

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

Intergovernmental Comm.
Vol. 3 Folder 3

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THE FOREIGN SERVICE
OF THE
UNITED STATES OF AMERICA

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*War Refugee Act
Mr. Peddie
set well*

AIR MAIL

AMERICAN EMBASSY

UNRESTRICTED

London, July 31, 1944.

No. 17195

Subject: Agenda and Proceedings of Seventh Meeting
of the Executive Committee of the Inter-
governmental Committee on Refugees.

The Honorable
The Secretary of State,
Washington.

Sir:

- 1/ I have the honor to refer to the Embassy's telegram No. 6045 of July 29, 1944, and to transmit herewith a copy of the Agenda of the Seventh Meeting of the Executive Committee of the Intergovernmental Committee on Refugees
- 2/ held on July 26, 1944, together with a copy of the draft Record of the Proceedings of the Meeting.

With the exception of two points on the Agenda the record of proceedings would appear to require no comment. The two exceptions are the following:

Item No. 3. The Intergovernmental Committee is most anxious to obtain the services of certain experts in Switzerland in carrying out a survey of the refugee problem as represented by the refugees in Switzerland, which are considered to form an excellent cross-section of refugees in general. The Committee feels that the information obtained from such a survey would be of particular value to it, especially in the post-war period when it will be the agency primarily responsible for the relocation of displaced persons. To this end it wishes to spend £1,000 from funds already allocated to it by the American and British Governments, the two Governments sharing equally in the expense since it will constitute an "operational" expenditure. Before issuing the final and definitive report of the proceedings of the meeting, the Committee desires to have the explicit authorization of the United States Government to make the expenditure in question. This matter was covered in the Embassy's telegram No. 6045 of July 29.

Item No. 8. Since the draft record of the proceedings was issued legal opinion has been received which would appear to decide the point in question. The Committee's legal adviser has stated that the correct interpretation of the rules as to the Director's report to the Plenary Session is that it is the Director's own report and not the report of the Executive Committee. In other words, in referring the report to the Plenary Session the Executive Committee has

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no authority formally to revise it, although it can,
of course, attach its own comments on the report if
it so desires.

Respectfully yours,

For the Ambassador:

Howard Bucknell, Jr.,
Minister-Counselor.

Enclosures:

- 1/ Revised Agenda of Seventh Meeting
of the Executive Committee of the Inter-
governmental Committee on Refugees, in
triplicate.
- 2/ Draft Record of the Proceedings of
the Seventh Meeting, in triplicate.

SHB:dm

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Enclosure No. 1 to despatch No. 2185 of 2-3-44
from the Embassy at London, England.

SEVENTH MEETING OF THE EXECUTIVE COMMITTEE OF THE
INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

26th July, 1944

REVISED AGENDA.

1. Contributions to Administrative Expenses of Intergovernmental Committee on Refugees from Czechoslovakia and Poland.
(IC/ADM/20. - 10th July, 1944)
2. Travel Documents.
(IC/ADM/21. - 13th July, 1944)
3. Preliminary Survey of Prospects of Repatriation of Certain Groups of Refugees.
(IC/ADM/22. - 17th July, 1944)
4. Appointment of Director.
(IC/ADM/23. - 20th July, 1944)
5. Assistance to Persons coming within the Mandate of the Intergovernmental Committee on Refugees within Occupied Territory.
(IC/ADM/24. - 20th July, 1944)
6. Statement by Director on current activities.
7. Resolution by Executive Committee authorising Mr. J.R. Deans, Assistant Finance Officer, to sign cheques on behalf of the Intergovernmental Committee on Refugees.
8. Any other business.
9. Date of next meeting.

Already circulated to Members of the Executive Committee.

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10th July, 1944.

MEMORANDUM.Contributions to Administrative Expenses of Intergovernmental
Committee on Refugees from Czechoslovakia and Poland.

It will be remembered that the Executive Committee reached the following decisions relating to the Administrative Expenses of the Intergovernmental Committee on Refugees:-

(a) The Administrative Expenses of the Intergovernmental Committee shall include:-

- (i) The cost of meetings of the Plenary and Executive Committees, comprising the special expenses involved by the actual meetings themselves, such as stenographer and interpreter service. They will not include the travelling expenses of delegates, since it is assumed that each Government will wish to bear the expenses of its own delegation.
- (ii) The cost of the headquarters office of the Director, comprising staff salaries, rental, stationery and communications, travelling expenses of the staff, etc.

(b) Only these expenses shall be shared by the Member Governments.

(c) The method by which these expenses shall be shared by Member Governments shall be in accordance with the scale, a copy of which is attached. It may be explained that the scale is based on that adopted at the Evian Conference, which itself followed the scale adopted by the League of Nations for contributions by Members of the League.

The Intergovernmental Committee scale is attached. It includes not only Member Governments but other Governments who have been invited to join the Committee.

These decisions were communicated to all Member Governments in the Director's letter of the 13th January, 1944, which further contained particulars (i) of the initial contribution of each Government and (ii) the maximum liability which each Government was likely to incur in future. The initial contribution was based on the total expenditure of £26,000 covering the period 1st September, 1943 to 31st December 1944, and assumed the total number of units of 700. The maximum liability was based on expenditure not exceeding £41,000 per annum assuming the total number of units to be 700.

2. Objections have been received from the Governments of Poland and Czechoslovakia only. The main argument put forward by these two Governments is that the number of units assigned to them is too large, having regard, first, to their straitened resources, owing to the war, and second, to the fact that the League of Nations has granted them the concession of a token quota of one unit only. The Director has explained to the two Governments the lines on which the Executive Committee proceeded and the following is an extract of his letter to His Excellency the Czechoslovakian Ambassador:-

"The Executive Committee, when it decided to adhere to the Evian Scale, with corresponding units for new Member Governments based on the scale of the League of Nations, had very much in mind the point raised in Your Excellency's letter. It was anxious that the contributions of those Member Governments, which were in the unfortunate position similar to that of Your Excellency's Government, should be fixed with due regard to their conditions. One way of ensuring this would have been to reduce the number of units in such cases, as is suggested in Your Excellency's letter. Another method was to keep as low as possible the total

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expenditure which would be subject to the general contribution, and to leave the rest of the expenditure open to voluntary contribution. The Executive Committee, after very careful thought, decided to adopt the latter method. As explained in my letter of the 17th January, 1944, it defined the Administrative Expenditure, which alone is subject to general contribution, so as to include a small part only of the total expenditure, the rest being included in Operational Expenditure towards which contribution is on a voluntary basis. It recognised that the Member Governments whose normal resources are small, or whose resources have been greatly reduced owing to the war, would not be able to make a voluntary contribution, but it was, and is, hoped that those Member Governments who are more fortunate, will contribute voluntarily and so regress the apparent inequalities mentioned in Your Excellency's letter."

The Director invited the two Governments to re-consider the matter in view of these explanations but said that if they still wished to pursue the matter it would be referred to the Executive Committee. The two Governments are not prepared to re-consider their objections and the case is, accordingly, placed before the Executive Committee.

3. The number of units allotted to the Czechoslovakian Government is 25. The initial contribution for the period 1st September, 1943 to 31st December, 1944 is \$925. The maximum liability which it is likely to incur in any year is \$1300.

The number of units allotted to the Polish Government is 32. The initial contribution for the period 1st September, 1943 to 31st December, 1944 is \$1184. The maximum liability which it is likely to incur in any year is \$1880.

The Czechoslovakian Government has merely asked that the Executive Committee should review the amount of contribution without making any suggestion as to what the revised contribution should be. The Polish Government has suggested that its contribution should be fixed at 1% of the total expenditure. The Polish suggestion is not practicable, since its contribution must conform with the general scheme, which involves a definite number of units being allotted to it.

4. The relevant draft financial regulation is the following:-

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

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

5. It is suggested, therefore, that if the Executive Committee desires to make any change the appropriate procedure will be to anticipate the approval of the draft Financial Regulations and to make a recommendation to the Plenary Committee.

H. W. EMERSON,

Director.

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APPENDIX
INTERGOVERNMENTAL SCALE

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

x Members of the Intergovernmental Committee on Refugees

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14th July, 1944.

TRAVEL DOCUMENTS.

At my request Dr. Kullmann, who is an authority on the subject, has written the attached valuable Memorandum on travel documents for stateless refugees or for refugees who do not in fact enjoy the protection of any Government. The task of the Intergovernmental Committee in trying to find new homes for persons within its mandate who cannot return to their own countries will be greatly complicated if there are difficulties in securing travel documents for them. It would be much simplified if a uniform system were adopted by the various Governments. This is perhaps too much to hope, but it should not be impracticable to secure a measure of agreement which would go far to meet the difficulties. The question is a technical one on which most Governments will be unwilling to make a decision without careful consideration. It would, therefore, be impracticable to place specific proposals before the Plenary Session with a view to agreed recommendations being made to Governments. On the other hand, it is most desirable that the question should be taken up with as little delay as possible, and I would suggest that one way of effecting this would be for the question to be placed on the Agenda of the Plenary Session with the recommendation that the Plenary Committee appoint an expert commission to examine the question and to report on it to the Executive Committee, with power to the Executive Committee, if it considered desirable, to make recommendations to various Governments. The commission might consist of seven or nine Member Governments, who would be invited to appoint representatives who had had practical experience of passport questions, or who had expert knowledge of the subject. Such a proposal would not involve any commitment on the part of the Member Governments of the Plenary Committee, but would allow a difficult question to be thoroughly examined and recommendations made by an authoritative body.

H. W. EMERSON,

Director.

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TRAVEL DOCUMENT FOR STATELESS REFUGEES OR FOR

REFUGEES WHO DO NOT IN FACT ENJOY THE PROTECTION OF ANY

GOVERNMENT.

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

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

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

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

2. After the last war the Governments were confronted with a similar problem. As a consequence of the far-reaching political changes brought about by the war of 1914-1918, and the immediate post-war period, many people had lost touch with the countries to which they formerly belonged and in many cases had lost their previous nationality, without being in a position either to recover it, or to acquire a new nationality within a reasonable space of time. These persons without nationality were not as a rule in possession of the papers of identity required by the regulations of the State in which they resided, and their freedom of movement was therefore in many cases much restricted.

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

The Governments, collaborating through the medium of the League of Nations, endeavoured to make provision for identity and travel documents by two methods: (a) in respect of the specified categories of refugees placed by mutual consent under the protection of the League, i.e. the Russians, and later on, Armenians, Saar refugees, Germans and Austrians, an internationally recognised travel document was provided by various intergovernmental arrangements and Conventions; (b) in respect of other persons the International Conference on Passports, which met in Geneva in May 1926, considered it desirable that certain facilities for travelling should be granted to persons without nationality, and requested the League of Nations to prepare, with the assistance of experts of those States most immediately concerned, a draft arrangement based upon the principle of the introduction of an internationally-recognised identity document. Subsequently, the Third General Conference on Communications and Transit of the League, which met in 1927, adopted four Recommendations concerning the issue of a

uniform type of document to persons who are without nationality, or of doubtful nationality, in consequence of the war or from causes arising directly out of war, the non-delimitation of frontiers, or a conflict of laws, pending an international settlement of this matter.

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

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

To hasten the entry into force of the new measure a flexible procedure was adopted. The draft Arrangement was communicated to League and non-League Members in the form of a Recommendation. Acceptance of the provisions of this Arrangement with or without reservations, was to be notified to the Secretary-General of the League by a formal declaration.

This simple method led to the adoption of the Nansen Passport for Russian refugees by 53 countries. In 1924 the scheme was extended to Armenian refugees, and 55 States adopted the new measure.

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

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

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

The problem of providing refugees from Germany and Austria with a travel document was less acute in the first years of their exodus, as the German Government did not resort at an early date to "en masse" denationalisation. It is true that thousands of persons were denationalised between 1933 and 1941 by individual decrees, but only much later, on November 25th 1941, a German Decree provided for the "en masse" denationalisation of all German Jews having taken ordinary residence abroad. Other refugees from Greater Germany, although deprived in fact of German diplomatic and consular protection, i.e. being unable to obtain prolongation of validity of their German passports, were not denationalised formally.

Nevertheless, the Provisional Arrangement concerning the status of refugees coming from Germany, signed in Geneva on July 4, 1936, made provision for the issue of a travel document similar in form and content to the document previously adopted for Russians, Armenians, and other categories of refugees. These provisions were incorporated subsequently into the International Convention concerning the Status of Refugees coming from Germany, signed in Geneva on

February 10, 1938. By an additional protocol, its clauses were extended to refugees from Austria after the Anschluss. The Arrangement was put into force by six Governments; the Convention was ratified by only two Governments, further ratifications being held up owing to the outbreak of the war.

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

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

Arrangements and subsequent Conventions also provided:

- "1.(a) that the travel document shall entitle the holder to leave the territory where it has been issued, and to return thereto during the period of the validity of the said travel document;
 - (b) The Governments acceding to the Arrangement or the Convention reserve the right in exceptional cases to limit the period during which the refugee may return, such limitation being noted on the travel document.
2. The competent authorities of the territory to which the refugee desires to proceed shall, if they are prepared to admit him, affix a visa to the travel document of which he is the holder.
3. The authorities of the territories of transit undertake the grant of facilities for the issue of transit visas to refugees who have obtained visas for the territory of final destination."

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

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

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

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

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

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

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

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

Recommendation II provided:-

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

Recommendation III provided:

1. that the period of validity of an identity and travel document would in principle be six months.
2. that, save in certain special or exceptional cases, this

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document would be valid for all countries or for as many countries as possible;

- 3. that each Government would be left free to adopt such provisions as it may consider necessary for the visaing of the document in question, though every endeavour would be made to grant visas under as simple and favourable conditions as possible;
- 4. that in the matter of charges levied for the issue of an identity and travel document, and the granting of visas, the provisions set out in the final act of the Passport Conference at Geneva of May 18, 1926, would be observed, unless special circumstances warranted their modification.

Recommendation IV provided that documents issued before the entry into force of the foregoing provisions to persons without nationality, or of doubtful nationality, should remain valid until the said documents had expired.

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

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

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

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

- 6. As regards past action of the IGC in connection with travel documents, attention may be drawn to the Resolution adopted at Evian on July 14th 1938, which recommended under 8 (c):

"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."

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

- (i) It is not advisable to combine provision for the issue of a valid travel document with other arrangements relating to the legal status of the refugee.
- (ii) The mandate of the Intergovernmental Committee comprises persons already covered by previous Arrangements and Conventions, and persons not so covered.
- (iii) For the specified categories already covered by previous Arrangements and Conventions, the best policy to follow may prove to be to press for a wider application of the issue of such documents and for their recognition by other States.
- (iv) As regards persons not covered by previous Arrangements, two alternative measures may be envisaged by the IGC, viz:
 - (a) to draw up an Arrangement providing for the issue of a uniform internationally-recognised travel and identity document to specified groups of refugees coming under IGC mandate.
In this Arrangement the new specified groups would be clearly defined, and, moreover, the Governments adopting the Arrangement would confer upon the IGC power to prescribe further groups as the need arose,
 - (b) to press for a wider and fuller application of the Recommendations of the 1927 General Conference on Communications and Transit relating to the issue of travel and identity documents to persons having no nationality or a doubtful nationality.

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

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

13th July, 1944.

G. G. KULLMANN,

Assistant Director.

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PRELIMINARY SURVEY OF PROSPECTS OF REPATRIATION OF CERTAIN GROUPS
OF REFUGEES.

A very important task of the Intergovernmental Committee is to find new homes for those displaced persons coming within its mandate who cannot return to their own countries or former places of established residence. Apart from physical needs (for which it is hoped UNRRA will assume responsibility, at least for a reasonable period in areas in which it is operating), this will involve much preliminary work, including the collection and co-ordination of information about particular groups and about individuals within a group, e.g. age, origin, occupation, qualifications, plans and prospects for the future, resources, etc. Information of this kind will be necessary to the Intergovernmental Committee in order to facilitate the finding of homes, and it will be of value to Governments of potential countries of reception for the purpose of selecting suitable immigrants.

An opportunity has presented itself by which the Intergovernmental Committee can obtain this very necessary information for an important group of persons, namely, the refugees in Switzerland. During his visit to the United States of America, Mr. Malin, the Vice-Director, had an interesting discussion with Professor Joseph Chamberlain, and with Miss Ruth Larned. The former is a foremost authority on refugee questions, and especially on migration. He is Chairman of the American Council of Voluntary Agencies for Foreign Services, a comprehensive body recently established to co-ordinate the relations of American private agencies with UNRRA, the Intergovernmental Committee, etc. Miss Ruth Larned is an Associate International Director of the International Migration Service, an organisation of very high technical standing which was organised in 1924 with its headquarters in Switzerland, and branches or co-operating bureaux or correspondents in forty countries. It has in the past done excellent work in the refugee field, and its co-operation with the Intergovernmental Committee will be of great help in the years ahead.

Professor Chamberlain and Miss Larned explained to the Vice-Director that the International Migration Service was contemplating for its own purposes the carrying out of sample surveys among the occupants of various refugee centres in Switzerland, in the Middle East and in Mexico. They gave Mr. Malin a plan of the survey, and the questionnaire relating to individuals is on the lines corresponding to similar surveys which the Intergovernmental Committee would contemplate as necessary for its own purposes. The surveys will have to be carried out by experts, some of whom are already available from the professional staff of the International Migration Service in Switzerland and America, while others will have to be trained.

While the Intergovernmental Committee would be interested in the surveys relating to the Middle East and Mexico, as indicating some general features of the refugee problem, there is an initial presumption that the great majority of the occupants of camps in those areas will wish to return to their own countries after the war, and will be able to do so. It is not proposed, therefore, that as regards these two surveys the Intergovernmental Committee should ask the International Migration Service to undertake any particular work on its behalf, but it would ask that the general results of the surveys should be made available, and that it should be furnished with

particular information resulting from them which would seem to concern the future work of the Intergovernmental Committee. The position in regard to Switzerland is different. The refugees there contain many classes, including both those prima facie repatriable, and those about which there is more doubt. In particular, they include a number of refugees of German and Austrian origin. Here, as regards general information, the Intergovernmental Committee would like facts about a cross-section of the refugees, with special reference to prospects of repatriation, etc. Further, as regards individuals who prima facie come within the category of non-repatriables, the Intergovernmental Committee would like detailed information about as many persons as possible.

The survey in Switzerland will be under the general supervision of Mlle. Suzanne Ferrière, who is not only the Associate International Director in charge of the Geneva Headquarters of the International Migration Service, but also a prominent member of the International Red Cross Committee, a lady with whom both the Intergovernmental Committee and the High Commission for Refugees have worked on many occasions. Her association with the Survey is a guarantee that it will be thoroughly carried out.

The International Migration Service is not able to find the necessary funds to carry out the three surveys in their entirety, and certainly not on the scale in Switzerland which the Intergovernmental Committee would like. It would, therefore, welcome an arrangement by which it would not only carry out its own purposes, but would also act as the agent of the Intergovernmental Committee in collecting and furnishing information of value to the Intergovernmental Committee. The suggestion that I would therefore make to the Executive Committee is that we should offer to contribute £1,000 in a lump sum towards the execution of the surveys, on the understanding that (1) the general results of the surveys in Mexico and the Middle East are made available to us, and that particular information relevant to the work of the Intergovernmental Committee is supplied; (2) that as regards Switzerland, the Intergovernmental Committee is supplied not only with general information relevant to its work, but also with detailed particulars relating to as many individuals as possible who prima facie appear likely to fall within the task of the Intergovernmental Committee, of finding new homes for them. In other words, I would like to ask the International Migration Service, in return for suitable remuneration, to act as the agent of the Intergovernmental Committee, in doing work of great value to the Intergovernmental Committee. Since the expenditure would be operational, it would be necessary to consult the Governments of the United Kingdom and the United States of America, and to obtain their agreement before final approval were given. Subject to this understanding, I would ask for favourable consideration of the proposal by the Executive Committee.

H. W. EMERSON.

Director.

000016

20th July, 1944.

MEMORANDUM

APPOINTMENT OF DIRECTOR

Article XII (1) and (2) of the Draft Rules for the Constitution and Procedure of the Intergovernmental Committee on Refugees reads as follows:-

"ARTICLE XII

The Director and Staff of the Committee

- (1) The Committee, in plenary session, shall appoint a Director, who shall be a person nominated by the Executive Committee. When a vacancy occurs in the office of Director the Executive Committee may appoint an Acting Director, who may assume all the duties and functions of the Director until the appointment of a new Director can be submitted to the Committee in plenary session.
- (2) The Director shall serve under a contract which shall be signed on behalf of the Committee by the Chairman of the Executive Committee and it shall be a term of his contract that six months notice of termination can be given on either side. The Executive Committee has the power to dismiss the Director for misconduct."

The instructions are therefore sought of the Executive Committee as to the form in which they wish the matter to be brought before the Plenary Session.

H. W. EMERSON.

Director.

IC/ADM/24.

20th July, 1944.

MEMORANDUM

ASSISTANCE TO PERSONS COMING WITHIN THE MANDATE OF THE
INTERGOVERNMENTAL COMMITTEE ON REFUGEES WITHIN OCCUPIED
TERRITORY

The sanctioned budget estimate of the Intergovernmental Committee for Operational Expenditure for the year 1944 is one million pounds, which the Governments of the United Kingdom and United States of America have agreed to underwrite in the first place.

There are now opportunities for assisting persons coming within the mandate of the Intergovernmental Committee who are in danger of life or liberty in the Axis countries, or countries occupied by them. The Governments of the United Kingdom and United States of America have agreed that out of the above mentioned sum of one million pounds, the sum of £900,000 may be allocated for this purpose, and they are prepared to place the Intergovernmental Committee in funds up to the amount of £450,000 each as occasion requires. The approval of the Executive Committee to this project is therefore requested.

H. W. EMERSON.

Director.

000018

DEPART.

Enclosure No. 2 to despatch No. 12185-7-31-44
from the Embassy at London, England.

26th July, 1944.

RECORD OF THE PROCEEDINGS OF THE SEVENTH MEETING OF THE
EXECUTIVE COMMITTEE OF THE INTERGOVERNMENTAL COMMITTEE ON
REFUGEES, HELD AT THE DIRECTOR'S OFFICE AT 11.0 A.M. ON
WEDNESDAY, 26th JULY, 1944.

The Meeting was attended by -

The Right Honourable the Earl Winterton, P.C., M.P., Chairman,
and British Government Representative.

His Excellency the Argentine Ambassador, Senor Dr. Don Miguel
Angel Cárcano, K.B.E.

Senhor Nothman, representing His Excellency the Brazilian
Ambassador.

Monsieur Paris, representing His Excellency Monsieur Maurice
Dejean, Minister Plenipotentiary, Delegate of the French
Committee of National Liberation.

His Excellency the Netherlands Ambassador, Jonkheer E. Michiels
van Verduynen.

His Excellency the Ambassador of the United States of America,
the Honourable John Gilbert Winant.

Mr. Alan Walker of the Foreign Office.

Sir Herbert Emerson.
Mr. P.M. Malin.
Dr. G.G. Kullmann.
Dr. J.G. Sillem.
Mr. S.H.G. Hughes.

1. Contributions to Administrative Expenses of the Intergovern-
mental Committee on Refugees from Czechoslovakia and Poland.

After consideration of the Memorandum of the Director,
IC/ADM/20, dated 10th July, 1944, the Chairman, Earl Winterton,
was requested by his colleagues on the Executive Committee to
interview the Ambassadors of the two countries concerned, or
their Foreign Ministers, and explain to them that they are the
only two dissidents to the Intergovernmental Scale. It was
suggested that he might explain that, while the Executive
Committee appreciates the terrible ravages the war has made
upon their resources, it would be very glad if their Govern-
ments could see their way to accept the scale, as otherwise,
the matter would have to come up before the Plenary Committee,

000019

and they would have to make plain that they dissent from the scale. If they did not agree to accept the scale, the Chairman would ask them to communicate to him their reasons why they were unable to do so, and thereafter, if necessary, he would consult the Members of the Executive Committee by correspondence before the meeting of the Plenary Committee.

2. Travel Documents.

The Memorandum of the Director, IC/ADM/21, dated 13th July, 1944, was considered, and it was resolved that the question be included in the Agenda of the Plenary Session with a view to the appointment of an Expert Commission to examine the question and to report back to the Executive Committee, with powers for the latter, if considered desirable, to make recommendations to the various Governments.

3. Preliminary survey of prospects of repatriation of certain groups of refugees.

The Memorandum of the Director, IC/ADM/22, dated 17th July, 1944, was considered, and it was resolved that the proposals contained in the Memorandum be approved.

4. Appointment of Director.
The Director's Memorandum, IC/ADM/23, dated 20th July, 1944.

It was proposed by the Chairman, and seconded by His Excellency the Ambassador of the United States of America, and agreed unanimously, that the Executive Committee should nominate Sir Herbert Emerson to the Plenary Committee for appointment as Director.

5. Assistance to persons coming within the mandate of the Intergovernmental Committee on refugees within occupied territories.

The Memorandum of the Director, IC/ADM/24, dated 20th July, 1944, was considered, and it was resolved that the project described in the Memorandum be approved.

6. The Director made a statement on the activities of the Committee, mentioning in particular the appointment and work of

000020

Monsieur le Gouverneur Valentin Smith as representative of the Committee in North Africa, the work of Sir Clifford Heathcote-Smith, representative of the Committee in Italy and the prospects of the Intergovernmental Committee being able to assist in operations following the offer of the Regent of Hungary to allow certain Jewish refugees to leave the country. The Director further explained the present position of the discussions between the Intergovernmental Committee and U.N.R.R.A. regarding the assistance which the latter was prepared to give to persons coming within the mandate of the Committee.

7. The Executive Committee, by resolution, authorized Mr. J.R. Deans, Assistant Finance Officer, to sign cheques on behalf of the Intergovernmental Committee on Refugees.

8. Other Business.

The Director, at the invitation of the Chairman, explained the position in regard to the report he had written on the work of the Committee since re-organization. The Chairman explained the doubt he felt regarding the exact interpretation of Article XII, (8), (i), of the Draft Constitutional Rules, namely, whether the report was to be regarded as the Director's report on which the Executive Committee would add its own comments, or whether the report was to be submitted for adoption by the Executive Committee, in which case it would be the report of the Executive Committee. He explained that the matter had been referred for legal advice. If the latter proved to be the correct interpretation, then it would be desirable to hold a meeting of the Executive Committee to consider it; if, on the contrary, the former was the correct interpretation, then it might be sufficient to circulate the report for comment in the first place, and only to hold a meeting of the Executive Committee to discuss it if the members considered it necessary. The Executive Committee left the matter with the Chairman.

9. Date of next Meeting.

This was left in the hands of the Chairman.

000021

EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE July 31, 1944

TO Mr. Friedman
FROM Mr. Abrahamson

Today we received cable 6045, London, in which IGC asks the State Department to approve an allocation of 500 pounds as the United States' share of 1,000 pounds for a refugee survey to be made in Switzerland. This proposal was apparently approved at the Executive Committee meeting on July 26th, and the State Department's approval is requested "in order not to delay issuance of final draft of proceedings."

I have told George Warren that WRB approves the allocation, and he is cabling IGC.

cc

*noted
JBF*

000022

DEPARTMENT
OF
STATE

LFG-929

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

PLAIN

London

Dated July 29, 1944

Rec'd 2:30 p.m.

*7 - War Ref
Bd 1*

Secretary of State,
Washington.

CONTROL COPY

6045, Twenty-ninth

Embassy is airmailing agenda of seventh meeting of Executive Committee of IGC held July 26, also draft record proceedings of meeting.

Only one question arose at meeting on which Executive Committee desires Department's approval before issuing final record of proceedings. This is proposal to allocate 1000 pounds for survey to be made in Switzerland to collect information concerning various groups of refugees and particulars concerning individuals in such groups. IGC feels that this survey will be of great value to it particularly in later period of relocation of displaced persons.

It is hoped that the United States Government will agree to the allocation from funds already contributed of one-half (500 pounds) of the sum proposed for expenditure on this project in order not to delay issuance of final draft of proceedings. Department's approval is requested by cable.

WSB

WINANT

000023

GMX-546

PLAIN

London

Dated July 25, 1944

Rec'd 7:00 p.m.

Secretary of State,

Washington.

5885, Twenty fifth

Secretary of Intergovernmental Committee on Refugees

requests delivery of following message to Pehle, WRB, also
to Lehman, UNRRA:

"Executive Committee of Intergovernmental Committee
on Refugees has decided session of Plenary Committee be
on Refugees has decided session of Plenary Committee be
held London 15th August 1944. It has directed me to con-
vey to you a cordial invitation to attend in your capacity
of Executive Director of War Refugee Board (Director-General
of UNRRA) as observer or should you unfortunately be unable
to attend appoint representative or representatives for the
purpose. Letter follows. Emerson, Director."

WINANT

HTM

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

000024

Telephone: ABBEY 6593.4—6467.8.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

Our Ref.: IC/245/60.
HWE/JC.

Your Ref.:

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

24th July, 1944.

Sir,

I am directed by the Chairman to say that the Executive Committee of the Intergovernmental Committee on Refugees has decided that a session of the Plenary Committee should be held in London and that it would be highly appreciated if you, in your capacity of Executive Director of the War Refugee Board were able to be present as an observer, or, in case you are unable to attend yourself, appoint a representative or representatives to do so.

The Executive Committee has fixed Tuesday, 15th August, 1944, as the opening day of the Session, and it would greatly appreciate an affirmative reply.

I enclose a copy of the cable I sent to you today.

I am, Sir,

Your obedient Servant,

H. M. P. [Signature]
Director.

The Executive Director,
War Refugee Board,
Washington, D.C., U.S.A.,

000025

IC/245/60.

24th July, 1944.

COPIES OF CABLE DESPATCHED TO EXECUTIVE DIRECTOR
OF THE WAR REFUGEE BOARD:-

EXECUTIVE COMMITTEE OF INTERGOVERNMENTAL COMMITTEE ON REFUGEES HAS
DETERMINED SESSION OF PLenary COMMITTEE BE HELD LONDON 15TH AUGUST, 1944.
IT HAS DIRECTED ME TO CONVEY TO YOU A CORDIAL INVITATION TO
ATTEND IN YOUR CAPACITY OF EXECUTIVE DIRECTOR OF THE WAR REFUGEE
BOARD AS OBSERVER OR SHOULD YOU UNFORTUNATELY BE UNABLE TO ATTEND
A FIT REPRESENTATIVE OR REPRESENTATIVES FOR THE PURPOSE STIP-
ULATED FOLLOWS STIP ERSON DIRECTOR.

000026



3 to War Refugee Board (London)
with copy of [unclear]
THE FOREIGN OFFICE
OF THE
UNITED STATES OF AMERICA

CONTROL COPY

No. 16167.

London, June 8, 1944.

Subject: Plenary Meeting of the Intergovernmental
Committee on refugees.

UNRESTRICTED

BY AIR POLCH

3 to W. R. B.
3 War Refugee Board
(Lead)
1 War Em. Bureau

The Honorable
The Secretary of State,
Washington.

Sir:

1/1 I have the honor to enclose three (3) copies of
a letter (IC/248/60) dated June 6, 1944 just received
from the Director of the Intergovernmental Committee
on refugees announcing a plenary session of the
Committee for Tuesday, August 15, 1944. It will be
noted, as stated in the Embassy's despatch no. 16162
of June 7, 1944, reporting the May 26 meeting of the
Executive Committee, that it may be necessary to
postpone this meeting of the Plenary Committee owing
to difficulties of communications and transport.

The Department's attention is called to paragraph
two (2) of the enclosed letter requesting the American
Government to appoint a delegate and, if it so desires,
a substitute delegate for the plenary session, and the
request of the Director that the name or names be
communicated to him.

Respectfully yours,
For the Ambassador:

Howard Bucknell, Jr.
Minister-Counselor

✓ Enclosure:
1. As stated.
Ozaid original.
JMA:LZ

Miss Adell

000027

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

DSP
11D Regent Street,
LONDON, S.W.1.

IC/245/60. Enclosure No.....to despatch No. *1016* for *June 8, 1944*
From the Embassy at London, England.

6th June, 1944.

Your Excellency,

I am directed by the Chairman to say that the Executive Committee of the Intergovernmental Committee on Refugees has decided that a meeting of the Plenary Committee should be held in London so soon as convenient. In order to allow adequate notice to Member Governments, the Executive Committee has fixed Tuesday, 15th August, 1944, as the opening day of the Meeting, but I am to explain that this date is contingent on war conditions, and that it may be necessary to postpone it owing to difficulties of communications and transport. Meantime, the arrangements will proceed on the assumption that it will be practicable to hold the Plenary Meeting on this date, and Your Excellency will be informed at once should any change be necessary.

2. The Agenda will be communicated to Your Excellency in due course. An important item of business will be the consideration and adoption by the Plenary Committee of Rules for the Constitution and Procedure of the Intergovernmental Committee, and of Financial Regulations of the Committee. Draft Constitutional Rules and draft Financial Regulations have been framed and have been examined by the Executive

His Excellency the Honourable John Gilbert Winant,
Embassy of the United States of America,
1, Grosvenor Square,
LONDON, W.1.

000028

6th June, 1944.

Committee which has approved them for the purpose of consideration by the Plenary Committee, which will be at liberty to amend them as it may consider desirable. Copies of the draft Rules and draft Regulations will be submitted to Your Excellency within a few days. Meantime, I attach a copy of draft Article IV of the Constitutional Rules which, subject to amendment by the Plenary Committee, will regulate the appointment of delegates and substitute delegates by Member Governments. On the assumption that the draft Article will be approved, I shall be grateful if Your Excellency will kindly request Your Excellency's Government to appoint a delegate, and, if it so desires, a substitute delegate, and to communicate the name or names to me.

3. I am to say that further information regarding the Meeting will be duly communicated to Your Excellency. Meantime, I would request Your Excellency to be good enough to convey this preliminary notice to Your Excellency's Government with as little delay as possible, and if necessary, by cable.

I have the honour to be,

Your Excellency's obedient Servant

(sgd) H. W. Emerson.
Director.

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

....
....

ARTICLE IV.

The Plenary Committee. Composition.

- (1). Each Member may be represented by one delegate at plenary meetings of the Committee.
- (2). Each Member shall inform the Director of the name of its delegate. Each Member is free to change its delegate at any time, on giving notice to the Director.
- (3). Delegates may, if they so desire, appoint substitute delegates to sit on their behalf if they are unable to sit. A substitute delegate may attend all meetings but (except as provided in paragraph 4) shall not speak or vote if his principal delegate is present. The names of substitute delegates shall be communicated to the Director and all subsequent changes thereof.
- (4). A substitute delegate may speak and vote at any meetings where his principal delegate is acting as chairman and is for this reason precluded from voting.

....
....



THE FOREIGN SERVICE
OF THE
UNITED STATES OF AMERICA

*3 War Refugee Board
(Clerks)*

CONTROL COPY
AMERICAN EMBASSY

No. 16162.

London, June 7, 1944.

Subject: Executive Committee Meeting of the
Intergovernmental Committee on refugees,
London, May 26, 1944.

UNRESTRICTED

BY AIR POUCH

3 Mr. P. B.
3 War Refugee Board
(Clerks)*



*1 War (Mr. Bundy)
with copies
minutes*

The Honorable
The Secretary of State,
Washington.

Sir:

- 1/ I have the honor to enclose herewith in triplicate the final record of the proceedings of the meeting of the Executive Committee of the Intergovernmental Committee on refugees held in London on May 26, 1944. Rules for the constitution and procedure, as forwarded by the Embassy's despatch no. 15566 of May 10, 1944 and also enclosed here-
- 2/ with in triplicate, were approved for consideration by the Intergovernmental Committee in plenary session with but slight changes, not of a material nature, with one exception. The wording "and shall cooperate with the United Nations Relief and Rehabilitation Administration" was not adopted, inasmuch as it was felt in the meeting that to do so would make an invidious distinction between the Intergovernmental Committee's attitude toward UNRRA and toward the other organizations mentioned within the rules. It was decided that the same result could be achieved by means of a special resolution to be adopted at the plenary meeting providing that the Intergovernmental Committee should cooperate with UNRRA. The financial regulations were adopted as submitted, without change.

It/

Miss Hadell

*the enclosure
Index record
in file*

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It should be noted that the date of the plenary meeting is provisionally set for Tuesday, August 15, but it was made clear that it might be necessary, owing to difficulties arising out of the war, to postpone the date.

3/ There is also enclosed in triplicate a copy of the report of the Director and the Vice Director on their visit to Washington, which report was discussed and approved at the Executive Committee meeting.

Respectfully yours,
For the Ambassador:

Howard Bucknell, Jr.
Minister-Counselor

✓ Enclosures: (17)

- 1/ Record of the Proceedings of the Sixth Meeting of the Executive Committee of the Intergovernmental Committee on refugees, IC/EX/6, dated May 26, 1944;
- 2/ Rules for the Constitution and Procedure of the Intergovernmental Committee on refugees, IC/ADM/13, dated May 26, 1944;
- 3/ Report on Visit of Director and Vice-Director to Washington, IC/ADM/18, dated May 19, 1944.

Ozalid original.
JMA:LZ

*No enclosures
Mentioned in this*

000032

July 3, 1944

EXCERPTS FROM RECORD OF THE PROCEEDINGS OF THE SIXTH MEETING OF
THE EXECUTIVE COMMITTEE OF THE INTERGOVERNMENTAL COMMITTEE ON
REFUGEES, HELD AT THE DIRECTOR'S OFFICE AT 10:30 A.M. on
FRIDAY, 26th MAY, 1944

4. Report on Visit of Director and Vice Director to
Washington IG/ADM/A8 - 19th May, 1944

The Director amplified the written account he had given of the mission of the Vice Director and himself to Washington, and in particular brought to the notice of the Committee the great value of the assistance and advice which they had received from Mr. Myron Taylor, the representative of the United States on the Committee. He also laid stress on the great assistance that had been given by the Vice Director. He paid a tribute to the work being done by the War Refugee Board which was sparing no effort to secure the rescue of persons from occupied Europe.

(a) The Executive Committee, by resolution, confirm the arrangements between the Intergovernmental Committee on Refugees and the War Refugee Board, as stated in the letter from the Director to Mr. Fehle, Director of the War Refugee Board, dated 14th April, 1944, and the latter's reply dated 17th April, 1944. It wholeheartedly approved the offer of co-operation with the War Refugee Board, made on its behalf by the Director.

(b) The Chairman expressed his appreciation, which the Executive Committee endorsed, of the work done by the Director and Vice Director in the course of their mission.

* * * * *

This is enclosure No. 3 to despatch No. 16162 of June 7, 1944 from Embassy in London, England.

19th May, 1944

REPORT ON VISIT OF DIRECTOR AND VICE-DIRECTOR TO WASHINGTON

On March 21st I received a letter from the United States Embassy in London saying that Mr. Myron Taylor, after discussing with Secretary Morgenthau the subject of the respective fields of action of the Intergovernmental Committee and the War Refugee Board, had suggested that the Director and Vice-Director should visit Washington in order to discuss

From Mr. also see some
11/15

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EXCERPTS FROM I.G.C. MEETING

* * * * *

the subject with Mr. Morgenthau, Mr. Pehle, Director of the Board, and others interested. After obtaining the approval of the Chairman, I left for the United States on the 29th March and arrived there a few days later. Mr. Malin flew from North Africa, arriving a day or two after myself. We had preliminary talks in New York with Mr. Myron Taylor, the representative of the Government of the United States on the Intergovernmental Committee, and Mr. Robert Pell, his alternate, with whom we were in constant touch throughout our visit. The success of our mission was largely due to the advice and assistance of Mr. Myron Taylor, who gave much time and thought to promoting its objects and in arranging for us the necessary contacts with Secretary Cordell Hull, Secretary Morgenthau and high officials. We commenced our discussions in Washington on the 11th April and they continued intermittently until the 21st April. The main discussions were between Mr. Pehle, Director of the War Refugee Board, and his colleagues, Mr. Dupois and Mr. Abramson, on the one hand, and Mr. Malin and myself on the other. These were supplemented by detailed discussions between Mr. Abramson and Mr. Malin. Apart from the relations between the two bodies, they included an exchange of views on many aspects of the refugee problem, which helped in creating mutual understanding and establishing cordial personal relations. The relations between the two bodies, as clarified by our talks, were stated in an exchange of letters between Mr. Pehle and myself. A copy of these is attached. They define the respective spheres, insofar as this is practicable, and where the fields of action coincide, they provide for close and active co-operation between the two organizations. So far as the proposals contained therein commit the Intergovernmental Committee, they are subject to the approval of the Executive Committee, and I may express the hope that approval will be accorded. I would particularly ask that the pledge of active cooperation be confirmed.

2. During the course of the discussions we had talks with Secretary Cordell Hull and Secretary Morgenthau, and the results were explained to the members of the War Refugee Board (Secretary Cordell Hull, Secretary Morgenthau, and Mr. Bundy, representing Secretary Stimson), who expressed their gratification.

3. I wish to bring to the notice of the Executive Committee the important and very valuable part which Mr. Malin, Vice-Director, took in all the discussions and the great assistance he gave me throughout.

4. Whilst in Washington, Mr. Malin and I attended a meeting of the Technical Committee of U.N.R.R.A. on Displaced Persons. We had several talks with Mr. Hoehler, Director, Displaced Persons Division, and met other high officials of the Administration.

000034

5. We took the opportunity of meeting representatives of the more important American voluntary organizations interested in refugees. We spent an afternoon with the American Friends Service at Philadelphia, had important talks with the Joint Distribution Committee on two occasions, discussed various matters with the American Jewish Committee and Hicem, and spent an hour and a half answering questions put to us by the American Jewish Conference, headed by Rabbi Stephen Wise. The Conference has affiliated to it many Jewish organizations and the attendance at the meeting was very representative. We also met a number of individuals engaged in refugee work.

6. I left New York for Canada on April 25th, Mr. Malin staying on in order to clear up a few matters that remained. I stayed at Ottawa for two days, where I met the officers of the Dominion Government concerned with refugee questions and discussed with them at length the work of the Intergovernmental Committee and the subjects in which the Dominion Government was particularly interested. In Ottawa and also in Montreal I addressed meetings of voluntary workers, and in both places I met the leading workers. Throughout my visit I received many offers of cooperation and assistance.

I returned to London on May 4th.

H.W. EMERSON.

000035

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

War Office Lt-Pd
DIVISION OF
COMMUNICATIONS
AND RECORDS

CVW - 19 *CONTROL CO.* PLAIN

London

Dated May 18, 1944

Rec'd 4:45 p.m.

Secretary of State,
Washington.

4010, Eighteenth

The Embassy had just received the agenda for the sixth meeting of the Executive Committee of the Intergovernmental Committee on Refugees scheduled for May 26 at 10:30 a.m.

It reads as follows:

"1. Rules of constitution and procedure and financial regulations of the IGC on refugees. (Circulated 5 May, 1944 with report of the Sub-Committee.)

2. Plenary meeting of the Committee.

3. Report on visit of director and vice-director to Washington. (Memorandum will follow.)

4. Statement by the director on current activities.

5. Any other business.

6. Date of next meeting of the Executive Committee."

Reference is made to the Embassy's despatch 15566 of May 10 forwarding draft of rules for the constitution and procedure

DEPARTMENT OF STATE
MAY 19 1944
COMMUNICATIONS
AND RECORDS

000036

-2- #4010, Eighteenth, from London

procedure and financial regulations of the IGC.

It will be appreciated if any instructions the Department may wish to send the Embassy with regard to this meeting can be received by at least May 25.

BUCKNELL

MRM
LMS

000037

Signature to despatch No. 16/6207, 4 May 1944, DUBICATE
at the Embassy at London, England.

IC/EX/6.

26th May, 1944.

War Refugee Board
J. H. ...

RECORD OF THE PROCEEDINGS OF THE SIXTH MEETING OF
THE EXECUTIVE COMMITTEE OF THE INTERGOVERNMENTAL
COMMITTEE ON REFUGEES, HELD AT THE DIRECTOR'S OFFICE
AT 10.30 A.M. ON FRIDAY, 26TH MAY, 1944.

The Meeting was attended by

The Right Honourable G. H. Hall, P.C., M.P., Parliamentary Under-Secretary of State for Foreign Affairs, acting as a substitute delegate for the Right Honourable the Earl Winterton, P.C. M.P., in the Chair.

His Excellency the Brazilian Ambassador, Senhor J. J. Moniz de Aragao, C.B.E.

His Excellency the Netherlands Ambassador, Jonkheer E. Michiels van Verduynen.

Mr. Howard Bucknell, Jr., representing His Excellency the Ambassador of the United States of America.

His Excellency Monsieur Maurice Dejean, Minister Plenipotentiary, Delegate of the French Committee of National Liberation.

Mr. W. E. Beckett.

Sir Herbert Emerson.
Dr. G. G. Kullmann.
Dr. J. G. Sillen.
Mr. S. H. G. Hughes.

His Excellency the Ambassador for the Argentine Republic sent a message by the First Secretary of the Argentine Embassy, expressing his regret that, owing to an oversight, he had mistaken the date of the meeting and was unable to attend.

1. The Chairman read a letter from the Right Honourable the Earl Winterton explaining the circumstances in which he was unable to attend the meeting and expressing his regret to the Members.
2. Rules of Constitution and Procedure and Financial Regulations of the Intergovernmental Committee on Refugees. IC/ADM/13 and IC/ADM/14. 19th April, 1944.

The Committee considered the Rules for the Constitution and Procedure of the Intergovernmental Committee on Refugees. The following amendments in the final draft, as circulated, were approved:-

W. E. Beckett

000030

- (1) Article I (4) was amended to read as follows:-

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

- (2) Article II (3) (a). The words "and may" were omitted before the words "co-operate with the United Nations Relief and Rehabilitation Administration".

- (3) Article V. (4). For the words "to delegates (with copies to substitute delegates whose names have been notified and to Member Governments)" the following words were substituted:- "to Member Governments (with copies to delegates and substitute delegates whose names have been notified)."

Similar amendments were approved in Article VI. (2) and (3).

- (4) Article IX. (5). This was amended to read as follows:-

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

- (5) Article X. (6) (iii). The word "Executive" was added before the word "Committee".

(6) Article XI. (4). The last sentence was amended to read as follows:- "The reports and minutes of meetings of sub-committees shall be confidential, unless the Executive Committee decides otherwise."

(7) Article XII. (9) and (10) were amended to read as follows:-

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

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

(8) Article XII. (11). The last sentence was amended to read as follows:- "In case of his temporary absence or incapacity to act, the Vice Director, if available, shall act for him, but if the Vice Director is not available, the Director shall appoint another senior officer to act for him as Director ".

The Executive Committee resolved:-

"That the Rules for the Constitution and Procedure, as amended, be approved for consideration by the Intergovernmental Committee on Refugees in plenary session."

(A complete copy of the Rules as amended is attached.)

The Committee considered the final draft of the Financial Regulations. No amendments were proposed. The Executive Committee resolved:-

"That the Financial Regulations be approved for consideration by the Intergovernmental Committee on Refugees in plenary session."

The Chairman expressed his appreciation, which was endorsed by the Executive Committee, of the work done by the Sub-Committee and of the assistance given by Mr. Beckett of the Legal Department of the British Foreign Office and Mr. Coville of the United States Embassy.

3. Plenary Meeting of the Committee.

There was a discussion regarding the date of the Plenary Meeting, which it had originally been hoped might be held about the middle of June. His Excellency the Brazilian Ambassador drew the attention of the Committee to the recent diplomatic ban, owing to which it would be difficult for communications to reach Brazil in less than a month, under the most favourable conditions. It would therefore not be possible for His Excellency to have his Government's reply before June. The Director suggested that it would, in any case, be necessary to give Member Governments at least two months' notice. The Executive Committee decided that the date should be fixed provisionally for Tuesday, August 15th, but instructed the Director that in communicating this date to Member Governments he should make it clear that it was provisional only, and that it might be necessary, owing to difficulties arising out of the War, to postpone the date.

4. Report on Visit of Director and Vice Director to Washington.
IC/ADM/18 - 19th May, 1944.

The Director amplified the written account he had given of the mission of the Vice Director and himself to Washington, and in particular brought to the notice of the Committee the great value of the assistance and advice which they had received from Mr. Myron Taylor, the representative of the United States on the Committee. He also laid stress on the great assistance that had been given by the Vice Director. He paid a tribute to the work being done by the War Refugee Board, which was sparing no effort to secure the rescue of persons from occupied Europe.

(a) The Executive Committee, by resolution, confirmed the arrangements between the Intergovernmental Committee on Refugees and the War Refugee Board, as stated in the letter from the Director to Mr. Pehle, Director of the War Refugee Board, dated 14th April, 1944, and the latter's reply dated 17th April, 1944. It wholeheartedly approved the offer of co-operation with the War Refugee Board, made on its behalf by the Director.

(b) The Chairman expressed his appreciation, which the Executive Committee endorsed, of the work done by the Director and Vice Director in the course of their mission.

5. The Director reported that His Excellency the representative of the French Committee of National Liberation had informed the Right Honourable the Earl Winterton, the Chairman, that the French Committee of National Liberation had proposed the name of Monsieur le Gouverneur des Colonies Valentin Smith as the representative of the Intergovernmental Committee in Algiers. The Chairman had replied, expressing his appreciation.

The Executive Committee resolved:-

"That Monsieur le Gouverneur des Colonies Valentin Smith be appointed as representative and that its thanks be conveyed to the French Committee of National Liberation for the interest it had taken in the matter and for having proposed a representative of distinction and experience."

6. The Director made a statement on current activities, dealing in particular with the activities of Sir Clifford Heathcote-Smith, the Committee's representative in Italy, the relations with the United Nations Relief and Rehabilitation Administration, and the Vice Director's tour in the Mediterranean.

7. It was decided to leave the date of the next meeting of the Executive Committee for consultation between the Chairman and the Director.

Enclosure 1 to despatch No 16162 of 26th May 1944
from the Embassy at London, England.

IC/ADM/13.

26th May, 1944.

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

ARTICLE I.

- (1). The Members of the Intergovernmental Committee on Refugees (hereinafter called the Committee) are all Governments which have accepted Membership thereof for the purpose of participating in the humanitarian work for which the Committee has been created and have not ceased to be Members under paragraph 5 of this Article.
- (2). The Members of the Committee on the 1st June, 1944, were the Governments set out to the Schedule of these Rules.
- (3). Any other Government shall become a Member if it accepts, by a letter addressed to the Director, an invitation to become a Member addressed to it in accordance with Article II (5), as from the first day of the month next following the month in which this acceptance is given.
- (4). A Government, by becoming a Member of the Committee, thereby undertakes to afford its general support to the work of the Committee. No resolution adopted by the Committee imposes any specific obligation on any Member, even if the representative of the Member has voted in favour of the resolution, unless the Member, or its delegate on its behalf, and being duly authorised, has expressly accepted the obligation in question.
- (5). Any Member Government may, by giving notice in writing to the Director, cease to be a Member as from the 31st December of the year following that in which such notice is given.

ARTICLE II.

Mandate and Functions of the Committee.

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

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transport persons within this mandate, so far as this may be necessary and practicable.

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

(a) undertake negotiations with Governments, whether Members of the Committee or not, co-operate with the United Nations Relief and Rehabilitation Administration, the High Commissioner for Refugees under the League of Nations, the International Labour Office and other international organisations as well as with voluntary organisations concerned with the interests and welfare of refugees;

(b) receive funds both from Governments and from private sources and disburse such funds in accordance with its financial regulations, and

(c) appoint a Director and engage such staff and secure such offices as may be required and conclude such contracts as are necessary for this purpose.

(4). The Committee shall carry out its functions through an Executive Committee which, subject to the control of the Committee, shall be empowered to perform all the functions of the Committee.

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

ARTICLE III.

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

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

ARTICLE IV.

The Plenary Committee. Composition.

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

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

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

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

ARTICLE V.

Sessions of the Plenary Committee.

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

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

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

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

ARTICLE VI.

Agenda for Plenary Sessions of the Committee.

(1). The agenda of each plenary session of the Committee shall be proposed, in the first place, by the Executive Committee. It shall include all items proposed for inclusion by the Committee at the previous plenary session and all items proposed by the Executive Committee itself. The

Executive Committee shall further consider for inclusion any item proposed by any delegate, and transmitted to the Director at least forty days in advance of the plenary session, and any item suggested by the Director.

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

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

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

ARTICLE VII.

Chairman and Vice-Chairman at Plenary Sessions.

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

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

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

(4). The Chairman shall declare the opening and closing of each meeting of the plenary session. He shall direct the discussions, ensure observance

of these Rules of Procedure, accord the right to address the Committee, put questions to the Committee, and announce the results of all votes.

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

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

ARTICLE VIII.

Procedure for the conduct of Business at a Plenary Session.

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

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

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

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

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

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

(7). The Chairman shall decide;

- (i) when a debate on a question is to be closed,
- (ii) any question of the application or interpretation of the rules of procedure, including the question whether the proposal is one for the adoption of which a special majority is required.

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

(8). Voting shall be by Roll Call:-

- (i) in those cases where a special majority is required for the adoption of a proposal:
 - (ii) whenever not less than five Delegates so request either in advance of the vote or immediately after a vote by show of hands; and
 - (iii) when the Chairman is in doubt as to the result of a vote by show of hands.

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

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

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

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

ARTICLE IX.

Records of Proceedings in Plenary Session.

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

These texts may be made public.

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

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

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

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

ARTICLE X.

The Executive Committee.

(1). The Executive Committee shall consist of nine Member Governments, each having been elected to hold office for two years by the Committee in plenary session. A Member may continue to hold office on the Executive Committee although two years have elapsed from the date of its election until the Committee in plenary session has made an election to fill its place. A Member shall be at all times eligible for re-election to the Executive Committee.

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

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

(4). The Executive Committee shall elect its own Chairman from amongst the delegates of Members of the Executive Committee, who shall be elected for two years but may continue to act although two years have elapsed

from the date of his election until the Executive Committee has held an election to fill his place. A delegate who is retiring from the chair shall be eligible for re-election.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

ARTICLE XI.

Sub-Committees.

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

(2). The Committee may, by decision taken in plenary session,

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authorize the establishment of other temporary or permanent sub-committees and may either determine the composition of such sub-committees or authorize the Executive Committee to do so.

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

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

ARTICLE XII.

The Director and staff of the Committee.

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

(2). The Director shall serve under a contract which shall be signed on behalf of the Committee by the Chairman of the Executive Committee and it shall be a term of his contract that six months notice of termination can be given on either side. The Executive Committee has the power to dismiss the Director for misconduct.

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

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

- (5). The Director shall conduct all correspondence on behalf of the Committee, the Executive Committee or any sub-committee. He is responsible for the distribution of all documents, the preparation of all minutes and reports and the provision of such secretarial and other facilities as the Committee, the Executive Committee or any sub-committee may require.
- (6). Subject to the directions of the Executive Committee, the Director shall make such arrangements as are necessary for office accommodation for the staff of the Committee and for accommodation for meetings of the Committee in plenary session or of the Executive Committee or any sub-committees. He may sign on behalf of the Committee any contracts which are necessary for the purpose.
- (7). The Director is responsible to the Executive Committee and the Committee for the administration of the finances of the Committee, in accordance with the financial regulations and the decisions of the Committee or Executive Committee.
- (8). (i) The Director shall prepare at the beginning of each year a report of the work of the Committee during the past year. This report shall be submitted to the Executive Committee and presented to the Committee at its next regular plenary session, together with any comments thereon which the Executive Committee may desire to make.
- (ii) At any other plenary session of the Committee the Director shall present a statement of the work of the Committee since the last plenary session.
- (iii) The Director shall from time to time prepare such other reports or statements relating to the work of the Committee as he or the Executive Committee may consider to be necessary.
- (iv) Unless the Committee in plenary session decides otherwise, the reports and statements referred to in sub-paragraphs (i) and (ii) above, and, unless the Executive Committee decides otherwise, the reports or statements referred to in sub-paragraph (iii) above shall be made public.
- (9). The appointment of the four officers of the Committee next in seniority to the Director shall be made by the Executive Committee.

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

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

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

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

Enclosure No. 3 to despatch No. *16.1.18.107.44*
from the Embassy at London, England.
IC/ADM/18.

19th May, 1944.

REPORT ON VISIT OF DIRECTOR AND VICE-DIRECTOR TO WASHINGTON.

On March 21st I received a letter from the United States Embassy in London saying that Mr. Myron Taylor, after discussing with Secretary Morgenthau the subject of the respective fields of action of the Intergovernmental Committee and the War Refugee Board, had suggested that the Director and Vice-Director should visit Washington in order to discuss the subject with Mr. Morgenthau, Mr. Pehle, Director of the Board, and others interested. After obtaining the approval of the Chairman, I left for the United States on the 29th March and arrived there a few days later. Mr. Malin flew from North Africa, arriving a day or two after myself. We had preliminary talks in New York with Mr. Myron Taylor, the representative of the Government of the United States on the Intergovernmental Committee, and Mr. Robert Pell, his alternate, with whom we were in constant touch throughout our visit. The success of our mission was largely due to the advice and assistance of Mr. Myron Taylor, who gave much time and thought to promoting its objects and in arranging for us the necessary contacts with Secretary Cordell Hull, Secretary Morgenthau, and high officials. We commenced our discussions in Washington on the 11th April and they continued intermittently until the 21st April. The main discussions were between Mr. Pehle, Director of the War Refugee Board, and his colleagues, Mr. Dupois and Mr. Abramson, on the one hand, and Mr. Malin and myself on the other. These were supplemented by detailed discussions between Mr. Abramson and Mr. Malin. Apart from the relations between the two bodies, they included an exchange of views on many aspects of the refugee problem, which helped in creating mutual understanding and establishing cordial personal relations. The relations between the two bodies, as clarified by our talks, were stated in an exchange of letters between Mr. Pehle and myself. A copy of these is attached. They define the respective spheres, in so far as this is practicable, and where the fields of action coincide, they provide for close and active co-operation.

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between the two organisations. So far as the proposals contained therein commit the Intergovernmental Committee, they are subject to the approval of the Executive Committee, and I may express the hope that approval will be accorded. I would particularly ask that the pledge of active co-operation be confirmed.

2. During the course of the discussions we had talks with Secretary Cordell Hull and Secretary Morgenthau, and the results were explained to the members of the War Refugee Board (Secretary Cordell Hull, Secretary Morgenthau, and Mr. Bundy, representing Secretary Stimson), who expressed their gratification.

3. I wish to bring to the notice of the Executive Committee the important and very valuable part which Mr. Malin, Vice-Director, took in all the discussions and the great assistance he gave me throughout.

4. Whilst in Washington, Mr. Malin and I attended a meeting of the Technical Committee of U.N.R.R.A. on Displaced Persons. We had several talks with Mr. Hoehler, Director, Displaced Persons Division, and met other high officials of the Administration.

5. We took the opportunity of meeting representatives of the more important American voluntary organisations interested in refugees. We spent an afternoon with the American Friends Service at Philadelphia, had important talks with the Joint Distribution Committee on two occasions, discussed various matters with the American Jewish Committee and Hicem, and spent an hour and a half answering questions put to us by the American Jewish Conference, headed by Rabbi Stephen Wise. The Conference has affiliated to it many Jewish organisations and the attendance at the meeting was very representative. We also met a number of individuals engaged in refugee work.

6. I left New York for Canada on April 25th, Mr. Malin staying on in order to clear up a few matters that remained. I stayed at Ottawa

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for two days, where I met the officers of the Dominion Government concerned with refugee questions and discussed with them at length the work of the Intergovernmental Committee and the subjects in which the Dominion Government was particularly interested. In Ottawa and also in Montreal I addressed meetings of voluntary workers, and in both places I met the leading workers. Throughout my visit I received many offers of co-operation and assistance.

I returned to London on May 4th.

H. W. EMERSON.

COPY

MEMORANDUM

April 14, 1944.

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

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

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

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

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

During the four years following the outbreak of war, the activities of the committee were restricted by war conditions, the limited nature of its mandate, and the lack of financial resources. But in August 1943 the executive committee - consisting of the governments of the Argentine Republic, Brazil, Netherlands, United Kingdom, United States, and the French Committee of National Liberation - met to consider certain suggestions made by the United Kingdom and United States as a result 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 of Germany and her European allies or territory occupied or controlled by them - measures for their rescue or escape from such areas, and measures for their preservation within such areas. These measures will be necessary for persons in each such area until the threat of persecution is ended - i.e., until Allied victory is achieved in a particular area or for the whole of Europe. (2) Pro-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 co-operate in the Middle Eastern work of UNRRA. A comprehensive agreement with UNRRA as to respective responsibilities is far advanced - the principle being that UNRRA, wherever and whenever it operates, will handle physical relief and initial mass repatriation, and that the Intergovernmental Committee will handle the non-relief needs of the displaced people who cannot be repatriated with reasonable speed. A plenary session of the Intergovernmental Committee is scheduled for the early summer.

According to Executive Order 9417, dated January 22, 1944, establishing the War Refugee Board, that Board is charged with the responsibility of giving effect to the policy of the American government "to take all measures within its power to rescue the victims of enemy oppression who are in imminent danger of death and otherwise to afford such victims all possible relief and assistance consistent with the successful prosecution of the war". The order states further that the Board "shall co-operate with all existing and future international organizations concerned with the problems of refugee rescue, maintenance, transportation, relief, rehabilitation, and resettlement". The groundwork

is thus laid for working relations between the War Refugee Board, an American agency concerned with rescue and relief from enemy oppression, and the Intergovernmental Committee, an international agency concerned with that as well as other responsibilities - an international agency in whose founding and recent reorganization the American government took a leading part.

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

For example, radio broadcasts intended to promote escape or preservation seem not suitable for the Intergovernmental Committee. Operations relating to the removal of persecuted persons from the Balkans through Turkey seem at present to be best carried out by the War Refugee Board acting in co-operation 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 co-operate 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, or otherwise.

In one respect it is possible to speak for the executive committee with all possible confidence. It would desire me to offer to the officials of the War Refugee Board our unstinted co-operation. 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.

(signed) H.W. EMERSON.

14.4. 44.

COPY

MEMORANDUM

April 17, 1944.

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

FROM: Mr. John Pehle, Executive Director, War Refugee Board.

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

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

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

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

(SIGNED) JOHN W. PEHLE.

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CONTROL COPY

*7/14
for
Refugees
Ed (Mr
Sible)
Main
agency about
Emerson
See
JAT*

WMG-471

PLAIN

London.

Dated April 13, 1944

Rec'd 4:35 p.m.

Secretary of State,
Washington.

3010, 13th

DEPARTMENT OF STATE
DIVISION OF
APR 14 1944
COMMUNICATIONS
AND RECORDS

FROM: SILLEM FOR EMERSON CARE WAR REFUGEE BOARD

"Following unanimous decision executive meeting
Canadian National Committee on Refugees, letter signed
Cairine Wilson April 3rd offers facilities and resources
asking IGC to call upon them when necessary!"

WINANT

MRM

000062

CONTROL COPY

7- War Refugee Bd (Mr. Pell)

RT-665

*Not distributed
see note
attached
487 June 1944*

PLAIN

London

Dated March 18, 1944

Rec'd 3:58 p.m.

Secretary of State,
Washington.

2206, eighteenth.

DEPARTMENT OF STATE
DIVISION OF
MAR 19 1944
COMMUNICATIONS
AND RECORDS

IGC Executive Committee met this morning and generally approved directors' recommendations on the agenda as anticipated in Embassy's 1983, eleventh. Plenary session is called for June 19 unless director and chairman find it impracticable to hold until some later date. Subcommittee on rules of procedure was established consisting of American, British and Netherlands representatives or their deputies and will hold first meeting next week. Full report will be mailed when minutes are available.

LMS

WINANT

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17
EOC-433

PLAIN

London

Dated March 11, 1944

Rec'd 12:20 p.m.

Secretary of State,
Washington.

1983, eleventh.

Fifth meeting IGC Executive Committee is called
for March 17. For Agenda see despatch 11268, March 4th.

No important policy decisions are foreseen for
this meeting and Embassy believes existing instructions
suffice unless Department desires to send new instruc-
tions. Regarding proposed plenary meeting Embassy has
noted penultimate paragraph Department's 1503, Febru-
ary 29th and believes the only decision regarding this
subject necessary by March 17th meeting probably about
June dependant upon completion of preparations there-
fore. Regarding rules of procedure the action called
for at March 17th meeting is expected to be simply to
refer subject to subcommittee. Regarding relations
with refugees in Switzerland (see memorandum enclosed
with despatch 11369 March 10) the status conforms to
Department's previous instructions. Regarding

relations



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-2-# 1983, eleventh, from London.

relations with refugees in Sweden no new action
imminent. Other items on agenda will apparently
require no important decisions.

WIKAMP

RR

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LFR-771

PLAIN

London

Dated February 18, 1944

Rec'd 8:44 p.m.

Secretary of State,
Washington.

1393, eighteenth

Please instruct urgently regarding request by
Lord Winterton as Chairman of Intergovernmental
Committee on Refugees for Plenary meeting and for
agreement to a statement by Eden in Parliament referring
thereto contained in letter dated February 16 (see
despatch 13675, February 2 entitled proposed IGC
Plenary meeting):

"You will remember that when the Executive
Committee met on August 4 last, it was felt that
having regard to the urgency of the problem, it was
desirable to ask the member governments to give wide
powers to the Executive Committee by correspondence
rather than to incur the delay that would have been
inevitable had it been necessary to call a meeting of
the Plenary Committee. In fact it was not possible
to call

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-2- #1393, eighteenth, from London

to call a representative meeting until the attitude was known of those governments who were invited to become members.

The position has now changed inasmuch as sufficient governments have replied to enable a representative meeting to be called, and as chairman I have felt for some time that a Plenary meeting should be arranged so soon as this can conveniently be done. Apart from other matters which would come before the meeting, it is very desirable that the constitution and procedure of the Committee should be defined in rules approved by the Plenary Committee as a whole. The director is now engaged in drafting rules which I hope will be laid before the Executive Committee in the near future for its consideration before submission to the Plenary Committee.

Another reason for calling a meeting is that there is some criticism of the fact that none has so far been convened and I have reason to believe that this criticism is likely to be made in the House of Commons in the forthcoming debate on a supplementary estimate which the British government will move for provision of its share towards the expenditure of the Committee.

If Your

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-3- #1393, eighteenth, from London

If Your Excellency agrees, I would like that opportunity to be taken of letting it be known that the Executive Committee has in mind the convening of a Plenary meeting as soon as convenient and subject to your agreement, I would arrange for the Secretary of State to include in his opening speech something on the following lines:

'I would explain that the Executive Committee has been empowered in very wide terms by the member Governments to carry on the work of the Committee and it is in fact doing so. The member governments by agreeing to this course have avoided the delay in taking action which would have been inevitable had it been necessary to call a meeting of the Plenary Committee in the early days of the reorganization. But I understand from the chairman that the Executive Committee is fully alive to the desirability of calling such a meeting in the near future and that preparations to this end including the draft of the constitution of the Committee and its rules of procedure are in hand. We could then perhaps consider at the next meeting of the Executive Committee the question of a suitable date for a Plenary meeting and some of the matters arising out of it.'

LMS

WINA&T

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P
Mr. Ackerman

IGC-7

Intergovernmental Committee on Refugees

Copies to American and British representatives accredited to the French Committee of National Liberation, and to Sir Herbert Emerson, Director of the Intergovernmental Committee.

IC/212/60

c/o Civil Affairs Office
Allied Forces Headquarters
5, rue Professeur Cartillet
Algiers

28 January 1944

His Excellency M. Ferns Massigli
Commissioner for Foreign Affairs,
French Committee of National Liberation,
Algiers.

Your Excellency,

I have the honor to enclose an additional copy of an Intergovernmental Committee document which I understand has already been sent to you by L. Maurice Dejean from London. It is the memorandum of the 29th December 1943 on the Appointment of Representatives in Certain Countries, prepared by the Director, Sir Herbert Emerson, for consideration of the members of the Executive Committee.

The Executive Committee at its meeting held on January 4, 1944, approved in principle the appointment of a representative of the Intergovernmental Committee at each of the following places:- Algiers, Naples, Lisbon, Madrid, and with the Middle East Refugee and Relief Administration at Cairo. In view of the fact that I as Vice-Director would shortly be visiting Algiers, the Executive Committee decided that I should approach the French Committee of National Liberation with regard to the appointment of a representative for North Africa.

Signed Mr. Ackerman
files
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The Executive Committee attaches great importance to a representative being persona grata to the government concerned, and this can normally be best achieved by the appointment of a national of that country. His duties will be to deal with matters within the scope of the activities of the Committee, and since these will entail frequent reference to government departments and authorities, he will be instructed that it is his duty to maintain close and friendly relations with the government. Indeed, it is contemplated that the government will often find it of assistance to make use of his services. This requires that he should be a person of sufficient standing and influence to inspire confidence. Previous experience with refugee problems will be a qualification, but it is not essential, although it is necessary that he should be a man of broad and human sympathies. He should have had previous administrative experience.

He will be responsible to the Director, and through him to the Executive Committee. The staff required will vary according to the local problems, the scope of the operations and the number of refugees in the country concerned. It is proposed that a representative should be given at first a small clerical staff only, but that if necessary an assistant, or assistants, should be appointed later, with such increase in the office staff as the actual work may justify. The number of posts on the staff and the rates of pay will be subject to the sanction of the Director. So far as personnel is concerned, the representative will make appointments himself within the sanctioned scales of clerical posts and salaries, but the selection of assistants should be referred to the Director.

Among the responsibilities of such a representative in French North Africa would be certain tasks in connection with the proposed camp at Fedhala, for whose establishment the French Committee of National Liberation has generously given its consent. Although the camp itself will not be under the administration of the Intergovernmental Committee, the Committee will be the body which will have to arrange for the ultimate disposition, not only of those occupants of the camp for whom the director of the camp cannot find local employment, but also for many others whose employment and stay in North Africa can, in the nature of things, not be of a permanent character. Moreover, apart from local employment, it will be desirable to have an outflow overseas from the camp, so far as this can be arranged. This responsibility necessarily involves the study and knowledge of the antecedents, qualifications, prospects, connections, etc., of the persons concerned.

In addition to direct contact between the camp authorities and the headquarters of the Intergovernmental Committee, we should like close co-operation between the director of the camp and our representative at Algiers, when appointed. We should propose to instruct the latter to establish and maintain cordial personal relations with the director of the camp, and to give every assistance which the latter may require. The representative should have facilities to visit the camp so that he

may obtain from personal contact the information which will assist the Intergovernmental Committee in finding homes for those in need of them. An assistant to the representative might be appointed to stay regularly in the camp for the full performance of the functions indicated above.

M. Dejean has of course already -- at the Executive Committee meeting of January 4, 1944 -- communicated the approval in principle of the French Committee of National Liberation. I should therefore be most grateful if Your Excellency would provide suggestions which could be transmitted to the Director of the Intergovernmental Committee concerning the appointment in the near future of such a representative for French North Africa, including advice on possible candidates, conditions of pay and services etc.

Yours sincerely,

Patrick Murphy Malin
Vice-Director

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DEPARTMENT OF STATE
OFFICE OF THE FOREIGN SERVICE
OF THE
UNITED STATES OF AMERICA

3 Mar 1944
W. Board
W. Board

AMERICAN EMBASSY
London, January 10, 1944.

No. 13208.

Subject: Draft Minutes, IGC Executive Committee,
January 4, 1944.

File

The Honorable
The Secretary of State,
Washington.

Sir:

In despatch no. 13011 of December 31, 1943 the Embassy referred to the agenda for the January 4 Executive Committee meeting of the Intergovernmental Committee on refugees. I now have the honor to enclose a copy of the draft record of the meeting, which draft has been circulated to those attending the meeting for any corrections.

1/

In the draft are references to previous memoranda which were enclosed with the Embassy's despatches no. 12968 and no. 12969 of December 28, 1943 and despatch no. 13011 of December 31, 1943.

despatches not in files

In attending the meeting on January 4 I carried out fully the Department's instructions (see the Department's telegram 35, January 2, 1944), as indicated in the draft record.

Respectfully yours,

John G. Winant
John G. Winant

Enclosure:

1/ Draft record of the proceedings of the fourth meeting of the Executive Committee of the Intergovernmental Committee, January 4, 1944 (IC/EX/4; single copy).
CC/PB

SPECIAL AGENT
IN CHARGE
DEPARTMENT OF STATE

8h
no attachments when received in files

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y

7th January 1944

IC/218/60
HTE/ENS

Dear Mr. Bucknell:

The Executive Committee at its meeting held on January 4, 1944, approved in principle the appointment of a representative of the Intergovernmental Committee at each of the following places: Algiers, Naples, Lisbon and Madrid. It further authorised me, as Director, to enter into discussions with the Governments of the United Kingdom and United States of America, with a view to seeking the assistance of their diplomatic representatives in approaching the Governments concerned, and to obtaining their advice regarding personnel, conditions of pay and service of such representatives.

The Executive Committee attaches great importance to a representative being persona grata to the Government concerned, and this can normally be best achieved by the appointment of a national of that country. His duties will be to deal with matters within the scope of the activities of the Committee, and since these will entail frequent reference to Government departments and authorities, he will be instructed that it is his duty to maintain close and friendly relations with the Government. Indeed, it is contemplated that the Government will often find it of assistance to make use of his services. This requires that he should be a person of sufficient standing and influence to inspire confidence. Previous experience with refugee problems will be a qualification, but it is not essential, although it is necessary that he should be a man of broad and human sympathies. He should have had previous administrative experience. He will be responsible to the Director, and through him to the Executive Committee. The staff required will vary according to the local problems,

the ...

Mr. Howard Bucknell, Jr.,
Embassy of the United States of America,
1, Grosvenor Square, W. 1.

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*Taken by Mr. Ackermann
files 4*

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the scope of the operations and the number of refugees in the country concerned. It is proposed that a representative should be given at first a small clerical staff only, but that if necessary an assistant, or assistants, should be appointed later, with such increase in the office staff as the actual work may justify. The number of posts on the staff and the rates of pay will be subject to the sanction of the Director. So far as personnel is concerned, the representative will make appointments himself within the sanctioned scales of clerical posts and salaries, but the selection of assistants should be referred to the Director.

The above particulars will, it is hoped, sufficiently indicate the nature of the duties of the representative and the qualifications which he should possess.

2. With regard to the proposed representative at Algiers, the Executive Committee decided that in view of the fact that Mr. Malin, Vice-Director, will be visiting that place within the next few days, he should make the approach to the French Committee of National Liberation. The Committee, however, will be grateful if you will inform the American representative accredited to the French Committee of National Liberation at Algiers with the request that he will be good enough to support Mr. Malin's mission.

3. It is similarly proposed that Mr. Malin should take advantage of his visit to Algiers to discuss with the proper authorities the appointment of a representative at Naples. It is understood that the proper course will be for him to get into touch, in the first place, with the American and British Resident Ministers in Algiers, and this he will do. The Committee will, therefore, be grateful if you will be good enough to have the American Resident Minister informed, and to request him to support the proposal and to advise Mr. Malin regarding pay, conditions of service, etc. It is thought that in present circumstances it will be difficult to find a suitable Italian as representative, and that it may be necessary to appoint some Allied national.

4. As regards the representatives at Lisbon and Madrid, the Committee will be grateful if the approaches to the Portuguese and Spanish Governments are made by the American Ambassador at Lisbon and Madrid respectively, in consultation with his British colleague. It is hoped that a suitable national may be available for the post at Lisbon, but more doubt is felt regarding the appointment at Madrid, where it may be necessary to appoint a person of Allied nationality. On these points, and on other matters relating to the appointments, the Committee will greatly value the advice of the American representatives.

5. The...

5. The Executive Committee has further approved, in principle, the appointment of a representative with the Middle East Refugee and Relief Administration at Cairo, who would also be charged with the duty of representing the interests of the Committee at Ankara is appointed. This approval, however, is subject to the understanding that the State Department should be further consulted, since it is understood that the relationship between the above organization and the United Nations Relief and Rehabilitation Administration has not yet been determined. I may explain that in approving this proposal, the Executive Committee has in view the probability that it may later have to undertake functions, e.g., the finding of homes for those unable to return to their own countries, on behalf of some of the refugees now under the care of the Middle East Refugee and Relief Administration. It seems desirable, therefore, that there should be a representative of the Intergovernmental Committee on that body who would obtain practical experience of the work in which it is engaged, and acquaint himself with the various problems with which the Intergovernmental Committee may later have to deal. The Executive Committee would have no objections to an arrangement by which such a representative would be subject to the orders of the Director of the Middle East Refugee and Relief Administration for work directly concerned with that organization, and it would welcome use being made of his services in this respect. The Executive Committee further contemplates that a representative with his headquarters at Cairo would be able to visit Turkey and other middle east countries to deal with problems with which the Committee is concerned. In particular, it is hoped that he would thus be able to establish relations with the Government of Turkey, and facilitate the appointment of a separate representative at Ankara, if the work he might usefully do in that country, made this desirable. The Committee would, therefore, be glad if the matter can be taken up between the American and British Governments in the first place, and later with the appropriate authorities in Cairo.

6. I have written to Mr. Randall at the Foreign Office in identical terms.

Yours sincerely,

(sgd.) H. W. Emerson.

Mr. Howard Bucknell, Jr.,
Embassy of the United States of America,
1, Grosvenor Square,
W.1.

C
O
P
Y

IC/218/60.

29th December, 1943.

APPOINTMENT OF REPRESENTATIVES IN CERTAIN COUNTRIES.

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

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

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

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

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

(e) The

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

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

(i) ALGIERS.

The Executive Committee has the advantage of the advice, as a Member, of the representative of the French Committee of National Liberation. The French Committee has many refugee problems, some relating to French nationals, others 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 co-operation with the French Committee will be able to do work of mutual value.

(ii) NAPLES.

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

(iii) LISBON.

Although the number of refugees in Lisbon is at present comparatively small, probably 500 or 600 only, Portugal is very important as a country of transit. Moreover, Lisbon is the European headquarters of several refugee organisations, and in particular of the Joint Distribution Committee, the American Friends Service Committee, and the

Unitarian

Unitarian Service Committee. The Intergovernmental Committee has frequent contact with these bodies and it will be a great advantage to have its representative on the spot.

(iv) MADRID.

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

(v) ANKARA.

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

In the Near East, however, with its headquarters at Cairo, there is the Middle East Refugee and Relief Administration, commonly known as MERRA, which is directly responsible for large numbers of refugees who come technically within the mandate of the Intergovernmental Committee and for whom the Intergovernmental Committee would have to provide if MERRA did not exist. It is not suggested that the Intergovernmental Committee should replace MERRA, but it may later have to undertake functions, e.g. the finding of homes for those unable to return to their own countries, for some of the refugees now under the care of MERRA. It, therefore, seems desirable that MERRA should have a Representative of the Intergovernmental Committee on its committee, who would obtain practical experience of the field work in which MERRA 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 MERRA there is no reason why he should not be subject to the orders of the Director of MERRA for work directly

concerned

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concerned with that body. It is, therefore, suggested that as an alternative to the appointment of a representative at Ankara, the above suggestion should be considered, which might also have the merit of paving the way to an appointment at Ankara as and when the occasion shall require it.

3. It is suggested that the Executive Committee should:-

(a) Approve in principle the appointment of representatives at Algiers, Naples, Lisbon and Madrid, and

(b) Approve the appointment of a representative at Ankara or, in the alternative, of a representative with MERRA.

(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 personnel, 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 MERRA.

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. Kullmann will be visiting Switzerland soon at the invitation of the Swiss Government to discuss various refugee questions. It is suggested, therefore, that the Executive Committee should authorise Dr. Kullmann to make informal approaches to the Swiss Government with a view to a formal approach later, if the reactions are favourable.

H. W. EMERSON,

Director.

COPY

London, December 21, 1943.

(Dear Lord Winterton,)

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

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

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

(Sincerely)

Howard Bucknell, Jr. 2

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

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London, 14th October, 1943.

PRESS COMMUNIQUE

At the Meeting held on August 4th last, the Executive Committee of the Intergovernmental Committee on Refugees agreed on recommendations involving the reorganization of the Committee as a whole and the extension of its scope and activities. These recommendations were submitted to the Member Governments of the Committee and communicated to certain other Governments that were invited to join the Committee.

The following Governments are Members of the Committee or have been invited to join: Australia, Argentine Republic, Belgium, Bolivia, United Kingdom, Brazil, Canada, Chile, Columbia, Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, United States of America, Ethiopia, France, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Ireland, Luxembourg, Mexico, Nicaragua, Norway, New Zealand, Panama, Paraguay, Netherlands, Peru, Poland, Portugal, Salvador, South Africa, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia.

As the recommendations have reached all the Governments concerned, it is now possible to make public the nature of the proposals.

Previous to the reorganization of the Committee, its activities were restricted to refugees from Germany and Austria, and from the Sudeten areas. It is now proposed to extend the mandate so as to include, as far as practicable also 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.

It has been further recommended that with regard to persons coming within the extended mandate, the Executive Committee should be empowered by the Member States to undertake negotiations with neutral or Allied States or with organizations, to take such steps as may be necessary to preserve, maintain and transport the refugees and to receive and disburse for the above purposes both public and private funds.

With regard to finance, the Executive Committee has recommended that the administrative expenses should be shared by all the Member Governments. With regard to other expenditure, the Governments of the United Kingdom and of the United States of America have agreed subject to legislative consent to underwrite it jointly on the condition, 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 will be addressed to all the Member Governments inviting them to contribute to this expenditure also, in accordance with their abilities and their interest in the humanitarian work of the Committee.

The

John F. M. Ackerman
file

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The responsibility for maintenance will not be retroactive and it is confidently expected that Member Governments or voluntary organizations who have assumed financial commitments in respect of refugees will continue to do so. The question whether new groups of refugees in need of assistance will be maintained by the Intergovernmental Committee or by their own Governments will be for consideration on the individual merits of each case.

The Executive Committee has recommended that, in order to avoid overlapping, the proposed United Nations Relief and Rehabilitation Administration should be responsible for maintenance of refugees in areas where it is operating, if it is prepared to undertake this task.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

000082

COPY

FMH

PLAIN

London

Dated September 9, 1943

Rec'd 11:47 p.m.

Secretary of State,

Washington.

5982, ninth

Having made an unsuccessful effort to convene a meeting of the Executive Committee (which apparently cannot meet before September 30) the Director of the Inter-Governmental Committee on Refugees called an informal meeting in his office this afternoon at which the Embassy and Foreign Office were represented and the Director and Vice Director attended. With the entire agreement of the Vice Director the Director presented the following personal joint suggestions for the consideration of the Department and Foreign Office: "The messages from the Department of State conveyed through the American Embassy raise two questions which are closely related, namely (one) the safety of foreign refugees in Italy itself and (two) the safety of foreign refugees in the portions of southern France hitherto occupied by the Italians. The unconditional surrender of Italy has changed the position

*Subj. to be discussed
files*

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-2- #5982, ninth from London

the position in some respects. It would seem to have changed it for the better insofar as (one) direct and open negotiations can now take place between the Allied authorities and the Italian authorities (two) it is definitely in the interests of the Italian authorities to do all they can to meet the wishes of the Allies (three) one may expect, although one cannot assume, that the territory occupied by the Allies in Italy will expand in the near future (four) the prospects of Switzerland having access to countries other than those occupied by the enemy are definitely improved although the date at which there will be a common frontier between Switzerland and Italian territory occupied by the Allies, depending as it does, on the progress of military operations is still uncertain. Nonetheless, the direction which the war is now taking does open up prospects of Switzerland ceasing to be a country completely surrounded by Axis countries and, therefore, unable to get people out except by the consent of the Axis authorities. This may well have an important influence on the attitude of the Swiss authorities towards giving asylum to refugees.

On the

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-3- #5982, ninth from London

On the other hand, the unconditional surrender may well complicate the situation because (one) it may be anticipated that the Germans will take over the control of as much of Italy as she can (two) she will certainly take control of the departments of France hitherto occupied by the Italians. The Italian authorities will no longer operate in those departments. On the above analysis the means of helping refugees in Italy would seem to be the following: (A) encouragement by the Allies of the Italian authorities, amounting to pressure if necessary, to give such protection to the refugees as is possible to help their concealment by the population by their passage to areas where they would be safe (3) encouragement Swiss Government to give asylum to all refugees from Italy who are able to cross the frontier. The encouragement to the Swiss Government to be really effective must include (none) an assurance regarding food supplies (two) an assurance that she will be relieved as soon as possible of the refugees she may receive. The second is far more important than the first. The assurance might take the form that, so soon as possible the Allies will take back into Italy any refugees

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-4- #5982, ninth from London

refugees therefrom whom Switzerland now takes. It is suggested that this assurance should be confined to returning the refugees to Italy and not their transfer elsewhere because (non) the very few places elsewhere to which they could be transported will be required for other refugees (two) the return to Italy would be comparatively simple so far as transport is concerned (three) the final settlement of the refugees in question is likely to be more easy if they return to Italy and are not dispersed elsewhere (C) there was the possibility of escape by sea of refugees from Italy to other places e. g. Spain, North Africa and Cyprus. Having regard to the military operations now in progress and the flight of the Italian ships from Italian ports in order to escape the Germans, this does not now seem to be a possible means of escape, organized lines, although a few may have got away on Italian ships or may be able to get away within the next day or two. The safety of the ships and not of the refugees must obviously be the dominant consideration, and unless there are ports not under control by the Germans, which is improbable, nothing can be done.

With regard

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-5- #8982, ninth from London

With regard to the refugees in southern France, it must be assumed that if this has not already happened, there will be full German control within a few days. The Italians will not be able to organize the removal of refugees from there into Italy and it seems unlikely that many will wish to cross the frontier into the portions of Italy strongly occupied by the Germans. For those who do cross the Italian frontier what has been said in the previous paragraph will apply.

The remaining means of escape is into Switzerland. Here again, approaches to the Swiss Government should be accompanied by assurances regarding food relief and the removal of the refugees. As regards the latter, a distinction may be made between children and others. In the summer and autumn of 1942 when there was still a prospect of the Vichy Government allowing children to leave Vichy France, various governments offered to give asylum. The Government of the United States, for instance, generously agreed to take five thousand, the age limits being sixteen for children of Allied nationality and fourteen for children of enemy origin. The offer by the United States was later extended to children
who were

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-6- #5982, ninth from London

who were able to escape into Spain. If the United States were willing to extend it to children who may now be able to escape from the southern departments of France to Switzerland, an assurance could be given to Switzerland that such children would be removed when communications allowed. Approaches on the same lines could be made if necessary to other governments concerned but the number, unfortunately, is likely to be so small that the offer, if made, by the United States would probably not involve liability of more than a few hundred. For adults, the assurance would have to be, in present circumstances, on more general lines. Here again, the number is likely to be so small that I think an assurance could be safely given, remembering that when Italy is occupied it should be possible within reasonable time to open a camp there, if facilities in North Africa and elsewhere did not suffice. The above suggestions are, of course, contingent on and subject to military considerations". The Director made it clear that reference to refugees in Italy is intended to be limited to foreign refugees in Italy. He expressed appreciation of the Departments having referred suggested

-7- #5992, ninth from London

suggested projects to the Inter-Governmental Committee explained that on account of the urgency of the situation and the impossibility of a prompt meeting of the Executive Committee he was following the procedure of submitting his suggestions as above for consideration by the American and British Governments. In conversation he attached particular importance to the desirability of the guarantees proposed by him to be given by the British and American Governments to the Swiss Government.

WINANT

EMB

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7-a
DEPARTMENT
OF
STATE

OUTGOING
TELEGRAM

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

MS
Distribution of CENTRAL SERVICES
reading only by special
arrangement. (T W)
1945 MAR 26 PM 4 22

March 24, 1945

6 p.m.

Wm Rep [unclear]
O Sawyer

DC/L
LIAISON

AMEMBASSY

CONTROL COPY

LONDON

2308

Harrison is expected to arrive London evening of
March 26 and earnestly hopes you may be able to attend
meeting IGC March 27 with him (reference Embassy's 2936
March 21).

Department in full accord with British suggestion
contained your 2732 March 16 and agrees that IGC should
press other government members for contributions this
year.

GREW
(Acting)
(GW)

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

WRB:GLW:KG
3/24/45

BC

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

*Page called out and
in file*

000091

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
CENTRAL SERVICES
TELEGRAPH SECTION

JMD-1694

PLAIN

London

Dated March 21, 1945

Rec'd 11:48 p.m.

Secretary of State

Washington

2936, Twenty-first
Department's 1967, March 14

Tenth meeting of the executive committee of the Inter-Governmental Committee on Refugees is scheduled for 11 a.m. March 27. Agenda include discussion of Jewish refugee problem (on basis of memorandum prepared by the director), the naming of an appropriate firm for auditing the 1944 and wqorts annual accounts and statements by Dr. Kullmann aseie-tandntr on his visit to France and Belgium and by the director on current activities. Will Mr. Harrison be here to attend? Should he not arrive in time, I assume that the Department wishes me to attend the meeting as representative of the United States Government.

WINANT

JM

000092

EXECUTIVE OFFICE OF THE PRESIDENT
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE January 29, 1945

TO General O'Dwyer
FROM Miss Model

Mr. George Warren of the Department of State telephoned this morning to advise the Board that Secretary Stettinius is prepared to recommend to the President that he appoint Thomas K. Finletter United States representative on the Intergovernmental Committee. The Secretary of State does not wish to take this action, however, without the approval of the War Refugee Board.

I am advised that Finletter is Secretary Stettinius's personal choice and that Finletter is prepared to go to London immediately. Finletter is a New York attorney. He was associated with Gravata and Henderson from 1920 to 1926 and was with Couderc Brothers from 1926 to 1941. In March, 1941, he joined the State Department where he worked on economic warfare problems until recently when he returned to Couderc Brothers.

JH

I discussed this with Mr. Pable who feels that the matter should be raised with Secy Maguethan at lunch Tuesday.

000093

Zec

W. P. G. Ed
UNRESTRICTED
(M. J. Kelly)

A-4833

3:46 PM

TELETYPE

NOV 24

December 1, 1944

AMEMB/35X

LONDON

With reference to your A-1255, November 10, Carlos J. Warner ~~is~~ hereby designated as the United States member on the Commission of Experts of the Intergovernmental Committee to draw up a form of travel document for stateless persons in place of Sidney H. Browne who has been transferred to the Hague.

ACTING

Stettinius
Acting
SIT

CONTROL COPY

WRB:CLN:ka
11/30/44

BC

000094

2 - Way Ref
132 (Mr. [unclear])

UNCLASSIFIED

From: London

Date: Nov. 10, 1944

Re: 2 p.m., 16th

SECRETARY OF STATE

MEMORANDUM

CONTROL COPY

A-1365, November 10, 1944.

The Embassy carried out the suggestion made in the Department's telegram No. 7433 of September 13 and designated Mr. Sidney H. Browne as American member on the expert commission to draw up a form of travel document for stateless persons.

In view of Mr. Browne's transfer to the Hague it is probable that he will no longer be in London when the commission meets for the first time. It is therefore suggested that the Department may wish to appoint another officer to the commission in Mr. Browne's place. Mr. Carlos J. Barker is now handling refugee matters and would appear to be the logical person to be designated.

GALLAGHER

000095

DEPARTMENT
OF AVIATION
STATE

OUTGOING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

September 13, 1944

Department

AMEMBASSY,

LONDON

7458 Thirteenth
FOR THE AMBASSADOR:

Division of

SEP 15

COMMUNICATIONS

*7. War Key Bd
(Wm. Sehle)*

With reference to your 7053 August 29 and 7455 September 11 kindly advise IGO that you will represent this Government on the new Executive Committee. Whenever necessary you may designate a substitute representative on the Executive Committee and so advise the Committee.

With reference to your A-1008 August 31 it is suggested that Sidney Browne serve as the United States member on the Commission of Experts to draw up a form of travel document for stateless persons. If you agree, you may inform the IGO that he is so designated.

HULL
(1008)

CONTROL COPY

WRB:GLW:OMH
9/13/44

BC

*no proposal copy
revised in file*

000096

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

MR-60

PLAIN

London

Date: September 11, 1944

Rec'd 10:46 p.m.

Secretary of State,
Washington.

7455, Eleventh.

Next meeting Executive Committee IGC October 5.

Please refer Embassy's 7053, August 29.

WININT

MRM

000097

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

7- War Ref Bd (Mr)

MS-966

~~RESTRICTED~~

PL
Lo
CONTROL COPY

Dated August 29, 1944

Rec'd 3:10 p.m.

Secretary of State,
Washington.

7053, Twenty-ninth

At plenary session IGC August 15 United States
was unanimously elected to membership. NEW executive
committee director IGC now requests that he be in-
formed of name of person who will represent our gov-
ernment on executive committee. He also suggests we
may wish to nominate a substitute in case our represent-
ative unable attend a particular meeting.

Instructions are requested.

WINANT

LMS

War Ref Bd (Mr)

000098

I was Ref 21-111

RECEIVED
1944 JUL 29 10 30 AM
U.S. DEPT. OF STATE
ORIGINAL TEXT OF TELEGRAM SENT

FROM: Secretary of State, Washington
TO: American Embassy, London
DATE: July 29, 1944
NUMBER: 5996

CONTROL COPY

FROM PEHLE.

Please thank Emerson for kind invitation to WRB to send observer to session of Plenary Committee of IGC, and inform him that because of impossibility of sending Washington observer we are relying on Embassy to keep us informed.

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

000099

IGC: July
to early 1944
BJ: see pp
FROM BEHLE
MURPHY: 2800
DATE: 1944 7 28 10 54
L.O:
FROM: 2800
RECEIVED
COMMUNICATIONS
SECTION
U.S. DEPARTMENT OF STATE
WASHINGTON, D.C.

CABLE TO WINANT, LONDON, FROM PEHLE

Please thank Emerson for kind invitation to WRB to send observer to session of Plenary Committee of IGC, and inform him that because of impossibility of sending Washington observer we are relying on Embassy to keep us informed.

11:50 a.m.
July 28, 1944

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

JWP

JWPehle:1hh 7/29/44

000100

NO FILE CONTAINS OR
IN IMBROGLIO OF
(COMMITTEE ON REFUGEE)
SO THAT FOR THE
PLEASE REFER TO
OFFICE OF THE SECRETARY OF STATE
WASHINGTON, D.C.

GMV-546

PLAIN

London

Dated July 25, 1944

Rec'd 7:00 p.m.

Secretary of State,

Washington.

5885, Twenty fifth

Secretary of Intergovernmental Committee on Refugees
requests delivery of following message to Pehle, WRB, also
to Lehman, UNRRA:

"Executive Committee of Intergovernmental Committee
on Refugees has decided session of Plenary Committee be
held London 15th August 1944. It has directed me to con-
vey to you a cordial invitation to attend in your capacity
of Executive Director of War Refugee Board (Director-General
of UNRRA) as observer or should you unfortunately be unable
to attend appoint representative or representatives for the
purpose. Letter follows. Emerson, Director."

WINANT

HTM

cc: Miss Chauncey (For the Sec'y), Abrahamson, Cohn, DuBois,
Friedman, Hodel, Lesser, Mannon, Pehle.

000101

DEPARTMENT
OF
STATE

INCOMING
TELEGRAM

DIVISION OF
COMMUNICATIONS
AND RECORDS

GMY-546

PLAIN

London

Dated

Rec'd

CONTROL COPY

JUL 20 1944
DEPARTMENT OF STATE
DIVISION OF
COMMUNICATIONS
AND RECORDS
JUL 20 1944
7:00 p.m.

Secretary of State,
Washington.

5885, Twenty fifth

x
Secretary of Intergovernmental Committee on Refugees
requests delivery of following message to Pehle, WRB, also
to Lehman, UNRRA:

"Executive Committee of Intergovernmental Committee
on Refugees has decided session of Plenary Committee be
held London 15th August 1944. It has directed me to con-
vey to you a cordial invitation to attend in your capacity
of Executive Director of War Refugee Board (Director-General
of UNRRA) as observer or should you unfortunately be unable
to attend appoint representative or representatives for the
purpose. Letter follows. Emerson, Director."

WINANT

HTM

000102