a representative of the Committee. In the meantime he said the representative in Ankara of the War Refugee Board would probably represent the Committee. He said it was the intention of the Committee shortly to have representatives stationed in Algiers, Naples, Lisbon, Madrid and Bern.

Mr. Malin raised the question of the Turkish Government's decision on the acceptance of the Committee's invitation to become a member. Mr. Akdur said that the matter was receiving consideration by the Foreign Office and in due course a decision would be made by the Foreign Minister, at which time the Committee would be informed through the Turkish Embassy in London of the decision reached. Mr. Akdur also promised to let me know of this decision and I, in turn, promised Mr. Malin that the Embassy would telegraph to him in London whenever this information was received.

Mr. Akdur mentioned several times Turkey's interest in humanitarian matters.

In the course of the conversation Mr. Malin informed Mr. Akdur that as a result of the Avions Conference twenty-nine governments immediately joined in the work of the Committee; that subsequently in August 1943 the Committee sent invitations to twenty additional countries to join; that ten of them had so far joined and none had refused.

When the question of the situation of Jews in the Balkans was mentioned I asked Mr. Akdur if they had any information from their Legation in Budapest as to events in Hungary. He said they had no telegrams from the Legation regarding present events and had in fact received only one telegram for sometime; that he supposed telegraphic communication had been entirely suspended.

E.L.P.

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MEMORANDUM

April 17, 1944.

TO: Sir Herbert Emerson, Director, Intergovernmental Committee
on Refugees.
FROM: Mr. John Pehle, Executive Director, War Refugee Board.
SUBJECT: The Intergovernmental Committee on Refugees and its
Working Relations with the War Refugee Board.

This is a reply to your memorandum of April 14 in which you presented your proposals as to the working relationships that should prevail between the Intergovernmental Committee and the War Refugee Board. First of all I wish to state that I am in entire agreement with the proposals contained in the memorandum. It seems to me that on the basis of the working relationships which you outline, it should be possible for our respective agencies to continue to work in complete harmony toward our common goal of alleviating the plight of the refugees. We are sending copies of this exchange of memoranda to our representatives abroad, and are again emphasizing to them the necessity for the closest cooperation on the part of members of our respective staffs.

The discussions that we have held in recent days have been of extreme help to us in appreciating both the assigned duties and actual achievements of your organization. The spirit you have demonstrated leads me to believe that the relations between our two agencies will continue to be mutually helpful and friendly.

Your generous offer of unstinted cooperation is appreciated and I wish to assure you that we on our part intend to reciprocate wholeheartedly. Only in this way can we move forward together, united in our determination to meet the tragically pressing refugee problem.

John W. Pehle

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MEMORANDUM

April 14, 1944

TO: Mr. John Penle, Executive Director, War Refugee Board.

FROM: Sir Herbert Emerson, Director, Intergovernmental Committee on Refugees.

SUBJECT: The Intergovernmental Committee on Refugees and its Working Relations with the War Refugee Board.

The Intergovernmental Committee on Refugees was formed as a result of the conference which was convened, on the initiative of President Roosevelt, at Evian, in July 1938. Its membership prior to August 1943 consisted of the following twenty-eight governments: Argentine Republic, Australia, Belgium, Bolivia, Brazil, Canada, Chile, Colombia, Denmark, Dominican Republic, Ecuador, France, Haiti, Honduras, Ireland, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Peru, Sweden, Switzerland, United Kingdom, United States, Uruguay, and Venezuela.

The persons coming within the early mandate of the Committee were those Germans, Austrians and Sudetenlanders who had not yet left their countries but who were being forced to emigrate on account of their political opinions, religious beliefs or racial origin, and those who had already left but who had not yet established themselves permanently elsewhere. The main purpose of the committee at the time of its establishment was to arrange, by discussion with the German authorities, an orderly system of migration; this involved the finding of permanent homes for many refugees, and the member governments made valuable contributions in this respect. They also assumed the liability of financing the meetings of the committee and its administrative expenditure, but did not assume any obligations for the financing of involuntary emigration.

During the four years following the outbreak of war, the activities of the committee were restricted by war conditions, the limited nature of its mandate, and the lack of financial resources. But in August 1943 the executive committee - consisting of the governments of the Argentine Republic, Brazil, Netherlands, United Kingdom, United States, and the French Committee of National Liberation - met to consider certain suggestions made by the United Kingdom and United States as a

result

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result of the discussions which took place between the delegates of their governments at Bermuda in the preceding April. The recommendations adopted by the executive committee involved a great expansion of the committee's membership, scope, functions and finances.

Twenty-one additional governments were invited to join the committee: Costa Rica, Cuba, Czechoslovakia, Egypt, Ethiopia, Greece, Guatemala, Iceland, India, Iran, Iraq, Luxembourg, Panama, Poland, Portugal, Salvador, South Africa, Spain, Turkey, Union of Soviet Socialist Republics, and Yugoslavia. Affirmative replies have so far been received from Czechoslovakia, Egypt, Iceland, India, Luxembourg, Poland, South Africa, and the Union of Soviet Socialist Republics - bringing the present membership of the Committee to thirty-six. During this period when acceptances of newly-invited members and ratifications of previous members are being received, the executive committee has been operating on the basis of the expanded mandate.

That mandate now includes, as may be found necessary and practicable, in addition to those previously covered, 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 expanded mandate, the executive committee is empowered to undertake negotiations with neutral or Allied States or organizations, and to take such steps as may be necessary to preserve, maintain and transport the refugees. For the purposes enumerated above, the executive committee is empowered to receive and disburse both public and private funds.

Administrative expenses are shared by all member governments. With regard to operational expenditure, the governments of the United Kingdom and the United States have agreed, subject to legislative consent, to underwrite it jointly on the conditions, first, that all projects which come within this offer shall be considered individually, and the two governments consulted before a project is sanctioned or expenditure incurred thereon; and, second, 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 shall 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.

This humanitarian work falls into three classes: (1) Measures relating to persecuted persons still within the

territory

territory of Germany and her European allies or territory occupied or controlled by them - measures for their rescue or escape from such areas, and measures for their preservation within such areas. These measures will be necessary for persons in each such area until the threat of persecution is ended - i.e., until Allied victory is achieved in a particular area or for the whole of Europe. (2) Pre-armistice measures relating to persecuted persons who may have escaped or been rescued from such areas, or may yet escape or be rescued - measures for their physical relief (food, clothing, shelter, medical service), transport, employment, welfare, etc. These measures will be necessary, in neutral or liberated or conquered areas, until the allies are victorious over the whole or a considerable portion of Europe. (3) Post-armistice measures - measures for interim relief, for repatriation, and for permanent resettlement of those who cannot be repatriated.

Under the authority of the executive committee the director's office has been at work on all three types of measures since last August. The Assistant Director has visited Switzerland at the invitation of the Swiss Government, stopping in Spain and Portugal on the way; and the vice Director has visited French North Africa, Italy, Egypt, Palestine and Turkey. Our resident representative for Italy, attached to the headquarters of the Allied Control Commission, has already begun his activities; our resident representative for French North Africa will begin work in a few days; and it is anticipated that a third representative will soon be installed in Cairo to cooperate in the Middle Eastern work of UNRRA. A comprehensive agreement with UNRRA as to respective responsibilities is far advanced - the principle being that UNRRA, wherever and whenever it operates, will handle physical relief and initial mass repatriation, and that the Intergovernmental Committee will handle the non-relief needs of the displaced people who cannot be repatriated with reasonable speed. A plenary session of the Intergovernmental Committee is scheduled for the early summer.

According to Executive Order 9417, dated January 22, 1944, establishing the War Refugee Board, that board is charged with the responsibility of giving effect to the policy of the American government "to take all measures within its power to rescue the victims of enemy 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 order states further that the board "shall cooperate with all existing and future international organizations concerned with the problems of refugee rescue, maintenance, transportation, relief, rehabilitation, and resettlement." The groundwork is thus laid for working relations between the War Refugee Board, an American agency concerned with rescue and relief from enemy oppression, and the Intergovernmental Committee, an international agency

concerned

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concerned with that as well as other responsibilities - an international agency in whose founding and recent reorganization the American government took a leading part.

Building on this foundation, we are now engaged in discussions to insure the maximum benefit to the cause which we both serve, with the minimum of duplication and confusion. It appears that the War Refugee Board conceives of its activity as coming solely within the first class of work mentioned above in my description of the activities of the Intergovernmental Committee, i.e., immediate rescue and relief, except for an interest in a relatively few projects falling within the second class of work - i.e., pre-armistice care of rescued or escaped persons - which may bear directly on the success of rescue enterprises. On the other hand - though the following statements must not be interpreted as binding the executive committee, which will come to its decision after my report on our present discussions has been submitted - it would seem that the presence of neutrals within the membership of the Intergovernmental Committee, and the limitation of its executive committee to negotiations with neutral or Allied States or organizations, imply that certain measures for rescue and relief can be better undertaken by national bodies, such as the War Refugee Board in the case of the United States.

For example, radio broadcasts intended to promote escape or preservation seem not suitable for the Intergovernmental Committee. Operations relating to the removal of persecuted persons from the Balkans through Turkey seem at present to be best carried out by the War Refugee Board acting in cooperation with other interested governments, and, so long as this is so, the Intergovernmental Committee will not wish to enter this field. Licenses to American philanthropic organizations for transferring funds abroad are of course the province of the War Refugee Board.

More generally, it would seem imperative that the War Refugee Board and the Intergovernmental Committee keep each other fully, regularly and promptly informed of proposed and actual activities; and that their field representatives, in countries where both bodies are represented, should be instructed to cooperate in the same way. Any operational project submitted by the Intergovernmental Committee for the consideration of the governments of the United Kingdom and the United States in accordance with the procedure already approved by the two governments should be considered on its merits; and, if it is jointly financed by the two governments, it should usually be administered by the Intergovernmental Committee, but there might well be special circumstances which would make it appropriate and convenient for a given project to be carried out in partnership between the Intergovernmental Committee and the War

Refugee

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Refugee Board, or otherwise.

In one respect it is possible to speak for the executive committee with all possible confidence. It would desire me to offer to the officials of the War Refugee Board our unstinted cooperation. The comprehensive responsibility which is borne by the Intergovernmental Committee is so large, and the rescue and relief operations on which it has been working - energetically but quietly - since last summer are so tragically urgent and so often disappointing in their results at the last moment, that we need the closest possible association with the fresh vigor and interest which the War Refugee Board represents.

R. M. Goldhamer

14. 4. 44.

EXECUTIVE OFFICE OF THE PRESIDENT

WAR REFUGEE BOARD

WASHINGTON 25, D. C.



OFFICE OF THE
EXECUTIVE DIRECTOR

TO: Mr. Lesser
FROM: Hyles Standish
SUBJECT: Relationship Between IGC and WRB

JWP:
I'm sure that most of this is on your agenda - but it may be helpful.
L.S.L.

With the visit to Washington of Sir Herbert Emerson, I am taking the liberty of offering my thoughts on the possible relationship between the WRB and the IGC:

Stateless Refugees.

One of the most pressing matters confronting all refugee organizations, public or private, is that of the stateless refugee. The IGC should be made to take some positive action on this problem, particularly with regard to the issuance of a travel document to facilitate the transit of neutral territory to United Nations territory by stateless persons. In this connection, I refer you to my memorandum describing the need for a travel certificate and the purpose it is expected to serve. My feeling is that the IGC should actively assume the broad responsibility of protecting the stateless refugees.

Resettlement Program.

With further success in the evacuation of refugees from enemy-occupied Europe, I am sure that we shall find that large numbers of the escaping refugees will make every effort to avoid being returned to their native lands. This contention is supported by a recent censorship intercept which includes a statement that the Polish Jews now in the camp in Mexico would rather drown themselves than be sent back to Poland after the war. The IGC is the sole agency in the public refugee field charged with, and capable of undertaking a long-term resettlement program. It has probably been working on some plan or plans along this line but has, to my knowledge, done little about giving even the most limited distribution of information concerning such plans.

Publicity regarding them, restricted to governmental circles, would relieve the Board of considerable pressure and would measurably lighten its tasks in several quarters. The British and the French have been reluctant to admit European refugees into their African colonies or hold-

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ings for the principal reason that they fear the refugees will be left on their hands after the fighting is over. The knowledge that the IGC has definite plans for moving those refugees to other lands should decrease British and French opposition to our plans for temporary havens in North Africa and Libya. The Latin Americans, the Australians, the Canadians and some of the British colonials in Africa have indicated that they are willing to accept "desirable" immigrants after the war. Granted that most of those countries are thinking principally of non-Jewish immigrants, any plans involving a resettlement program should and would include the countless Jewish refugees who will be eager to leave Europe behind them.

You know undoubtedly that there is a sweeping majority of the members of both Houses of Congress which is violently opposed to anything that even suggests opening the doors of this country to further immigration. If, therefore, the "anti-immigration" groups on Capitol Hill and in the general American public know that the IGC has plans for looking after the refugees in the post-war era, the Board is more likely to garner support (and appropriations) if and when it becomes necessary to go before Congress between now and the beginning of the coming fiscal year.

The private-welfare agencies in the United States are also vitally interested in plans for the resettlement of the displaced European populations, and while they know that the War Refugee Board is not charged with such a program, they undoubtedly will attempt to hold the Board responsible, either directly or indirectly, for a resettlement program. The Board's relationship with those agencies would be much clearer if it can state that the IGC has plans for a program or programs.

Future Relationship.

While the Board has been set up to do an emergency job, it would be a pity if the acceleration which it is giving to the handling of refugees were to be a temporary gesture only. The great masses of the actual or potential European refugees look to the United States for leadership and assistance. It would be most regrettable if, as soon as the intensity of the present emergency had diminished, the United States Government were to return to its former position of seeming academic interest and relative inactivity in the refugee field. I feel strongly, therefore, that the Board should use all means within its power to pass on to the IGC the spirit of initiative and activity which presently motivates the Board. It must be admitted that neither the American public nor the American Government will be willing to follow a long-term policy of unilateral action. While having a great interest in the international refugee problem, the United States cannot be expected, either from private or public sources, to assume, over a period of years, the major financial responsibility of the refugee problem. The other countries can be made to contribute their just share of money and personnel to refu--

gee activities. It is self-evident, however, that it will have to be the American participants who will supply the spark plugs for any international refugee machine.

With a view to carrying out this objective, I suggest that the Board consider integrating as many as possible of its own key-personnel into a field organization of the ICC. This same policy of integration of personnel could be applied to the Committee's central office. In other words, I feel that the Board should embark on a campaign to transform the presently inactive and ineffective committee into a living organization capable of constructive efforts in behalf of the refugee. With this in mind, persons could be offered the cooperation and assistance of our field representatives and assured of the willingness of the Board to use its field organization to aid the Committee in any way possible.

Walter Staudish

JFC

I.G.C. and W.R.B.

If there is an urgent job to be done in saving refugees - and there certainly is -- there is surely room for an American agency that possesses the qualities of aggressiveness and speed, that has worked out arrangements with private agencies, and that has access both to practical rescue techniques and broadcasting facilities. This is what WRB is and what it is doing.

The President of the United States, both in the Executive Order establishing the W.R.B., and in his statement of March 23, has stated the urgent concern of this country with the refugee problem. To perform the task thus assigned to it, W.R.B. must be able to act quickly, informally and unconventionally. This it cannot do if it must clear with IGC or be subject to it. The record shows that IGC has the following characteristics that would militate against the properly effective performance of W.R.B. functions.

1. IGC is cumbersome. Meetings are rare and difficult to convene.
2. IGC takes time to clear its decisions with all governments who are members.
3. IGC is essentially a planning conference, rather than an operational agency.

4. IGC is underfinanced, with no working relationship with private agencies.

W.R.B. is interested in the emergency, the short-run. It has no permanent designs on the rescue field. The test of its contribution lies in the record it makes between now and the cessation of hostilities in Europe. The long-run, post-war, international planning it gladly leaves to IGC and UNRRA. But it insists that, to carry out this government's wishes, it must be left free to act quickly and to clear only with the State, Treasury and other departments where appropriate.

~~WRB~~ WRB fully recognizes the need for IGC. It is willing to sit down

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with IGC representatives, to exchange views and ideas, and to participate in discussions that will result in the expeditious rescue of human beings. As a basis for such discussions, WRB emphasizes the following points:

1. WRB is an American organization, furthering an American policy. IGC, on the other hand, is international, with over thirty members.

2. WRB is an organization in a hurry - with a short life expectancy. While it is willing to lend every assistance to all sorts of other organizations - private and public, national and international - it must reserve for itself those rapid decisions and acts (after proper clearance within the U.S.) that promise to save human beings.

3. Specifically, WRB is willing to assist IGC (or any other organization) in the pursuit of any policy that saves refugees. As a token of this attitude, WRB points to the financial aid recently given IGC for operating expenses.

4. But -- and this is most important -- it if is to carry out its mandate, WRB must also undertake on its own the pursuit of any promising project not handled by other groups, or not handled with sufficient speed.

5. In sum, the relations between IGC and WRB should be as follows:

a. Both agencies should keep each other informed.

b. WRB should emphasize the emergency, the short-run. IGC should emphasize long-term planning.

c. WRB will ~~cooperate with~~ *closely cooperate with* IGC ~~program~~, but WRB will also continue to act on its own to meet pressing problems.

RESPECTIVE JURISDICTIONS OF WRB, UNRRA AND IGC

1. The War Refugee Board derives its authority from the President's Executive Order of January 22, 1944. The Order provides that "it is the policy of this government to take all measures within its power to rescue the victims of enemy 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 Board is charged with the responsibility of carrying out this policy. The Order then proceeds to state that the Board shall provide for the maintenance and relief of victims and the establishment of temporary havens for them. There is also provision for cooperation between the WRB and all existing and future international organizations concerned with the problem.

The WRB interprets its assignment as concerned primarily with the short-term rescue and relief of victims of enemy oppression. This it is achieving in the following ways. It is engaged in projects for the actual removal of persons from enemy or enemy-dominated territory. It cooperates in various feeding programs to assure the survival of those who cannot be removed. And it is using all possible methods to improve the attitudes of the satellite countries towards refugees. WRB, furthermore, is interested in the establishment of temporary havens for those rescued and if these should find themselves in neutral countries it is likewise concerned with their maintenance.

Basically, the program is designed to operate between now and the close of hostilities in Europe. It leaves to UNRRA and IGC the long-term problems. Operation in areas under the control of the United Nations are the function of UNRRA. Plans for resettlement and repatriation are the functions of IGC.

2. The UNRRA agreement states that its purposes are to plan, coordinate and arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations. It seems clear that, regardless of the origin of a given group of refugees, the care of them is the responsibility of UNRRA so long as they are in United Nations territory. Refugees in neutral territory may not prove to be the concern of UNRRA. In this case, WRB may have a function to perform. But in general it is obvious that the responsibility of helping people in liberated areas that are parts of the United Nations falls within the definite assignment of UNRRA, and that neither of the other agencies has an interest in this area.

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3. It is evident that neither WRB nor UNRRA has any assigned responsibility for plans for resettlement or repatriation of refugees on a long-term, post-war basis. Regardless of whether the countries are neutral, United Nations or enemy, the task of deciding where the refugees shall go, how they shall get there and details of their settlement falls upon IGC. Viewed in this light, the IGC has the most important job of all -- seeing to it that the populations scrambled during the past ten years be unscrambled in a fair and reasonable way. There will be countless ethnic, geographic and political problems. There will be the need for negotiations with many governments, the bulk of whom are or will become members of IGC. It is even conceivable that IGC will become the only international organization in the field, once the problems of temporary maintenance and shelter are overcome.

4. At the risk of over-simplification, the following example may be cited to illustrate the practicability of this division of functions among the three agencies: A stateless refugee, formerly a German Jew who lost his citizenship by decree of the Hitler Government, finds himself in Rumania. WRB is making every effort to help him. It is trying to arrange for his release and subsequent transportation through Turkey to Palestine. If he is located in a camp, WRB may try to get food to him. It is also using every effort to persuade the Rumanian Government to treat him decently. Once Rumania is liberated the problem of his care might fall to UNRRA. This would certainly be true if he happened to escape to Yugoslavia. UNRRA would presumably set up camps, organize feeding operations and otherwise minister to people like him. After an appropriate period, decision would have to be made as to where the man should go for permanent settlement. This decision and all surrounding it would be IGC's. There would be the problem of passports, there would be the question of transportation, there would be the matter of arrangements in the country that is to receive him. The country might be Germany, Uruguay, Canada or Ethiopia. This problem, multiplied by many million, illustrates both the scope and the direction of the operations that face the world in settling the refugee problem. And the most critical and conclusive of these belong to IGC.

5. It cannot be emphasized too strongly that, for WRB to operate successfully in accordance with the President's Executive Order, it must, in meeting its pressing problems, be in a position to operate without clearance with the other international agencies. It is willing to keep them informed, it will follow the lines of authority outlined above, it will clear with other American agencies, but in view of the urgency of its task, it must retain its complete freedom to act without the delays that inevitably accompany clearance with IGC and UNRRA.

a. a.

4/8/44

000766

*Sent by
diplomatic pouch*

MAR 23 1944

Your reference:
IC/242/56

My dear Sir Herbert:

I have received your letter of February 25, 1944,
and I sincerely appreciate your good wishes.

I assure you that the Intergovernmental Committee
can count on the full cooperation of the War Refugee Board in
the great task of rescuing the persecuted people of Europe.
You have no doubt been advised of the statement made by the
President at the time of the establishment of the Board to
the effect that the Board would cooperate fully with the
Intergovernmental Committee and other interested international
organizations.

I look forward to your coming visit to Washington
and hope that our discussions at that time will be of mutual
benefit to our great cause.

With best wishes, I am

Sincerely yours,

(Signed) J. W. Pehle

J. W. Pehle
Acting Executive Director

Sir Herbert Emerson
Director, Intergovernmental Committee
on Refugees
11d, Regent Street
London, S.W.1.

*JW cleared
with [initials]*
FH:lab 3/23/44

000767

EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD
WASHINGTON 25, D. C.

OFFICE OF THE
EXECUTIVE DIRECTOR

March 17, 1944

Your reference:
IC/242/56

Sir Herbert Emerson
Director, Intergovernmental Committee on Refugees
11d, Regent Street,
London, S.W.1.

My dear Sir Herbert:

Allow me to express my appreciation for your kind letter of February 25, 1944. I have studied the organization of the Intergovernmental Committee on Refugees and have been advised by the State Department of its activities. No doubt there will be times when I shall take advantage of your offer and ask you for information and it is my hope that you will feel free to call upon the War Refugee Board when it can be of service to you.

With kindest regards, I am

Sincerely yours,

J. W. Pehle
Acting Executive Director

000768

Your reference:
IC/242/56

March 17, 1944

Sir Herbert Emerson
Director, Intergovernmental Committee on Refugees
11d. Regent Street,
London, S.W.1.

My dear Sir Herbert:

Allow me to express my appreciation for your kind letter of February 25, 1944. I have studied the organization of the Intergovernmental Committee on Refugees and have been advised by the State Department of its activities. No doubt there will be times when I shall take advantage of your offer and ask you for information and it is my hope that you will feel free to call upon the War Refugee Board when it can be of service to you.

With kindest regards, I am

Sincerely yours,

J. W. Pehle
Acting Executive Director

Man: db

000769

MAR 18 1944

My dear Mr. Taylor:

The suggestions which you have made in your letter of March 17 concerning the relationship between the War Refugee Board and other agencies concerned with refugee problems are greatly appreciated.

I have discussed these suggestions with Mr. Pehle and they are entirely agreeable to us.

As I told you on Thursday, Mr. Pehle will keep in touch with you concerning the activities of the War Refugee Board, and any suggestions that you may have from time to time concerning the work of the Board will be most welcome.

Sincerely yours,

(Signed) H. Morgenthau, Jr.
Secretary of the Treasury.

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

JED
JED:Bois:ecr
3/18/44

000770

DEPARTMENT OF STATE
WASHINGTON

March 17, 1944

My dear Mr. Secretary:

The suggestions that I would now make in regard to the various refugee agencies are as follows:

1. The suggestion which I made to the Executive Director of the War Refugee Board - Mr. Fenle, that he should undertake to define in a statement the proposed relationship between the War Refugee Board and the Intergovernmental Committee is in accord with my recent memorandum to the President.
2. My second suggestion that Mr. Fenle go to London to discuss plans for the coordination of activities of the Intergovernmental Committee and the War Refugee Board, can very well be modified by inviting Sir Herbert Emerson, the Director (British) and Mr. Patrick Malin, the Vice Director (American) to come to Washington at the earliest moment to discuss the relationship between the two organizations and to bring about collaboration and to promote action. This invitation has been given by cable today.
3. I believe before their arrival there should be a meeting of the President's Advisory Committee, before whom Mr. Fenle should appear and discuss with them at least in a general way the plans of the War Refugee Board.
4. I would suggest that in meeting in Washington with yourself, Sir Herbert Emerson, Mr. Malin, Mr. Fenle, and others that during the week devoted to this activity Governor Lehman should be present in order that the relationship between UNRRA and the other committees should be more clearly defined.

I have no other suggestion to offer at the moment.

Very sincerely yours,

Myron S. Taylor
Myron S. Taylor

The Honorable
The Secretary of the Treasury.

000771

Telephone: ABBEY 6593.4-6467-8.

W. R. B. * 324

Filing Authority
To: Files

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

Our Ref.: IC/243/56
H.E./E.H.S.

Your Ref.:

No. Ans. Req. _____
Initial _____

Date _____
110. BENT STREET,
LONDON, S.W.1.

25th February, 1944

Dear Mr. Lehle,

Although I have not written to you before, I have been kept informed through the United States Embassy in London of matters relating to the War Refugee Board, and I expect you have been kept similarly informed through the State Department about the Intergovernmental Committee. I imagine that these will be the normal channels of communication, but I am writing to say that you can rely on the full co-operation of the Intergovernmental Committee in the pursuance of our common aims, and that any information or help I can give is at your disposal, so do not hesitate to ask for it at any time.

With every good wish for success in your work,

Yours sincerely,

H. M. Truman

Director.

Mr. John W. Lehle,
Director,
War Refugee Board,
Washington,
U.S.A.

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O
P
Y

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

11d, Regent Street,
London, S.W.I.

Our Ref.: IC/242/56
HWE/EAS.

25th February, 1944

Dear Mr. Pehle,

Although I have not written to you before, I have been kept informed through the United States Embassy in London of matters relating to the War Refugee Board, and I expect you have been kept similarly informed through the State Department about the Intergovernmental Committee. I imagine that these will be the normal channels of communication, but I am writing to say that you can rely on the full co-operation of the Intergovernmental Committee in the pursuance of our common aims, and that any information or help I can give is at your disposal, so do not hesitate to ask for it at any time.

With every good wish for success in your work,

Yours sincerely,

s/s H.W. Emerson

Director

Mr. John W. Pehle,
Director,
War Refugee Board,
Washington,
U.S.A.

000773

Mr. Ward Stewart

February 26, 1944

Miss Anne Laughlin

Subject: Relations of WEB with IGC

You asked me to express to you my thinking on the relationship of the War Refugee Board with the Intergovernmental Committee on Refugees.

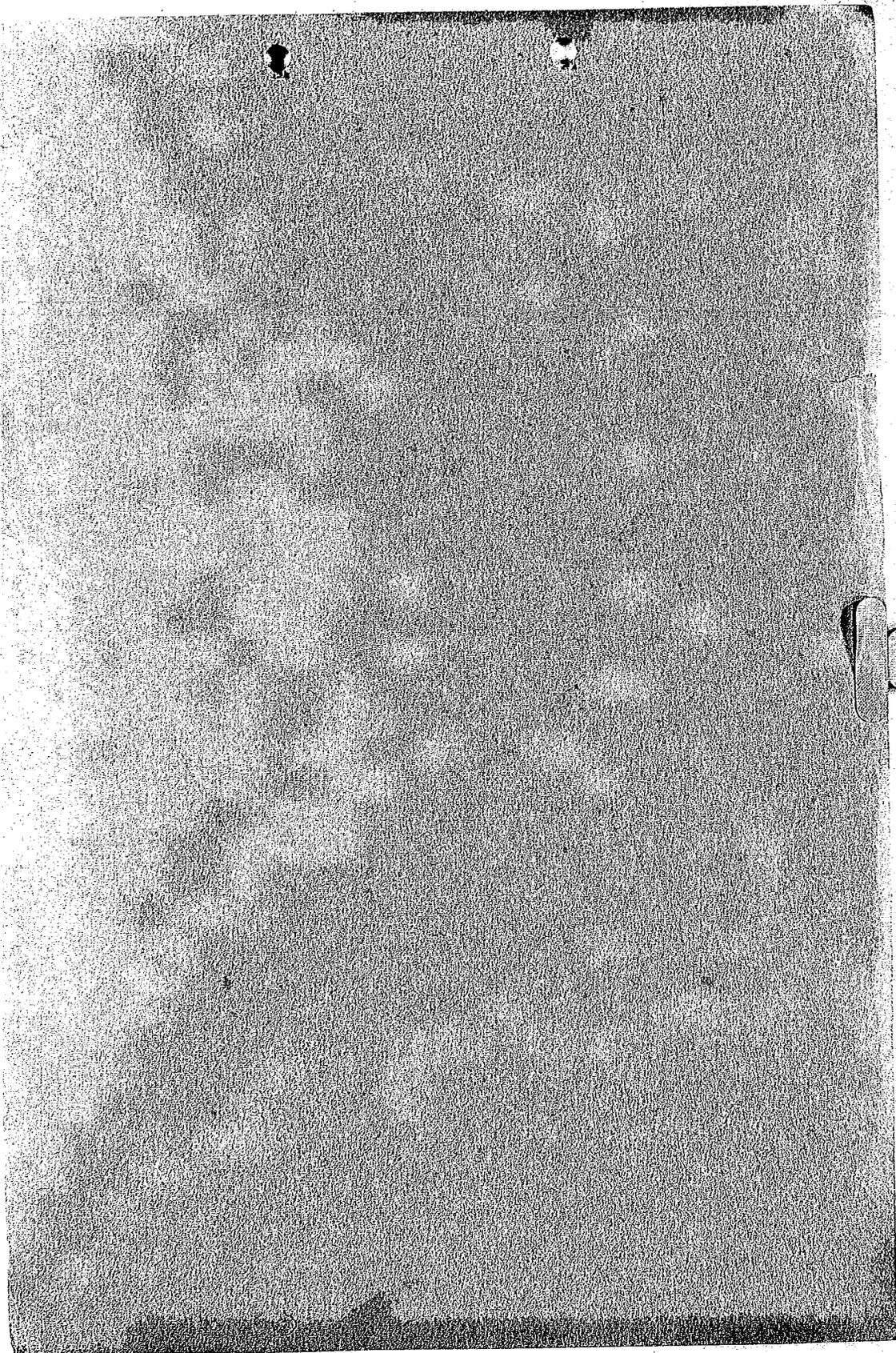
Basing my opinion entirely on the information contained in the report you handed me: "Activities of the Intergovernmental Committee on Refugees," I would say

1. Maintain a friendly and cooperative attitude, making use of all information and assistance possible to receive from IGC;
2. Enter into no formal agreement, as I believe such an agreement would hamper this organization in its ultimate purpose:
 - a. The IGC, being responsible to more than one government, will not be free to act with the speed necessary for the War Refugee Board.
 - b. The Intergovernmental Committee was organized in July, 1938. To date its one concrete accomplishment is the Dominican Republic Settlement.
 - c. The IGC seems to represent the British thinking on the refugee problem rather than the American viewpoint.

I foresee possible danger of overlapping which may cause embarrassment and a tendency to retard the support our representatives will receive in other capitals. IGC plans and, I presume, has established field offices in Algiers, Naples, Lisbon, Madrid, and Switzerland. With UNRRA's foreign representatives, International Red Cross, and our own, it may seem to other countries that too much time must be given to too many people, all on one and the same problem.

ALaughlin jh 2/26/44

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CROSS-REFERENCE

.....COOPERATION WITH OTHER AGENCIES: INTERGOVERNMENTAL COMMITTEE.....
(Name of Applicant)

.....
(Application Number)

1. FOR RELIEF TO REFUGEES IN ITALY BY JDC-IGC
2. FOR RELATIVE MATERIAL CONCERNING JEWS IN NORTHERN ITALY

SEE: 1. ITALY (2-c)

2. ITALY (4-b)

000776

WAR DEPARTMENT
OFFICE OF THE CHIEF OF STAFF
CIVIL AFFAIRS DIVISION
WASHINGTON 25

31 August 1944

*File
JWP*

Mr. J. W. Pehle,
Executive Director,
War Refugee Board,
Executive Office of The President,
Washington 25, D. C.

Dear Mr. Pehle:

Receipt is acknowledged of your letter of 28 August 1944 concerning the transmittal of a letter from the Secretary of the Treasury to Sir Clifford Heathcote-Smith, the representative in Italy of the Intergovernmental Committee on Refugees.

Arrangements have been made to transmit the mentioned letter by War Department pouch.

Sincerely,

Ray J. Lane
for J. H. HILDRING,
Major General,
Director, Civil Affairs Division.

000777

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

August 30, 1944

7 p.m.

Italy
Age

AMPOLAD,
CASERTA.
85

The following for Ackermann is WRB 46.

Please refer to our 431 of August 4, 1944.

For your information the British have agreed to a joint approach to the Pope to request him to appeal to the German authorities to release refugees deported from Allied Italy, if he has not already done so, and to assure him that Allied authorities will receive and care for all such persons released by the Germans. The text of the cable received from Ambassador Winant is as follows:

QUOTE Attention of the War Refugee Board.

This morning discussed with refugee section of the Foreign Office the Papal intervention on behalf of refugees of northern Italy.

Sir Noel Charles' reply to inquiry as to accommodations was received this morning by the Foreign Office. According to Charles' report, an additional five thousand refugees may be accommodated in liberated Italy and use of North African camps was also suggested.

It is the understanding of the Foreign Office that there are far more than five thousand refugees north of the battle line, but since it believes the military situation is changing so rapidly that the problem of accommodating this five thousand additional will not arise, it feels that it will be safe to give assurances of accommodation without numerical limitation. The Foreign Office, however, does not know whether or not the Pope has already appealed to German authorities and presuming we will take parallel action, they will take the following steps:

Issue instructions to Charles to ascertain whether or not an appeal has been made by the Pope. Provided he has not, to request him to do so with assurances that the persons rescued will be cared for and received by Allied authorities. Provided he has made an appeal, to suggest that these assurances be repeated by him.

It is hoped by the Foreign Office that this action will meet with the approval of WRB and that appropriate instructions will be issued to our representative in Rome. UNQUOTE

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 21 1972

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#2
-2- #85, August 30, 7 p.m., to Caserta.

We have advised the British ~~MM~~ that this proposal is satisfactory to the Board and the Department and instructions have been cabled to Myron Taylor to join with his British colleague along the lines suggested in the above quoted cable.

HULL
(CHY)

WRB:RAV:KG

SE

BC

8/30/44

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

000779

AUG 28 1944

Dear General:

Attention: Major Wheeler Grey

It would be appreciated if the enclosed letter addressed to Sir Clifford Heathcote-Smith, Representative for Italy, Intergovernmental Committee on Refugees, Rome, Italy, from Secretary Morgenthau is transmitted to Sir Clifford by War Department pouch or courier.

Very truly yours,

(Signed) J. W. Pehle

J. W. Pehle
Executive Director

Major General J. H. Hilldring,
Director of the Civil Affairs Division,
War Department,
Washington, D. C.

Enclosure.

JWP
JWP:dg 8/28/44

000780

AUG 22 1944

My dear Sir Clifford:

Thank you very much for your letter sent me by hand of Captain Lewis Korn dealing with the situation of the refugees in northern Italy. John Pehle, Executive Director of the War Refugee Board, informs me that the problem is receiving urgent attention at this end and that every step is being taken to relieve the plight of these people.

I, too, remember our meeting in 1915, and I trust that before long our paths will cross again.

Cordially,

(Signed) H. Morgenthau, Jr.

Sir Clifford Heathcote-Smith,
Representative for Italy,
Intergovernmental Committee on Refugees,
Rome, Italy.

JWA:JWP:dg 8/19/44 *Tom*

000781

[Faint, mostly illegible handwriting]

your country, which with the aid of the
spirit may succeed in inducing the
aid to land

000783

(3)

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000784

(Written at Naples aerodrome.)

16 July 1944

Address: Sir Clifford E. Heathcote-
Smith
Representative for Italy
Inter Governmental Committee
on Refugees
Rome

Dear Mr. Morgenthau:

I send you this letter by hand of Captain Lewis Korn regarding a suggestion for the immediate rescue of many thousands of Jews and others now in German hands in North Italy.

(It may well be that we have known each other. In February 1915 a son of Mr. Morgenthau, American Ambassador to Turkey, passed a night with me in Dedeagatch on the North shore of the Aegean: and I vividly remember our talk that evening. It was either you or a brother of yours.)

The rescue suggestion, which embodies the utilisation of a neutral flag mercy ship to do a shuttle service from an enemy held N. Adriatic port to a port to the South in liberated Italy, has formed the subject of a telegram dated (?) 15th July from Mr. Myron Taylor, your Ambassador at the Vatican, to President Roosevelt. It is already late to approach the Axis in this rescue problem: for the internees here have been rounded up and sent Northward into German concentration camps: but it is believed many thousands of refugees are still within the frontiers of Italy.

Soon it will be too late to act effectively: hence the need for superlative haste.

I feel that not only can and should the Inter Governmental Committee on Refugees do all it can in this work of saving victims from Nazi bestiality, but that the War Refugee Board is pre-eminently suited for ensuring that everything humanly possible to set afoot for this one purpose.

Captain Korn knows the whole problem intimately and can give its complete picture.

I end by expressing the keenest hope that the urgency of this saddest of chapters in human history may be felt by your country, which with President Roosevelt as the moving spirit,

000785

may succeed in inducing the Axis to hand over into the safety of Allied hands at least a few thousand of its newest would-be victims.

I am,

Yours very truly,

/s/ Clifford E. Heathcote-Smith

Honorable Henry Morgenthau,
Secretary of the Treasury,
Washington.

000786

(b)

ORIGINAL TEXT OF TELEGRAM SENT

AB
Jog

FROM: Secretary of State, Washington
TO: American Embassy, London
DATED: August 23, 1944
NUMBER: 6722
X



FROM DEPARTMENT AND WAR REFUGEE BOARD
FOR WINANT

Please refer to your 6521 of August 14 dealing with the plight of refugees in German-occupied Italy and with the views of Heathcote-Smith and the Foreign Office on this matter.

We are frankly shocked by the position which the Foreign Office is taking. While we do not know whether any real possibilities exist of rescuing any Jews who may still be alive in northern Italy, we feel strongly that every effort should be made to effect a rescue if this is possible, and we agree with the statement attributed to the Pope that neither our conscience nor history would forgive us if we failed to make this attempt.

If the attitude of the German Government is such that it is possible to effect the rescue of any of these people, which frankly we very much doubt, we are confident that the resources and ingenuity of the American and British Governments are such as to avoid a situation in which these human beings, who otherwise would be rescued, would be consigned to deportation and death.

Accordingly, you are requested to press this matter actively with the British Government with a view toward a joint request by the British and American Governments to the Pope to appeal to the German authorities that rescue be permitted, with the assurance that any persons rescued will be received and cared for by the Allied authorities.

Please advise DuBois of this cable and if you deem it advisable, also advise Emerson.

HULL

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

DECLASSIFIED
State Dept. Letter, 1-11-72

By R. H. Parks Date SEP-21 1972

000787

DRAFT OF A CABLE FROM MR. PEHLE, WAR REFUGEE BOARD, TO
AMBASSADOR WINANT.

I would appreciate your making DuBois familiar
with Cable No. 6521 of August 14 from Embassy. Our views
upon the British position in this matter will be forwarded
to you shortly.

*Aug 19 - AM.
Please Warren
to send promptly*


000788

DRAFT OF A CABLE FROM MR. PEHLE, WAR REFUGEE BOARD, TO
AMBASSADOR WINANT.

I would appreciate your making DuBois familiar
with Cable No. 6521 of August 14 from Embassy. Our views
upon the British position in this matter will be forwarded
to you shortly.

000789

(6)

GEK-707

PLAIN

London

Dated August 17, 1944

Rec'd 9:10 a.m., 18th.

Handwritten initials and checkmark

Secretary of State,

Washington.

6663, seventeenth.

LONDON TIMES of today carries article stating that Italian Government has approved in principle request by IGC that certain non-Italian refugees in Italy be naturalized as Italian citizens and be allowed to remain there. Vice Director IGC states this Italian action was taken after representations by IGC representative in Italy who acted on request of certain non-Italian refugees.

WINANT

JT

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

000790

*Copy made
11/1/44*

I was Rf of St. File

PARAGRAPH OF TELEGRAM RECEIVED

FROM: AMERICAN EMBASSY, LONDON
TO: Secretary of State, Washington
DATED: August 14, 1944
NUMBER: 6521

CONTROL COPY

See Department's telegram 5791 of July 24, midnight;
Embassy's telegram 6292 of August 5, 10 p.m.; Department's telegram
6097 of August 2, midnight; Embassy's telegram 6005 of July 28,
5 p.m.

From Heathcote Smith, a copy of telegram number 9,
dated the fourth of August concerning Papal intervention on behalf
of non-Italian refugees in Northern Italy has been furnished the
Embassy by IGC. The following is the gist of this communication:
Taylor had an audience with the Pope and supplied him with the
data in all the wires which were exchanged with Washington on
this question. On the second of August Heathcote Smith saw the
Pope who will ask the German Ambassador to try to stop additional
deportations and to supply the Vatican with figures on the numbers
of Jews and others still awaiting deportation in Northern Italy.
It will also be suggested by the Pope that the Axis should allow
these people to reach some asylum. The above petitions will be
made as though the Pope himself originated them. To Heathcote
Smith the Pope made the statement that neither his conscience
nor history

DECLASSIFIED
State Dept. Letter, 1-11-73
By R. H. Parks Date SEP 21 1972

000791

nor history would forgive him if he failed to make this attempt. A report from the Papal Nuncio in Switzerland reached Heathcote Smith to the effect that near Modena in a concentration camp fifty Jews were murdered the thirty first of July by Axis officials.

This wire was communicated to the Foreign Office by IGC and the eleventh of August IGC received the following telegram the substance of which is as follows: (In paraphrase) "From Heathcote Smith's telegram number 2 dated August four it is noted that the Pope will take up with the German officials the question of interness in the north of Italy.

Meanwhile His Majesty's High Commissioner in Rome has been requested by us to advise us as to what accomodation, if any, may be found for these refugees in freed Italy, but we are aware that there our resources are greatly strained and our military officials insist that there is a definite limit to the number of refugees which can be brought in.

Obviously Heathcote Smith is at the present time not too well informed concerning the problems which we are facing. The likelihood of a substantial influx of refugees from the Balkans confronts us; in addition, we are encountering considerable difficulties in connection with arrangements for supplies and medical personnel. Until a solution can be found for these problems, the military officials are not apt to agree to the maintenance of many thousands of refugees in Italy.

You will

000792

-2-

You will be advised of the reply of Sir Noel Charles which I hope will be favorable, but as I have pointed out, there are many obstacles to be overcome." In its telegram of today the ICG summed up the whole situation to Heathcote Smith, of which the following is a paraphrase.

"The eighth of August your telegram number nine dated August four concerning the rescue of internees who are threatened with deportation was received. We have received your report of July eighteen and your telegram dated July fifteen, the twenty fifth and the nineteenth of July respectively, but until the thirty first of July your July fourteen telegram was not received. On the twenty sixth of July we proposed to the British and American Governments that they should ask for the intervention of the Vatican for the relief of foreign civilian refugees who are detained in northern Italy giving assurance that they would make arrangements for transportation to southern Italy or elsewhere and that either ^{through} ICG or in some other way they would make arrangements for maintenance. On the twenty ninth of July the American Government supplied us with a message which they repeated to Taylor and they further advised us on the fifth of August that our proposal was found to be acceptable by them. We had, in accordance with their suggestion, a three cornered discussion with representatives of the American Embassy and the Foreign Office and to both Governments copies of your latest telegram have been furnished.

000793

have been furnished. From the Foreign Office we today received a letter stating that Charles has been requested to make a report as to what accommodations if any may be available in Italy south of the battle line. The possibility of a large influx from the Balkans simultaneously with difficulties concerning supplies and medical personnel are emphasized by the Foreign Office. By the way of the American Embassy, British opinion is being transmitted to Washington. On your successful negotiations with the Pope we extend our congratulations to Taylor and you. Of additional developments we will advise you.

WINANT

8-16-44
DCR:EMS:mg

000794

5

[Handwritten initials]

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Delegate, Rome
TO: Secretary of State, Washington
DATED: August 5, 1944
NUMBER: 104
x

~~CONFIDENTIAL~~

Reference is made herewith to my cable of July 17, no. 237 and Department's answer of July 24 no. 16.

Taylor's 267.

Last week I forwarded the properly paraphrased copies of both messages to the Cardinal Secretary of State for the consideration of His Holiness the Pope. The plan that the Pope approach through appropriate channels the necessary German authorities proposing the release from Northern Italy of interned refugees mainly Jews as well as the larger plan heretofore advanced by the War Refugee Board relative to the release of all Jews in Germany at Atlantic ports was proposed by Sir Clifford Heathcote Smith, author of the first message, in an audience with His Holiness on Thursday.

In my audience with His Holiness yesterday I supported his plan with encouraging results for I was assured unhesitatingly by His Holiness that at the earliest moment he would make such an approach. His sympathetic and deep interest in all humanitarian projects for the relief of distressed persons is obvious. Naturally the method of approach is a matter within his own discretion. I did not make any inquiry as to any plan he might have in mind or propose a method.

KIRK

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

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 21 1972

000795

copy

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: August 5, 1944
NUMBER: 6292
x

Following is for the attention of the War Refugee Board.

Reference is made herewith to Department's cable of August 2, no. 6097.

This morning at a meeting between Vice-Director IGC, Henderson of the Refugee Section Foreign Office, and Browns, they discussed intervention by the Vatican on behalf of non-Italian refugees in Northern Italy.

It was stated by Henderson, who was given paraphrase of no. 6097, that he would have to secure definite answer from higher authorities in the Foreign Office. He advanced his own informal opinion that the British Government might not feel that it had enough facilities available at once for transportation, maintenance and care of these refugees to give the Vatican necessary assurance on this point.

It was stated most confidentially by the Vice-Director that proposal for Vatican intervention originated with the Vatican itself. He asserted that the proposal was still approved by IGC but emphasized most strongly the necessity that the American and British Governments have care, maintenance and transportation facilities available prior to requesting the Vatican to act as otherwise the Vatican would regard the request as insincere and would refuse to intervene.

It was also stated by him that IGC desired this particular Italian refugee problem kept separate from the larger Hungarian problem even though dealt with by the same methods. He felt that because of the following differences from the Hungarian situation it could be kept separate: smaller number of refugees, relative ease of their transportation to safe territory, the Vatican's special interest and the likelihood of success being greater.

WINANT

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

DECLASSIFIED
State Dept. Letter, 1-11-73
By R. H. Parks Date SEP 21 1972

000796

ORIGINAL TEXT OF TELEGRAM SENT

FROM: American Delegate, Rome
TO: Secretary of State, Washington
DATED: August 4, 1944
NUMBER: 36

From War Refugee Board.

Please deliver the following message to Count Carlo Sforza, Rome, from Johan Smertenko of the Emergency Committee to Save the Jewish People of Europe, Inc.:

"SECOND NATIONAL CONFERENCE EMERGENCY COMMITTEE TO SAVE THE JEWISH PEOPLE OF EUROPE WILL BE HELD NEW YORK AUGUST SEVENTH. AS ONE WHO CONTRIBUTED ENORMOUSLY TO CREATION OF COMMITTEE BY PARTICIPATING IN FIRST CONFERENCE LAST YEAR YOU CAN RENDER GREAT SERVICE TO TRAGIC CAUSE OF JEWISH PEOPLE BY MESSAGE OF ENCOURAGEMENT STATING PLANS OF ITALIAN GOVERNMENT TOWARD REHABILITATION ITALIANS OF HEBREW DESCENT IN POLITICAL AND ECONOMIC LIFE OF ITALY. WARMEST PERSONAL REGARDS AND CONGRATUALIONS YOUR SPLENDID WORK FOR ITALIAN DEMOCRACY"

STETTINIUS
ACTING

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 21 1972

000797

SECRET
FROM: Secretary of State, Washington
TO: American Consulate General, Naples
DATED: August 4, 1944
NUMBER: 431
x

Italy
Life

FROM WAR REFUGEE BOARD TO AMEMBAPLES.

Please refer to your No. 102 of July 29th in reply to our No. 36 July 21.

The following is for your information:

It is assumed that you have seen Heathcote-Smith's cable to Emerson of July 15, copy of which was transmitted to the War Refugee Board by Myron Taylor as cable No. 237 of July 17, concerning Heathcote-Smith's suggestion among others that the German Government be requested to release refugees deported from Allied Italy and to deliver such refugees to Allied authorities at a North Atlantic port whence they would either be returned to Allied Italy or taken to temporary havens of refuge elsewhere.

After receiving Taylor's message, the Board cabled Emerson in London referring to the President's pronouncement of March 24 and his message to Congress concerning the 1000 refugees, both of which make clear this Government's willingness to cooperate with other sympathetic Governments in finding havens of refuge for all victims of enemy persecution able to leave German-occupied territory. We also advised Emerson that this Government was prepared to cooperate in every way with the British and other Governments in facilitating any feasible plan of action in regard to the matter referred to by Heathcote-Smith, even though it is quite possible that many of the deportees from Italy have already been executed. The following is an extract of the Board's cable to Emerson:

QUOTE It is our view that any approach to the Germans should indicate the willingness of the Allied Governments with due regard to military necessities, to consider measures for the reception in Allied and neutral territory of any Jews in German occupied territory, and should not be limited to deportees from Italy. This Government has recently advised the British Government of its willingness to join in such an approach to the German Government. However, we are prepared to consider sympathetically any plan designed to meet the Italian problem referred to by Heathcote-Smith. In the circumstances it would appear most feasible for the Intergovernmental Committee to determine the practical problems involved and discuss the matter with the British Government.
UNQUOTE

The Board

DECLASSIFIED
State Dept. Letter 1-11-72
By R. H. Paris Date SEP 21 1972

000798

The Board received a reply from Emerson suggesting that the intervention of the Vatican be requested by the British and American Governments in approaching the German authorities with a request that non-Italian civilian refugees held in North Italy be released. Emerson also suggested that the British and American Governments assure the Vatican that they would make arrangements for the maintenance, care and transportation of the refugees involved in the event that the Vatican's efforts prove successful.

The Board is cabling Emerson that his proposal is completely acceptable to the American Government and suggesting that Emerson now discuss the matter with the British Government and secure its consent to requesting the Vatican to intervene, on the understanding that the British will share with the American Government the responsibilities indicated by Emerson in the event that the Vatican's efforts prove successful.

THIS IS WEE CABLE TO NAPLES NO. 40.

STATTEINUS
(Acting)

cc: Miss Chauncey (for the Sec'y), Abrahamson, Aksin, Bernstein, Borenstein, Cohn, DuBois, Friedman, Gaston, Hodol, Laughlin, Lesser, Lurford, Mann, Mannon, Marks, McCormack, Pehle, Sargoy, Standish, Stewart, Weinstein, H. D. White, Files.

000799

47

ORIGINAL TEXT OF TELEGRAM SENT

G.B.
J.P.C.

FROM: Secretary of State, Washington

TO: American Embassy, London

DATED: August 2, 1944

NUMBER: 6897
6897

FROM WAR REFUGEE BOARD TO AMBASSADOR WINANT.

Please refer to your 6005 of July 38 concerning the suggestion made by the IGC Director that the Vatican be asked by the British and American Governments to intervene with the German Government for the release of non-Italian civilian refugees held in North Italy.

As mentioned in our 5791 of July 24, the American Government has made clear to the world its willingness to cooperate with other sympathetic governments in finding havens of refuge for victims of enemy oppression able to leave German occupied territory. Therefore, Emerson's proposal is completely acceptable to this Government.

It is suggested that Emerson now discuss this matter with the British Government and secure its consent to requesting the Vatican to intervene, on the understanding that the British will share with the American Government the responsibility of making arrangements for the maintenance, care and transportation of the refugees involved in the event that the Vatican's efforts prove successful.

The Board would appreciate being advised as soon as the British Government has signified its consent.

STETTINIUS
(Acting)

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

DECLASSIFIED
State Dept. Letter 1-11-72
By R. H. Parks Date SEP 21 1972

000800

MS-17

This telegram must be paraphrased before being communicated to anyone other than a Government agency. (~~SECRET~~)

Naples via war

Dated July 29, 1944

Rec'd 6:11 p.m.

*Italy
Jgc*

Secretary of State,

Washington

29, July 29, 4 p.m.

FOR WRB FROM ACKERMAN 102

Subject matter of your 36, July 21, was discussed with Heathcote-Smith at Rome last week. I examined some records but not some unavailable because of further checking. From this material and other memoranda prepared by him I am reasonably certain many refugees formerly in central Italy were moved northwards to unknown destination shortly before Allied advances. Evidence does not indicate present whereabouts so as to aid rescue but we have name of at least one Italian official involved. While I do not feel too optimistic that our propaganda campaign has been successful so far and think it should be continued. Best procedure seems to be for a board member or other high official to give public warning coordinated with OWI to assure widest publicity. Copy of Heathcote-Smith telegram and memoranda will be sent by air pouch probably not arriving for 10 days.

RR

MURPHY

cc: Miss Chauncey (For the Sec'y), Abrahamson, Akzin, Borenstein, Gohn, DuBois, Friedman, Gaston, Hodel, Laughlin, Ledser, Mann, Mannon, Marks, McCormack, Pehle, Sargoy, Standish, Weistein, Files

000001

*J. War Ref. Bd.
Mr. Webb*

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: July 28, 1944
NUMBER: 6005

CONTROL COPY

The following is for WRB's information.

With reference to Department's cable of July 24, No. 5791, Embassy has been supplied with text of Heathcote-Smith's telegram by IGC.

The suggestion that the intervention of the Vatican be requested by British and American Governments in approaching the German authorities with the request that non-Italian civilian refugees held in North Italy be released has been made by IGC Director. The Director feels that assurance should be given Vatican that British and American Governments would make arrangements for maintenance and care and transportation of refugees involved, in this connection, in the event the efforts of the Vatican are successful.

WIRANT

DGR:GFV
7-29-44

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State Dept. Letter, 1-11-72
By R. H. Parks Dept. SEP 21 1972

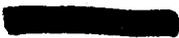
000802

*2-2000 Refugee 724
Mr. Tahl*

CONTROL COPY

ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington
TO: American Embassy, London
DATED: July 24, 1944
NUMBER: 5791



FROM THE WAR REFUGEE BOARD FOR SIR HERBERT EMERSON

Myron Taylor has transmitted to the Department the substance of a telegram dated July 15th sent to the Inter-Governmental Committee, London, by Sir Clifford Heathcote-Smith.

The cable in question as understood by us describes the organized deportation by the Germans of Jews and other refugees from Italy to concentration camps with the ultimate purpose of their extermination. This shocking action of the Nazis in Italy is typical of the murderous extermination campaign which has been carried out in all occupied territory and which today is being executed on a large scale in Hungary.

This Government has in recent months made clear to the world, that it is prepared, in cooperation with other sympathetic governments, to find havens of refuge for all victims of this persecution who are able to leave German occupied territory. This policy of our Government was enunciated by President Roosevelt in his statement of March 24th as well as in his recent message to Congress announcing the bringing of 1,000 refugees to this country.

DECLASSIFIED
State Dept. Letter, 1-11-72
By R. H. Parks Date SEP 21 1972

The situation

000803

The situation described in the cable in question appears to be another aspect of the general problem and, while it is quite possible that many of the deportees from Italy have already been executed, this Government will cooperate in any way with the British Government and other governments in facilitating any feasible plan of action. Heathcote-Smith's suggestion apparently would involve an approach to the German Government asking them to release refugees deported from Italy and to deliver such refugees to allied authorities at a North Atlantic port whence they would be returned to Italy or taken to temporary havens of refuge elsewhere.

It is our view that any approach to the Germans should indicate the willingness of the allied governments, with due regard to military necessities, to consider measures for the reception in allied and neutral territory of any Jews in German occupied territory, and should not be limited to deportees from Italy. This Government has recently advised the British Government of its willingness to join in such an approach to the German Government. However, we are prepared to consider sympathetically any plan designed to meet the Italian problem referred to by Heathcote-Smith. In the circumstances it would appear most feasible for the Inter-Governmental Committee to determine the practical problems involved and discuss the matter with the British Government.

We would

We would appreciate being informed of further developments in this matter.

It will be appreciated if Emerson will make available to Ambassador Winant the cable from Heathcote-Smith in order that Winant may be fully informed.

Repeated to Myron Taylor, Vatican City as Department's No. 16.

HULL

RECEIVED
JUL 11 1953
U.S. DEPARTMENT OF STATE
WASHINGTON, D.C.

000805

CABLE TO AMBASSADOR WINANT, LONDON, FOR SIR HERBERT EMERSON FROM THE DEPARTMENT AND WAR REFUGEE BOARD,

Myron Taylor has transmitted to the Department the substance of a telegram dated July 15th sent to the Inter-Governmental Committee, London, by Sir Clifford Heathcote-Smith.

The cable in question as understood by us describes the organized deportation by the Germans of Jews and other refugees from Italy to concentration camps with the ultimate purpose of their extermination. This shocking action of the Nazis in Italy is typical of the murderous extermination campaign which has been carried out in all occupied territory and which today is being executed on a large scale in Hungary.

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It is our view that any approach to the Germans should indicate the willingness of the allied governments, with due regard to military necessities, to consider measures for the reception in allied and neutral territory of any Jews in German occupied territory, and should not be limited to deportees from Italy. This Government has recently advised the British Government of its willingness to join in such an approach to the German Government. However, we are prepared to consider sympathetically any plan designed to meet the Italian problem referred to by Heathcote-Smith. In the circumstances it would appear most feasible for the Inter-Governmental Committee to determine the practical problems involved and discuss the matter with the British Government.

000806

- 2 -

We would appreciate being informed of further developments in this matter.

It will be appreciated if Emerson will make available to Ambassador Winant the cable from Heathcote-Smith in order that Winant may be fully informed.

Repeated to Myron Taylor, Vatican City.

3:20 p.m.

July 22, 1944

Miss Chauncey (for the Sec'y), Abrahamson, Cohn, DuBois, Friedman, Hodel, Laughlin, Lesser, Mann, Stewart, Central Files, Cable Control Files

JBT:AA:MM:ro

7/22/44

aa mjm

807

000807

ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington
TO: American Consul, Naples
DATED: July 21, 1944
NUMBER: 401

Handwritten signature

The following message has been received from Emerson, IGC:

QUOTE A message has been received recently from our representative in Italy which states, in effect, that there have been discovered records which are now available in Italy and which give complete lists of names of more than 15,000 individual refugees--Yugoslavs who are not Jews, Jews, and other people--who have been, at one time or another since the start of the war, in Italy. To trace many of them now is impossible. Other data is available which gives the names of refugees at free detention places and those held at certain camps at certain times. Our representative suggests that notification be given the Axis authorities that this information is in the possession of the Allies and that due punishment will be inflicted upon those responsible for the ill treatment or death of these people. I am referring this matter to you, since agreement has been reached with Washington that the field of action of the Inter-governmental Committee does not cover psychological action of this kind. Since it would possibly be of special interest to the War Crimes Commission, the information has also been sent to the British Foreign Office. UNQUOTE

Please consult Heathcote-Smith, IGC Representative. If possible examine records to determine their usefulness either for psychological purposes as indicated, or for purposes of initiating action that might result in the rescue or relief of persons whose names and whereabouts may be available.

THIS IS WED CABLE TO NAPLES NO. 36.

HULL

Miss Chauncey (For the Sec'y), Abrahamson, Azzin, Berenstein, Cohn, DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann, Mannon, Marks, McCormack, Patis, Sargoy, Standish, Weinstein, Files.

DECLASSIFIED
State Dept. Letter 111-72
By R. H. Parks Date SEP 21 1972

000808

A I R G R A M From: Personal Representative of the
President to His Holiness the Pope

Despatched:

Date: July 20, 1944

Rec'd: July 29, 4 pm

Vatican ✓
Jgc

Secretary of State

Washington

A-2, July 20, 5 p.m.

For the Secretary. Department's 365 July 14, 6 p.m.

The following is the real situation of the Jews in Rome as of this date:

First: As a general brief statement there were 12,000 Jews in Rome before the Armistice on September 8, 1943. There were 12,000 there after we liberated Rome on June 4, 1944.

Second: Deportations and massacres. During the German intermezzo September 1943 to June 1944 the Jewish population decreased by about 2,000 (The DELASEM two months ago gave this figure as approximately 4,000) of which a) deportations to Germany and raids to collect workers approximately 1,760; b) shot by the Germans in the 24 March massacres 66, making a total of approximately 2,000.

Third: Influx during the German intermezzo. a) Jewish Italian citizens from Northern Italy 600 (NOTE: this may have been up to 900); b) Foreign Jewish Refugees from France 600; from concentration camps in Northern Italy 700, totaling about 2000.

It would therefore appear that there are still approximately 12,000 Jews in Rome and Southern Italy.

These figures were prepared specially by Heathcote Smith, representing the Intergovernmental Committee now permanently residing in Rome who made a careful investigation yesterday to provide this information.

Taylor

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

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BAS-437

This telegram must be paraphrased before being communicated to anyone other than a Government Agency. ~~(UNCLASSIFIED)~~

Vatican City

Dated July 17, 1944

Rec'd 10:25 a.m., 18th

Vatican ✓
lyc

Secretary of State,

Washington.

237, July 17, 10 a.m.

The following is the substance of a telegram dated July 15 sent from Rome to Intergovernmental Committee on Refugees London from the Committee's resident representative in Italy, Sir Clifford Heathcote Smith.

The subject of the telegram is the saving of the lives of foreign internees in Italy notably Jewish whom the Germans threatened with imminent deportation and murder; and the despatch of mercy ship.

(1) There have been discovered in Italy the originals of German official orders dated April 22, 1944, by which all internees except Belgian, Dutch, Norwegian, French, Greek, ex-Polish and ex-Yugoslav, were to be sent northward into Germany (repeat Germany) concentration camps. The order stated specifically that Jews of all nationalities presumably Italian also were included. A corroboration of this is found in the fact that 43 British Jews were thus suddenly removed in April at noon one day at a few minutes notice to a German camp at Carpi near Modena.

(2) The monstrous fact that large numbers are deported to Germany and liquidated is disclosed by evidence scarcely less complete. This fate must have been that of thousands of men, women and children from Italy alone. This bestial carnage should clearly be stopped forthwith if this, without injury to thewar effort of the Allies, can be achieved.

(3) The size of the problem. There should have been sixteen to twenty thousand internees today in republican Italy so it is estimated, but including all Christians and an outside maximum of 5,000 foreign Jews, there may be alive today thereunder 9,000 what with a large scale repatriation of Yugoslavs and deportation of Jews and others. Republican Italy with her Fascist

000810

laws has denationalized all Italian Jews so that some 20,000 "Italian" Jews should be added to the above 5,000 foreign Jews.

(4) President Roosevelt initiated the refugee camps for the thousand stateless persons now being shipped from Italy to the United States. Could therefore the President be approached to intervene on behalf of these persons in German camps and possibly for this purpose utilize the Pope, if thought advisable, as intermediary? It is suggested the Axis would be asked to deliver at a named port in the North Atlantic all internees and notably all stateless persons. A mercy ship would be sent to that port to collect them; and this ship, until all had been removed to safety, could carry on a shuttle service to some near port in liberated Italy. If the United States of America found it impolitic provide a temporary home for any of these refugees, then as regards their eventual disposal they could be kept, many thousand of them, in Italy and if required there could be made available in Algeria several huge camps.

(5) If the inter-Governmental Committee took a successful initiative in this operation this would be directly in accordance with the essence of its mandate which is to take steps to preserve (repeat preserve) and maintain refuge. Similarly rescue work has pride of place for the American War Refugee Board.

(6) Immediacy of the problem. Never before has there been such a probability of success nor such urgency. It is clear this suggestion of mercy ships is not original; the question is whether this is psychological moment to try again. German policy of deportation is well established. If we do not move quickly total (repeat total) deportation may be carried out. On the other hand Germany is now on the defensive and hard pressed and has just declared this publicly and frankly. This comparatively small act of decent behavior which incidentally will saddle the Allies with several more thousand mouths to feed may be welcomed by the Germans as an opportunity to gain some grace.

(7) Success in this eleventh hour attempt to save extermination some few thousand lives might permit later successful repetition elsewhere.

(8) No immediate threat. It is suggested that only

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after eventual rejection should threats be used; but that the invitation itself should be merely courteous and direct and that Germany should be informed beforehand that we hold the names of the majority of those who were interned in Italy.

(9) This mercy ship suggestion formed the subject of a talk I had with Myron Taylor. He said that he would encourage the plan and would cable the appropriate authorities in Washington accordingly.

Note by Myron Taylor: this idea is similar, of smaller scope but more definite than one discussed by Pehle, President War Refugee Board, with the President's Advisory Committee at a luncheon meeting in New York in April. Whether it is practical depends on transportation and military consideration as well as the political features involved.

TAYLOR

WSB
RR

Miss Chauncey (for the Sec'y) Abrahamson, Ahrin, Bernstein, Borenstein, Cohn, DuBois, Friedman, Gantson, Rodol, Laughlin, Lesser, Luskard, Mann, Mannon, Marks, McCormack, Pehle, Sargay, Standish, Stewart, Weinstein, H. D. White, Files.

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Turkey ✓
Jyc

IL-117
This telegram will be paraphrased before being communicated to anyone other than a Governmental agency. [REDACTED]

Intended
Dated July 17, 1944
Rec'd Billow.

Secretary of State,
Washington.

DECLASSIFIED

420, July 17, 9 a.m.

WAR REFUGEE BOARD FOR LEAVITT JOINT DISTRIBUTION
COMMITTEE FROM JOSEPH SCHWARTZ.

On my instructions the Central Bank Jerusalem has been making payments to immigrants from Italy totaling in full all claims up to 10 pounds (sterling) and up to 10% of claims above that amount. This was done at the request of the Intergovernmental Committee and I previously advised you. I will make no payments beyond this until you advise of their arrangements on clearance. Upon my return to Jerusalem I will inform you of total amount thus far paid out. I hope you can expedite decision as many of the immigrants are undergoing real hardship. Have you remained firm in Italy pending a decision?

ERNAY

DU
WIF

DECLASSIFIED

Miss Chauncey (for the Sec'y) Abrahamson, Cohn, DuBois, Friedman, Boronstein, Gaston, Hodel, Laughlin, Lesser, Luxford, Mann, Mannon, Marks, McCormack, Pehle, Sargoy, Standish, Stewart, Weinstein, H. D. White, Files

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✓
J. B.
J. G. C.

PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: July 15, 1944
NUMBER: 5597



A message in paraphrase, from Emerson, IGC, for Pehle, WEB, is as follows:

"A message has been received recently from our representative in Italy which states, in effect, that there have been discovered records which are now available in Italy and which give complete lists of names of more than 15,000 individual refugees -- Yugoslavs who are now Jews, Jews, and other people -- who have been, at one time or another since the start of the war, in Italy. To trace many of them now is impossible. Other data is available which gives the names of refugees at free detention places and those held at certain camps at certain times. Our representative suggests that notification be given the Axis authorities that this information is in the possession of the Allies and that due punishment will be inflicted upon those responsible for the ill treatment or death of these people. I am referring this matter to you, since agreement has been reached with Washington that the field of action of the Intergovernmental Committee does not cover psychological action of this kind. Since it would possibly be of special interest to the War Crimes Commission, the information has also been sent to the British Foreign Office."

WINANT.

DCR:LCW
7/17/44

REGRADED
UNCLASSIFIED
SEP 21 1977

Miss Chauncey (for the Sec'y) Abrahamson, Akzin, Bernstein, Boronstein, Cohn, DuBois, Friedman, Gaston, Hodel, Laughlin, Leerer, Luxford, Mann, Mannon, Marks, McCormack, Pehle, Sargoy, Standish, Stewart, Weinstein, H. D. White, Files.

000814

From: Secstate

May 29, 6 p.m, 1944

#1679

Code: [REDACTED] WRB

May 30, 1400

For Chapin from Malin of inter-governmental committee on refugees.

Thank you for your two wires conveying approval of Allied Force Headquarters and Allied Control Commission for American Friends Service Committee and Joint Distribution Committee cord in Italy. Both committees have formally accepted our invitation. Wiggins of Friends will proceed from Cairo to Naples as soon as replacement arrives and Joint Distribution Committee planning send Fernan from Algiers early June. Friend's report that Heathcote-Smith before leaving Algiers, proposed Bartley join Wiggins in Italy but Friends need him in India. Friends and Intergovernmental Committee agree that field representatives may usefully make tentative exploration of personnel transfer as in this case but that final negotiations should be between Headquarters in London and Philadelphia. Joint distribution Committee has secured license to remit ten thousand dollars through Allied Military Finance Administration to Heathcote-Smith for Foreign Refugee relief in Italy.

Sir Herbert Emerson, Director of Intergovernmental Committee, and I during the last two weeks of April enjoyed the fullest cooperation of the American War Refugee Board in an exchange of memoranda on the working relations of the

John P. ...

REGRADED
UNCLASSIFIED

SEP 21 1972

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two organizations. Here are two sentences "The War Refugee Board conceives of its activity as coming solely within immediate rescue and relief for persecuted persons still within occupied territory except for an interest in a relatively few projects falling within pre-armistice care of rescued or escaped persons which may bear directly on the success of rescue enterprises. It would seem imperative that the War Refugee Board and the Inter-Governmental Committee keep each other fully regularly and promptly informed of proposed and actual activities and that their field representatives in countries where both bodies are represented should be instructed to cooperate in the same way." Copies of memoranda will be forwarded. War Refugee Board contemplating representative in Italy.

I judge from Heathcote-Smith wire to me from Algiers April 18 that Jewish Agency representative is currently engaged in selecting refugees for immigration into Palestine from Italy. War Refugee Board opposes Allied Force Headquarters request that 750 non-Palestine emigrants be temporarily accommodated in Casablanca camp for fear that French will object and that Spanish will conclude that refugees, they may later admit cannot be quickly taken off their hands; both these fears being given special point by as yet unsolved problem created by desire of American Army to withdraw from furnishing supplies to camp. However, UNRRA informs me that scheme is afoot to send Italy to Middle East those foreign refugees who can probably be repatriated after war and this would seem to include practically

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all but those desiring to enter Palestine.

Decision as to whether and when and who UNRRA may operate in Italy will probably not be made for some months but it may send there soon some observers on (or?) displaced persons to whom Heathcote-Smith should be asked to extend every facility. UNRRA is preparing to send General Liaison Officer to Algiers. I have received no word concerning French Committee nomination of our resident representative in Algiers but as soon as he is appointed we plan to invite American Friends Service Committee to work under our auspices in North Africa by delegating Kimberland in Algiers and Scattergood in Casablanca as tentatively approved by Trenay in conversation with me.

Sir Herbert returned via Canada to London early May. I am leaving in few days for London via Casablanca where I am conferring briefly with Schwartz coming from Lisbon office of Joint Distribution Committee and where I can be reached care of Beckelman if you want me.

Please inform Rinehart, Makins, Rooker, Walker of Military Government Section and Heathcote-Smith.

WILL

dec: sj

jc

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ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington

TO: ANREP, Algiers

DATED: May 21, 1944

NUMBER: 1444
X

FROM WAR REFUGEE BOARD FOR AUCKLAND

JJO is remitting lira equivalent of \$10,000 to Sir Clifford Heathcote-Smith, representative of Intergovernmental Committee, care of Allied Control Commission, Naples, Italy, for relief needs of stateless refugees in southern Italy. Please advise Heathcote-Smith of foregoing and request him to acknowledge to you receipt of the funds.

THIS IS WAR CABLE TO ALGIERS NO. 10.

HULL

CC: Sec'y, Abrahamson, Akin, Bernstein, Cohn, DuBois, Friedman, Gaston, Hodal, Laughlin, Lesser, Lurford, Mann, Mannon, Marks, McCormack, Raine, Sargoy, Smith, Standish, Stewart, Weinstein, E. D. White, Pehle, Files

DECLASSIFIED
State Dept. Letter, 1-11-72

By R. H. Parks Date SEP 21 1972

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Jyc

CLPH

[REDACTED]

MT 191

PARAPHRASE OF INCOMING CABLE DATED 10 MAY 1944

Subject: Representation of Intergovernmental Refugee Committee in Italy.

Following discussion with Patrick Malin, Vice-Director, on his return from Italy, representation of Intergovernmental Refugee Committee with ACC was agreed upon. Vice-Director nominated Heathcote-Smith who is now in Italy with appointment of resident representative. Final authorization of AFA to make advances is requested in view of the foregoing.

[REDACTED]

REC'D 5-13-44
USFD:

DECLASSIFIED
J.C.S. Regardant Memo 27-71
By *RHP* Date DEC 13 1972

000819

MEMORANDUM

April 25, 1944

I called Sir Herbert Emerson in New York today and advised him that the War Refugee Board wanted to send a representative to Bari, Italy; and that I would like to be able to say that the Inter-Governmental Committee concurred that it would be a very good idea for the War Refugee Board to send a representative there. Sir Herbert conferred with Malin who was with him and told me that he was entirely in agreement provided the two representatives worked together in order to avoid confusion. I told him this would be the case and he authorized me to indicate his concurrence.

J. W. Pehle

*Holid
987*

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MEMORANDUM

April 25, 1944

I called Sir Herbert Emerson in New York today and advised him that the War Refugee Board wanted to send a representative to Bari, Italy; and that I would like to be able to say that the Inter-Governmental Committee concurred that it would be a very good idea for the War Refugee Board to send a representative there. Sir Herbert conferred with Malin who was with him and told me that he was entirely in agreement provided the two representatives worked together in order to avoid confusion. I told him this would be the case and he authorized me to indicate his concurrence.

J. W. Pehle

JWP:mgt 4/25/44

JWP

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JGC- 5

CONFIDENTIAL

Sperry

ALLIED FORCE HEADQUARTERS
Military Government Section

CMS/DW/as

MGS-383.7

19 April, 1944

SUBJECT: Representation of the American Joint
Distribution Committee, and of British
and American Quaker Organisations in
Italy.

TO : HQ Allied Control Commission
Attention MG and RC Section (3 copies)

1. During his visit to Algiers, enroute to the United States, we had the opportunity of discussing with Mr. Patrick Malin, Vice-Director of the Intergovernmental Committee on Refugees (IGCR), the question of civilian relief in Italy. We have also received from Mr. Malin copies of his reports to you of 18 and 19 February, his report to the Director of the Committee dated 24 February, and of your memorandum to him of 22 February. Mr. Malin, whilst in agreement with the policy that civilian relief should continue to be dispensed without discrimination as to nationality or religious belief, and that only those relief or welfare agencies for whom there is a functional need should be represented in Italy, gave it as his opinion that there might be advantages in increasing, within the terms of the policy as stated, the number of such agencies at present represented. He also suggested that were this proposal to be adopted you might consider it advisable that certain agencies should work under the auspices of the Resident Representative of the Intergovernmental Committee on Refugees who is to be attached to your headquarters.

2. The problem of civilian relief in Italy may most conveniently be reviewed by dividing those persons in need of relief into two main groups, i.e. Italians, whether displaced or resident, and all other categories. It is appreciated that many of the resident Italians are in as much need as any category or nationality of refugees and displaced persons, and that to their numbers must be added approximately 50,000 Italians who have already been displaced by reason of military operations, and a further increase, which was at one time some 10,000 or more per month, and when the military situation is again fluid may reach even larger figures. It is our understanding that the magnitude and urgency of this aspect of the general relief problem has resulted in the greater part of the facilities and attention of the combined American and British Red Cross being devoted to its solution. Mr. Jefferson, the Director of the American Red Cross Relief Division in Italy,

*Taken by Mr. Ackermann
file*

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reported recently that of the sixty trained workers available to the combined Red Cross, fifty were assigned to duties in connection with the dispensation of relief to Italians.

3. To turn to those persons, other than Italians, who are in need of relief. Information available in this Headquarters indicates that in respect of the Belgian, Dutch, French, Greek, Norwegian, and Russian displaced persons the general rule is that there are either none at all or very few, and that those few are adequately cared for by their National Missions with assistance easily provided by your Headquarters. Similarly, the Polish and Czechoslovak Missions are understood to be looking after their displaced nationals, although the Polish Mission is thought to be unlikely to assume responsibility for Polish Jews, many of whom have been long absent from Poland. It is therefore considered that because of the absence of any numbers of Allied Nationals in Italy, other than Yugoslavs, the present policy excluding Allied Red Cross organizations, excepting the British and American, should remain in force as there is not sufficient functional need to justify their representation. This policy is being represented to the Combined Chiefs of Staff for confirmation. Regarding representation of the Yugoslav Red Cross. As the majority of Yugoslav Nationals in Italy are Partisan adherents no useful purpose would be served in allowing the representation of the Royal Yugoslav Red Cross, whilst as ~~xx~~ the Partisan Movement has no organized Red Cross but already has representatives assisting in the welfare of their followers the question of Partisan representation does not arise.

4. It remains to consider whether the representation of any other Allied relief or welfare agencies, whose work would be complementary to but co-ordinated with the combined American British Red Cross, might be justified, and you are asked to state your views with regard to the American Joint Distribution Committee (a Jewish agency), the American Society of Friends (Quakers), and the British Friends Ambulance Unit (also Quakers). These three organizations have all applied for permission to send representatives to Italy, and in the event that you should agree we would be prepared to advise the Supreme Allied Commander to permit their entry. Our views in respect of these organizations which, it is considered, could fulfill functional purposes, are as follows.

a American Joint Distribution Committee (JDC)

This organization operates solely in relation to Jews. The suggestion was previously made that it should be represented in Italy and your cable PBS 9477 (Cite FARGO 1297) of 25 February refers in this regard. It is realized that the JDC would not operate without discrimination in its relief activities, but it may be that you would be of the opinion that if its activities were coordinated by the Resident Representative of the IGCR, and were to be related to the work of the Jewish Agency in facilitating the evacuation of Jews from Italy, any suggestion that discrimination would be shown in favour of Jewish refugees could be countered on two points, viz-

1. That primarily the continuing task of the Allied Control Commission in caring for refugees will be in respect of Jews who are stateless in law or in fact, and who present

a special problem calling for expert assistance by an agency fully versed in the Jewish problem. In this connection we would inform you that preliminary contacts with the French authorities indicate that negotiations for the transfer of Jewish refugees (other than from Spain) to Fedala, near Casablanca, may be protracted and that there is no guarantee of their successful conclusion.

- ii. That, since the dispensation of all relief is coordinated, care will be taken to ensure that preference is not shown to Jews, and that any relief directly provided by the JDC will be offset to other groups by relief dispensed by agencies other than the JDC.

If you agree that the JDC should be represented it is suggested that one member of the organisation working either under the auspices of the Resident Representative of the IGCR or directly attached to your Headquarters, would be adequate.

b. The American Society of Friends.

This organisation desires that a small delegation of its members should enter Italy for relief work in connection with displaced persons and refugees. Members of the delegation, which might initially be limited to two including the individual mentioned in para 5, would wish to visit camps, and to report to interested committees with regard to relief requirements, matters relative to evacuation or repatriation, and other questions concerning the welfare of such persons. The Society would be prepared to provide funds, clothing, and supplies and it is thought that its representatives would perform a functional purpose and that their activities could be co-ordinated with the work done by the combined American and British Red Cross, who we understand to be operating primarily in connection with the Italian relief problem.

c. British Friends Amulance Unit.

It was suggested previously that this organisation should be permitted to take part in civilian relief work in Italy, as vide your memoranda AMG/41/7 of 11 December 1943, and AMG/510/25 of 29 December 1943. As you are aware of the form of assistance which this organisation could provide further details are unnecessary, but it is requested that, if you recommend that it should be represented in Italy, you will indicate what scale and types of unit are particularly required, i.e., mobile canteens, ambulance units, etc.

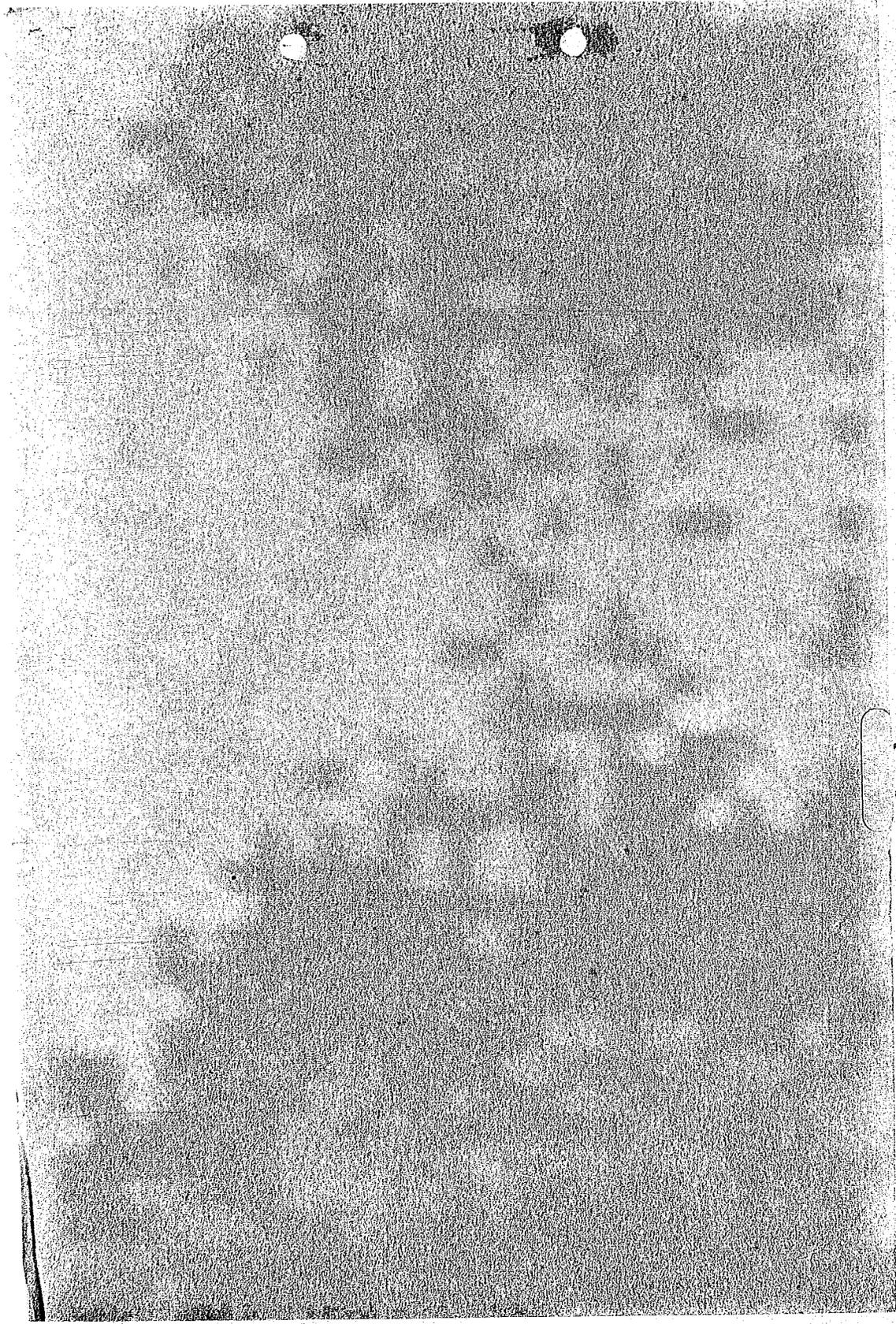
5. Both Mr. Malin and Sir Clifford Heathcote-Smith of the IGCR have raised the question of the provision of an assistant to the latter, and have suggested a Mr. Howard Wriggins of the American Society of Friends who has experience of civilian relief in the Middle East under MERRA. It is understood that Mr. Wriggins is now in Cairo and that MERRA have agreed to his release after the end of April. You may feel that it would not be advisable to appoint Mr. Wriggins to assist the Resident Representative of the IGCR if you do not agree that the American Society of Friends should be represented in Italy. No doubt you will wish to discuss this matter with the Resident Representative, and in case you should wish to show him this letter an additional copy is forwarded herewith.

CHARLES M. SPOFFORD
Colonel, G.S.C.,
Chief of Section.

Copy to:-

I.S. & P.S.
The Office of the British Minister.
The Office of the American Minister.

000826



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000827

AUG 29 1944

Dear Abe:

Thank you very much for your letter of August 25 with its enclosure from Dr. Ruth Gruber of August 24 dealing with the desirability of issuing Nansen passports or identification cards to refugees.

The importance of issuing documents of this sort was vigorously presented to Sir Herbert Emerson, Director of the Intergovernmental Committee on Refugees, during his visit to Washington in April of this year. A subcommittee of the Intergovernmental Committee is now urgently at work on this problem. Recent reports from Italy indicate that some progress is being made in this matter.

Although the Intergovernmental Committee is aware of our keen interest in this subject, we shall again call it to the personal attention of one of their principal officers at the first convenient opportunity.

Sincerely yours,

J. W. Pehle

J. W. Pehle
Executive Director

Honorable Abe Fortas

Under Secretary of the Department of Interior

*Original signed
by J. W. Pehle*

Copy to: J. Abrahamson

aa JB?
AAbrahamson:mm 8/28/44

000828

OF THE
SECRETARY

UNITED STATES
DEPARTMENT OF THE INTERIOR
WASHINGTON 25



August 25, 1944.

Dear Jack:

Enclosed is a copy of a memorandum from Dr. Ruth Gruber, based on her recent observations. You may want to consider the suggestion which she makes, unless you have already done so.

Sincerely yours,

[Signature]
Under Secretary.

Hon. John W. Pehle,
Executive Director,
War Refugee Board,
Executive Office of the President,
Washington 25, D. C.

Enclosure.

000829

TO: SAC, NEW YORK
FROM: SAC, PHOENIX
SUBJECT: ...

RECEIVED
AUG 24 1944

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P
Y

UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON

MEMORANDUM for the Under Secretary:

August 24, 1944.

One of the most urgent problems I found overseas, was the need for stateless refugees to have identification papers.

Hitler's constant trick, and it succeeded very well in the conquest of France, is to force refugees out on the highways, in order to clog the roads and slow down our mechanized armies. In their eagerness to reach safety, refugees can't help but play Hitler's game.

To prevent such human blockades as we drive into Europe, we might do one of two things immediately:

1. Issue Nansen passports, or
2. Give people, made stateless by the Nazis, an identification card, granting them the right to residence in certain areas designated by the Army.

(Sgd.) Ruth Gruber
Ruth Gruber,
Field Representative.

000830

April 10, 1944

TO: Mr. Lesser
FROM: Myles Standish
SUBJECT: Travel Documents for Stateless Refugees

There is attached a memorandum which might serve as a basis for discussion with Sir Herbert Emerson on the problem of stateless refugees.

MStandish:lem
4-10-44

000831

TRAVEL DOCUMENTS FOR STATELESS REFUGEES

The current reluctance of both the belligerent and neutral powers to provide stateless persons with appropriate travel documents has seriously hampered the movement of refugees to places of safety and security. Even the signatories of the 1934 and previous conventions have apparently adopted the policy of non-issuance of Hansen certificates, chiefly, it is believed, because of provisions of the conventions which require the issuing government to permit bearers of the certificates to return to its territories. The question of adequate documentation does not arise until stateless persons now in German-occupied or controlled territory escape. Once the refugees have reached such neutral territory as that of Spain, Portugal or Turkey, they encounter difficulty in obtaining adequate documentation for further travel. While these governments are willing to serve as bridges over which escaping refugees may cross to other territories, they are apparently eager to avoid becoming places of shelter. They do not, therefore, seem desirous of assuming the responsibility of issuing Hansen certificates and thereby assuring countries of ultimate destination that the refugees can, if found inadmissible on entry, return to their territory.

While an international passport would seem to solve this problem, the present is considered inopportune for advancing the proposal for such a document. The need is to provide a travel certificate which would facilitate the departure of stateless refugees from neutral territory, particularly that contiguous to enemy-held areas. The more rapid the departure of the refugees to United Nations territory, the more willing will be neutral authorities to allow the transit of their countries by subsequent refugees. To permit that rapid movement, a limited form of the Hansen certificate is urgently required to enable stateless refugees now stranded in Portugal, Spain and Turkey to proceed to United Nations territory or that of the non-belligerent countries of South America. The travel certificate should be a document identifying the bearer and one upon which visas may be affixed. No provision for the return of the bearer to the country where issued is necessary.

It is suggested, therefore, that the Inter Governmental Committee issue the required document. The Committee is today the sole international body, capable of effective action and concerned with the problem of the stateless refugee. It would appear from Recommendation (e) of the resolution adopted by the Committee on July 14, 1978, that the issuance of such a certificate may be considered as falling within its province, particularly in the light of the non-availability of an adequate documentation from national official sources. The Board feels that the Committee will be willing to take the initia-

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tive and thereby make a major contribution toward the solution of this important problem.

The proposed document could follow the form devised by the Hansen Office but would not, of course, contain any "permit-to-return" clause. It would, furthermore, be issued in the name of the Committee rather than, as in the case of the Hansen certificate, that of an issuing government. If the Committee does not wish to establish its own issuing agencies in neutral or United Nations territories, it could designate representatives of United Nations Relief and Rehabilitation Administration, the War Refugee Board and other similar organizations as issuing officers and provide them with its seal for impression upon the document. It is understood that many of the officials of the Hansen Office are now on the London staff of the Committee which should, therefore, have no difficulty in expeditiously creating the document and rapidly placing it in the hands of stateless refugees. All applications for this document would be transmitted to the Committee in London to form part of its permanent records there.

The Committee could request the foreign offices of all its principals to recognize the document and to instruct their diplomatic and consular officers abroad to accord to its bearers such protection and assistance as may be necessary. It is contemplated, however, that such protection, if needed, would be forthcoming principally from British and American foreign service establishments. The Foreign Office at London and the Department of State at Washington could be requested to take appropriate action in this regard.

The Committee would have to obtain also the recognition by the neutral powers of the validity of the document. In view of the above-discussed attitude of Spain, Portugal and Turkey, the required recognition of the document should be readily accorded.

Metanish:ica
8-10-44

8.

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MEMORANDUM ON THE POSSIBLE ISSUANCE BY THE
INTERGOVERNMENTAL COMMITTEE ON REFUGEES OF
A TRAVEL DOCUMENT FOR STATELESS REFUGEES.

The current reluctance of both the belligerent and neutral powers to provide stateless persons with appropriate travel documents has seriously hampered the movement of refugees to places of safety and security. It is urgently desirable, therefore, that the Committee assume the responsibility for the issuance of a valid travel document to be used in lieu of passport by bona fide stateless persons.

The Committee is today the sole international body, capable of effective action, which is vitally interested in the problem of stateless refugees. It is patent that no single government could, by unilateral action, assume this broad responsibility. While it is recognized that this proposal may not involve one of the functions for which the Committee was constituted, the feeling is that the Committee will be willing to take the initiative and thereby make a major contribution toward the settlement of this important problem.

The proposed document could follow the form devised by the Nansen Office. It would be issued in the name of the Committee rather than, as was the practice in the past, that of some single government. The Committee could designate representatives of UNRRA and the War Refugee Board and other similar organizations, as issuing officers and provide them with its seal for impression upon the document. It is understood that many of the former officials of the Nansen Office are now on the London staff of the Committee which should, therefore, have no difficulty in expeditiously creating the document and drafting instructions regarding its issuance. All applications for this document would be transmitted eventually to the Committee in London to form part of its permanent records there.

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The Committee could request the foreign offices of all its principals to recognize the document and to instruct their diplomatic and consular officers abroad to accord to its bearers such protection and assistance as may be necessary. It is contemplated, however, that such protection would be forthcoming principally from British and American foreign service establishments. The Foreign Office at London and the Department of State at Washington would be requested to take appropriate action in this regard.

It would be incumbent upon the Committee to obtain also the recognition by the neutral powers of the validity of the document. In view of the obvious desire on the part of such neutrals as Spain, Portugal and Turkey not to become places of shelter but to continue merely as the bridges over which the refugees pass to other destinations, the required recognition of the document should be readily accorded.

MEMORANDUM ON THE POSSIBLE ISSUANCE BY THE
INTERGOVERNMENTAL COMMITTEE ON REFUGEES OF
A TRAVEL DOCUMENT FOR STATELESS REFUGEES.

The current reluctance of both the belligerent and neutral powers to provide stateless persons with appropriate travel documents has seriously hampered the movement of refugees to places of safety and security. It is urgently desirable, therefore, that the Committee assume the responsibility for the issuance of a valid travel document to be used in lieu of passport by bona fide stateless persons.

The Committee is today the sole international body, capable of effective action, which is vitally interested in the problem of stateless refugees. It is patent that no single government could, by unilateral action, assume this broad responsibility. While it is recognized that this proposal may not involve one of the functions for which the Committee was constituted, the feeling is that the Committee will be willing to take the initiative and thereby make a major contribution toward the settlement of this important problem.

The proposed document could follow the form devised by the Nansen Office. It would be issued in the name of the Committee rather than, as was the practice in the past, that of some single government. The Committee could designate representatives of UNRRA and the War Refugee Board and other similar organizations, as issuing officers and provide them with its seal for impression upon the document. It is understood that many of the former officials of the Nansen Office are now on the London staff of the Committee which should, therefore, have no difficulty in expeditiously creating the document and drafting instructions regarding its issuance. All applications for this document would be transmitted eventually to the Committee in London to form part of its permanent records there.

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The Committee could request the foreign offices of all its principals to recognize the document and to instruct their diplomatic and consular officers abroad to accord to its bearers such protection and assistance as may be necessary. It is contemplated, however, that such protection would be forthcoming principally from British and American foreign service establishments. The Foreign Office at London and the Department of State at Washington would be requested to take appropriate action in this regard.

It would be incumbent upon the Committee to obtain also the recognition by the neutral powers of the validity of the document. In view of the obvious desire on the part of such neutrals as Spain, Portugal and Turkey not to become places of shelter but to continue merely as the bridges over which the refugees pass to other destinations, the required recognition of the document should be readily accorded.

MStandish:ecr
3/17/44

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EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE

TO Mr. Standish

March 22, 1944.

FROM Mr. McCormack

Complementing, if you will, your Spanish plan of March 17th, there are attached copies of a paper on the Nansen Passport which represents a saga of that document from 1922, when Dr. Nansen devised it, through 1939 when it fell into the hands of the High Commissioner and the Intergovernmental Committee.

Att.



ec
Pelle
Abrahamson
DuBois
Siedman
Ketter

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THE NANSSEN PASSPORT

An old Russian adage has it that a "man consists of body, soul and a passport" and it could be that Dr. Nansen, faced with the problem of protecting people without "state", had to regulate their status and give them some sort of identity paper. For this purpose he created in 1922 the "Nansen Certificate" or "Nansen Passport" which was adopted by fifty governments. The certificate was valid for one year only and issuance was discretionary with individual governments.

Inasmuch as it was not valid for return to the country of issue unless specifically inscribed to that effect, the Nansen certificate was - at least a travel passport - inferior to national passports, some countries being reluctant about permitting people to enter who could not go back or be returned to where they came from. A convention in 1933, however, provided that the Nansen passport should authorize the return of its holder to the country of issue and that it could be extended for a period of six months. Though only five nations - Bulgaria, Czechoslovakia, Denmark, Norway and Italy - actually ratified this convention, and three others - Belgium, France and Egypt - signed it, the convention is practically in force. In an emergency, moreover, the Nansen certificate proved its value: namely, when in 1933 the Russian-Jewish refugees in Germany were compelled to flee once more, they found that their Nansen certificates still opened the frontiers for them.

While it might be a fantastic commentary on the inhumanity of our times that for thousands and thousands of people a piece of paper with a stamp on it is the difference between life and death - detention and freedom - there is little doubt that, by and large, the Nansen certificate is the greatest that has happened for the individual refugee. It returned to him his lost identity. And while the refugee could never be sure whether he would get a labor permit by means of the Nansen certificate, he could be sure that without the Nansen certificate he would never get a labor permit.

The Nansen certificate gave the refugee moral support. While the refugee without an identification paper was exposed to petty police tyrannies, the holders of the Nansen passport could turn to the representatives of the High Commission in various capitals, who afforded them a kind of consular service. These Commissioners took matters up with the Ministries when expulsion orders were issued, or labor permits refused, and in a more general way saw to it that the governments kept the arrangements they had entered into on behalf of refugees.

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The Nansen Certificate, at the outset extended only to the Russian and Armenian refugees, was then extended to the Chaldean, Assyrian and Turkish refugees, and in 1935 to refugees from the Saar, who were all under League protection; it never reached the political "sans patries" from Hungary, Italy and Spain who were not considered as coming within the League's province.

Concerning these stateless persons outside of League protection, the Connection and Transit Organization of the League adopted at its third conference in 1927 a series of recommendations to governments to employ a uniform document of identity and travel, similar to the Nansen Certificate but bearing the notation "good for return". These recommendations were accepted in principle by most states, and the "international passport" came to life.

When refugees began "coming from Germany" in 1933, the Council of the League, to spare embarrassment to Germany then a member of the League, set up the "High Commissioner for Refugees coming from Germany" as an autonomous organization. The Council appointed Jas. G. McDonald as High Commissioner, and invited fifteen states to send representatives to the governing body.

The organization of the High Commission was similar to that of the Nansen Office. The seat of the office was initially at Lausanne, but in October 1934, was removed to London. This removal was significant of League detachment which was more completely expressed in other ways. While the League bore the administrative costs of the Nansen Office, the expenses of the High Commissioner's office were borne by contributions from philanthropic organizations, save for a Swedish Government contribution. The High Commissioner's reports were not submitted to the League.

One of the High Commissioner's first tasks was to have the "International Passport" of 1927 extended to refugees who while still Germans, could not obtain renewals of their German passports or a new German document. Although the governing body, comprised of representatives of thirteen states, generally agreed, it was here that McDonald ran into difficulty. The High Commission, because of its autonomy, lacked the moral authority which the Nansen Office in theory enjoyed by means of invoking the resolutions of the League assembly, could only use therefore persuasion and consultation to produce results.

In 1938 the Nansen Office was merged with the Office of the High Commissioner and was commissioned to concern itself with the legal and political destinies of refugees.

On July 14, 1938 at Evian the IGC adopted a resolution for the formation of a permanent committee for refugees. Item "e" of this resolution follows:

- (e) "That, with regard to the documents required by the countries of refuge and settlement, the Governments represented on the IGC should consider the adoption of the following provision:

"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 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."

Convention Relating to the International
Status of Refugees

Geneva, October 28, 1933

(C. 650. M. 311. 1933)

Chapter II - Administrative Measures
Article 2

- (1) Each of the Contracting Parties undertakes to issue Nansen certificates, valid for not less than one year, to refugees residing regularly in its territory
- (2) The text of the said certificates shall include a formula authorising exit and return. Bearers of Nansen certificates which have not expired shall be free to leave the country which has issued these documents and return to it without requiring any authorization on exit or visa from the consuls of that country on their return.
- (3) The respective consuls of the Contracting Parties shall be qualified to extend these certificates for a period not exceeding six months.
- (4) The cost of visas for Nansen certificates shall, subject to their issue free of charge to indigent persons, be established according to the lowest tariff applied to the visas of foreign passports.

Reservations

Par. 2 & 3 - Bulgaria. The departure from the country of refugees possessing Nansen certificates shall be governed by the general regulations in force in this respect. Bulgarian consuls will be empowered in case of 'force majeure' to extend Nansen certificates issued in Bulgaria for a period of three months.

Par. 3 - Belgium. Not accepted
Czechoslovakia. Not accepted
Norway. Reservation made

Par. 4 - Bulgaria. The cost of visas for Nansen certificates shall be fixed in accordance with the tariffs applicable to the nationals of the country by which the certificate was issued.

Convention Concerning the Status of
Refugees Coming from Germany

Geneva, February 10, 1938

(C. 75. M. 30. 1938, XII)

Chapter III - Travel Document
Article 3

Issue and renewal

(1)(a) The High Contracting Parties shall issue, to refugees coming from Germany and sojourning lawfully in their territory to which the present Convention applies, a travel document in the form of a certificate similar to the attached specimen (see annex), or some other document taking the place of a passport.

(b) As a transition of measure, such travel documents may be issued to refugees not staying lawfully in these territories on the date of the coming into force of the present Convention, provided such refugees report themselves to the authorities within the period prescribed by the Government of the High Contracting Party concerned.

(2) The issue of the travel document shall be subject to the following conditions:

(a) It shall be in conformity with the laws and regulations governing the supervision of foreigners in force in the territories of the High Contracting Party to which the present Convention is applicable;

(b) It shall as a general rule 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 applies, the authorities of that territory shall be required to supply him with a new travel document;

(d) Consuls specially authorized for the purpose by the country issuing the travel document shall be empowered to extend

Par. 2. Norway. Not applicable

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Chapter III - Travel Document - Cont.

its validity for a period which, as a rule, shall not exceed six months;

(e) The travel document shall be made out in the language of the issuing authority, and also in French;

(f) Children under 16 years of age shall be entered on the travel document issued to their parents or parent;

(g) The fees charged for the issue of travel documents shall not exceed the lowest scale of charges for national passports. It is recommended that, in case of indigent persons, travel documents should be issued free of charge

Article 4. Effects

(1)(a) The travel document shall entitle the holders to leave the territory where it has been issued and to return thereto during the period of validity of the said travel document.

(b) The High Contracting Parties 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 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 to grant facilities for the issue of transit visas to refugees who have obtained visas for the territory of final destination.

(4) The fees for the issue of entrance or transit visas shall not exceed the lowest scale of charges for visas on foreign passports. It is recommended that, in the case of indigent persons, visas shall be issued free of charge.

REFUGEES
1930 - 1942

The death of Fridtjof Nansen in May 1930 was a distinct loss to the refugees whose problems had absorbed his attention during the last ten years of his life. After a year of study and uncertainty the League of Nations established in 1931 the Nansen International Office for Refugees to carry on the work which Dr. Nansen had initiated.

The League of Nations, while accepting responsibility for the legal protection of refugees, had always considered its interest in refugee problems to be of a temporary nature and had particularly avoided assuming responsibility for the relief of refugees. Consequently the new Nansen Office was established as an autonomous body under the authority of the League of Nations with mandate to conclude its affairs by 1938 and to restrict its humanitarian activities to the coordination of the efforts of private organizations engaged in administering relief to refugees.

In order that the legal protection of refugees might be assured after the closing of the Nansen Office, the League of Nations provided, through the medium of the Convention of October 28, 1933, for the issuance of Nansen identity certificates by the Governments signing the Convention and for rights of residence and employment, and other benefits for Russians, Armenians, and Assyrian refugees then under the protection of the Nansen Office.

After the Plebiscite in the Saar in 1935 approximately 7,000 former residents of the Saar left that territory, most of them to settle in France. This new group of refugees was added by League action to those already under the protection of the Nansen Office and a recommendation was made to the Governments that Nansen identity certificates be issued to them.

In 1933 Judge Dr. Michael Hansson of Norway was appointed president of the Nansen Office and carried the work forward with energy and distinction until its close in 1938. He greatly simplified the work and finances of the Office, reorganized its nine representative offices in different European countries, and achieved a realistic accounting of the refugees remaining unsettled. At the close of his work in 1938, Judge Hansson reported that 600,000 refugees, Russians, Armenians, Assyrians, Assyrian-Chaldeans, Turks and Saarlanders remained under the care of the Office. The depression years from 1931 - 1938 had not eased the task of settling refugees and it was significant that twenty years after the end of World War I this substantial number of people remained in an unsettled state. They were destined later to join the stream of refugees from Central Europe and the war refugees of the western European countries who fled southward into France in advance of the German armies in the spring of 1940.

The war in China beginning in 1937 precipitated the largest internal migration in recent history. It is estimated that approximately 30,000,000 Chinese fled before the Japanese armies in two substantial movements from the coast areas to the agricultural

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hinterland; one from central China and the southeast to the southwest and the other from the northeast to the northwest. Skilled laborers, industrialists, small merchants, government employees, students, and intellectuals participated in government efforts to move industry and cultural activities westward. Unskilled laborers and peasants more closely tied to the land moved shorter distances along railways and highways from areas of military activity and were more prone to return after the Japanese occupation on the recapture of the areas by the Chinese forces.

Whether this westward movement will prove permanent or temporary has not yet become clear. Before the Japanese invasion the reduction in the export trade from the coastal cities in the depression years of the early thirties caused a movement from urban to rural areas similar to that which took place in other countries, notably in the United States. Official policy in China has encouraged decentralization and may prove more effective after the war in redistributing the 75% of the Chinese population concentrated on the east coast on 15% of the total land area of the country.

When the Nazi Party assumed control of the German Government in 1933 thousands of new refugees were dispersed over central and western Europe in the beginning of a movement which gained momentum during the first years of World War II and finally developed into an unprecedented pattern of dislocated groups and populations in 1941 and 1942. Those in Germany who opposed the Nazi political philosophy, non-Aryans according to the Nuremberg laws, scientists, intellectuals, authors, artists, the members of other liberal professions, and labor leaders, were first removed from government posts and later from private positions in the universities, publishing houses, and businesses; were arrested and confined in concentration camps; deprived of their property and citizenship, and finally driven from Germany to find new places of livelihood as best they could in other countries.

Neighboring countries, Austria, Hungary, Poland, Czechoslovakia, Switzerland, Belgium, the Netherlands and France accepted the refugees, often in flight over their borders at night, in the expectation of extending hospitality to them for a temporary period until they could emigrate to places of permanent residence overseas. Approximately half of the Jewish refugees who left Germany in the early days of the persecution migrated to Palestine.

In October 1933 the League of Nations appointed James G. McDonald as High Commissioner for Refugees (Jewish and Other) coming from Germany, but separated the office from the League to avoid the appearance of criticism of internal measures taken within Germany, then a member of the Council of the League of Nations. This separation militated against effective treatment of the problem which grew in proportion as Germany intensified her persecutions of the Jews, expanded her philosophy of the racial state, and drove increasing numbers from her borders. To emphasize the need of League action in stopping the flow of refugees at its source and of organizing assistance to refugees under the authority of the League itself, Mr. McDonald resigned in December 1936, reporting at the time that approximately 80,000 refugees had left Germany of whom 15,000 remained unsettled.

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The Council of the League of Nations, therefore, in January 1936 established the Office under its authority and Sir Neil Malcolm was appointed High Commissioner for Refugees coming from Germany. League action on behalf of refugees was restricted to those who had already left their country of origin and to negotiations with the Government with respect to their legal status and to employment and settlement. Responsibility for the relief of refugees was again left to the private agencies.

Through the Convention of February 1938 identity certificates were made available to refugees from Germany similar to those provided for the Spanish refugee by the Convention of 1933. In May 1938 refugees from Austria were included within the competence of the High Commissioner and within the provisions of the Convention of 1938.

The German Anschluss with Austria in March 1938 added new thousands to the stream of central European refugees who were already taxing the capacities of the countries of temporary refuge of western Europe. In an effort to substitute planned migration for the chaotic dispersal of refugees which was proving disturbing to the peace and comfort of other countries President Franklin D. Roosevelt summoned thirty-two Governments to the Evian Conference of July 1938.

Reports received at Evian indicated that some 125,000 refugees had already left Germany and Austria and that 700,000 additional persons were under the necessity of departing because of their racial origins or their religious and political beliefs. Neighboring countries reported that they could not absorb more refugees unless they were relieved of those already accepted. Offers to receive refugees for permanent settlement were not forthcoming at Evian. Countries of immigration with large numbers of unemployed in their large cities were fearful that the refugees from central Europe would add to their urban populations and bring with them the political conflict of which they were the victims. The Dominican Republic, in contrast to the actions of other Governments, offered to accept 100,000 for settlement in agriculture.

The Governments at Evian adjourned to a second meeting in London in August 1938 and there organized the Intergovernmental Committee with Lord Winterton, the representative of the British Government as Chairman. The first action of the Intergovernmental Committee was to explore with Germany the possibilities of orderly emigration of the refugees with sufficient capital in their possession to contribute to the cost of resettlement. The negotiations came to naught as the German proposals proved unacceptable to the government members of the Intergovernmental Committee and to the refugees themselves.

Thereafter commissions of experts were sent to explore the feasibility of the settlement of refugees in northern and southern Rhodesia, British Guiana, the Dominican Republic, and Mindanao in the Philippines. Costs of settlement in Africa proved high but the settlement of experimental groups of 500 families was recommended in the other areas. The outbreak of the war in September 1939 resulted in the cancellation of plans to settle refugees in British Guiana and the Philippines but the Dominican project proceeded under the auspices

of the Dominican Republic, the Dominican Association, a Private Corporation registered in New York, which entered into a contract with the Dominican Government. Over 400 refugees were received in Dominican settlement in the Dominican Republic before difficulties of transportation prevented the transfer of additional numbers.

In November 1938 violence broke out against the Jews, Germans and in many cities and towns in Germany, Austria, Yugoslavia were described and hurried, and windows were broken, private homes were looted and Jews were rounded up in the streets, roads, in trams and in a drive off to concentration camps. The pattern of the disorder was identical in timing and other features to the pogroms in other cities and towns in Germany and Austria as to give rise to the suspicion that they were organized with the full knowledge of the government authorities. They failed to give it no very heavy fines on the Jewish communities of Germany and punishment for the shooting of a German consul in Poland by a Polish refugee whose relatives had suffered from persecutions in Germany.

During 1938 the countries of Europe, refugees in Europe were obliged to seek safe haven against the further influx of refugees. Palestine, the United States, and South America had absorbed approximately 270,000 refugees in about equal proportions. About 20,000 reached Shanghai and Havana, Cuba served as an open port of distribution in the latter Hemisphere.

During that year the forced process of dispersion was reversed. Both Germany and German ports for upwards of 500 points in South America. Refugees were charged for roundtrip passage. The Capital proceeded from port to port until the disposal of all cargo of human misery. This practice came to an end in May 1939 when the U.S. St. Louis with over 900 passengers refused permission to disembark at Havana and returned to Europe to distribute them in England, the Netherlands, Belgium, France and North Africa. Other boatloads of refugees left Mediterranean ports to wander aimlessly for weeks in the eastern Mediterranean seeking a haven of hospitality. There was substantial illegal immigration into Palestine. Dispersion in the Near East ended in February 1942 with the tragedy of the sinking of the S.S. Struma, which was refused permission to land at Istanbul, in which over 700 refugees lost their lives by drowning.

The transfer of Sudetenland to Germany following the Munich settlement of September 1938 and the occupation of the rest of Czechoslovakia in March 1939 added 180,000 residents of Czechoslovakia subject to the Nuremberg laws to the 5,000 refugees who had escaped from Germany and Austria to the cities of Bohemia and Moravia. The latter exemplified the usual pattern of refugee experience in that they were forced to flee again almost immediately after their initial escape from Germany. Many in fact had reached Brno and Prague by way of Vienna, and, uprooted a second time fled westward to Switzerland, Belgium, and the Netherlands, France; some to escape from Europe eventually through Lisbon, others to be trapped in eastern Europe again and departed back eastward.

In the brief period of months between the transfer of the

Sudetenland to Germany and the occupation of Czechoslovakia the British and French Governments attempted to assist the Czechoslovak Government to organize the emigration of refugees. The British Government made a credit loan of 10,000,000 Pounds for the purpose and later the British and French Governments made 16,000,000 Pounds available, half as a loan and half as a gift. Out of the 8,000,000 Pounds loaned, 8,000,000 Pounds were earmarked for repayment of the original loan of 10,000,000 Pounds and the balance of 2,000,000 Pounds of this loan was made available as a gift. This latter fund remained in London available for the expenses of the emigration of refugees after the occupation of Czechoslovakia. About 2,500 Jewish refugees were assisted to emigrate to Palestine, some 7,000 political refugees reached England and other unknown number managed to escape to Poland, the Scandinavian countries, Western Europe, the United States, and South America.

In accordance with decisions taken in earlier years by the League of Nations, the League International Office for Refugees (Russians, Armenians, Assyrians, Assyrian-Chaldeans, Turks, and Saarlanders) and the High Commissioner for Refugees coming from Germany (Germans and Austrians) concluded their activities in December 1938. Logically there was no reason for distinguishing between the different groups of refugees. It was also obvious that the League could not ~~continue~~ its activities on behalf of refugees at a time when their number was increasing rapidly. Consequently the Assembly of the League in 1938 constituted a new High Commissioner of the League of Nations to deal with refugees hitherto coming under the League International Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany. Sir Herbert Emerson was appointed High Commissioner and established his office in London.

His duties were rigidly set forth in the resolutions establishing his office, to provide for the political and legal protection of refugees to supervise the entry into force and the application of the legal status of refugee as defined in the Conventions of October 26, 1933, and February 10, 1938, to facilitate coordination of humanitarian assistance, and to assist Government and private organizations in their efforts to promote emigration and permanent settlement. In February 1939, Sir Herbert Emerson was elected Director of the Intergovernmental Committee and thus was able to combine the work of both organizations in one office.

The Assyrians in Iraq and Syria technically under the control of the Nansen Office, some 30,000 in number, provided a specific example in their experience of the many political, racial, and economic difficulties inherent in the effort to settle refugees. Originally participants in World War I on the side of the Allies in the Near East, they had taken refuge after the war in Iraq. When the United Kingdom in 1933 relinquished its mandate over that country they became refugees a second time and their efforts to emigrate into Syria resulted in clashes at the Iraqi-Syrian border. The League organized contributions toward the expenses of settlement from the interested Governments. These funds were administered by an autonomous body set up by the League, known as the Trustee Board. After efforts on the part of the Nansen Office to find areas of

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settlement in Brazil and British Guiana had failed plans were made in 1936 to settle the Assyrians on the plain of the Ghazal in Syria. In 1937 this plan had to be abandoned as the French Government notified the League of its late wish to relinquish its mandate over Syria. In the end the Trustee Board spent the available funds in establishing 9,000 Assyrians who had entered Syria in the Valley of Khabur where they had encamped in 1934, an area considered at the time unsatisfactory because of its proximity to the Turkish border. 20,000 Assyrians were assisted in establishing homes in northern Iraq as a minority group because other plans for repatriation and settlement had failed to materialize. Those who migrated to Syria eventually acquired Syrian citizenship and thus lost their refugee status. The Trustee Board ceased its activities in January 1942, twenty-four years after the Assyrians entered the refugee state, immediately after World War I. The original hope of the Assyrians in Kurdistan and Persian Azerbaijan had been to be taken in the peace settlement and they belonged to no country which could give them protection.

On the collapse of the Loyalist Army in Spain in February 1939 some 340,000 refugees burst over the border into France. The exodus was disorderly. Soldiers, civilians, old men, women and children trekked along the roads undernourished, without equipment, many ill and dying on the way. While at first there was indecision in France with respect to admitting the refugees the final decision was to intern them in refugee camps at Arles-sur-Mer and Gyprien. Although families were separated, men sent to some camps and women to others, there were comparatively few casualties. Generally the women and children were moved inland from the coast. Conditions in the refugee camps were frightful in the early months because of the lack of equipment, health and sanitary provisions. Food was scarce and inadequate. Gradually the conditions improved.

As many of the refugees were fleeing primarily from military action repatriation to Spain started immediately and proceeded in the early stages of the movement at the rate of 400 daily. In March 1939, the refugee group was reported to consist of approximately 220,000 soldiers, 40,000 male civilians, 10,000 wounded men in hospitals, 170,000 women and children. Repatriation was organized for all who were willing to return to Spain. However, some 40,000 were political refugees who could not return to Spain with safety and eventually were placed in labor camps and absorbed in French industry during the war. Many joined the French Foreign Legion. Others migrated to Mexico, the Dominican Republic, Latin and South American countries, and substantial numbers proceeded to North Africa. An unknown number of the total group was absorbed in French communities.

The German invasion of Poland in September 1939 precipitated an eastward movement of refugees far larger in volume and more rapid and violent in action than the westward movement which had been in process since 1933. Poland's population of 3,000,000 Jews constituted the majority of those affected by the advance of the German armies eastward, but as the war was fought more bitterly distinctions between the treatment of Jews and Poles at the hands of the Germans became less marked. Less than 100,000 refugees from Poland escaped

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into the Baltic countries and southward into Rumania, Hungary and Bulgaria. Over 1,175,000 Jews became subject to German control in the area of former Poland that was incorporated into the German Reich and in Government General Poland.

Unknown numbers of Polish and Jewish refugees who resided in or fled into the area of former Poland which was occupied by the forces of Soviet Russia were moved eastward to Siberia and to eastern Asiatic Russia.

The conquest of Poland also created numerous cross currents of population movements. The policy of the German Reich was to repatriate German minorities in eastern and southern Europe to the Altreich. A treaty concluded with Italy in the fall of 1939 provided for the return of some 270,000 Germans from the South Tyrol was the first effort to implement this policy. Later similar treaties were signed with Latvia and Estonia for the return of approximately 75,000 Baltic Germans. Some 300,000 Germans were also repatriated from Bukovina, Bessarabia and Rumania.

As the members of the German minorities in other countries returned to Germany they crossed the path of the 300,000 to 400,000 Jewish refugees from Germany, Austria and Czechoslovakia who were constantly being deported eastward to the ghettos established in Warsaw, Lublin, and Lwow. These constituted the remainder of the refugees who had been unable to escape from central Europe before the outbreak of the war. The last to escape had gone by boat to Shanghai or through Poland and across Siberia to Harbin and Vladivostok and thence on to the Philippines or to the Western Hemisphere through Kobe and Yokohama.

As western Poland was incorporated into the Reich both Poles and Jews were driven eastward into Government General Poland. It was estimated by Polish sources that over 1,200,000 Poles had been moved into Government General Poland by Germany by the end of 1939. Germans in Government General Poland were returned to Germany. Germans were also moved from southern and eastern Poland occupied by Soviet Russia to Germany. From this area Poles and Jews were evacuated far eastward into Russia to be replaced by a Russian infiltration westward. No accurate figures concerning any of these movements will become available until after the war when the effort to repatriate uprooted population groups will disclose their magnitude. There is little evidence that any of the planned movements were completely effected. The task of accomplishing social homogeneity in given areas has proven difficult even to totalitarian authority. Germany pressed by constantly increasing demands for labor to meet the production requirements of an expanding war could ill afford to send sufficient Germans to the former western Poland to colonize the area and to develop German racial predominance over Poles on her new eastern border. Needless to say however the movements in eastern Europe were substantial and on a scale much larger than their counterparts in World War I. German reports in 1941 indicated that approximately 500,000 Germans had been repatriated from eastern and southeastern Europe.

As Soviet control was extended to Latvia, Estonia and Lithuania

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the refugees from Central Europe who had escaped into the Baltic area were moved eastward into Russia. Those who were fortunate enough to have secured visas for Palestine or for countries in the Western Hemisphere were permitted to proceed to their destinations. Soviet infiltration into the Baltic countries coincided with the return of Swedes, Danes, and Norwegians to their countries of origin.

Finns from the Karelian Isthmus ceded to Russia by the peace treaty between Russia and Finland were resettled in the diminished area of that hard pressed country. Over 400,000 people had to be placed on the land or in industry at a time when the resources of the Finnish Government were exhausted by the war. Some assistance was provided by private funds raised in the United States.

Norway faced a similar problem of internal resettlement after the German invasion. Approximately 400,000 people were moved from the coast defense areas into the interior of the country including many who had resisted the invasion in the short lived defense of their country.

The advance of the German armies into the Low Countries of western Europe in the spring of 1940 uprooted civilian populations on a scale comparable to that precipitated but a few months earlier by the invasion of Poland. This movement of about 3,000,000 Dutch, Belgian and French people in flight to southern France in advance of the German armies was described dramatically in the press which reported simultaneously the collapse of the allied armies in western Europe. Old men, women and children desperately clinging to their family possessions clogged the highways impeding the movements of the armies attempting to defend them. Included with the resident civilians were some 140,000 refugees from central Europe who had found temporary respite in Holland, Belgium and France while they sought places of final immigration overseas.

The great majority who had fled to safety from military actions returned to their homes after the signing of the armistice between France and Germany illustrating the generally temporary character of such war refugee movements. Political and racial refugees and those who had resisted the German advance as government officials or as members of the armed forces, however, attempted to escape with the British Army from Dunkerque or proceeded through southern France to Spain and Portugal whose Atlantic ports became the only exits from war torn Europe.

England after the flight of her defeated army from Dunkerque found herself harboring some 70,000 central European refugees in addition to the members of the military forces of her allies who had escaped with her own forces. The threat of an impending German invasion from the continent and the fear of "fifth columnists" among the refugees induced by the recent experiences of Norway, the Netherlands, Belgium and France understandably resulted in the internment of all of the refugees. A previous attempt to classify them according to the degree of danger which each presented individually had failed to establish confidence in the results of the procedure.

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During the period when all were interned, some were transferred with German prisoners of war to Canada and Australia. Later when the defenses against invasion were strengthened the great majority of the refugees were released after a second more careful classification had determined that they could be counted on to participate loyally in the war effort against the common foe. Many were returned from Canada and Australia for release in England.

As a result of the air bombing of England extensive plans were developed for the evacuation of children from the cities to rural districts. In Canada, the United States and Australia arrangements were made to evacuate British children overseas. Approximately 3,000 children were removed to Canada; about 1,500 to the United States and smaller numbers to Australia. These plans had to be abandoned because of the lack of warships to protect the transports at sea.

In the late summer and fall of 1940 Germany in her efforts to find allies in the Balkan countries more closely to the Axis cause did not hesitate to utilize minority groups as pawns in her strategy. In Vienna in August 1940, Hungary was awarded part of the coveted area of Transylvania and approximately two and a half million people. The fact that many Romanians were included in the transfer demonstrated again the difficulties involved in delineating boundaries to achieve racial homogeneity in the confused pattern of racial strains in southeastern Europe.

South Dobruja was allotted to Bulgaria which agreed to repatriate 65,000 Bulgarians from the North Dobruja. The transfer to Roumania of Romanians in South Dobruja was also planned. Slovakia undertook to repatriate Slovaks from the Protectorate of Bohemia and Moravia.

In the west Luxembourg and Lorraine were incorporated as provinces into the German Reich. Again non-Aryan refugees, members of the Government of Luxembourg and political refugees were forced to flee. Some 20,000 of the French population of Lorraine were expelled without warning into France and only vigorous protest by the Vichy Government prevented the expulsion of larger numbers from their homes. In November 1940, 10,000 Jewish refugees were driven from Baden and the Palatinate into southern France to crowd the camps already overpopulated with other central European refugees who had been interned after the armistice in southern France.

As the war spread to the Balkans and Greece exit for refugees from Europe became increasingly difficult. Spain refused to permit men of military age to pass through her territory, refused admission to all who lacked visas to overseas countries. Shipping from Portuguese and Spanish ports was greatly reduced by the cancellation of the sailings of French and American boats. The route through Algiers and Casablanca became the only egress for those denied transit through Spain.

In July 1941, the United States concentrated the examination of

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visa applications at the State Department in Washington and most countries in Latin and South America restricted entrants to those individually approved by high administrative authorities.

Germany in November and December 1941 also refused exit westward to the refugees still within the areas occupied by her armies. Deportations eastward to ghettos in Poland were renewed. Old people previously considered secure for the remainder of their lives were included among the deportees. Reports of mass executions in Poland by shootings, hangings and burnings in synagogues were increasingly persistent from the occupied areas. Individual cities were frequently reported in the German press as "Judenrein". It was estimated that at the close of 1941 approximately 200,000 Jews remained in Germany, 70,000 to 80,000 in Czechoslovakia, 1,250,000 in Hungary and Roumania, and 1,000,000 to 2,000,000 in former Poland.

The advance of the German armies into Russia drove before them the greatest migration of a decade in which the history of uprooted populations had exceeded in stark tragedy all previous records of modern history. No authentic figures have become available but conservative estimates place the numbers driven eastward as between ten and twenty million.

In addition to political, racial and religious refugees, those who fled before advancing armies to return later to their homes and population groups exchanged or moved about as pawns in the development of political and military strategy, other dislocated groups consisted in prisoners of war and those enlisted voluntarily or forcibly for labor in Germany's war industries. Hopefully these migrations may prove also to be temporary in nature. Apart from one and a half million prisoners of war, principally French employed on farms and in industry, and excluding Poles not classified as war prisoners, the Reichsarbeitsblatt of July 15, 1941, reported the following totals of foreign workers employed in Germany as of April 1, 1941:

Poland	873,000
Protectorate of Bohemia and Moravia	150,000
Italy	132,000
Netherlands	90,000
Belgium	87,000
Slovakia	69,000
Yugoslavia	48,000
Denmark	31,000
France	25,000
Hungary	21,000
Switzerland	17,000
Union of Soviet Socialist Republics	10,000
Bulgaria	8,000
Roumania	4,000
Norway	1,400
Sweden	1,200
Spain	1,100
Greece	500
Finland	200
Portugal	100

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Later German statements in January 1942 gave the number of foreign workers as 2,100,000 exclusive of prisoners of war. Since then the labor shortage in Germany has become increasingly acute as larger numbers of German industrial and farm workers have been drawn into the army to replace losses on the Russian front.

No statistics exist in any country of still another type of movement resulting from internal evacuation to avoid anticipated military action such as that from the Channel Coast in France or from the east coast of England. Somewhat of this character was the evacuation in early 1942 of 110,000 persons of Japanese origin from the Pacific Coast areas in the United States to internment camps in the interior states. Nor are there any satisfactory estimates of dislocations caused by the removal of industrial centers for military reasons or the inevitable shifting of war production from one area to another. Such movements may prove to be of a permanent character dependent upon the vicissitudes of the war and the economic adjustments consequent upon the peace settlements. They have been substantial in the United States and even greater in Europe because of the German effort under the New Order to integrate the industry and agriculture of Europe into a Germanized whole.

In July 1942 news of mass arrests of Jews in Paris shocked the civilized world. Men and women of all ages, children, and even patients in hospitals were arrested at night and sent to concentration camps. Trainloads of refugees left occupied France immediately for unknown destinations in eastern Europe. Women with children under two years of age were spared. Many suicides were reported and mothers turned their children over to people standing on the streets as they were taken from their houses.

Refugees who evaded arrest fled in fright over the Swiss border and across the demarkation line into unoccupied France. Arrests and deportations followed a few weeks later in southern France. All exit permits for departure from France were cancelled and none were available thereafter to Jews of other than French nationality. Following the deportations from southern France some 5,000 refugees managed to escape across the border into Spain where many were interned. Public protests arose in France, particularly from church authorities, but proved ineffective to stop the deportations.

It was estimated that between 50,000 and 60,000 Jewish refugees who had failed previously to emigrate from southern France were caught by the suddenness of these measures. Lesser numbers were trapped in occupied France. Similar arrests and deportations were later reported from Belgium, the Netherlands and Norway.

On December 17, 1942, the Department of State of the United States in concert with the governments of Belgium, Czechoslovakia, Greece, Luxembourg, the Netherlands, Norway, Poland, Soviet Russia, the United Kingdom and Yugoslavia and with the French National Committee issued a statement condemning the deportations, mass executions and extermination of the Jews in Europe. The statement included the following:

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"From all the occupied countries Jews are being transported in conditions of appalling horror and brutality to eastern Europe. In Poland, which has been made the principal Nazi slaughterhouse, the ghettos established by the German invader are being systematically emptied of all Jews except a few highly skilled workers required for war industries. None of those taken away are ever heard of again. The able-bodied are slowly worked to death in labor camps. The infirm are left to die of exposure and starvation or are deliberately massacred in mass executions. The number of victims of these bloody cruelties is reckoned in many hundreds of thousands of entirely innocent men, women, and children.

"The above-mentioned Governments and the French National Committee condemn in the strongest possible terms this bestial policy of cold-blooded extermination."

The issuance of this statement was the only joint action of Governments on behalf of refugees since the beginning of World War II. Action by the League of Nations High Commissioner for Refugees and by the Intergovernmental Committee was restricted by the spread of the war primarily to the coordination and encouragement of the efforts of private agencies to assist the refugees to escape from Europe or to provide relief in areas where they were permitted to function. Interventions were made by the offices particularly with the British Government on behalf of individual refugees and occasionally with other Governments in the interest of special groups of refugees. An instance of the latter was the successful intervention with the Netherlands Government in November 1941, which resulted in the acceptance at Curacao, Netherlands West Indies, of eighty-three refugee passengers aboard the S. S. CABO de HOENOS, who had been denied admission to the Argentine and faced the threat of returning to Spain and reinternment.

Most of the group had left Marseilles in January 1941 aboard the S.S. ALSINA. They were confined to the ship for four months in the harbor of Dakar, French West Africa, were later transferred to a concentration camp at Casablanca, and were finally permitted to embark for South America ten months after their departure from Marseilles. Arrived at Curacao they were accepted solely on a temporary basis and thereafter required the services of private agencies for relief and assistance in organizing their departure to places of final immigration.

The occupation of southern France by Germany in November 1942 virtually closed the exits of Europe to the refugees. The small numbers who had managed to escape into Spain and Portugal still entertained prospects of departure to the Western Hemisphere. In December the Portuguese Government generously regularized the status of all refugees then within her borders whether they had arrived legally or not. They were confined in residence as transit travellers in the coastal village of Ericeira.

In contrast the occupation of North Africa by American and

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British forces in November 1942 raised new hopes for some 20,000 central European refugees and a like number of Spanish refugees confined in labor and concentration camps in Algiers and Morocco. There was every prospect that their release would soon be effected.

The further treatment of the refugee problems of Europe thus became a matter of post war reconstruction. The League of Nations High Commissioner for Refugees, the Intergovernmental Committee, and the International Labor Office were engaged at the close of 1942 in pursuing studies of the problem with a view to planning treatment as an essential part of the organization of the peace settlement. Such plans naturally awaited the determination of boundaries and of the possibilities of repatriation for dislocated population groups and of the recapture of nationality particularly by the German and Austrian refugees most of whom had been denationalized by decrees of the German Reich in November 1941 and earlier.

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