Programs with Respect to Relief and Reconstruction Cooperation with Other Agencies
PROPOSAL FOR ESTABLISHMENT OF A DIVISION OF REFUGEE AND
RESSETLEMENT AFFAIRS

The recent visit to Washington of Sir Herbert Hoare
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 organ-
isations 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 formu-
lation 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 organisation, 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 terri-
tory 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 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. Those measures will be necessary, in neutral or liberated or conquered areas, until the allies whole are victorious over the/ 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 Refugees 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
organisation, 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 Refugees 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 exert 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 the 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 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 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 affect 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-
ated 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
benefitted most from our commercial relations with the highly industrialised 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 Refugees 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.

\[\text{Signature}\]
May 10, 1944

Mr. David White

A. Abrahanson

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 IGO. Mr. George Warren has been informed of this transmission arrangement.

This plan as the approval of Mr. Pehle.
O. K. if you will check over the reports as they come out before sending them to Malin.

J. W. Peble
In a conversation with Mr. Malin today, we discussed that part of our recent exchange of memoranda that provides for the WRB and IRC 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.
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?

Abrahamsen 4/18/44
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.
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. Morgenhau, Jr.

Secretary of the Treasury.

The President

The White House.
By 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 War.

Enclosures.
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.

CWT 4/21/44
APP 84 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. H. Fehle

J. H. Fehle
Executive Director

The Honorable,

The Secretary of State.

Enclosures.

Philab 4/22/44
Dear Mr. Taylor:

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

Very truly yours,

J. H. Fehle
Executive Director

Honorable Byron C. Taylor,
Department of State.

Enclosures.

Philab 4/22/44
Attached you will find copies of the exchange of correspondence between Sir Herbert Hickson and myself dealing with the question of relations between the Intergovernmental Committee on Refugees and the War Refugee Board.

(Signed) J. W. Peble

Attachments.

FH:lab 4/22/44
EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD
INTER-OFFICE COMMUNICATION

DATE April 18, 1944

TO       Mr. Pohle
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,
Ankara, March 28, 1944

MEMORANDUM
FOR THE WAR REFUGEE BOARD

On March 21 Mr. Patrick Malin, of the Intergovernmental 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. Fackher, 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
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.n.B.
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 contended 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 accredited, 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 necessary crises, he should be given an assistant or assistants, with such increase 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. In 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 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 cooperation with the French Committee will be able to do work of mutual value.

(ii) LISBON.

There are already a number of refugee problems in the portion of Italy acceded to the Allies. It is hoped that Mr. Fall, 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 Swedish 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) TANZANIA.

During the past year Spain (next only to Switzerland) has been the most important European country of temporary asylum. Although the influx has decreased, developments in Western Europe may easily lead to a new and large influx. 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, Ankara 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
obtain practical experience of the field work in which IFOR 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 IFOR there is no reason why he should not be subject to the orders of the Director of IFOR 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 saving 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, Maputo, Lisbon and Madrid, and
(b) Approve the appointment of a representative at Ankara or, in the alternative, of a representative with IFOR,
(c) Lay down the principle that representatives will be directly responsible to the Director and, through him, to the Executive Committee.
(d) Authorise 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 personal, conditions of pay and service of such representatives, and
(e) Authorise the Director to approach the necessary authorities regarding the appointment of a representative on the committee of IFOR.

4. Independent of these proposals it is very desirable that the Intergovernmental Committee should have a representative in Switzerland. A favourable opportunity of making informal approaches to the Swiss Government is likely shortly to occur since Dr. Hallmann 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. SETHY,
Director
London, December 21, 1943.

(Dear Lord Winster,)

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 Seville 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 each office would come in the category of operational expenditure and be undertaken 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 the advice of the authorities concerned the approval necessary for the opening of such offices. The matter is ready to be discussed with the Director such other details of the project as he may desire, and to hear any suggestions he may have concerning the plans 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 respect to reconstituting the establishment of additional offices of the Intergovernmental Committee. Your 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 MacNell, Jr.

The Rt. Hon. the Earl of Winster, M.P.,
Chairman of the Executive Committee,
Intergovernmental Committee on Refugees,
11, Regent Street, S.W. 1.
SUBJECT: Invitation to Turkey to join the Inter-Governmental Committee for Refugees.

PARTICIPANTS: Mr. Fatih Zihni Akdur, Director General of First Department, Ministry of Foreign Affairs; Mr. Patrick Murphy Lalin, Vice Director of Inter-Governmental Committee for Refugees; and Mr. E. L. Foucher, First Secretary of Embassy.

PLACE: Ministry of Foreign Affairs, Ankara.

DATE: March 23, 1944.

Today I called with Mr. Patrick Murphy Lalin, 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. Kalin 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. Kalin 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 us know of this decision immediately, in turn, promised Mr. Kalin 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. Kalin informed Mr. Akdur that as a result of the Alliance Conference twenty-nine governments immediately joined in the work of the Committee; that subsequently in August 1942 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.F.
MEMORANDUM

April 17, 1944.

TO: Sir Herbert Emerson, Director, Intergovernmental Committee on Refugees.
FROM: Mr. John Fehl, 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. Fehl
April 14, 1944

TO: Mr. John Peale, 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 Yalta, in July 1945. 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.
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 such areas 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 9447, dated January 22, 1944, establishing the War Refugees 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 Refugees Board, and American agencies concerned with refugee relief, UNRRA, and the intergovernmental committee, an international agency concerned.
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-emergency 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 Board.
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.

[Signature]

4.4.44
Mr. Leeper,

From: Harry Standish

SUBJECT: Relationship Between IIC and UNR

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

 Stateless Refugees.

One of the most pressing matters confronting all refugee organizations, public or private, is that of the stateless refugee. The IIC should be able to take a more 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 IIC should actively assume the broad responsibility of protecting the stateless refugee.

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 evicted refugees will make every effort to avoid being returned to their native lands. This contention is supported by recent censorship intercepts. It includes a statement that the Polish Jews now in the camps in Minsk would rather drown themselves than be sent back to Poland after the war. The IIC is the lead 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 these lines 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 could measurably lighten the task in several quarters. The British and the French have been reluctant to admit European refugees into their African colonies or hold-
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 I.G.C. has definite plans for moving those refugees to other lands should decrease British and French opposition to our plans for temporary camps in North Africa and Libya. The Latin Americans, the Australians, the Canadians and some of the British colonists in Africa have indicated that they are willing to accept "dispensable" immigrants after the war. Granted that most of these 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 the general American public know that the I.G.C. 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 I.G.C. has plans for a program of resettlement for the future.

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 seen as only temporary. We have a potential European refugee problem to the United States for leadership and assistance. It would be most regrettable if, as soon as the intensity of the present emergency has 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 I.G.C. 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-
see activities. It is self-evident, however, that it will have to be
the younger, more dynamic and will supply the spark plugs for any interna-
tional refugee machine.

With a view to carrying out this objective, I suggest that the
Board consider integrating as early as possible of its own key-personnel
into a field organization of the IOC. 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 trans-
form the presently inactive and ineffective committee into a living
organization capable of constructive efforts in behalf of the refugees.
Let this in mind, a person could be offered the cooperation and assist-
ance 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.

[Signature]
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 W.B. 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 I.G.C. or be subject to it. The record shows that I.G.C. has the following characteristics that would militate against the properly effective performance of W.R.B. functions.

1. I.G.C. is cumbersome. Meetings are rare and difficult to convene.
2. I.G.C. takes time to clear its decisions with all governments who are members.
3. I.G.C. is essentially a planning conference, rather than an operational agency.
4. I.G.C. is underfunded, 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 I.G.C. and U.N.R.A. 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.

W.B. fully recognizes the need for I.G.C. It is willing to sit down
with IGC representatives, to exchange views and ideas, and to participate in discussions that will result in the expeditions 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 in 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 IGC permanently, but WRB will also continue to act on its own to meet pressing problems.
1. The War Refugees 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 WBB and all existing and future international organizations concerned with the problem.

The WBB 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-occupied 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. WBB, 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 ILO 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 ILO.

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, WBB 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.
3. It is evident that neither WBB 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 two agencies: A stateless refugee, formerly a Hungarian Jew who lost his citizenship by decree of the Hitler Government, finds himself in Romania. WBB 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, WBB may try to get food to him. It is also using every effort to persuade the Romanian Government to treat him decently. Once Romania 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 millions, 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 WBB 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.

6. 4/8/44
Your reference:
10/242/56

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
112, Regent Street
London, S.W.1.
EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD
WASHINGTON 25, D.C.

OFFICE OF THE
EXECUTIVE DIRECTOR

March 17, 1944

Your reference:
10/242/56

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 seek 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. Bohle
Acting Executive Director.
Your reference: IC/242/58

March 17, 1944

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

My dear Sir Herbert:

Allow me to express my appreciation for your kind letter of February 26, 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. Pihla
Acting Executive Director
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
Byron O. Taylor
Washington, D. C.
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. Celeb, 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. Celeb go to London to discuss plans for the coordination of activities of the Intergovernmental Committee and the War Refugee Board, can very well be notified by inviting Mr. Herbert Alexander, the Director (British) and Mr. Patrick Hehir, the Vice Director (American) to come to London 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. Celeb should appear and discuss with that at least in a general way the plans of the war refugee board.

4. I would suggest that in meeting in London with yourself, Mr. Herbert Alexander, Mr. Hehir, Mr. Celeb, and others that during the week devoted to this activity Governor Laughlin should be present in order that the relationship between that and the other committees should be more clearly defined.

I have no other suggestions to offer at the moment.

Very sincerely yours,

[Signature]

[Name]

The Honorable
the Secretary of the Treasury.
Dear Mr. Fehle,

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 cooperation 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,

[Signature]

Mr. John J. Fehle,  
Director,  
War Refugee Board,  
Washington, U.S.A.
INTERGOVERNMENTAL COMMITTEE ON REFUGEES

114, Regent Street,
London, S.W.1.

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 also been 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.
Mr. Ward Stewart

Miss Anne Laughlin

Subject: Relations of WNB with IRO

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 IRO;

2. Enter into no formal agreement, as I believe such an agreement would hamper this organization in its ultimate purpose;

   a. The IRO, 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, 1936. To date its one concrete accomplishment is the Domincan Republic Settlement.

   c. The IRO 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 capacities. IRO plans and, I presume, has established field offices in Algiers, Naples, Lebanon, Madrid, and Switzerland. With WNB'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.

Alighlin JH 2/26/44
CROSS-REFERENCE

...COOPERATION WITH OTHER AGENCIES: INTERGOVERNMENTAL COMMITTEE...

(Name of Applicant)

........................
(Application Number)

1. FOR RELIEF TO REFUGEES IN ITALY BY JDC-100

2. FOR RELATIVE MATERIAL CONCERNING JEWS IN NORTHERN ITALY

SEE: 1. ITALY (2-c)

2. ITALY (4-b)
WAR DEPARTMENT
OFFICE OF THE CHIEF OF STAFF
CIVIL AFFAIRS DIVISION
WASHINGTON 25

31 August 1944

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 Heathercote-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,

[Signature]

for J. S. Haring
Major General,
Director, Civil Affairs Division.
Distribution of true reading only by special arrangement, 7 p.m.

ALSAPLAD,
LEBASTA,
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 Minani 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 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 assurance that 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"
to Carters,

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

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

Hull
(OIB)

Wed;Nov;30
SE
60
8/30/44

Miss Chauncey (for the Secty), Abrahamson, Akzin, Cohn, DaBois, Drury, Friedman, Gaston, Hodel, Laughlin, Lassar, Mannon, Marks, McCormack, Pads, Sargo, Stansfield, Weinstein, Cable Control Files
AUG 23 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. Pohle

J. W. Pohle
Executive Director

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

Enclosure.

JWP/dg 8/28/44
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.
16 July 1944

Address: Sir Clifford H. Heathcote-Smit

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 Dedengatch 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 on 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.
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.
FROM: Secretary of State, Washington

TO: American Embassy, London

DATE: August 23, 1944

SUBJECT: 6722

FROM DEPARTMENT AND WAR REFUGE BOARD

FOR WILSOUN

Please refer to your 6621 of August 14 dealing with the plight of refugees in German-occupied Italy and with the views of Rastieno-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 Dulles of this cable and if you deem it advisable, also advise Roosevelt.

HULL

Miss Chauncey (for the Sec'y) Abrahamsen, Aksin, Korenstein, Cohn, Drury, Dulles, Friseman, Gaston, Hodel, Laughlin, Lesser, Mann, Mannon, Marks, McCormack, Pehle, Sargoy, Stabish, Weinstein, Fless

DECLASSIFIED
State Dept. Letter 11-73

By M. F. Date SEP-2 1972
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.
I would appreciate your making Dubois familiar with Cable No. 6521 of August 11 from Embassy. Our views upon the British position in this matter will be forwarded to you shortly.
Secretary of State,
Washington.
6666, 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

Miss Chauncey (for the Sec'y), Abrahamson, Akin, Borestein, Cohn, Drury, DuBois, Friedman, Gaston, Hold, Laughlin, Loesser, Mann, Mannon, Marks, McCormick, Pohle, Sargoy, Sandies, Stewart, Weinstein, Cable Control File.
FROM: AMERICAN EMBASSY, LONDON
TO: Secretary of State, Washington
DATED: August 14, 1944
NUMBER: 6621

CONTROL COPY

See Department's telegram 5731 of July 24, midnight;
Embassy's telegram 6232 of August 5, 10 p.m.; Department's telegram
6097 of August 2, midnight; Embassy's telegram 6036 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 IOC. 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, 1-11-72
By R. H. Parks Date SEP 21 1972
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 IOC
and the eleventh of August IOC received the following telegram
the substance of which is as follows: (In paraphrase) "From
Heathcote Smith's telegram number 9 dated August four it is noted
that the Pope will take up with the German officials the question
of internment in the north of Italy.

Meanwhile His Majesty's High Commissioner in Rome has
been requested by us to advise us as to what accommodation, 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
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 ICO 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 repose 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 through and that either/100 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."
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
DOR:205:28
PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Delegate, Rome
TO: Secretary of State, Washington
DATED: August 6, 1944
NUMBER: 104

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

Taylor's 237.

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 and 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, DeBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Mann, Hannon, Marks, McCormack, Pohio, Sargoy, Standish, Weinstein, Fikes

DECLASSIFIED
State Department, 1-11-72
By H. H. Parks Date, SEP. 21 1972
PARAPHRASE OF TELEGRAM RECEIVED

FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: August 5, 1944
NUMBER: 6892

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 IOC, Henderson of the Refugee Section Foreign Office, and Browns, they discussed intervention by the Vatican on behalf of non-Italian refugees in Northern Italy.

Henderson, who was given paraphrase of no. 6097, told 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 by Henderson that the proposal for Vatican intervention originated with the Vatican itself. He asserted that the proposal was still approved by IOC 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 IOC 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, Avkin, Borenstein, Cohn, Dubois, Friedman, Gaston, Hodel, Laughlin, Leiser, Mann, Mannon, Marks, McCormack, Pekle, Sargoy, Stainish, Weinstein, Price

DECLASSIFIED
State Dept. Leiter, 1-11-72
By R. H. Purdy Date, SEP 21 1972
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 ENSORMOUSLY 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 CONGRATULATIONS YOUR SPLENDID WORK FOR ITALIAN DEMOCRACY"

STETTINIUS
ACTING
FROM WAR REFUGEE BOARD TO AMERICAN CONSULATE, GENEVA.

Please refer to your No. 102 of July 29th in reply to our No. 36 July 24.

The following is for your information.

It is assumed that you have seen Bishoffe-Smith's cable to Roosevelt of July 15, copy of which was transmitted to the War Refugee Board by Ascherman as cable No. 237 of July 17, concerning Bishoffe-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 haven of refuge elsewhere.

After receiving Taylor's message, the Board cabled Ascherman 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 haven of refuge for all victims of enemy persecution able to leave German-occupied territory. We also advised Ascherman 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 Bishoffe-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 Ascherman:

NOTE: It is our view that any approach to the Germans should indicate the willingness of the Allied Government with due regard to military necessity, to consider measures for the reception in Allied 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 Bishoffe-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.

Yours sincerely,

[Signature]

The Board
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 OUR CAUSE TO ANAPICUS NO. 40.

SINISTER
(Acting)
FROM WAR REFUGEES BOARD TO AMBASSADOR VERNANT.

Please refer to your S/M of July 24 concerning the suggestion made by the IGO 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 S/M 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 assure 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.

SYRTHIUS
(Acting)
This telegram must be paraphrased before being communicated to anyone other than a Government agency. (connection)

Naples via war
Dated July 29, 1944
Rec'd 6:11 p.m.

Secretary of State,
Washington
29, July 29, 4 p.m.

FOR URB 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, Aikin, Borenstein, Cohn, Dullas, Friedman, Gartan, Hodel, Laughlin, Ledser, Mann, Mannen, Marks, McCormack, Pehle, Sargey, Standish, Weissman, Files
FROM: American Embassy, London
TO: Secretary of State, Washington
DATED: July 20, 1944
NUMBER: GO6

The following is for MNB's information.

With reference to Department's cable of July 24, No. 5731, Embassy has been supplied with text of Huthoot-Smout'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,

VIRANT

OGR: GPW
7-23-44

DECLASSIFIED
State Dept. Letter, 1-31-73
By R. H. Perts, Inc. SEP 21 1972
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. Lotus, 11-11-72
By E. H. Parks Date SEP 21, 1972

The situation
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
CABLE TO AMBASSADOR VIMANT, LONDON, FOR SIR HERBERT EDGARSON 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.

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 announced 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.

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 appreciate being informed of further developments in this matter.

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

Reported to Byron Taylor, Vatican City.

3:20 p.m.
July 22, 1944
Miss Champion (for the Sec'y), Abrahamsen, Cohn, DuBois, Friedman, Hodel, Laughlin, Lesser, Mann, Stewart, Central Files, Cable Control Files
FROM: Secretary of State, Washington
TO: American Consul, Naples
DATED: July 21, 1944
NUMBER: 401

The following message has been received from American, JCC:

"QUOTED: 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 the 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. UNCLASSIFIED.

Please consult Neathorpe-Smith, JCC Representative, if possible, obtain records to determine their usefulness either for psychological purposes or 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 WIB CABLE TO NAPLES NO. 26.

END"
AIRGRAM

From: Personal Representative of the President to His Holiness the Pope

Dispatched:
Date: July 20, 1944
Rec'd: July 29, 4 pm

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 1543 to June 1944, the Jewish population decreased by about 2,000 (The HIASMEM two months ago gave this figure as approximately 4,000) of which a) deportations to Germany and raids to collect workers approximately 1,700; 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 600); 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 Hechtboote 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, Lasser, Mann, Mannon, Marks, McCormack, Pohle, Sergy, Standish, Weinstein, Files
This telegram must be paraphrased before being communicated to anyone other than a Government Agency.

Secretary of State,
Washington.

227, July 17, 10 a.m.

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

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

1. There have been discovered in Italy the originals of German official orders dated April 22, 1944, by which all internese 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 47 British Jews were thus suddenly removed in April at noon one day at a few minutes notice to a German camp at Campi near Modena.

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

3. The size of the problem. There should have been sixteen to twenty thousand internese 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 under 9,000 with a large scale repatriation of Yugoslavs and deportation of Jews and others. Republican Italy with her Fascist
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 "ops, 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 adequate United States of American 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 refugee. Similarly rescue work has pride of place for the American War Refugee Board.

(6) Immediate 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 (neat 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
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

WBB
RR

Miss Chauncey (for the Sec'y) Abrahamson, Akin, Bernstein, Berenstein,
Cohn, Duhde, Friedman, groot, Hodel, Laughlin, Lesser, Lusk, Mann,
McMann, Marks, McCormick, Peble, Sargey, Standish, Stewart,
Weinstein, H. D., White, files.
Mme. Chamoussey [For the Sec'y] Abrahamson, Cohn, Dubois, Friedman, Bernstein, Gaston, Halper, Longfellow, Larrad, Mann, Mann, Marks, McCormack, Pehle, Sargent, Standish, Stewart, Wallestein, H. B. White, Ellis
FROM: American Embassy, London
TO: Secretary of State, Washington
DATE: July 15, 1944

A message, in paraphrase, from American, IGC, for Pehle, WAS, 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 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."

WISHART.

DECLOS
7/17/44

REGRAD
UNCLASSIFIED
SEP 21 1947

Miss Chamley (for the Seky) Abrahamsen, Aksin, Bernstein, Borenstein, Cohn, Drobnis, Friedmann, Gaston, Holod, Laughlin, Lessor, Luxford, Mann, Samson, Marks, McCorrnesy, Pehle, Fergoy, Sondlah, Clever, Leinstein, H. D. Wills, Piles.
From: State
May 29, 6 a.m., 1944
6179

Code: [Redacted]
May 30, 1460

For Chapin from Cochin 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. Origins of friends will proceed from Cairo to Naples as soon as replacement arrives and joint distribution committee planning send origin from Algiers early June. Brief report that Beethocate-Smith before leaving Algiers proposed that they join Naviglia 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 Beethocate-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
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 Beithoote-Smith wire to be from Algiers April 13 that Jewish agency representative is currently engaged in selecting refugees for immigration into Palestine from Italy. War Refugee Board opposes Canadian forces headquarters request that 750 non-Palestine emigrants be temporarily accommodated in Cachabuna 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 us 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
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 (of) displaced persons to whom Easte-Smith should be asked to extend every facility. UNRRA is preparing to send a 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 Wheeler in Algiers and Clapperton in Casablanca as tentatively approved by Freeway 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 London office of Joint Distribution Committee and where I can be reached care of Beekman if you want me.

Please inform Rhinehart, Hukins, Booker, Walker of Military Government Section and Heathcote-Smith.

HLL

dec: aj

je
SECRETARY OF STATE, Washington
TO: AEGEE, Algiers
DATE: May 1, 1944

FUND

FROM WAR RESOURCES BOARD FOR AFRICA

JHC is remitting him equivalent of $10,000 to Mr. 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 B&B ORD-322 TO AGREE NO. 14.

BELL

CC: Beery, Abrahamson, Akzin, Bernstein, John, Doctos, Friedman, Gaston, Hidalgo, Laughlin, Lashner, Luxford, Mann, Masseo, Marks, McCormack, Stain, Sargent, Smith, Standish, Stewart, Weinlein, H. D. White, Yehle, Yilkes

DECLASSIFIED
State Dept. Letter 11177
By D.H. Feast Date SEP 27 1972
Subject: Representation of Intergovernmental Refugee Committee in Italy

Following discussions with Patrick Latin, Vice-Director, on his return from Italy, representation of Intergovernmental Refugee Committee with UNHCR was agreed upon. Vice-Director nominated Mr. Latin, who is now in Italy, with appointment of resident representative. Final authorization of A/4 to make advances is requested in view of the foregoing.

UNID 6-15-06
STID

DECLASSIFIED
J.C.S. Receiving Memo 27-71
By: RHP Dec. 1972
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
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
SUBJECT: Representation of the American Joint
Distribution Committee, and of British
And American Quaker Organisations in
Italy.

TO: HQ Allied Control Commission
Attention WW 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 (ICCR), 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 beliefs,
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 refrig-
UOUS 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 facili-
ties 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,
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 Czecho-slovak 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 repre-
sented to the Combined Chiefs of Staff for confirmation. Regarding
representation of the Yugoslav Red Cross. As the majority of Yugo-
slav Nationals in Italy are Partisan adherents no useful purpose
would be served in allowing the representation of the Royal Yugoslav
Red Cross, whilst it is the Partisan Movement has no organised 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 comple-
mentary 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 organisations 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 organisations which, it is considered, could fulfill func-
tional purposes, are as follows.

a. American Joint Distribution Committee (JDC)

This organisation operates solely in relation to Jews. The sug-
gestion was previously made that it should be represented in Italy
and your cable PBS 9477 (Cite FARCO 1297) of 25 February refers in
this regard. It is realised 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 co-ordinated by the Resi-
dent Representative of the IJCR, 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 Jew-
ish 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 Fezella, 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 ICR 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
the displaced persons and refugees. Members of the delegation, which
might initially be limited to, two including the individual men-
tioned 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 con-
cerning 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 Ambulance Unit.

It was suggested previously that this organisation should
be permitted to take part in civilian relief work in Italy, as
vized your memoranda AM/41/7 of 11 December 1942, and AM/510/26
of 29 December 1942. As you are aware of the form of assistance
which this organisation could provide further details are unnes-
sary, 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, ambu-
ランス units, etc.
5. Both Mr. Malin and Sir Clifford Heathcote-Smith of the IGOR 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 IGOR 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 H. 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.
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 Hansen 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,

[Signature]

J. W. Faile
Executive Director

Honorable Abe Fortas
Under Secretary of the Department of Interior

[Handwritten note: Original signed by Failes.]

[Handwritten note: Copy to Abrahamson.]
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]

U.S. Secretary

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

Enclosure.
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.
April 10, 1944

TO: Mr. Lessor
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.
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 1936 and previous conventions have apparently adopted the policy of non-issuance of Hansen certificates, chiefly, the policy of non-issuance of Hansen certificates, chiefly, the policy of non-issuance of Hansen certificates, chiefly, the policy of non-issuance of Hansen certificates.

It is believed, because of provisions of the conventions which require the issuing government to permit holders of the certificates to return to its territories. The question of adequate documentation does not arise until the 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 certificates to refugees, even desirous of assuming the responsibility of issuing certificates to refugees, even desirous of assuming the responsibility of issuing certificates to refugees.

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 to 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 concerning the problem of the stateless refugee. It would appear from Recommendation (c) of the resolution adopted by the Committee on July 14, 1935, that the issuance of such a certificate may be considered as falling within its province, a certificate may be considered as falling within its province, a certificate may be considered as falling within its province.

The Board feels that the committee will be willing to take the initia-
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 impressing 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.
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 responsi-
bility 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 under-
stood 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.
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
INTERNATIONAL 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 responsi-
bility 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 Refugees Board and other
similar organizations, as issuing officers and provide them
with its seal for impression upon the document. It is under-
stood 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.
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.
EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD
INTER-OFFICE COMMUNICATION

TO
Mr. Standish

FROM
Mr. McCormick

DATE
March 22, 1944

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.

Cc: Delle
    Abrahamson
    DeBuss
    Friedmann
    Lester
THE HANSEN PASSPORT

An old Russian adage has it that a "man consists of body, soul and a passport" and it could be that Dr. Hansen, 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 "Hansen Certificate" or "Hansen 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 Hansen 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 Hansen 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 Hansen certificate proved its value: namely, when in 1933 the Russian-Jewish refugees in Germany were compelled to flee once more, they found that their Hansen 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 Hansen 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 Hansen certificate, he could be sure that without the Hansen certificate he would never get a labor permit.

The Hansen certificate gave the refugee moral support. While the refugee without an identification paper was exposed to petty police tyrannies, the holders of the Hansen passport could turn to the representatives of the High Commission in various capitals, who afforded them a kind of consular service. These Consulars 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.
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 Hunsen 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.'"
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 authorizing 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 majeur to extend Nansen certificates issued in Bulgaria for a period of three months.

Par. 3 - Belgium. Not accepted.

Par. 4 - Czechoslovakia. Not accepted.

Par. 5 - Norway. Reservation made.

Par. 6 - Bulgaria. The cost of visas for Nansen certificates shall be fixed in accordance with the tariff 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
(G. 75. M. 30. 1938, XIII)

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) Consular specially authorised for the purposes by the country issuing the travel document shall be empowered to extend
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.

PMcCormack 3/23/44
Refugees
1930 - 1942

The death of President Bonnet in May 1930 was a distinct loss to the refugee work. The problem had absorbed his attention during the last 10 years of his life. After a year of study and uncertainty, the League of Nations established in 1931 the League Information Office for Refugees to carry on the work which Dr. Nansen had initiated.

The League, of which the League for Refugees bears the responsibility for the legal protection of refugees, has always considered it its interest to bring the refugee problem to the attention of the United Nations and the United Nations Organization. In particular, it avoided assuming responsibility for the relief of refugees. Consequently, the new international body, established by the United Nations, was unable to take over the entire field of the work of the League Information Office.

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 29, 1938, for the issuance of refugee identity certificates by the Governments signing the Convention and for the granting of financial aid, and other benefits for refugees, to be issued under the protection of the League Office.

After the Peace Treaty in the year 1919-1923 approximately 7,200 former residents of the same territory, east of the Rhine, were settled 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 refugee identity certificates be issued to them.

In 1938, Eugene M. Haks, President of the League of Nations, appointed President of the Office. Dr. Haks, who has carried on work forward with energy and decision, was chosen by the United States, in 1938, as Secretary of the Office, reorganized the Office, and issued the first official Office and issued the first official report on the work of the Office. The Office was then under the protection of the United Nations, and the first refugees to be settled under its protection were those who had been living in the territory that became part of Germany in 1938.

The years 1931-1938 were not a period of relief for refugees and the war refugees of the Western European countries who fled to France in advance of the German armies in the spring of 1940.

The war in China beginning in 1937 precipitated the largest refugee migration in recent history. It is estimated that approximately 50,000,000 Chinese fled before the Japanese armies in two major refugee movements from the coast areas to the agricultural areas.
Historically, one area center, China, and the southeast to the southwest on the other from the northwest to the northeast. Skilled laborers, industrialists, officials, government employees, above to, and intellectuals participated in a joint effort to ensure stability and national activity. Nevertheless, the pace was more slowly than the and covered shorter distances along rail lines and highways. The areas of military activity were more prone to return after the Japanese evacuation or the recapture of the areas by the Chinese forces.

Whether this would develop to what prove permanent or temporary, that is yet bed clear. Before the Japanese invasion the reductive: in the export trade from the coastal cities in the depression years of the early twenties caused a movement of 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 70% of the Chinese population concentrated in 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 Jews refugees were dispersed over central and eastern Europe in the tail end of a movement which peaked in Germany during the first years of World War II and finally developed into an unprecedented pattern of displaced groups and populations in 1938 and 1939. Those in Germany who opposed the Nazi political philosophy, non-Jews according to the Nuremberg laws, scientists, intellectuals, authors, artists, the members of other liberal professions and other leaders, were first removed from government posts and then from private positions in the universities, public long boards and law offices. Those who were arrested and as skilled in concentration camp derived of their property and citizenship, and finally driven from Germany to find new places of livelihood at 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 1935 the League of Nations appointed Jane G. McDonald as High Commissioner for Refugees (Jewish and Other) coming from Germany, but reported the office from the League to avoid the appearance of criticism of internal measures. Within Germany, the 70 per cent of the Council of the League of Nations. This separate situation protected against effective treatment of the problem which grew in proportion as Germany intensified her persecutions of the Jews, expanding 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 amid of organizing assistance to refugees under the authority of the League itself, Dr. McDonald resigned in December 1936, reporting at the time that approximately 80,000 refugees had left Germany of whom 16,000 remained unsettled.
The Council of the League of Nations, meeting 1 January 1936, established the office under its secretary-general for the relief of refugees, and appointed the British Consul General for Refugees, to carry on the work. The League's action was restricted to those who had already left their country of origin and to negotiations with the Governments of the countries to which the refugees were going in order to secure employment and settlement. Responsibility for the relief of refugees was again left to the private agencies.

Through the Convention of Geneva 1936, identity certificates were made available to refugees from Germany similar to those provided for the annexed refugees by the Convention of 1923. By law in 1936, refugees from Austria were the used within the competence of the High Commissioner and within the provisions of the Convention of 1936.

The German Anschluss with Austria in March 1936 added new thousands to the streams of central European refugees who were already taking the difficult experience 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 the conference of July 1938.

Reports received at Breslau indicated that some 125,000 refugees had already left Germany and Austria and that 100,000 additional persons were either preparing to leave or had already left, because of their racial origin or their religious and political beliefs. Neighbouring 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 Breslau. 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 difficulties of which they were the victims. The Dominican Republic, in the heat of the conflict of other Governments, offered to accept 10,000 for settlement in agriculture.

The Governments of Europe assembled in a second meeting in London in August 1938 and there organized the Inter-governments Committee, with Lord Winterton, the representative of the British Government as Chairman. The first act of the Inter-governments Committee was to explore with Germany the possibilities of the orderly evacuation of the refugees with some prospect of their return in their own countries to contribute to the cost of resettlement. The negotiations were not brought to a successful conclusion by the Germans; proposals proved unacceptable to the government members of the Inter-governments Committee and to the refugees themselves.

Thereafter consultations of experts were sent to explore the feasibility of the settlement of refugees in America, in south-western France, in British Guiana, in the Dominican Republic, and elsewhere. In the Philippines, the extent of settlement in Africa proved high, and the settlement of experimental groups of 500 families was recommended in the other areas. The outbreak of war in September 1939 resulted in the cancellation of plans to settle refugees in British Guiana and the Philippines; but the Dominica project proceeded under the auspice...
of the Food and Agriculture Organization of the United Nations, which pointed out that the population problem was a serious one and that agricultural development was essential. The United Nations Food and Agriculture Organization (FAO) was established to provide technical assistance and support for the development of agriculture in member countries. The FAO worked to improve agriculture, equality, and food security across its member nations.

In the brief period of time between the end of the war and the start of the Cold War, there was a significant increase in migration and political unrest. The Soviet Union and its Eastern Bloc countries were consolidated, and many people sought refuge in Western Europe. The United Nations High Commissioner for Refugees (UNHCR) was established to assist in the protection of refugees and asylum seekers.

In 1952, the United Nations established the United Nations High Commissioner for Refugees (UNHCR) to address the needs of refugees and asylum seekers. The UNHCR worked to provide assistance to refugees, including food, shelter, and medical care. The UNHCR was also responsible for returning refugees to their home countries or finding them new homes in other countries. The UNHCR's work was crucial in helping to alleviate the suffering of refugees and asylum seekers around the world.
Surcharges to Germany amounted to £3,000,000 and the
British Government contributed £2,000,000. The
French Government contributed £2,000,000. The
intended total of £7,000,000 was realized and
that sum was required. The sum of £7,000,000 was
reserved for the purpose of compensation to
refugees. This sum was sufficient to meet the needs
of the refugees and to provide a grant to the
League of Nations. The League of Nations
provided a grant of £1,000,000. The total amount
meant for the purpose of compensation to
refugees was £8,000,000.

In the years following the outbreak of the
First World War, the International Office for
Refugees in Germany, Austria, and Switzerland
was established. The Office was established in
December 1918. It was successful in providing
relief to refugees and in assisting them in finding
employment and housing. In 1920, the Office was
abolished. The International Office for Refugees
in Germany, Austria, and Switzerland was
established. The Office was established in
December 1918. It was successful in providing
relief to refugees and in assisting them in finding
employment and housing. In 1920, the Office was
abolished.

The Hague Convention on the Rights of
Refugees, signed in 1928, is the basis for the
International Office for Refugees in Germany,
Austria, and Switzerland. The Office was
established in December 1918. It was successful in
providing relief to refugees and in assisting them in
finding employment and housing. In 1920, the
Office was abolished.

The International Office for Refugees in
Germany, Austria, and Switzerland was
established. The Office was established in
December 1918. It was successful in providing
relief to refugees and in assisting them in finding
employment and housing. In 1920, the Office was
abolished.

The Hague Convention on the Rights of
Refugees, signed in 1928, is the basis for the
International Office for Refugees in Germany,
Austria, and Switzerland. The Office was
established in December 1918. It was successful in
providing relief to refugees and in assisting them in
finding employment and housing. In 1920, the
Office was abolished.

The International Office for Refugees in
Germany, Austria, and Switzerland was
established. The Office was established in
December 1918. It was successful in providing
relief to refugees and in assisting them in finding
employment and housing. In 1920, the Office was
abolished.

The Hague Convention on the Rights of
Refugees, signed in 1928, is the basis for the
International Office for Refugees in Germany,
Austria, and Switzerland. The Office was
established in December 1918. It was successful in
providing relief to refugees and in assisting them in
finding employment and housing. In 1920, the
Office was abolished.

The International Office for Refugees in
Germany, Austria, and Switzerland was
established. The Office was established in
December 1918. It was successful in providing
relief to refugees and in assisting them in finding
employment and housing. In 1920, the Office was
abolished.
settlements for all and Britons. Guinea had failed plans were made in 1937 to settle the Armenians on the plains of the Ghab in Syria. In 1937, the plan had to be abandoned as the French government notified the League of Nations that they were withdrawing troops from Syria. In the end, the French Treaty allowed the asylum funds to exist under 9,000 Armenians who had entered Syria in the Valley of Hauran, which by 1939 had increased to 20,000, an area considered to be the most beautiful of the French frontier. So, the Armenians were moved to establish at least three settlements in the area. In 1940, a city group was established as a result of the evacuation of Armenians from Europe to America and the establishment of the Republic of Armenia. In 1940, forty-four years after the Armenian entered the refuge state, immediately after World War II. The original home of the Armenians in Kurdi and the Parthian areas had been lost to them in the period, and they belonged to no country which could give them protection.

Of the collapse of the League of Nations, Spain is in February 1939, more than 300,000 refugees hurried over the border into France. The second main group of refugees, soldiers, civilians, and children, traveled along the route of the Southern train, including the evacuation of the whole of the train in the south. While the French and the Spaniards had been in Spain with respect to receiving the refugees, the train was divided, and it was decided that the refugees would be divided into groups and sent to various destinations. Generally, theosen and the soldiers were moved to the French coast. Conditions in the refugee camps were difficult in the early to the mid-1940s, and the French army, who had remained in the area, was sometimes able to improve.

As many of the refugees were fleeing from the fighting, they were placed in military, administrative, and health centers started in December 1939, and speeded in the early months of the movement at the rate of 400 daily. In March 1939, the refugee groups were recorded to consist of approximately 220,000 soldiers, 40,000 women, and children, 100,000 wounded men in hospitals, 17,000 round of100,000 in camps, and another 12,000 in a camp for the refugees, and 30,000 in a camp for the refugees, and 30,000 in a camp for the refugees. In October 1939, some 40,000 more refugees who could not return to Spain with safety were eventually placed in border camps and absorbed in French industry during the war. Most of the refugees came from the French Foreign Legion, others migrated to Germany, the Italian Republic, and the 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 eastern movement of refugees for larger in volume and more rapid and violent in action than the western movement which had been in progress since 1938. Polish population of 3,000,000 was constituted by 80% of the people affected by the advance of the German armies eastern, but of the war was fought more bitterly between the western front of the German advance, and the eastern front of the German advance.
Holocaust refugees, of Polish and Jewish refugee stock residing in or fleeing into the area of former Poland which had been occupied by the forces of Soviet Russia near the eastern Baltic area and the eastern Baltic Sea.

The occupation of Poland also created an enormous drain of civilian population from Poland. The policy of the German regime towards repatriation of Czechoslovakia to eastern and southern Europe to the eastward. A treaty was concluded with Italy in the fall of 1939 to provide for the return of some 250,000 Germans from the South Tyrol, the first effort to implement this policy. Later Hitler's German territories were attempted to be repatriated for the return of approximately 100,000 Baltic Germans. Some 300,000 Germans were also repatriated from Russia, Romania and Bulgaria.

As a result, the number of Polish refugees in other countries returned to Germany from Germany the path of the 250,000 to 400,000 Polish refugees from Germany, Austria and Czechoslovakia who were constantly being repatriated eastward to the ghettos established in Russia, the Baltic and the Balkans. 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 was by boat to Shanghai or through Poland and across Siberia to the Far East.

As the Soviet Union was incorporated into the Soviet Union in the Baltic, the Baltic and the Baltic, Germany was to be repatriated to Germany. Germans were also moved from Poland and eastward, Poland occupied by Soviet Russia to Germany. From this area Poles and Jews were evacuated for internment in Russia to be replaced by a Russian influx. The accurate figure of German andcdnjs; the movement of a portion of the population will 50,000 in the area

As a result of Soviet control was extended to Lithuania, Estonia and Lithuania.
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.

Plans 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 refugees 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.
During the period when all were involved, some were interned with German prisoners at Fort Cumberland and Australia. Later when the defenses against Edition were strengthened, the great majority of the refugees were released after a period of several months. At that time, they still undertook to participate voluntarily in the war against the common foe. They were replaced by Canadians and Australians in the previous F.I. 

As a result of the Irish F.I. of 1940, extensive plans were developed for the evacuation of children from the cities to rural districts. In the United States and Australia, arrangements were made to evacuate British children overseas. Approximately 30,000 children were removed to Canada, about 7,000 to the United States, and smaller numbers to Australia. These plans were to be abandoned because of the lack of opposition to protect the transports at sea.

In the late summer and fall of 1940, Germany's efforts to find allies in the Balkan countries were largely due to the Axis cause. They were not hesitant to use force, as shown in their strategy. In Vienna in August 1940, Hungary was annexed part of the eastern area of Transylvania and approximately two of a million people. The F.I. of 1940, however, was not the only way to achieve the desired annexation in the former Austrian territory.

South European War: Allied to Bulgaria as a result of the Allied effort to drive the Bulgarian fronts from the territories in the area. The annexation of Transylvania to Hungary in 1940 was also planned. Slovakia undertook to preserve Slovak interests in the Peace Treaty of Silesia and Bohemia.

In the west, Luxembourg and Germany were incorporated as provinces into the German Reich. Again, non-German refugees, mainly of the Government of Luxembourg and political refugees, were forced to flee. About 20,000 of the French population of Luxembourg were expelled without mercy. The French and the refugees protested to the Viennese Government, but the expulsion of larger numbers from their homes.

In November 1940, 10,000 Dutch refugees were driven from the Rhine and the Falatante into eastern France to avoid the arrival of refugees already concentrated. After the expulsion, there was an exodus of refugees, who had been interned after the annexation in Southern France.

As the war spread to the Balkans, the refugees from Europe became increasingly difficult. Spain refused to permit entry of refugees into her territory, refused assistance to all, and closed its doors to refugees countries. Shipping from Portugal and Spain was greatly reduced by the conclusion of the services bills, which were already overworked with other central European refugees, who had been interned after the annexation in Southern France.

In July 1941, the United States concentration of the evacuation of
visas applications at the State Department in Washington and most countries in Latin and South America destructed 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 Manchuria 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, 1,200,000 in Hungary and Romania, 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 displaced 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:

<table>
<thead>
<tr>
<th>Country</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poland</td>
<td>873,000</td>
</tr>
<tr>
<td>Protectorate of Bohemia</td>
<td>150,000</td>
</tr>
<tr>
<td>Moravia</td>
<td></td>
</tr>
<tr>
<td>Italy</td>
<td>132,000</td>
</tr>
<tr>
<td>Netherlands</td>
<td>90,000</td>
</tr>
<tr>
<td>Belgium</td>
<td>87,000</td>
</tr>
<tr>
<td>Slovakia</td>
<td>69,000</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>48,000</td>
</tr>
<tr>
<td>Denmark</td>
<td>21,000</td>
</tr>
<tr>
<td>France</td>
<td>23,000</td>
</tr>
<tr>
<td>Hungary</td>
<td>21,000</td>
</tr>
<tr>
<td>Switzerland</td>
<td>17,000</td>
</tr>
<tr>
<td>Union of Soviet Socialist Republics</td>
<td>10,000</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>8,000</td>
</tr>
<tr>
<td>Romania</td>
<td>4,000</td>
</tr>
<tr>
<td>Norway</td>
<td>1,400</td>
</tr>
<tr>
<td>Sweden</td>
<td>1,200</td>
</tr>
<tr>
<td>Spain</td>
<td>1,100</td>
</tr>
<tr>
<td>Greece</td>
<td>300</td>
</tr>
<tr>
<td>Finland</td>
<td>200</td>
</tr>
<tr>
<td>Portugal</td>
<td>100</td>
</tr>
</tbody>
</table>
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 demarcation 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:
"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 beastly 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. As an instance of the latter was the successful intervention with the Netherlands Government in November 1941, which resulted in the acceptance at Curacao, Netherland West Indies, of eighty-three refugee passengers aboard the S.S. CARO de RODOS, who had been denied admittance to the Argentine and faced the threat of returning to Spain and internment.

Most of the group had left Marseilles in January 1941 aboard the S.S. ALSTA. 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 generally 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
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 Algeria 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 1938 and earlier.