

2067

Declassified E.O. 12356 Section 3.3/NND No.

785017

ACC

10000/109/478

2068

Declassified E.O. 12356 Section 3.3/NND No.

785017

10000/109/478

MONTHLY REPORTS, IGCR
MAY 1946

8.

by Comm.

also Folio 7 is the monthly report
1 GCR. This is the first of these
reports we have had. Folio 4 para
6 deals with the refugee situation
in Italy.

24/3 H. 24/5

9

DRG base. W. 20/5 - Thanks etc.

1803

Declassified E.O. 12356 Section 3.3/NND No.

785017

2069

184/GB.
NR. 6.

849 - 91

8th May, 1946.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

MONTHLY REPORT ON ACTIVITIES - NC. 6.

MAY 23 1946

C O N T E N T S.

SECTION I SUMMARY

SECTION II..... Activities by Country

1. Austria
2. Belgium
3. China
4. Germany
5. Holland
6. Italy
7. North Africa

SECTION I - SUMMARY.

The past month has seen a considerable increase in the travel of the officers of the Committee. At the beginning of April the Director went to Geneva in order to attend, in his capacity as High Commissioner for Refugees, the final meetings of the League of Nations. He was met there by Mr. Preston who had come from Cairo by way of Rome, meeting Mr. Hacking in the latter town. Mr. Malin has returned from the United States where he had been attending the meetings of the Fourth Council of UNRRA. Mr. Preston has now returned to Cairo and Mr. Hacking returned to London in the middle of April. Mr. Beckelmann was due to leave Shanghai proceeding westwards on the 25th April and, on 1st May, Mr. Dehn left London by air for Lisbon on the first stage of a journey planned to take about six weeks to Portugal, Gibraltar, Tangier and Spain. The Director and Vice-Director are planning to go to the United States towards the end of May in order to attend the Meetings of the Economic and Social Council of the United Nations at which the report of the Special Committee on Refugees is to be discussed.

Developments in the work of the Committee are to be seen in the appointment of a Resident Representative in Holland and in recommendations made by Mr. Beckelmann for the establishment of an office of the Committee in China. This recommendation is still under discussion. In Germany, Major Smith, who has been demobilised from the British Army, is being replaced by Major Rickford as Representative for the British zone. Col. Green has opened a branch office in that zone at Hanover and Mr. McCormack in the American zone has been seconded for special service with the U.S. Army.

Resident Representatives that

SECTION I Summary

SECTION II..... Activities by Country

1. Austria
2. Belgium
3. China
4. Germany
5. Holland
6. Italy
7. North Africa

SECTION I - SUMMARY.

The past month has seen a considerable increase in the travel of the officers of the Committee. At the beginning of April the Director went to Geneva in order to attend, in his capacity as High Commissioner for Refugees, the final meetings of the League of Nations. He was met there by Mr. Preston who had gone from Cairo by way of Rome, meeting Mr. Hacking in the latter town. Mr. Melin has returned from the United States where he had been attending the Meetings of the Fourth Council of UNRRA. Mr. Preston has now returned to Cairo and Mr. Hacking returned to London in the middle of April. Mr. Beckelman was due to leave Shanghai proceeding westwards on the 25th April and, on 1st May, Mr. Dehn left London by air for Lisbon on the first stage of a journey planned to take about six weeks to Portugal, Gibraltar, Tangier and Spain. The Director and Vice-Director are planning to go to the United States towards the end of May in order to attend the Meetings of the Economic and Social Council of the United Nations at which the report of the Special Committee on Refugees is to be discussed.

Developments in the work of the Committee are to be seen in the appointment of a Resident Representative in Holland and in recommendations made by Mr. Beckelman for the establishment of an office of the Committee in China. This recommendation is still under discussion. In Germany, Major Smith, who has been demobilised from the British Army, is being replaced by Major Rickford as Representative for the British zone, Col. Green has opened a branch office in that zone at Hanover and Mr. McCormack in the American zone has been seconded for special service with the U.S. Army.

It is clear from the reports of many Resident Representatives that their work is increasingly handicapped because of the uncertainties surrounding the future of international work for refugees. The future work of the Committee is impossible to foresee at present, but it appears likely that the fog may be dispersed shortly as a result of the recommendations of the United Nations Special Committee.

785017

Declassified E.O. 12356 Section 3.3/NND No.

MR. 6.

-2-

SECTION II - ACTIVITIES BY COUNTRY.

1. AUSTRIA.

It will be recalled that the Committee has two Representatives with the American Forces in Austria, Mr. Lillard at the Headquarters in Vienna and Mr. Ross in Salzburg. Mr. Ross maintains close touch with the local representative of the League of Nations High Commissioner but, for a variety of reasons, has found it more convenient to set up his office separately. It seems that the largest single piece of work being done by Mr. Lillard and Mr. Ross is in connection with the registration of the refugees which process is now under weigh after appropriate authorization by the Army authorities. In addition, however, a considerable body of miscellaneous work is undertaken ranging from liaison between refugees and Army authorities to discussions with the Austrian Labour Board and the Army authorities in an effort to discover a method of relieving the acute labour shortage in Austria by making use of D.P.'s. Mr. Ross has made trips to outlying areas to assist in the preparation of documents for prospective migrants to the United States. He has obtained permits to enable refugees to leave Austria in order to migrate to South America and has furnished information at the request of the Venezuelan Legation in Bern concerning farm labourers.

Mr. Gibson will shortly be proceeding to Vienna to act as IGCR Representative with the British forces.

2. BELGIUM.

When the rates of maintenance allowances were originally determined they were deliberately fixed somewhat low in order to encourage refugees to find work. It has now been pointed out by the Resident Representative in Belgium and by the voluntary agencies working on behalf of the Committee there that the rates so far fixed have borne hardly, particularly on old persons and on disabled persons who cannot work. This is the more so in view of increases in prices. In consequence, it has been decided that the basic maintenance rates should be raised from 600 frs. to 1,000 frs. for single refugees and from 900 to 1,500 for couples. These increases are not automatic in all cases but each case has to be considered on its merits so that the pauperization of refugees will continue to be discouraged.

3. CHINA.

Information has been received on the resettlement desire of about 12,500 European refugees in Shanghai who have, so far, been registered under the procedures initiated by Mr. Beckelman. Of that number, 18% desire repatriation, 40% wish to go to the United States of America, 5% to other countries in the Western Hemisphere, 19% to Australasia, 9% to Palestine and 6% to European countries, 3% wishing to remain in China. 2,500 refugees remain to be registered and as they are mainly self-supporting at present, the percentage of the total wishing to stay in China will probably rise to about 10. As many Eastern European nationals are in the group the percentage for Palestine may rise slightly also. 80% of the persons seeking entry to countries of immigration have relatives already living in those countries.

Monthly Report No. 4 mentioned that the use of the IGCR transportation fund for paying the transportation costs of about 100 European refugees in Shanghai had been authorized. Those refugees held valid migration visas and did not wish repatriation to Germany or Austria. It has since been reported that, by the beginning of April, some 54 persons have left Shanghai, having had their passages paid for under that procedure. A further 50 persons were due to leave Shanghai by 1st May and, in order to maintain

It seems that the largest single piece of work being done by Mr. Lillard and Mr. Ross is in connection with the registration of the refugees which process is now under weigh after appropriate authorization by the Army authorities. In addition, however, a considerable body of miscellaneous work is undertaken ranging from liaison between refugees and Army authorities to discussions with the Austrian Labour Board and the Army authorities in an effort to discover a method of relieving the acute labour shortage in Austria by making use of D.P.'s. Mr. Ross has made trips to outlying areas to assist in the preparation of documents for prospective migrants to the United States. He has obtained permits to enable refugees to leave Austria in order to migrate to South America and has furnished information at the request of the Venezuelan Legation in Berna concerning farm labourers.

Mr. Gibson will shortly be proceeding to Vienna to act as IGCOR Representative with the British forces.

2. BELGIUM.

When the rates of maintenance allowances were originally determined they were deliberately fixed somewhat low in order to encourage refugees to find work. It has now been pointed out by the Resident Representative in Belgium and by the voluntary agencies working on behalf of the Committee there that the rates so far fixed have borne hardly, particularly on old persons and on disabled persons who cannot work. This is the more so in view of increases in prices. In consequence, it has been decided that the basic maintenance rates should be raised from 600 frs. to 1,000 frs. for single refugees and from 900 to 1,500 for couples. These increases are not automatic in all cases but each case has to be considered on its merits so that the pauperization of refugees will continue to be discouraged.

3. CHINA.

Information has been received on the resettlement desire of about 12,500 European refugees in Shanghai who have, so far, been registered under the procedures initiated by Mr. Beckman. Of that number, 18% desire repatriation, 40% wish to go to the United States of America, 5% to other countries in the Western Hemisphere, 19% to Australasia, 9% to Palestine and 6% to European countries, 3% wishing to remain in China. 2,500 refugees remain to be registered and as they are mainly self-supporting at present, the percentage of the total wishing to stay in China will probably rise to about 10. As many Eastern European nationals are in the group the percentage for Palestine may rise slightly also. 80% of the persons seeking entry to countries of immigration have relatives already living in those countries.

Monthly Report No. 4 mentioned that the use of the IGCOR transportation fund for paying the transportation costs of about 100 European refugees in Shanghai had been authorized. Those refugees held valid migration visas and did not wish repatriation to Germany or Austria. It has since been reported that, by the beginning of April, some 54 persons have left Shanghai, having had their passages paid for under that procedure. A further 50 persons were due to leave Shanghai by 1st May and, in order to maintain the continuity of departure of refugees, the Director has authorised the expenditure by the American Joint Distribution Committee representative in Shanghai of a further sum on IGCOR account under the terms of IC/FA/6 (Transportation Expenses of Stateless Refugees).

MR. 6.

These expenditures on transportation fund account and other activities in Shanghai have been under Mr. Beckelman's own direct control and the authorization for expenditure by the A.J.D.C. was necessary in view of Mr. Beckelman's departure from Shanghai on the 25th April. In order to carry on the work initiated by Mr. Beckelman in Shanghai it has been recommended that the Committee establish a delegation there with the following functions: -

- (i) To assist refugees seeking overseas destinations other than return to their country of origin. Repatriation is the responsibility of UNRRA.
- (ii) To assist through loan funds and similar rehabilitative measures the permanent establishment of those refugees permitted to remain in China.
- (iii) To make such preparations as may be necessary to take over operations at present being conducted by UNRRA on behalf of refugees within the programs of the IGO to the extent necessary when UNRRA activities cease.
- (iv) To conduct similar activities on an informal basis on behalf of small refugee communities elsewhere in the Far East.

4. GERMANY.

(a) Reports have been received from IGO Representatives in the French and British zones concerning restitution of property. As there is no central policy for Germany on this matter it is not possible for any active steps to be taken but it is considered worth while in both zones for individual claims to be registered.

(b) Major Rickford has been appointed to replace Major Phillip Smith, on the latter's demobilization, as Representative in the British zone. Lt. Col. Green has established a branch office at Hanover in the British zone and is very fully occupied with the registration of refugees of undetermined nationality. Among the other activities of Representatives in the British zone have been the obtaining of collective exit permits for and the coordination of the move of 179 Jewish D.P.s. from Bergen Belsen who have been allowed to enter Sweden where all of them have relatives who were taken to Sweden from Bergen Belsen last year.

Representatives in the American zone appear recently to have been mainly concerned with a considerable amount of individual case work and liaison with Army and UNRRA officials.

5. HOLLAND.

After many months of negotiations Mr. H.L.M.H. Sark has been appointed Resident Representative in Holland. He has been Secretary of Armenraad, which is the official organ of the Ministry of the Interior dealing with Poor Relief. The Ministry is willing to release Dr. Sark temporarily for his work with the Committee and he will take up his functions on the 1st June, setting up his office in The Hague.

During the period before the appointment of the Resident Representative in Holland it has been necessary for Headquarters to keep in direct touch with the voluntary societies acting as IGO agents in the country.

785017

1803
1783

to their country of origin. Repatriation is the responsibility of UNHCR.

- (iii) To assist through loan funds and similar rehabilitative measures the permanent establishment of those refugees permitted to remain in China.
- (iii) To make such preparations as may be necessary to take over operations at present being conducted by UNHCR on behalf of refugees within the programs of the IGO to the extent necessary when UNHCR activities cease.
- (iv) To conduct similar activities on an informal basis on behalf of small refugee communities elsewhere in the Far East.

4. GERMANY.

(a) Reports have been received from ICOR Representatives in the French and British zones concerning restitution of property. As there is no central policy for Germany on this matter it is not possible for any active steps to be taken but it is considered worth while in both zones for individual claims to be registered.

(b) Major Rickford has been appointed to replace Major Philip Smith, on the latter's demobilization, as Representative in the British zone. Lt. Col. Green has established a branch office at Hanover in the British zone and is very fully occupied with the registration of refugees of undetermined nationality. Among the other activities of Representatives in the British zone have been the obtaining of collective exit permits for and the coordination of the move of 179 Jewish D.P.s. from Bergen Belsen who have been allowed to enter Sweden where all of them have relatives who were taken to Sweden from Bergen Belsen last year.

Representatives in the American zone appear recently to have been mainly concerned with a considerable amount of individual case work and liaison with Army and UNHCR officials.

5. HOLLAND.

After many months of negotiations Mr. H. L. M. H. Sark has been appointed Resident Representative in Holland. He has been Secretary of Arnhemraad, which is the official organ of the Ministry of the Interior dealing with Poor Relief. The Ministry is willing to release Dr. Sark temporarily for his work with the Committee and he will take up his functions on the 1st June, setting up his office in The Hague.

During the period before the appointment of the Resident Representative in Holland it has been necessary for Headquarters to keep in direct touch with the voluntary societies acting as ICOR agents in the country. Accordingly, discussions have been held in London with the representatives of those voluntary societies who came to London for the purpose. The subject of these discussions was the financial assistance being given by the ICOR to German and Austrian refugees in Holland together with the Netherland Government policy concerning assistance. It is understood that the Netherlands

1803
1783

Government is now maintaining very many more refugees in Holland directly. It has therefore been agreed that the ICGR should only grant assistance to the following categories of refugees coming within its current and authorized programs

- (a) those who for some reason or another do not receive state assistance
- (b) children and aged persons, in order to supplement the state assistance which is considered to be inadequate
- (c) supplementary allowances to bring the state assistance to others into line with the Government scale applicable to Dutch citizens
- (d) grants for vocational and technical training and medical and dental expenses

In addition, grants will be made towards the naturalization expenses for those willing and able to acquire Dutch citizenship.

6. ITALY.

The refugee situation in Italy is one of considerable complexity due partly to the fact that Italy was, before the war, in some respects a good refuge for refugees from Germany and Austria, partly to the slow liberation of the country, partly to its geographical situation on what may be described as one of the main routes from Europe to Palestine and partly because of the presence on Italian soil not only of the Italian Government but also of Allied armies, the Allied Commission (previously known as the Allied Control Commission) and of UNRRA.

Sir Clifford Heathcote Smith, who was at that time Resident Representative in Italy, entered the country attached to Allied military government in the comparatively early days of the liberation. At that time a considerable proportion of the foreign D.P.s. in Italy were refugees from Nazi oppression and the office of the Intergovernmental Committee, acting on behalf of Allied Commission, was responsible for the payment of maintenance grants to large numbers of refugees in Southern Italy. Later the UNRRA mission entered Italy and in due course took over the programs of assistance which had been initiated by the office of the Committee. Nearly all the refugees previously being assisted were transferred to UNRRA assistance lists, leaving only a very small number to be assisted by the ICGR. These are persons who, for one reason or another, are ineligible for UNRRA assistance. With the liberation of Northern Italy UNRRA extended its programs of assistance to refugees but in the newly liberated areas there were found to be no refugees within ICGR's programs and at the same time ineligible for UNRRA assistance. UNRRA are, at present, assisting some 35,000 refugees, 17,000 by means of maintenance allowances, the remainder being held in camps. The receipt of UNRRA out-of-camp assistance is regarded by the Italian authorities as sufficient evidence of refugee status and there is, accordingly, little scope either for financial assistance by the ICGR to persons within its present authorized programs or for its protective functions on their behalf. Arrangements are, however, in progress, to obtain information regarding the Germans and Austrians registered with UNRRA and this will enable the Resident Representative to give them what help is necessary and possible. It is thought that this will mainly involve individual case work connected with claims for restitution of property and compensation for losses in Germany and Austria and with emigration from Italy.

- (b) children and aged persons, in order to supplement the state assistance which is considered to be inadequate
- (c) supplementary allowances to bring the state assistance to others into line with the Government scale applicable to Dutch citizens
- (d) grants for vocational and technical training and medical and dental expenses

In addition, grants will be made towards the naturalization expenses for those willing and able to acquire Dutch citizenship.

6. ITALY.

The refugee situation in Italy is one of considerable complexity due partly to the fact that Italy was, before the war, in some respects a good refuge for refugees from Germany and Austria, partly to the slow liberation of the country, partly to its geographical situation on what may be described as one of the main routes from Europe to Palestine and partly because of the presence on Italian soil not only of the Italian Government but also of Allied armies, the Allied Commission (previously known as the Allied Control Commission) and of UNRRA.

Sir Clifford Heathcote Smith, who was at that time Resident Representative in Italy, entered the country attached to Allied military government in the comparatively early days of the liberation. At that time a considerable proportion of the foreign D.P.s. in Italy were refugees from Nazi oppression and the office of the Intergovernmental Committee, acting on behalf of Allied Commission, was responsible for the payment of maintenance grants to large numbers of refugees in Southern Italy. Later the UNRRA mission entered Italy and in due course took over the programme of assistance which had been initiated by the office of the Committee. Nearly all the refugees previously being assisted were transferred to UNRRA assistance lists, leaving only a very small number to be assisted by the ICRC. These are persons who, for one reason or another, are ineligible for UNRRA assistance. With the liberation of Northern Italy UNRRA extended its programme of assistance to refugees but in the newly liberated areas there were found to be no refugees within ICRC's programme and at the same time ineligible for UNRRA assistance. UNRRA was, at present, assisting some 35,000 refugees, 17,000 by means of maintenance allowances, the remainder being held in camps. The receipt of UNRRA out-of-camp assistance is regarded by the Italian authorities as sufficient evidence of refugee status and there is, accordingly, little scope either for financial assistance by the ICRC to persons within its present authorized programme or for its protective functions on their behalf. Arrangements are, however, in progress, to obtain information regarding the Germans and Austrians registered with UNRRA and this will enable the Resident Representative to give them what help is necessary and possible. It is thought that this will mainly involve individual case work connected with claims for restitution of property and compensation for losses in Germany and Austria and with emigration from Italy.

It will be seen therefore that the work of the Resident Representative, Col. Tomlin and his staff, is of necessity comparatively small in extent

and that this is due mainly to the fact that nearly all refugees in Italy falling within the current and authorized programme of the Committee are being assisted by UNRRA. In addition to the payments of maintenance grants to a small number of refugees Col. Tonlin has instituted a most efficient system of dealing with individual cases of which several hundred are registered with his office. Various forms of assistance are provided to such refugees in some cases financial or material, in others the tracing of relatives, migration and transportation, property claims and compensation and the obtaining of Italian citizenship. In addition, the Convalescent Home near Rome operated by IGC continues to fulfill a very useful function at very low cost. In view of the possible derequisitioning of the premises it is likely that the home, in its present form, will be closed later this year, but there is no doubt that it has performed a considerable service for convalescents, aged and infirm refugees.

There are large numbers of Jewish refugees in Italy not within the current and authorized programme of the Committee. The bulk of them is Polish but there are also Roumanian, Hungarian and other Eastern European Jews. One of the most interesting experiments in refugee work in Italy has been the institution by the Joint Distribution Committee of a service of training centres for Jewish refugees. The centres hold usually from sixty to ninety persons each and are now regarded as part of the UNRRA camp programme. The centres are more or less self-governing communities of young people who are occupied not only in running centres but also in tailoring, cobbling and other forms of training, in some cases agricultural and in others piscatorial. The morale of refugees in these centres is a great improvement on that found in most large camps.

There are considerable numbers of non-Jewish Eastern European "dissident" refugees in Italy besides the Polish army and other military or quasi-military forces, usually regarded by the authorities as being in the main non-repatriable. UNRRA is only responsible for a very small number of these persons and it is believed that there is, in addition to those under the control of the Allied authorities in Italy, a considerable number of "dissident" refugees living outside camps, uncontrolled and unrecognized by any Allied authority. All these persons are regarded by the Italian Government as being either a present or potential source of considerable embarrassment, the Italian Government holding that they came into the country at a time when the Government had no effective control of the Italian frontiers.

7. NORTH AFRICA.

It will be recollected that the Director authorized the expenditure of certain voluntary funds at his disposal on behalf of assistance to the wives and families in North Africa of members of the British Pioneer Corps who were recruited there. The funds were administered in the first place by the Representative in Algiers of the British Red Cross Society, but responsibility, since the withdrawal of the British Red Cross representative, now rests on the local representative of the Service Sociale d'Aide aux Emigrants.

The benefit of the fund is limited to German or Austrian victims of Nazism or their dependants but it is reported that at least equal need exists among Italian and other families of refugees from Nazism and Fascism who are at present non-repatriable because the heads of those families are still in the army and will be demobilized under British regulations in North Africa. So long as the heads of these families are in the army and so long as the British remain in North Africa, their wives and families are helped by the British Army, e.g. they can live in requisitioned premises and receive rations from the Army. The refugees, however, endure considerable

Home near Rome operated by IGO continues to fulfill a very useful function at very low cost. In view of the possible derequisitioning of the premises it is likely that the home, in its present form, will be closed later this year, but there is no doubt that it has performed a considerable service for convalescents, aged and infirm refugees.

There are large numbers of Jewish refugees in Italy not within the current and authorized programs of the Committee. The bulk of them is Polish but there are also Rumanian, Hungarian and other Eastern European Jews. One of the most interesting experiments in refugee work in Italy has been the institution by the Joint Distribution Committee of a service of training centres for Jewish refugees. The centres hold usually from sixty to ninety persons each and are now regarded as part of the UNRRA camp programme. The centres are more or less self-governing communities of young people who are occupied not only in running centres but also in tailoring, cobbling and other forms of training, in some cases agricultural and in others piscatorial. The morale of refugees in these centres is a great improvement on that found in most large camps.

There are considerable numbers of non-Jewish Eastern European "dissident" refugees in Italy besides the Polish army and other military or quasi-military forces, usually regarded by the authorities as being in the main non-repatriable. UNRRA is only responsible for a very small number of these persons and it is believed that there is, in addition to those under the control of the Allied authorities in Italy, a considerable number of "dissident" refugees living outside camps, uncontrolled and unrecognized by any Allied authority. All these persons are regarded by the Italian Government as being either a present or potential source of considerable embarrassment, the Italian Government holding that they came into the country at a time when the Government had no effective control of the Italian frontiers.

7. NORTH AFRICA.

It will be recollected that the Director authorized the expenditure of certain voluntary funds at his disposal on behalf of assistance to the wives and families in North Africa of members of the British Pioneer Corps who were recruited there. The funds were administered in the first place by the Representative in Algiers of the British Red Cross Society, but responsibility, since the withdrawal of the British Red Cross representatives, now rests on the local representative of the Service Sociale d'Aide aux Emigrants.

The benefit of the fund is limited to German or Austrian victims of Nazism or their dependants but it is reported that at least equal need exists among Italian and other families of refugees from Nazism and Fascism who are at present non-repatriable because the heads of those families are still in the army and will be demobilized under British regulations in North Africa. So long as the heads of these families are in the army and so long as the British remain in North Africa, their wives and families are helped by the British Army, e.g. they can live in requisitioned premises and receive rations from the Army. The refugees, however, endure considerable hardships, particularly because the French authorities are unwilling to help British employees or their families and partly because, due to the somewhat erratic system of distribution of goods, the refugee families are unable to obtain clothes especially for their children. In addition the resources of the refugees are never sufficient to cope with illness or infirmity.

The British forces expect to leave Algiers shortly and the position will then become increasingly difficult.

IMH/CB.

9th May, 1946.

UNITED NATIONS SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS.

Resident Representatives will recollect that as a result of decisions taken during the First Session of the General Assembly of the United Nations and by the subsequent Meeting of the Economic and Social Council a special committee of the United Nations was set up to consider the refugee situation in all its aspects and to report to the next session of the Social and Economic Council which is to meet at the end of this month. That Special Committee started its sittings on 8th April in London. After more than a fortnight of general discussion of its terms of reference and plan of work, it broke up into sub-committees to study particular parts of the problem. As a result of the general discussion it was clear that some international body would be made responsible for the care and resettlement of non-repatriable refugees and displaced persons; there was no violent dissent from this general proposition though there was considerable difference of opinion on the question of whether the international body should be an integral part of the United Nations Organization or a more independent agency. The British favoured the former, partly because they wished to see UNO strengthened as much as possible and partly because they thought that it would be easier to set up a commission of UNO than to go through all the lengthy negotiations to bring into being a new intergovernmental committee. The Russians and Americans favoured the latter though they, too, wished to see the intergovernmental body connected with UNO. The French opinion was somewhere between, as they wished to see an independent agency dependent on a UNO committee for general policy directives. It was finally decided that the international body should be in the form of a specialized agency related to UNO through the Economic and Social Council and to which the refugee and displaced persons functions of the League of Nations High Commission, the IGC and UNHCR would be transferred. The new body would have a comprehensive mandate directed towards repatriation in the first place and afterwards towards resettlement and the mandate will cover not only Nansen refugees, refugees from Nazi persecution and Spanish Republican refugees but also some groups of "dissidents".

Three Sub-Committees considering the details of this plan are as follows: -

One has been considering the definition of the term "refugee" so far as the United Nations are concerned, that is to say, it has been considering the matter commonly known as "eligibility".

The second so-called Fact-Finding Sub-Committee has been determining or estimating the extent of the total refugee problem, that is to say, the number of refugees involved and the possibilities of resettlement in the territories of the countries represented on the UNO Committee.

The third Sub-Committee has been considering the constitution and finance of the new intergovernmental body.

What groups of "dissidents" will be included in or excluded from the mandate of the new body is, at the time of writing, still being vigorously discussed. The conditions imposed on UNHCR by its resolutions, that is to say, particularly displacement during and because of the war, will not be used for the new body and thus the categories of refugees likely to be acceptable to it will be, in any event, very much wider than and based on different criteria from the categories acceptable at present to UNHCR. There are very great difficulties in making any definition of a traitor, a Quisling or a collaborator that is, on the one hand, satisfactory to the political opinions of the governments concerned and on the other hand of any practical use to administrators in the field, not to speak of the necessity of humanitarian justice to ordinary human beings. It seems

in all its aspects and to report to the next session of the Social and Economic Council which is to meet at the end of this month. That Special Committee started its sittings on 8th April in London. After more than a fortnight of general discussion of its terms of reference and plan of work, it broke up into sub-committees to study particular parts of the problem. As a result of the general discussion it was clear that some international body would be made responsible for the care and resettlement of non-repatriable refugees and displaced persons; there was no violent dissent from this general proposition though there was considerable difference of opinion on the question of whether the international body should be an integral part of the United Nations Organization or a more independent agency. The British favoured the former, partly because they wished to see UNO strengthened as much as possible and partly because they thought that it would be easier to set up a commission of UNO than to go through all the lengthy negotiations to bring into being a new intergovernmental committee. The Russians and Americans favoured the latter though they, too, wished to see the intergovernmental body connected with UNO. The French opinion was somewhere between, as they wished to see an independent agency dependent on a UNO committee for general policy directives. It was finally decided that the international body should be in the form of a specialized agency related to UNO through the Economic and Social Council and to which the refugee and displaced persons functions of the League of Nations High Commission, the IGC and UNHCR would be transferred. The new body would have a comprehensive mandate directed towards repatriation in the first place and afterwards towards resettlement and the mandate will cover not only Nansen refugees, refugees from Nazi persecution and Spanish Republican refugees but also some groups of "dissidents".

Three Sub-Committees considering the details of this plan are as follows: -

One has been considering the definition of the term "refugee" so far as the United Nations are concerned, that is to say, it has been considering the matter commonly known as "eligibility".

The second so-called Fact-Finding Sub-Committee has been determining or estimating the extent of the total refugee problem, that is to say, the number of refugees involved and the possibilities of resettlement in the territories of the countries represented on the UNO Committee.

The third Sub-Committee has been considering the constitution and finance of this new intergovernmental body.

1733

What groups of "dissidents" will be included in or excluded from the mandate of the new body is, at the time of writing, still being vigorously discussed. The conditions imposed on UNHCR by its resolutions, that is to say, particularly displacement during and because of the war, will not be used for the new body and thus the categories of refugees likely to be acceptable to it will be, in any event, very much wider than and based on different criteria from the categories acceptable at present to UNHCR. There are very great difficulties in making any definition of a traitor, a quisling or a collaborator that is, on the one hand, satisfactory to the political opinions of the governments concerned and on the other hand of any practical use to administrators in the field, not to speak of the necessity of humanitarian justice to ordinary human beings. It seems likely that the field organization of the new body will be similar in principle to the systems built up by the IGC and UNHCR, that is to say, it is very probable that there will be a system of country missions or resident representatives responsible

for the work in their countries. At present, however, it seems that the body will not be responsible for the importation of supplies into any countries and this may lead to considerable difficulties in some areas.

It will be evident to Resident Representatives that there will be a considerable period of time to elapse before the new international body is set up and operating. With this in mind, the ICR administration has been discussing with various governments the possibility of extending ICR work during that interim period. It is hoped that, as the governments are coming to an agreement in the United Nations Committee, they may be willing to agree, when they meet on our Committee, to sponsor for the interim period some of the work that needs doing now and that will be the responsibility of the new body. It cannot yet be said whether the Intergovernmental Committee will agree to any such activity. Previously, such activities have been impossible because of the disagreements between governments and because of the British Government's proposal from which all the present discussions are a direct result, that the task of resettlement should be entrusted to UNO.

The Special Committee now sitting is expected to put forward its report in time for submission to the Economic and Social Council which begins its next meeting on 24th May in New York. It is expected that the refugee question will not be discussed until about 10th June as it comes somewhat late in the Economic and Social Council's agenda. The Director and Vice-Director are planning to go to New York for that meeting.

1795

