

. C O N T E N T S .

(LEAGUE OF NATIONS REPORTS ON INTERNATIONAL ASSISTANCE TO REFUGEES)  
BY SIR HERBERT EMERSON.

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1.	( C. 25. M. 25. 1942. XII.B. 1. )	1- 11 pp.
2.	( C. 19. M. 19. 1943. XII.B. 1. )	12- 16 pp.
3.	( C. 23. M. 23. 1944. XII.B. 1. )	17- 22 pp.
4.	( C. 79. M. 79. 1945. XII.B. 1. )	23- 26 pp.
5.	( C. 27. M. 27. 1946. XII.B. 1. )	27- 32 pp.

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Geneva, February 1942.

**LEAGUE OF NATIONS**

**INTERNATIONAL ASSISTANCE  
TO REFUGEES**

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I. PRELIMINARY

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938.

II. NANSSEN REFUGEES

Owing to the extension of the war in 1940 and 1941, most of the Russian and Armenian refugee colonies in Europe were unable to maintain direct connection with the office of the High Commissioner. This applied also to my representatives in various countries of refuge.

With the invasion of the Low Countries and France in May-June 1940, relations were severed with my representatives in Belgium and France.

Soon after the establishment of a demarcation line between occupied and unoccupied France, I was informed that a branch office of my French representative had been set up in Pau, while the main office was understood to continue its work in Paris. It will be remembered that the bulk of the Russian refugee colony lives in Paris and in the industrial regions of the north and the east, while smaller colonies are established in Marseilles and Lyons and on the French Riviera. At the time of the mass flight from Paris, only a small number of Russian refugees left the city, as they neither had sufficient resources to abandon gainful employment nor did they possess relatives in the south who could give them hospitality.

Various attempts made to get in touch with the French Government, first in Bordeaux and then in Vichy, were of no avail. Other attempts to establish communications through neutral channels with the representative also failed. Subsequently, it was learned that the High Commissioner's office had been transformed into a "Haut Commissariat français pour les Réfugiés" and, in the light of the Vichy Government's withdrawal from the League, it is permissible to assume that this measure denotes a desire to sever connection with the High Commissioner.

The same trend is revealed in the latest measure of the French Government. On December 13th, Admiral Darlan, acting as Minister for Foreign Affairs, informed the Secretary-General of the League of Nations that the French Government denounced the Accord franco-belge dated June 30th, 1928. This agreement provided that civil documents duly legalised by the High Commissioner's representative would have legally binding character as evidence when produced in French Courts. Neither the Intergovernmental Arrangement of the same date nor previous arrangements, nor the Convention concerning the International Status of Nansen Refugees dated October 28th, 1933, have been denounced, so that it may be assumed that the Vichy Government does not wish to deprive this group of refugees of their status. However, the denunciation of the Accord franco-belge has created a serious lacuna in the system of legal protection evolved under the League's auspices, and steps have been taken to ascertain what measures have been taken to provide for this.

France was the only country where the Nansen stamp system providing funds for relief work was fully applied by law. According to information at hand, the Nansen stamp duty is still imposed when identity cards are issued to refugees or upon renewal. Prior to the outbreak of war, allocation committees composed of leading members of the Russian and Armenian emigration distributed 50% of the Nansen stamp product to voluntary refugee assistance bodies, while the other 50% was allocated by the High Commissioner himself. As the French law provided that, in the event of the winding-up of the High Commissioner's activities, the total product of the Nansen stamp would be distributed by the allocation committees referred to above, it may be assumed that this is now the case.

Unemployment amongst refugees is more widespread in unoccupied France. The large proportion of old, sick and infirm people is particularly affected by war conditions. The American Friends Service Committee in Marseilles has given help to a certain extent.

After the German attack on Russia, a certain number of Russian refugee leaders, amongst them M. Maklakoff, head of the Central Office of Russian Refugees in Paris, were arrested and interned either in camps of occupied France or in the disciplinary camp of Le Vernet. Latest information indicates that there have been releases in a few cases.

Owing to the racial legislation of the French Government, Russian refugees of Jewish origin have joined the general refugee movement towards countries overseas. At the time of his visit to Lisbon, the Deputy High Commissioner was informed by the Hicem that preparations had been made for a group of seventy persons of Jewish Russian origin who were unable to obtain transit visas through Portugal. The Deputy High Commissioner intervened with the head of the Portuguese Security Police, whereupon transit was granted as an exceptional measure.

The German occupation of Roumania and the conquest by the Axis Powers of Yugoslavia and Greece severed my connection with my representatives in those countries. In view of the fact that the arrangements made prior to the war implied normal communications between the High Commissioner and the countries concerned, and effective control of the work of the representatives, I was compelled to notify the Governments concerned and the representatives through neutral diplomatic channels that I was unable to assume any responsibility, financial or other, for the representatives, as from the date when *force majeure* intervened.

After the occupation of Bulgaria by Axis troops, communications were also severed with the Bulgarian Government Commission dealing with Russian and Armenian refugees.

In the Baltic States, I had an honorary representative in Lithuania who took an active part in dealing with the difficult refugee situation which arose in Vilno Territory after the withdrawal of Soviet troops and the cession of this territory to Lithuania. The connections with that country, as well as with the Russian refugee colonies in Estonia, were severed when Soviet Russia incorporated the Baltic States in her own territory. It is to be feared that a number of Russian refugees were arrested and others deported into the interior of Russia during the time of the Soviet occupation. Nothing is known of the fate of Nansen refugees under German occupation.

### III. THE HUMANITARIAN FUND

The statements attached to this report show the income and expenditure of the Humanitarian Fund for the years 1940 and 1941.

The balance of the Fund was, on January 1st, 1941 :

- (i) Swiss francs 402,233.80 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

The balance of the Fund on January 1st, 1942, is :

- (i) Swiss francs 411,902.65 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

It will be noted that, in the balance shown under (i), an amount of Swiss francs 274,965.30 is included, which is blocked in a bank in Oslo.

Owing to the extension of the war to the Balkan States, connections between the High Commissioner and his representatives were severed, and control over the receipts from the sale of Nansen stamps was lost. The latest information, received before communications were severed with representatives in territories now under occupation, showed the following amounts held by them on account of the Humanitarian Fund :

	Swiss francs
France (May 1940) . . . . .	11,908.60
Greece (April 1941) . . . . .	1,032.80
Roumania " . . . . .	73.50
Yugoslavia " . . . . .	10,823.50
Total . . . . .	<u>23,838.40</u>

On January 1st, 1942, there were credits of :

		Swiss francs
Lloyds Bank, Ltd., London . . . . .	Gold bar	60,917.30
Lloyds Bank, Ltd., London . . . . .	£392 2s. 7d.	5,693.10
Lloyds Bank, Ltd., Geneva . . . . .		3,969.30
Lloyds Bank, Ltd., Geneva ( <i>comple bloqué</i> ) . . . . .		126.35
Den Norske Creditbank, Oslo . . . . .	Kr. 274,965.27	274,965.30
Bank of London and South America, New York :		
Humanitarian Account. . . . .	\$ 9,811.86	42,330.90
Saar Account . . . . .	\$15,757.75	67,915.90
Bank of London and South America, Lisbon, (at the disposal of Dr. J. Schwarz, American Joint Distribution Committee). . . . .		62.—

While, up to May 10th, 1940, allocations to voluntary relief bodies in the principal country of refuge (France) could still be made as in pre-war days, the extension of the war made impossible the continuation of this policy and deprived the Humanitarian Fund of its normal sources of income from the Nansen stamp.

In Bulgaria, in view of impending events, the balance of levas 70,570 held by a Bulgarian bank was allocated to various relief bodies in February 1941.

The countries in Europe still collecting the Nansen stamp and remitting its product to the Humanitarian Fund are : Ireland, the United Kingdom, Sweden and Switzerland.

Grants-in-aid to relief bodies in Switzerland have been augmented owing to the increased state of destitution of some of the Nansen refugees in that country.

At a suggestion of the British Embassy in Ankara, a special grant-in-aid was made to the small number of destitute Nansen refugees in Turkey who had not obtained Turkish naturalisation before the outbreak of the war.

An act of refugee solidarity deserves special mention. German refugees interned in the Isle of Man raised between themselves the amount of £25 6s. 0d., or Swiss francs 438.95, for their more unfortunate comrades in French internment camps. The sum of Swiss francs 412.95 was transmitted by the High Commissioner through the clearing account with France of the American Joint Distribution Committee in Lisbon.

Fees collected from applicants desirous of obtaining either denationalisation certificates, or civil documents, from Germany, are credited to the Humanitarian Account. As regards civil documents, the Fund has to reimburse the humanitarian agency in Geneva for the cost incurred in procuring these documents from the German authorities.

#### IV. REFUGEES FROM GREATER GERMANY

##### *Movement of Refugees.*

The year 1941 saw a bitter accentuation of the sufferings of refugees from Germany. Many of the political refugees who had obtained temporary asylum have again fallen into German hands and are interned in concentration camps, often in appalling conditions. The immediate consequence of occupation or control of territory by Germany has been the persecution of the Jews. In one country after another, measures have been taken against them, so that over the greater part of Europe the distinction between the Jewish refugees and the Jewish nationals is fast disappearing. One result of this is to increase the difficulty, which in any case would be considerable, of obtaining accurate information regarding the Jewish refugees from Greater Germany, since nationals of other countries are concerned in similar movements. Broadly, however, there have been four main movements, since the war began, of Jewish refugees of German and Austrian nationality.

First, there has been the forcible and organised removal of Jews from the German Reich to occupied territory. Most of these have been sent to Poland, but some thousands have also been sent to France. Total deportation is the aim of the German Government, although its execution is suspended from time to time.

Secondly, there has been some emigration direct from the German Reich to overseas countries. During the early months of the war this was on a considerable scale, but, with the closing of the Dutch, Belgian, Italian and Balkan ports, transport facilities became restricted in practice to sailings from Portuguese and Spanish ports, with an occasional ship from Marseilles. During 1940 and the first five months of 1941, about 20,000 Jews emigrated from Germany and about 9,000 from Austria. Until the entry of the United States of America into the war, there was an appreciable though intermittent flow from Lisbon, and

the extension of the war caught more than a thousand with visas waiting for ships. Most of the emigrants direct from the Reich have gone to the United States of America, but some have found refuge in countries of South America.

Thirdly, there has been the movement from one country of temporary refuge to another. Following the occupation of Poland, there was a big migration of Jews to Russia or the Russian-occupied part of Poland, but this mainly involved Polish nationals, few refugees of German or Austrian nationality being included. Later, with the occupation of the Low Countries, there was a movement southwards. Some of the refugees in the Netherlands, and many of those in Belgium and the northern portion of France, escaped to unoccupied France. The fortunate ones reached Portugal and eventually went overseas; but the majority did not get beyond unoccupied France, where many are in internment.

Fourthly, there has been some emigration from countries of temporary refuge to permanent homes. During the first eight months of the war, a considerable number were able to leave the Netherlands, Belgium and Switzerland, but after June 1940 there has been no emigration from the first two countries, and very little from the third. In addition, a few thousands have escaped via Russia and the Far East, and illegal emigration to Palestine has been considerable. The emigration of those who had found a temporary refuge in the United Kingdom has depended on two main factors: first, on the immigration policy of the United States of America; and secondly, on shipping facilities. From the beginning of the war to the end of 1941, about 7,000 refugees were able to emigrate, of whom all but a few hundred went to the United States. The great majority of these left before the middle of 1941, when the procedure for admission to the United States was made more rigorous, and it became increasingly difficult to obtain visas, especially for those who had near relatives in Germany and Austria or in territory occupied or controlled by Germany.

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#### *Position in Unoccupied France and North Africa.*

According to information from various reliable sources, there were in midsummer 1941 some 30,000 German and Austrian refugees in unoccupied France made up of persons who had stayed in France since the outbreak of the war, or had fled from the Low Countries and Luxemburg. The number of Poles was about 20,000. Czech refugees still in France were about 3,000 and there was the same number of former members of the International Brigade having fought in Spain. Moreover, in the winter of 1940/41, the German Government expelled some 7,500 to 10,000 Jews from the Palatinate and other regions of the Reich adjoining the Rhine, to the unoccupied zone. At the same time, 10,000 Jews from Alsace and Lorraine were evacuated from their homes. All in all, and exclusive of the remnant of Spanish refugees, there were still 75,000 to 85,000 refugees in the free zone. Out of this total number, approximately 60,000 were Jewish refugees.

Many of these refugees or evacuees were destitute and, as no work could be found for them, the French authorities interned a large number in camps, some of which had been previously used for the Republican Spaniards. In midsummer 1941, from 27,000 to 30,000 persons were in internment. The camps are roughly divided into three main categories: disciplinary camps or "camps de répression", residential camps or "camps d'hébergement", and re-emigration camps or "camps d'embarquement" for those in the process of completing their re-emigration formalities.

The welfare of the non-interned Jewish refugees is in the hands of the Comité d'assistance aux Réfugiés, which functioned formerly in Paris and has established eighteen local branches in the free zone, maintaining 3,500 persons.

A number of refugees were transferred to French North Africa after the Armistice. They comprise refugees living in France prior to the outbreak of the war who volunteered for military service in the Foreign Legion, non-combatant Auxiliary Labour Corps members or so-called "prestataires", deportees from disciplinary camps, stranded refugees for the Western Hemisphere unable to proceed on their sea voyage via the Martinique route. The Algerian camps of Djelfa, Boghari and Colomb-Bechar comprise from 7,000 to 8,000 persons used on road construction and other work. The Moroccan camps, except one, were organised for people in transit.

Sanitary arrangements, heating and nutrition in all these camps were very unsatisfactory. Some improvement has been effected by the untiring efforts of the refugee bodies collaborating in Marseilles, which organised a supplementary food-parcel system for the camp inmates, provided medical attendance and supplies, looked after the children, and maintained sufficient staff to visit the camps regularly. The Joint Committee of the International Red Cross Committee and the International League of Red Cross Societies also supported the work.

In addition, the voluntary bodies in Marseilles assisted the refugees in preparing and completing their re-emigration. The largest contribution in this work was made by the

American Joint Distribution Committee, the American Friends Service Committee and the Hicem. The latter body had arranged for the departure overseas of 1,500 persons by the middle of 1941.

#### *Position in Switzerland.*

Some interesting information has recently been received regarding the position in Switzerland. For economic and other reasons, the Federal Government has been unable to allow the admission, save in exceptional cases, of further refugees to the country, but in some cases visas have been granted, or illegal entrants have been allowed to stay. Among the exceptions, the Government has been prepared to examine with sympathy the cases of persons over 65 years of age. Similar sympathy has been shown in regard to cases of reunion of parents with children already in Switzerland, and cases of wives wishing to join their husbands.

Of those already in the country, from 1,500 to 2,000 persons have been able to emigrate since the outbreak of war. The great majority of these went to the United States of America and some to Palestine and the Latin-American States. Most of them were able to leave during the first eighteen months of the war, but since July 1941 the difficulties have greatly increased and, since the entry of the United States of America into the war, emigration to that country has practically ceased.

The Federal Government has opened work camps for destitute male refugees between the ages of 15 and 50, and there are now about 900 refugees in these camps. The daily rate of pay varies from Swiss franc 1.50 to 1.80. Out of this wage, 25 centimes are put daily in a savings account for the benefit of the refugee. Leave is regularly granted on a generous basis. Working-clothes and equipment are issued by the Government, which also undertakes to supply civilian clothing when necessary. Facilities are given in the camps for study and recreation. In the winter, courses of lectures are given on various subjects, and there are compulsory language courses, so as to train refugees for re-emigration. Physical training and games are provided under qualified instructors. In addition to the work camps, provision has been made for vocational training and retraining. This includes instruction and practical training in agriculture, tailoring, carpentry, shoemaking, market-gardening and metalwork. Although the refugees, when trained, are not allowed to compete in the labour market in Switzerland, these courses are of great value in maintaining *morale*, and in preparing the men for useful careers in the countries of final settlement.

By an Order of the Federal Council dated March 18th, 1941, refugees who have sufficient means are taxed for the benefit of refugees, the proceeds being given to the voluntary bodies working in the country. A capital charge of Swiss francs 200 is imposed on refugees having capital of Swiss francs 20,000, the rate of tax progressively increasing with the capital. In addition, income tax is imposed on those refugees who have a regular income. This is also progressive, the maximum being 10% of the average yearly income.

The Federal Government is thus pursuing a humanitarian and practical policy towards the refugees, designed to maintain their self-respect while preparing them for re-emigration when this is possible.

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#### *General Position.*

The general position at the end of 1941 may be briefly described as follows. On the Continent of Europe there are no countries of temporary asylum except Switzerland and Sweden. The position of Portugal has been that of a country of passage, and a very warm tribute is due to the humanitarian attitude of the Portuguese Government, which has shown great humanity and tolerance towards those who have taken refuge there and who have had to wait, often for many months, before they could obtain shipping facilities. The same spirit of humanity will no doubt be shown towards those whose departure may be further delayed by the entry of the United States into the war. Now that the latter country and some of the South-American States are belligerents, the outlets for emigration from Europe have been practically closed. Moreover, the fine work which American organisations, and especially the Joint Distribution Committee, have been doing on the Continent may be greatly restricted, if it does not altogether cease. The work of relief will depend on such voluntary organisations as the Nazi authorities will allow, supplemented by the assistance of the Red Cross.

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#### *The Convention of 1938.*

• One of the duties imposed upon me by the Assembly resolution of September 28th, 1938, was to superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th,

1938. The Convention of 1938 was signed at Geneva on February 10th, 1938, by the representatives of Belgium, the United Kingdom, Denmark, France, the Netherlands, Norway and Spain. It was to enter into force thirty days after the receipt by the Secretary-General of the League of the second instrument of ratification by a State having either signed the Convention or having decided later to accede to it. The Belgian Government ratified the Convention on September 1st, 1938, and the United Kingdom on September 26th of the same year. These two ratifications were duly notified to the League, and the Convention accordingly came into force. Previous to the commencement of the war, these were the only Governments which had ratified the Convention. But, with certain reservations made by them, the other Governments which had signed the Convention were in fact observing it in spirit. Owing to the war, it has not been possible to make any progress towards the ratification of the Convention by any Government which has not already ratified it.

The only other matter concerning the Convention in regard to which it is necessary to make any observation is the contention to which publicity has been given, put forward by certain refugees and some of their friends, that the internment and other measures taken by the British Government in the summer of 1940 were contrary, first, to the express provisions of the Convention and, secondly, to the spirit of the Convention. Although this claim has been put forward only in regard to action taken by the British Government, the arguments and considerations supporting it have equal application to similar action taken by the Governments of France, Belgium and the Netherlands, which signed the Convention of 1938.

When this matter was brought to my notice, I at once examined the case with my colleague Dr. Kullmann, and took advice regarding it, since, had there been a breach in fact or in spirit, it would clearly have been my duty to make representations to the British Government. After very careful examination, I reached the conclusion that, so far as the Convention was concerned, there were no grounds on which a representation could be justified. The allegations regarding the supposed breach of the Convention are briefly : first, that, in accordance with its provisions, no more restrictions can be placed on the freedom of movement of refugees of German or Austrian nationality than on any other alien ; and secondly, that it is contrary to its provisions to exercise the powers of the Prerogative of the Crown in regard to such refugees.

The relevant provisions of the Convention are contained in Article 2 and Article 5 (2), which read as follows :

“ *Article 2.* — Without prejudice to the power of any High Contracting Party to regulate the right of sojourn and residence, a refugee shall be entitled to move about freely, to sojourn or reside in the territory to which the present Convention applies, in accordance with the laws and internal regulations applying therein. ”

“ *Article 5.* — (2) Without prejudice to the measures which may be taken within any territory, refugees who have been authorised to reside therein may not be subjected by the authorities to measures of expulsion or reconduction unless such measures are dictated by reasons of national security or public order. ”

Article 5 (2) was subject to the following reservation by the British Government :

“ Paragraph (2) of this Article will not be applicable to refugees who have been admitted to the United Kingdom for a temporary visit or purpose. The term ‘ public order ’ is deemed to include matters relating to crime and morals. ”

On the face of it, it would appear from the text of Article 2 — and I am advised that this is the effect — that, first, the power is reserved to regulate the rights of sojourn and freedom of movement, and secondly, that such rights are limited by the internal laws and regulations of the country concerned. In other words, while the Convention was intended to protect, and did protect, the refugees concerned from arbitrary measures outside the laws and regulations of the countries concerned, it was not intended to, and did not in fact, remove them from the operation of existing laws and regulations, or fetter the power of a Government adhering to the Convention to make laws regarding them.

My colleague, Dr. Kullmann, as an official of the League Secretariat, acted as General Secretary to the diplomatic conferences at which the Provisional Arrangement of July 1936 and the International Convention of February 1938 were discussed and framed. He has no doubt whatever that the intention was as above stated.

The reservation contained in Article 5 (2) in regard to measures dictated by reasons of national security is so explicit as to leave no doubt regarding its intentions.

The restrictions on persons of German and Austrian nationality in the United Kingdom fall broadly into three categories : first, the restrictions under the Aliens Order applicable to all aliens, together with certain additional restrictions, imposed under the same order,

to which persons of enemy nationality are liable; second, certain powers of detention and internment under the Defence Regulations; third, the power of detention and internment under the Prerogative of the Crown. All these provisions have the force of law, and action under them is therefore reserved under Article 2 of the Convention. The same is true of similar action taken in the countries previously mentioned. I am unable, therefore, to give support to the contention that those Governments which signed the Convention thereby either bound themselves to exclude from the existing laws the refugees who come within the scope of the Convention, or renounced the power to legislate in regard to them.

The question of a breach of the spirit of the Convention is mainly a matter of fact with which the High Commissioner is intimately concerned. The Convention of 1938 was largely due to the untiring efforts of my predecessor. It was signed in February 1938, before I took over the appointment of High Commissioner on January 1st, 1939. But it was my duty to superintend its application and to endeavour to persuade the Governments concerned to ratify it or, failing this, to act in accordance with the spirit of its provisions. It was also part of my work — indeed, my most important duty — to find countries of asylum for the refugees who were forced to leave Germany in hundreds of thousands. I took over at a time when Europe was on the brink of war and when one event after another steadily reduced the prospects of peace. None the less, many countries continued to give asylum to refugees of German and Austrian nationality. Among them were two countries whose Governments had ratified the Convention of 1938 and several others who had consented to observe the spirit of its provisions. It is clear that no European Government would, in the then political condition of Europe, have given asylum to refugees of German and Austrian nationality in accordance with the Convention had it accepted the interpretation which is now sought to be placed on its provisions. Nor would I, as High Commissioner, have been justified in persuading them on the one hand to give asylum to such refugees and, on the other hand, to adhere to the provisions of the Convention had I believed the effects of adherence, in the event of war, to be such as is now claimed. There was, in fact, no question of the Governments concerned being fettered by the Convention, should war break out, in the measures which they might find it necessary to take in the interests of national security, except in so far as the Convention required that such measures should be according to law. My predecessor was in no doubt on this point; nor was my colleague, Dr. Kullmann, who, as already explained, was present during the discussions which led up to the Convention; nor was I myself, whose function it was to superintend its application. The refugee organisations did not raise any such question, nor did the refugees themselves. It was not raised when internment took place before or during the war in France, Belgium and the Netherlands. Such being the facts, I have been unable to give any countenance to the suggestion that there has been any breach of the spirit of the Convention. On the contrary, I have not hesitated to express the view that attempts, however well intentioned, to strain the interpretation of the Convention itself and to question the good faith of the Governments which subscribed to it are not in the real interests of the refugees.

The above relates to the relevance of the Convention to matters of internment and restriction. The question of policy in regard to them is an entirely different matter, involving other considerations, about which it has been possible and proper to make representations, not without a considerable measure of success. The issues would only have been confused by appeal to the Convention, which in my considered view did not affect them.

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### *Refugees in the United Kingdom.*

#### *General Position.*

In my last report<sup>1</sup>, written about the end of 1940, I described the position of the refugees in the United Kingdom, the measures of internment that had been carried out, and the subsequent survey of cases, with a view to the release of those whose continued internment was considered unnecessary. During the period now under review, there has been continuous improvement in the situation, which, at the end of 1941, was very satisfactory. Most of the early defects in internment camps had been remedied before the end of the previous year, and those that remained were corrected shortly after. In May 1941, provision was made for interned couples in the Isle of Man. Up to that time, husbands and wives had been kept in separate camps, but most of them have now been united, and live in boarding-houses in Port St. Mary, within which place they are allowed to move freely. Conditions in the other camps in the island have given no cause for complaint for many months. Medical arrangements are adequate and efficient; the facilities for exercise, recreation, entertainment and cultural activities are good; work in the camps or on land in the island is sufficient to keep most of the internees employed; there is an officer whose sole duty it is to look after the welfare of the internees; and housing, food and clothing are all very satisfactory.

<sup>1</sup> Document C.7.3.7.1941.XII.



The process of release has gone on continuously under the various categories and has been accelerated by administrative arrangements supplementing them. An office of the International Branch of the Ministry of Labour has been opened in the Isle of Man, which receives applications for employment from internees, and if there is no security objection, tries to place the applicant in suitable work. When this is found, he is released. Separate figures of release are not available for refugees and non-refugees, but I had occasion to make an estimate of the position about the middle of August last. I was then satisfied that, of the male refugees who had been interned and not sent overseas, at least 95 % had been released. The percentage of women released has probably been a little less, but, as "C" class women were not interned, the internees contained a higher proportion than did the men of cases which were regarded as doubtful or suspicious. Even so, the number of women refugees still in internment at the end of the year was probably not more than 200. At that time, releases of both sexes were approaching the limit, and although some remained who have been unfortunate hitherto not to secure release, the number was small. With very few exceptions, those released are placed in the "C" category, if they have not already been so classified, the practical result of which is that they are exempt from all restrictions except those which apply to all aliens, including those of Allied nationalities. By the end of 1941, there were at least 60,000 adult refugees of German or Austrian nationality or origin at liberty in the United Kingdom under no more restrictions than those affecting Belgians, Dutch, Norwegians and other nationals.

### *Employment.*

Early in the war, restrictions on the employment of refugees were relaxed. They were allowed to obtain employment through the Labour Exchanges, with the proviso that they could be engaged in particular posts relating to war work only if a special permit was given. The principle was also maintained that an alien should not be given employment if there were a British subject available for it; and although this principle has never been revoked, the demand for labour has been so keen, first in particular kinds of work and later generally, that the observance of this principle has had a decreasing effect, and it is now in practice inoperative. During the first four months of 1940, over 10,000 employment permits were given to persons of German and Austrian nationality, about two-thirds being given to women and the rest to men or youths. Previous to the policy of internment, about 3,000 refugees were enlisted in the Auxiliary Military Pioneer Corps. Some of them went to France, where they gave an excellent account of themselves. Later, about 2,000 have enlisted from among the internees. Those directly concerned with the Corps have a very high opinion of the spirit, discipline and industry of the refugee members.

The measures of internment taken subsequent to May 1940 removed a large number of refugees from civil employment. Apart from those who were interned, it had an adverse effect on those who remained, many of whom were dismissed. Fortunately, this effect was only temporary, and the demand for those available soon became apparent.

The absorption of refugees was assisted by the creation of an International Branch of the Ministry of Labour, whose function it was to deal with all aliens, including refugees, available for civil employment. During the summer of 1941, measures were taken to register all persons of Belgian, Czech, Netherlands, Norwegian, Polish, French, German, Austrian and Italian nationality for the purpose of employment. While separate figures are not available for Austrians and Germans, it has now been stated that, of the total number who registered, no less than 85.7% were already found to be in employment. The distribution by industry shows that the largest number are in the clothing and textile industries, in engineering, shipbuilding and aircraft work, in building and reconstruction, agriculture and fishery, clerical and professional occupations, the hotel industry and the distributive trades. Since the registration was made, the position has still further improved and absorption has reached a high percentage.

Previous difficulties and delays in obtaining the necessary permits for war work have been mitigated by less rigorous restrictions, and the British Government has made it clear that it is its policy to engage in useful work as many aliens as possible. Those who are still unemployed but fit for employment are composed largely of persons of more than middle age, belonging to the professions — *e.g.*, law and journalism — for whose specialised services there is not a big demand, and who are too old to adapt themselves to, or to be readily trained for, other work. There is also a nucleus of persons who are not capable of employment because of advanced years, illness or infirmity.

On the whole, it may be said that, by the end of 1941, the great majority of Austrian and German refugees, men and women, at liberty in the United Kingdom were doing useful work — in the Auxiliary Pioneer Corps, the Auxiliary Territorial Service, Civil Services and industries contributing directly to the war effort, or in other employment making an indirect contribution.

### *Maintenance.*

In my last report I mentioned that the British Government was contributing half of the expenditure incurred by voluntary organisations towards the maintenance, welfare and other expenses of refugees, and on the administration of the organisations themselves. With effect from October 1st, 1940, Government, at the request of the voluntary bodies, increased its assistance to 100% in the case of maintenance, and to 75% in the case of other expenses. The rate of maintenance is assessed for each individual by the Assistance Board, and voluntary bodies are not allowed to supplement these rates, except in special cases. If they wish to do so, they have the option of contracting out for the individual concerned, in which case 50% only, instead of 100%, of the assessed rate is granted, but restrictions on supplements out of the resources of the committee itself are relaxed. The grant is administered by a Central Committee, which is composed entirely of non-official members, grants being made by this Committee, in accordance with their actual expenditure, to the various refugee organisations which make the payments for maintenance direct to the refugees or on their behalf. The voluntary system has thus been kept alive, and the generous attitude of Government is greatly appreciated by the bodies concerned. As Chairman of the Central Committee, I have had much to do with the various negotiations with Government that have taken place, and with the administration of the grant. Apart from the intrinsic interest of the work, it has enabled me to learn a great deal about the private organisations and the excellent work they are doing. The value of the system itself lies in the combination of State aid with voluntary funds and voluntary service, and it may well be worthy of adoption in other countries after the war, during the period when private resources will certainly not be adequate for the relief of distress.

### *The Council on Aliens.*

The Council on Aliens has continued to act as an advisory body to Government. It has taken up many questions in the interests of refugees, and has been particularly interested in matters relating to internment, releases, conditions in camps, and emigration. It has given considerable time to the protection of the interests of those sent overseas.

### *Emigration, and Internees in Canada and Australia.*

Many difficulties have arisen during the year regarding the emigration of refugees. Apart from the scarcity of shipping, most countries have shown an increasing reluctance to admit German and Austrian refugees. For the first six months of the year, the United States of America was an exception and, as already mentioned, it continued to take a considerable number from European countries. The regulations were then revised, and a new procedure was introduced involving a more careful examination of the antecedents and credentials of those seeking admission, especially when they had close relatives in Greater Germany or in any country occupied or controlled by Germany. Even so, there was, it is understood, no intention of closing the door, and deserving cases would still have received sympathetic consideration. The change of procedure, however, involved considerable delay, since applicants had to start afresh the process of securing the necessary evidence and documents; and before it was fully in operation, the entry of the United States into the war changed the position. While there is still no absolute bar to the immigration of German and Austrian nationals, no visa will be granted without the special permission of the State Department.

In another direction, difficulties have arisen in regard to the emigration to the United States of persons who have been interned. As a result of representations made by the American Legion, a practical ban was placed on their entry, which is still in operation. I have given much time and thought to this question in discussions with the British Government, in representations to the American authorities, and in trying to present the actual facts regarding internees, and I was not without hope, previous to December last, that there might be some modification of the ban. In this and other connections, my contact, as Director of the Intergovernmental Committee, with the President's Advisory Committee and American organisations has been of much value. The difficulty regarding internees has been particularly hard on those who were sent overseas to Canada and Australia. These included a considerable number who either had got visas for the United States or were on the waiting list, but whose internment not only deprived them for the time being of the chances of emigration, but also acted as a bar against emigration on release, although the examination of their cases might show that there was no security objection. Indeed, since those of the "B" and "C" classes sent to Canada and Australia were of the same antecedents and character as those not sent overseas, it is a reasonable assumption that, had they remained in England, at least 90% of them would have been released, without any more restrictions on their liberty than those applicable to all aliens. The disabilities under which they labour are further complicated

by the fact that both Dominion Governments had accepted the custody of these internees on the understanding that there should be no question of their release in Canada or Australia respectively. With rare exceptions, therefore, they could only secure their release on return to England, and, owing to shipping difficulties and the inevitable delay in examination of their cases, the rate of release has been less rapid than in the case of those who were not sent overseas. At the end of 1941, about 900 had returned from Canada and about 800 from Australia, but there were many in both countries, including some who did not wish to incur the risks of the sea voyage, *prima facie* eligible for release, but whose release could not be arranged. Both as Chairman of the Council on Aliens and independently, I have made many efforts to obtain a solution of what has proved to be the most intractable problem arising out of internment. There have been recent indications that both Dominion Governments may be willing to allow releases in their countries on certain conditions and for certain kinds of employment. Indeed, both Governments have already released a few for work in war industries, while the Dominion Government of Canada has authorised the release of seventy-one students. The combination of release overseas with the return of those to the United Kingdom against whom there is no security objection offers the best solution.

I have been able to keep in touch with the problems of internees in Canada through Senator Cairine Wilson, who is Chairman of the Central Committee for Interned Refugees, a body which is officially recognised by the Dominion Government as a link between it and the refugees. This lady has been kind enough to act as my honorary representative, an appointment which has been recognised by the Dominion Government, and I take this opportunity of acknowledging the services she and her Committee are performing for the internees.

Since the above was written, the following statement was made in the House of Commons by the Home Secretary :

“ The Commonwealth Government have recently announced that plans have been completed for using on a voluntary basis the labour and skill of civilian internees sent to Australia who wish to participate in the common effort... The Commonwealth Government have expressed their agreement to the enlistment of fit men of military age in labour units of the Australian military forces, and the employment of specialists and technicians in work of national importance. They are also prepared to agree to release of youths under the age of 18 to continue their education and studies or to learn occupations such as farming, provided that they have adequate means of support, and to the release of aged and infirm internees subject to the same condition. The release of these internees will for administrative reasons be gradual, and each case will be referred to me to ensure that there is no objection on security grounds ; and it has been made clear by the Commonwealth Government that release will not in any case imply that the individual concerned will be allowed to remain in Australia after the war. I am sure that the House will share my gratification that, at a time when the Commonwealth Government is preoccupied by the many urgent problems arising from the extension of the war through the Pacific, it has been found possible to make these arrangements.”

The liberal policy now adopted by the Commonwealth Government should go far to solve the problem so far as Australia is concerned.

\* \* \*

#### *Miscellaneous Work.*

The High Commission is called upon to examine a large number of individual cases.

As regards the United Kingdom, refugees are generally registered with one of the recognised voluntary refugee bodies, usually that body under whose auspices they were able to gain admission into the United Kingdom prior to the war. Current questions relating to their maintenance and their welfare, or to internment, are dealt with by those bodies. Problems of employment are referred to the special employment exchange set up by the International Labour Branch of the Ministry of Labour and National Service. All arrangements concerning re-emigration come under the Overseas Settlement Department, which is a joint service of the various voluntary bodies.

As a rule, the High Commission refers therefore any individual request coming under one or the other of the above-named headings to the responsible voluntary body or department in Bloomsbury House.

The voluntary bodies, however, themselves refer to the High Commission individual cases which cannot be settled without previous clarification of a question of general policy. Again, cases are referred to the High Commissioner if it is considered that his intervention with a Government Department would be advisable. Lastly, there are numerous cases when voluntary bodies or refugees themselves seek his assistance in matters concerning either the

Dominions, British Possession overseas, or for ign countries. Many of these cases relate to the fate of relatives outside the United Kingdom — *e.g.*, emigration possibilities for people in Greater Germany, stranded refugees in occupied territories, in unoccupied France, Spain, North Africa or Soviet Russia, or the release of persons interned in British territories.

Since the events of 1940 and the spring of 1941, the number of requests from individual refugees or from voluntary bodies overseas has greatly declined, although a number are still forthcoming from unoccupied France, North Africa and Portugal. In such cases, the High Commission can generally initiate action by referring the matter to the voluntary bodies in Marseilles or Lisbon or by representation to the Portuguese Government.

Few requests relate to the application of the provisions of the 1938 International Convention. Most of them deal with special circumstances arising from the war.

The High Commissioner's office maintains a Civil Document Service for German and Austrian refugees in the British Empire. These persons need, as the occasion arises, birth certificates, police certificates of good conduct, divorce decrees, etc., and are unable to obtain them from Germany themselves. Many do not wish to approach the Special Division of the Swiss Legation in charge of German interests in the British Empire, as they feel that such request would impair their status as bona fide refugees from Germany. On the other hand, the Swiss Legation has informed the High Commission that it would welcome such service being maintained by the High Commissioner. In the period under review, 350 applications were dealt with and 300 documents secured.

The High Commissioner's office also issues denationalisation certificates to individuals deprived of German nationality by individual decree, whose names can be traced in the German Official Gazette.

In November, my assistance was asked in the case of eighty-five German and Austrian refugees who, after having been stranded for some months in Morocco, obtained passages on board the steamer *Cabo de Hornas* to South America. On arrival there, their visas were held to be out of order and they were unable to obtain admission to any country. In these circumstances, they were faced with the prospect of having to return to Europe with the probable consequence of internment. As a result of representations to the Government of the Netherlands, they were given permission to land in Curaçao, on the condition that the American Joint Distribution Committee would assume responsibility for their maintenance during their stay there, and would make early arrangements for their settlement elsewhere. By the end of December 1941, thanks to the co-operation of the State Department in Washington, nineteen refugees had already received advisory approval of immigration visas to the United States, while the cases of fifty-two more were under sympathetic consideration by the State Department. The rest wish to join relatives in Latin-American States, but, if they are unable to do so, it is hoped that admission will be obtained for them to San Domingo. I wish in this connection to record my appreciation of the humanitarian and liberal attitude of the Netherlands Government, and of the prompt and practical assistance given by the Joint Distribution Committee.

With the support of Lord Winterton, Chairman of the Intergovernmental Committee, the Ambassador of the Argentine in London was approached in regard to certain refugees who wished to join their relatives in the Argentine and had obtained provisional permits, subject in each case to confirmation by the Argentine Embassy in London. As a result of the discussions, it is hoped that visas will be granted to elderly persons who have close relatives already established in the Argentine able and willing to undertake their full support.

#### *Visit of the Deputy High Commissioner to Portugal.*

In July 1941, Dr. Kullmann, the Deputy High Commissioner, spent a fortnight in Lisbon in order to ascertain the effect of the new American immigration regulations on the refugee movement from Central Europe through Portugal and Morocco and to re-establish closer collaboration with the voluntary bodies operating in Lisbon and Marseilles.

In conversations with the Secretary-General of the Portuguese Foreign Office, he was able to clear up various points of policy and received an assurance that Portugal would continue to maintain her liberal attitude towards refugees, although they could only be admitted as transmigrants for the purpose of reaching a country of final destination. So far, Portugal has been successful in carrying out this policy, as, out of 50,000 refugees who had gained admission into the country since the invasion of France and the Low Countries up to August 1st, 1941, less than 1,500 had remained in the country.

Dr. Kullmann was also able to have a full exchange of views with the head of the Portuguese Police responsible for Security and for the Defence of the State. In the course of this interview, he learned with satisfaction that arrangements were being made to transfer all stranded refugees detained in prison for over-staying their permits to a "résidence forcée" in Caldas da Rainha, a healthy little watering-place close to the sea, some 60 miles north of Lisbon. He was also able to pay a visit to the refugees in that locality, where the Portuguese Jewish Committee, together with other refugee assistance bodies, were looking after their

welfare and maintenance. The refugees live in small apartments and, except for the obligation imposed upon them not to leave the locality, they are free to move about. Facilities are liberally granted for travel to Lisbon for the purpose of completing re-emigration formalities.

At the request of the Polish Government, the Deputy High Commissioner gave special attention to the problem of several hundred Polish refugees still in Portugal. This problem has wider implications, as the maintenance of Lisbon as the last open Western-European gate for the emigration of refugees overseas depends in no small measure on the extent of the assistance the Portuguese Government receives in the pursuance of its present policy of admitting refugees only for a short stay as transmigrants. On return to England, Dr. Kullmann, in close collaboration with the Polish Government, took the matter up with the British Government and, as a result, arrangements were made for the transfer of the remaining Polish Jewish refugees, numbering 163 persons in all. A definite maintenance guarantee for the period of one year was given by the American Joint Distribution Committee in New York to the Governor of Jamaica, together with an assurance that the Committee would do everything in its power to continue to support these refugees so long as they might be compelled to stay on that island. Arrangements were also made for sea transport and the refugee assistance bodies undertook to pay the passages. The Polish Government gave the British Government a subsidiary guarantee of maintenance together with an assurance that the group would be repatriated to Poland at the end of the conflict.

The Deputy High Commissioner also supported with success a request of the Polish Government to the American authorities with regard to the transit through the United States of a group of some seventy Polish refugees stranded in Portugal, holders of Canadian immigration visas.

The most important voluntary assistance bodies for Jewish refugees, the American Joint Distribution Committee and the Hicem (Hias-Jca Emigration Association), who previously had their European headquarters in Paris, were able to transfer their offices to Lisbon before the occupation of Paris. Mr. Morris C. Troper, late European Director of the American Joint Distribution Committee, informed the Deputy High Commissioner that, in the first half of 1941, from 2,000 to 3,000 refugees had sailed monthly from Western-European ports. Approximately two-thirds of these persons were transmigrants coming straight from Greater Germany, while one-third were persons who had previously taken refuge in unoccupied France, Switzerland, or a Western-European country.

In order to combat the exploitation of refugees by "racketeering" on the ship's passage market, the American Joint Distribution Committee had been compelled to modify its policy and to arrange directly for so-called "block bookings" of all accommodation on neutral Spanish and Portuguese steamers. Arrangements had also been made with the Hicem dealing with all Jewish re-emigration cases except those from Greater Germany, with the American Friends Service Committee, the Unitarian Refugee Service and other relief bodies, whereby the American Joint Committee would deal as a sole agent on the passage market and allot accommodation to the various bodies concerned as the need arose. On the other hand, the refugees were warned that they could expect no financial assistance from these relief bodies making re-emigration preparations if they were to secure passage from other sources. This wise measure led to a substantial drop in the passage rates charged to refugees; nevertheless, present rates are at least four to five times above the pre-war level, and the type of accommodation offered bears no comparison with the measure of comfort offered before the war.

In its policy, the American Joint Distribution Committee has consistently refused to transfer U.S. dollar amounts for its work in Axis or Axis-controlled territory. The intending Jewish emigrant from Greater Germany leaves the balance of his assets, after payment of the special taxes, to the sole Jewish welfare body recognised by the German Government. These funds are used for welfare work on behalf of the Jewish communities in Greater Germany and Poland, the American Joint Distribution Committee opening a U.S. dollar credit for the equivalent amount, out of which the maintenance and travelling expenses of the intending emigrant are paid from the Spanish frontier onward. For the work in unoccupied France, the American Joint Committee operates through a clearing account whereby payment in U.S. dollars in America is made for the release by the Banque de France of an equivalent amount of blocked French francs held by the latter on behalf of American firms and individuals.

In order to obtain legal status, the Hicem was incorporated in Portugal as the Emigration Branch of the Jewish Portuguese Committee. This local body, financed by the American Joint Distribution Committee, has undertaken to provide for the maintenance and welfare of stranded and destitute refugees in Portugal and intervenes on their behalf with the authorities. Provision for the welfare and maintenance of refugees coming straight from Greater Germany is entrusted to a special Transmigration Department under the auspices of the American Joint Distribution Committee.

The American Joint Committee and the Hicem also made arrangements to have the Spanish and Portuguese boats taking transmigrants from Central Europe and refugees from unoccupied France call at Casablanca in order to take aboard stranded refugees in Morocco.

who had failed to reach their destination during the winter of 1940/41 owing to the breakdown of the French steamer service to Martinique and the Latin-American countries.

As regards the new American immigration regulations, the Deputy High Commissioner had conversations with the United States Consul-General and the Director of the American branch of the International Migration Service. As a result, representations were later made by the High Commissioner to the American authorities.

\* \* \*

#### *Settlement.*

The war has inevitably prevented, for the time being, the undertaking of any plans for the orderly emigration and settlement of the refugees. However, the scheme for settlement in San Domingo, mentioned in my previous report, is still proceeding and, by September 1941, 413 settlers were at Sosua, including seventy-eight from England. The plan is, of course, still at the experimental stage, and is limited in the first place to the settlement of 500 families, since it is necessary to ascertain whether persons from Central Europe can do hard manual work under sub-tropical conditions, and whether commercial crops can be grown on a sufficient scale to enable them to become self-supporting. The Dominican Republic Settlement Association has devoted much thought and care to the settlement and has done a good deal of preliminary work in regard to the breaking up of land, the erection of farm and other buildings, the introduction of new crops, and the physical health of the settlers. The ultimate success of the settlement will probably depend on the ability of the Association to find the necessary capital to cover the heavy expenditure during the early years until new crops are produced on a commercial basis. Previous to the entry of the United States into the war, the prospects were, on the whole, favourable, and it is hoped that they will not be adversely affected.

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#### *War Refugees in the United Kingdom.*

In my last report I mentioned that, following the invasion of the Low Countries and France, about 25,000 civilians fled from those countries to England, considerably more than half of them being Belgians, while about two-thirds of the remainder were Dutch, French and Poles, roughly in equal numbers. An advisory Central Committee for War Refugees was set up by the Minister of Health in the summer of 1940, with myself as Chairman, and Dr. Kullmann, the Deputy High Commissioner, as honorary secretary. The Committee was enlarged so as to secure representation of the Belgian, Dutch and Polish Governments. During the early part of the year, a considerable amount of work devolved on the honorary secretary, especially in connection with the Relief Fund, for which approximately £11,500 was collected, this being made up from contributions by the Allied Governments and by war charity funds in the Empire and from individual donations. Nearly half of the fund was appropriated for the purpose of clothes, and a special clothing depôt was set up with the assistance of the Women's Voluntary Services. In addition, some £3,000 was allocated for the social welfare work of the local war refugee committees. The Committee was able to assist in certain arrangements between the Allied Governments and the British authorities.

The absorption of most of these refugees into employment has inevitably led to their dispersal from the London boroughs in which they were originally billeted and their location in small groups all over the country, with the result that the majority of the local committees originally formed have now little, if anything, to do. By the autumn of 1941, at least 85% of the males were in employment, thanks largely to the efforts of the International Labour Branch of the Ministry of Labour, which set up an Anglo-Belgian and an Anglo-Polish Labour Exchange, acting in collaboration with the officials of the Belgian and Polish Governments. Children of school age have been absorbed in British schools, special provision being made for instruction in their own language, and the history and geography of their own country. Numerous adult English-language classes have been organised, and a number of social and recreational clubs set up. In this work, the British Council has taken a prominent part, acting in association with the Board of Education and the Allied Governments.

Many Belgian and French fishermen with their families have settled in the fishing-ports in the south-west of England and, as a result of a tour of the district made by Dr. Kullmann and the head of the Refugee Section of the Women's Voluntary Services, a local war refugee committee was set up and is doing valuable welfare work among the settlers.

Generally, the situation has so much improved that it is now almost a misnomer to describe this group as "refugees". The great majority of them are self-supporting and, with independent means of livelihood, they regard themselves as temporary exiles who are playing a useful part in the service of their own country and of the country of their adoption.

POST-WAR PROBLEMS

I have been in touch with various authorities and organisations interested in post-war problems and, in particular, with the Allied Post-War Requirements Bureau. I hope to give particular attention to this matter in the near future.

THE ADMINISTRATIVE ACCOUNT

The two statements attached give abstracts of my Administrative Account for the years 1940 and 1941 respectively. The accounts have been audited up to the end of May 1941, but not for the period after that date.

My budget allotment for the year 1940 was Swiss francs 224,450. During the year, I transferred part of my account to an American bank, and this complicates the calculation of my actual expenditure. Taking the official rates of exchange as Swiss francs 4.32 to the dollar (the rate at which the transfer from Geneva to New York was effected), and of Swiss francs 17.90 to the pound sterling (on January 1st, 1940), my expenditure was :

	Swiss francs
	47,581.20
\$7,863.27 at 4.32 . . . . .	33,969.33
£4,161 3s. 8d. at 17.90 . . . . .	74,485.18
	156,035.71

as against a budget allotment of Swiss francs 224,450, representing a saving on that allotment of Swiss francs 68,414.29.

For 1941, my budget allotment was reduced to Swiss francs 150,000, and I was subsequently asked to effect as great economy as possible within this sum. As a result, my expenditure was kept to the minimum. On the basis of Swiss francs 4.33 to the dollar, and of Swiss francs 17.35 to the pound sterling (being the official rates of exchange on January 1st, 1941), my total expenditure amounted to :

	Swiss francs
	25,454.94
\$5,878.74 at 4.33 . . . . .	93,908.26
£5,412 11s. 7d. at 17.35 . . . . .	
	119,363.20

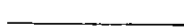
which represented a saving of Swiss francs 30,636.80 on the allotment of Swiss francs 150,000.

CONCLUSION

I have again to express my warm appreciation of the excellent work of my colleague, Dr. Kullmann. He has been of the greatest assistance to me in dealing with a number of complicated questions; on his own initiative, he has taken up cases with the Governments concerned, and this has resulted in direct benefit to many refugees. He enjoys the full confidence of the refugee organisations and voluntary workers, with whom his relations are most cordial.

I wish also to thank my past representatives in various countries for the work they have done for refugees, and to express my regret that by force of circumstances our relations have been severed — to be renewed, I hope, in happier conditions.

My staff has been reduced to the minimum and now consists of only five members. I have again to acknowledge the efficiency and cheerfulness with which they meet all calls made on them.



SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1940  
(Administrative Account.)

Allocated by the League of Nations Assembly to the High Commissioner for his expenditure during 1940 ..... Swiss francs 224,450  
Of this amount, the following provisional allotments were made :  
(1) High Commissioner's salary and expenses of representations ..... Swiss francs 110,000  
(2) Balance (Swiss francs 114,450 at 21 Swiss francs to the £) for Head Office and travelling expenses ..... £5,450

	Disbursements			Receipts		
	Swiss francs	U.S. dollars	£ s. d.	Swiss francs	U.S. dollars	£ s. d.
<i>Receipts.</i>						
Remitted from Geneva : <span style="float: right;">Swiss francs</span>						
Swiss francs 97,689.45, } of which and converted into dollars 50,108.25	47,581.20			47,581.20	\$11,352.01	4,893 17 7
<i>Disbursements</i> (appropriate deduction having been made in each item for sundry receipts — e.g., return of unused advances on travel, payment by Inter-governmental Committee for accommodation, etc.) :						
High Commissioner's salary .....	17,810.—	4,452.—	200 8 8			
Head Office salaries .....			2,613 5 0			
London office : Rent, heating, cleaning, electricity, air-raid shelters .....			700 7 11			
Sevenoaks emergency office : Rent, rates, water rates, coal, gas .....			140 14 9			
Travelling expenses .....	1,194.50		96 7 8			
Office expenses (purchase of equipment, removals, etc.)..			155 14 10			
Petty cash (including wages of Sevenoaks cleaner and fares of staff between London and Sevenoaks) .....			105 0 0			
Telephone and telegrams, postage stamps .....			144 12 7			
Printing of Nansen stamps .....	545.—	129.95				
Auditing .....	245.—					
Banking expenses .....	173.85	97.20	4 12 3			
Representatives :						
Belgium (ceased at end of April) .....	1,083.45					
France (ceased at end of May) .....	10,814.40					
Greece .....	4,753.20	804.58				
Lithuania .....	1,676.00	171.38				
Roumania .....	2,305.80	693.13				
Yugoslavia .....	6,980.00	1,515.03				
Total expenditure .....	47,581.20	7,863.27	4,161 3 8			
Excess of credits from Geneva over expenditure .....	—	3,488.74	732 13 11			
	47,581.20	11,352.01	4,893 17 7	47,581.20	11,352.01	4,893 17 7



SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1941  
(Administrative Account.)

Allocated by the League of Nations Assembly to the High Commissioner for his expenditure during 1941 ..... Swiss francs 150,000  
Of this amount the following provisional allotments were made :  
(1) High Commissioner's salary and expenses of representations . . . . . Swiss francs 75,000  
(2) Balance (Swiss francs 75,000 at 17.70 Swiss francs to the £) for Head Office and travelling expenses ..... £4,237

	Disbursements			Receipts		
	U.S. dollars	£	s. d.	U.S. dollars	£	s. d.
<i>Receipts.</i>						
Received from the Treasury of the League of Nations				\$5,878.74	5,322	0 8 137 10 0
<i>Disbursements</i> (appropriate deduction having been made in each item for sundry receipts — e.g., return of unused advances on travel, payment by Intergovernmental Committee for accommodation, etc.):						
High Commissioner's salary	2,968.—	1,527	7 0			
Head Office salaries		2,680	14 0			
London office: Rent, heating, cleaning, electricity, air-raid shelter contributions		546	4 7			
Travelling expenses		199	17 0			
Office expenses (purchase of equipment, removals, insurance, etc.)		296	12 1 <sup>1</sup>			
Petty cash		53	2 11			
Telephone and telegrams, postage stamps		106	1 10			
Printing of Nansen stamps	201.05					
Banking expenses	65.70	2	12 2			
Representatives:						
Greece (ceased at end of May)	814.80					
Roumania (ceased at end of April)	346.88					
Yugoslavia (ceased at end of April)	835.84					
Transfer of U.S. dollar balance to sterling	646.47				159	18 4
<i>Total expenditure</i>	5,878.74	5,412	11 7			
Excess of credits from Geneva over expenditure		206	17 5 <sup>2</sup>			
	5,878.74	5,619	9 0	5,878.74	5,619	9 0

<sup>1</sup> The greater part of this sum, namely £221 2s. 4d., is expenditure arising directly out of the destruction by enemy action of equipment and furniture at the High Commissioner's previous office at 16, Northumberland Avenue, London. This expenditure, however, does not correspond to the actual amount of damage done. Replacement has necessarily been only partial, and the claim presented to the District Valuer representing actual damage amounts to £451 3s. 6d.

<sup>2</sup> Of this balance, a certain amount, probably about half, will be offset by bills for 1941 expenditure which have not yet been received — e.g., for telephone, cables, gas, electricity.

SUPPLEMENT TO STATEMENT OF ADMINISTRATIVE ACCOUNT FOR THE YEAR 1941

	£	s.	d.
Balance shown in 1941 statement .....	206	17	5
<i>Subsequent refunds on 1941 out-payments:</i>			
From Intergovernmental Committee on account of electric light during second half of 1941 and telephone calls during third quarter of 1941 .....	1	17	0
From a member of the staff on account of a personal telegram....	1	1	5
<i>Subsequent disbursements covering 1941 expenditure:</i>			
London Office : Heating, electricity .....	14	14	11
Office expenses : Equipment (ordered in November 1941, but delayed by war conditions) ; contribution to Fire Prevention Committee Block M.5.17/18. ....	25	9	4
Telephone (calls during fourth quarter of 1941) ...	5	18	8
Banking expenses.....	1	1	0
	47	3	11
<i>Final balance</i> .....	161	11	11
	208	15	10
	208	15	10

HUMANITARIAN ACCOUNT, 1940

<i>Receipts.</i>		Swiss francs	<i>Expenditure.</i>		Swiss francs
1. Balance in hand on January 1st, 1940 .....		416,167.95	<i>Grants :</i>		
<i>Less :</i>			(a) For Nansen refugees (other than from the Saar) .....		70,193.15
1939 grant paid in 1940 .....	9,725.—		(b) For refugees from Greater Germany .....		—
Administrative account.....	500.65	10,225.65	(c) " Allocations aux organisations en France " .....		29,672.10
		405,942.30	(d) " Allocations aux organisations en Roumanie " ...		—
2. Subsequent receipt from the Liquidator of the Nansen Office.....		1,000.—			99,865.25
3. Income from Nansen stamps		90,908.30	<i>Miscellaneous expenses :</i>		
4. Income from sale of postage stamps :			(a) Bank charges .....		298.60
(a) France .....	28.75		(b) Loss on exchange .....		7,298.40
(b) Norway .....	11,755.80				107,462.25
5. Private contributions to Humanitarian Fund for :			Grants made in 1939 and 1940 but not paid .....		1,385.—
(a) Nansen refugees .....	16.35				108,847.25
(b) Refugees from Greater Germany .....	44.55		Balance in hand on December 31st, 1940 .....		403,968.80
					512,816.05
		509,696.05	<i>Less :</i>		
			Received on deposit for Civil documents .....	1,014.—	
			Grants made but not paid.....	1,385.—	
			To be paid to the Administrative Account .....	721.—	3,120.—
		509,696.05			509,696.05

SAAR ACCOUNT, 1940

<i>Receipts.</i>	Swiss francs	<i>Expenditure.</i>	Swiss francs
Balance in hand on January 1st, 1940 .....	81,583.90	Grants to Saar organisations in France .....	10,470.—
		Miscellaneous expenses :	
		(a) Bank charges .....	5.—
		(b) Loss on exchange .....	2,443.—
			12,918.—
		Grants made in 1940 but not paid .....	750.—
			13,668.—
		Balance in hand on December 31st, 1940 :	
		Bank .....	67,915.90
		Representative .....	750.—
			82,333.90
		Less: Grant made in 1940 but not paid .....	750.—
	<u>81,583.90</u>		<u>81,583.90</u>

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1940

Country	1939 (Nansen stamps sold in 1939 but paid in 1940)	1940
	Swiss francs	Swiss francs
Belgium .....	164.20 (December)	962.05 (end April)
Bulgaria .....	(amount kept by the authorities)	
Cuba .....	60.—	—
Denmark .....	—	75.—
France : Refugees other than refugees from the Saar .....	58,280.20 (last quarter)	— (no statement since May 1940)
Saar refugees .....	532.—	— do.
Great Britain (surcharges) .....	75.85 (last quarter)	425.75 (first three quarters)
Greece : for 1938 .....	fr. 922.—	
for 1939 .....	fr. 303,15	
India (surcharges) .....	1,225.15	—
Ireland .....	6.60	4.55
Luxemburg .....	—	—
Norway .....	100.75	—
	(no payment received)	675.—
Roumania .....	—	—
Sweden .....	—	2,010.30
Switzerland .....	—	6,300.—
Yugoslavia .....	—	20,010.90
Total .....	<u>60,444.75</u>	<u>30,463.55</u>
	Total : 90,908.30	

STATEMENT OF GRANTS FOR 1940

Country	Russian	Armenian	Total
	Swiss francs	Swiss francs	Swiss francs
Belgium.....	1,506.50	—	1,506.50
Bulgaria.....	1,100.—	—	1,100.—
Finland.....	6,000.—	—	6,000.—
France.....	30,104.65	2,848.—	32,952.65
Great Britain.....	531.—	—	531.—
Greece.....	1,440.—	810.—	2,250.—
Lithuania.....	3,368.—	—	3,368.—
Switzerland.....	1,750.—	1,700.—	3,450.—
Yugoslavia.....	19,035.—	—	19,035.—
	64,835.15	5,358.—	70,193.15

STATEMENT OF GRANTS — CHARACTER OF RELIEF

Country	(1) Relief to aged, sick and infirm (including Red Cross)	(2) Youth	(3) Vocational re-training	(4) Miscellaneous grants-in-aid	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Belgium.....	—	—	—	1,506.50	1,506.50
Bulgaria.....	—	1,100.—	—	—	1,100.—
Finland.....	—	—	—	6,000.—	6,000.—
France.....	15,605.50	11,476.—	267.—	5,604.15	32,952.65
Great Britain.....	—	—	—	531.—	531.—
Greece.....	90.—	—	—	2,160.—	2,250.—
Lithuania.....	—	—	—	3,368.—	3,368.—
Switzerland.....	—	900.—	—	2,550.—	3,450.—
Yugoslavia.....	7,400.—	9,385.—	—	2,250.—	19,035.—
	23,095.50	22,861.—	267.—	23,969.65	70,193.15

HUMANITARIAN ACCOUNT, 1941

<i>Receipts.</i>			<i>Expenditure.</i>	
	Swiss francs			Swiss francs
1. Balance in hand on January 1st, 1941 .....	403,968.80	<i>Grants :</i>	(a) For Nansen refugees (other than from the Saar) .....	9,203.25
<i>Less :</i>		(b) For refugees from Greater Germany .....	412.95	
Civil documents . . . . .	1,014.—	(c) "Allocations aux organisations en France" .....	—	
Administrative Account .....	721.—	(d) "Allocations aux organisations en Roumanie" .....	—	
	<u>1,735.—</u>			
	402,233.80			<u>9,616.20</u>
2. Subsequent receipt from the Liquidator of the Nansen Office .....	758.30	Miscellaneous expenses :		
3. Income from Nansen stamps	17,201.15	Bank charges .....	363.35	
4. Private contributions :				<u>9,979.55</u>
(a) Nansen refugees .....	—	Grants made in 1939 but not yet paid .....	1,385.—	
(b) Refugees from Greater Germany .....	17.35			<u>11,364.55</u>
(c) Assistance to German refugees in camps in unoccupied France ...	438.95	Balance in hand on December 31st, 1941 .....	411,902.65	
(d) Fees for denationalisation certificates .....	170.70			<u>423,267.20</u>
5. Profit on exchange .....	12.45	<i>Less :</i>		
		Civil documents ...	1,012.20	
		Miscellaneous .....	37.30	
		Grants made but not paid .....	1,385.—	2,434.50
	<u>420,832.70</u>			<u>420,832.70</u>

I. T.  
21.I.42. (Note. — This account has not been audited.)

SAAR ACCOUNT, 1941

<i>Receipts.</i>			<i>Expenditure.</i>	
	Swiss francs			Swiss francs
Balance in hand on January 1st, 1941 :	—	Grants to Saar organisations in France .....	—	
Bank .....	67,915.90	Miscellaneous expenses .....	—	
Representative .....	750.—	Grant made in 1940 but not paid.	750.—	
	<u>68,665.90</u>	Balance in hand on December 31st, 1941 :		
		Bank .....	67,915.90	
		Representative .....	750.—	
			<u>69,415.90</u>	
		<i>Less :</i> Grant made in 1940 but not paid .....	750.—	
				<u>68,665.90</u>

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1941

Country	1940 (Nansen stamps sold in 1940 but paid in 1941)	1941	1942 (Paid in 1941 for Nansen stamps to be used in 1942)
	Swiss francs	Swiss francs	Swiss francs
Belgium .....	—	—	—
Bulgaria .....	—	(amount kept by the authorities)	
Cuba .....	—	—	—
Denmark .....	—	—	—
France .....	—	—	—
Great Britain (surcharges) .....	255.90 (last quarter)	225.55 (first three quarters)	—
Greece .....	—	—	—
India (surcharges) .....	—	24.70	—
Ireland .....	20.85	—	—
Luxemburg .....	—	—	—
Norway .....	—	—	—
Roumania .....	—	—	—
Sweden .....	—	1,980.65	—
Switzerland .....	—	5,600.—	5,600.—
Yugoslavia .....	—	3,493.50 (for January and February)	—
<b>Total</b> .....	<b>276.75</b>	<b>11,324.40</b>	<b>5,600.—</b>
	<b>Total : 17,201.15</b>		

STATEMENT OF GRANTS FOR 1941

Country	Russian	Armenian	German	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Bulgaria .....	3,888.40	—	—	3,888.40
Unoccupied France (Camps) .....	—	—	412.95	412.95
Switzerland .....	2,400.—	1,900.—	—	4,300.—
Turkey .....	614.85	—	—	614.85
Yugoslavia .....	400.—	—	—	400.—
	<b>7,303.25</b>	<b>1,900.—</b>	<b>412.95</b>	<b>9,616.20</b>

STATEMENT OF GRANTS — CHARACTER OF RELIEF

Country	(1) Relief to aged, sick and infirm (including Red Cross)	(2) Youth	(3) Vocational re-training	(4) Miscellaneous grants-in-aid	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Bulgaria .....	3,888.40	—	—	—	3,888.40
Unoccupied France (Camps) .....	—	—	—	412.95	412.95
Switzerland .....	—	900.—	—	3,400.—	4,300.—
Turkey .....	—	—	—	614.85	614.85
Yugoslavia .....	—	400.—	—	—	400.—
	3,888.40	1,300.—	—	4,427.80	9,616.20

Geneva, August 1943.

## LEAGUE OF NATIONS

# INTERNATIONAL ASSISTANCE TO REFUGEES

Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,  
High Commissioner for Refugees

April 19th, 1943.

### I. PRELIMINARY

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938. I have delayed its submission because of developments relating to the general problems of refugees which occurred towards the end of 1942 and which have only now reached a definite stage. It was desirable that some account of these should be included in the report.

### II. NANSEN REFUGEES

The previous report<sup>1</sup> drew attention to the fact that, owing to the extension of Axis occupation on the European Continent, the connection between the High Commissioner's office and the colonies of Russian and Armenian refugees had been severed. With the occupation of the Free French Zone, communication with Nansen refugee colonies in that territory has also ceased.

After the events of May-June 1940, the office of the High Commissioner's representative in France carried on independently from the London office, but with the approval of the Vichy Government, under the title "Haut Commissariat pour les Réfugiés—Service Nansen français." Subsequently, on January 15th, 1942, this office was abolished and its functions taken over by the French Foreign Office, which set up for the purpose a new section under the title "Bureau chargé des Intérêts des Apatrides." As already reported, the Vichy Government denounced, on December 13th, 1941, the Accord franco-belge signed at Geneva on June 30th, 1928. On December 2nd, 1942, the Vichy Government took the further step of notifying the Secretary-General of the League of Nations of its denunciation of the Convention concerning the International Status of Refugees, signed in Geneva on October 28th, 1933. This denunciation becomes effective one year after receipt of the notification—*i.e.*, on December 2nd, 1943.

In denouncing this diplomatic instrument, the French Government excepted Articles 1 and 2 of the Convention as well as Chapter XI. Article 1 defines the categories of refugees to which the Convention is to apply—*i.e.*, Russian, Armenian and assimilated refugees—and Article 2 contains the obligation to issue travel documents, so-called Nansen passports, which had been the subject of previous intergovernmental arrangements. Chapter XI contains the usual clauses regulating the general conditions under which the Convention is to operate—*i.e.*, registration, ratification, denunciation, etc. It would appear that, in excepting Articles 1 and 2, the Vichy Government intends

<sup>1</sup> Document C.25.M.25.1942.XII.



to continue to issue travel documents to Stateless refugees in order to facilitate their re-emigration. It is stated that it was the intention of the Vichy Government to substitute for the Conventional provisions a special law which will extend the benefits of the Convention to various other groups of Stateless persons not coming hitherto under the Convention. Thus, Articles 1 to 13 inclusive would be incorporated in the new law, with the exception of Article 7 relating to labour conditions.

Since the above was written, General de Gaulle and General Giraud have repudiated the action taken by the Vichy Government in withdrawing from the League of Nations.

As several representatives of the High Commissioner, accredited to their Governments, continued their work after the severance of their connection with the High Commissioner's office, it became necessary to clarify the position as affecting the financial liability of the High Commissioner. This was done through letters addressed to the representatives in Athens, Belgrade and Bucharest, copies being communicated to the Greek, Yugoslav and Roumanian authorities respectively. I take this opportunity of paying a tribute to the good work done by the representatives in question.

During the period under review, very little fresh information has come to hand regarding the material conditions of the Nansen refugees in the various occupied countries. Owing to the breakdown of communications, assistance was limited to a few cases of re-emigration from France, for which transit facilities were provided, and to grants out of the humanitarian fund for the benefit of Nansen refugees in Switzerland and Turkey.

### III. THE HUMANITARIAN FUND

The statements attached to this report show the income and the expenditure of the Humanitarian Fund for the year 1942.

The balance of the Fund was, on January 1st, 1942:

- (i) Swiss francs 411,902.65 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar account.

The balance of the Fund on January 1st, 1943, is:

- (i) Swiss francs 406,692.05 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar account.

It will be noted that, in the balance shown under (i), an amount of Swiss francs 274,965.30 is included, which is blocked in a bank in Oslo.

As already mentioned, connections between the High Commissioner and his representatives were severed and control over the receipts of the Nansen stamps was lost.

The balances held by the representatives on account of the Humanitarian Fund, previous to the breakdown of communications, are therefore the same as shown in the last year's report:

	Swiss francs
France (May 1940) . . . . .	11,908.60
Greece (April 1941) . . . . .	1,032.80
Roumania ,, . . . . .	73.50
Yugoslavia ,, . . . . .	10,823.50
Total . . . . .	23,838.40

On January 1st, 1943, there were credits of:

		Swiss francs
Lloyds and National Provincial Foreign Bank, Ltd., London	Gold Bar	60,917.30
Lloyds and National Provincial Foreign Bank, Ltd., London	£300 3s. 7d.	5,200.10
Lloyds and National Provincial Foreign Bank, Ltd., Geneva		526.25
Lloyds and National Provincial Foreign Bank, Ltd., Geneva ( <i>compte bloqué francs belges</i> ) . . . . .		126.35
Lloyds and National Provincial Foreign Bank, Ltd., Geneva ( <i>compte bloqué dollars</i> ) . . . . .		947.50
Bank of London and South America, New York:		
Humanitarian Account . . . . .	\$ 9,293.51	40,108.85
Saar Account . . . . .	\$15,757.75	67,915.90
Bank of London and South America, Lisbon (held in trust by the American Joint Distribution Committee) . . . . .		62.00
Den Norske Creditbank, Oslo . . . . .	Kr. 274,965.27	274,965.30

The countries in Europe still collecting the Nansen stamp and remitting its product to the Humanitarian Fund are: Ireland, the United Kingdom and Switzerland.

Grants-in-aid to relief bodies in Switzerland are still made for assistance to destitute Nansen refugees in that country. Grants-in-aid have also been maintained to similar refugees in Turkey, through the good offices of the British Embassy and the Netherlands Legation in Ankara.

#### IV. REFUGEES FROM GREATER GERMANY

##### (a) General

During the past few months, the whole question of refugees has come under review and is now the subject of discussion between the Government of the United States of America and the British Government. It is hoped that this discussion will pave the way to action by the United Nations. The events leading up to this review were: first, the publication of the note of the Polish Government giving particulars of the extermination of the Jews in Poland; second, the Declaration of the United Nations made on December 17th, 1942; third, the reaction of the public in Great Britain, America and elsewhere. In England, the Declaration was made in the House of Commons and was the occasion of a spontaneous demonstration of sympathy with the victims, almost without precedent in the history of Parliament. The declaration that the guilty would be brought to justice was unanimously approved, but it was strongly and widely felt that there should also be immediate action to save as many persons as could be saved. It was soon realised that this could be done only through joint action by the United Nations and that this action should extend beyond the Jews to all those who could be saved, comprising persons of many races and diverse creeds. The British Government accordingly approached the Government of the United States of America and, at the beginning of March 1943, there was published the summary of the British suggestions and the reply of the Government of the United States of America. The latter contained the following proposals:

“The United States is of the opinion that further efforts to solve the problem may best be undertaken through the instrumentality already existing, the Executive Committee of the Intergovernmental Committee on Refugees. To this end, it may be considered advisable, in order to facilitate action by the Committee, that a preliminary exploration of ways and means be undertaken informally by representatives designated by the Government of the United States and the British Government. Such exploration might be undertaken along the following lines:

“A. The refugee problem should not be considered as being confined to persons of any particular race or faith. Nazi measures against minorities have caused the flight of persons of various races and faiths as well as of other persons because of their political beliefs.

“B. Wheresoever practicable, intergovernmental collaboration should be sought in these times of transportation difficulty, shipping shortage and submarine menace to the end that arrangements may be determined for temporary asylum for refugees as near as possible to the areas in which those people find themselves at the present time and from which they may be returned to their homelands with the greatest expediency on the termination of hostilities.

“C. There should accordingly be considered plans for the maintenance in neutral countries in Europe of those refugees for whose removal provision may not be made. Their maintenance in neutral countries may involve the giving of assurances for their support until they can be repatriated, which support will necessarily come from the United Nations augmented by funds from private sources. It may also involve the giving of assurances in all possible cases by their Governments in exile for their prompt return to their native countries upon the termination of hostilities.

“D. The possibilities for the temporary asylum of the refugees with a view to their repatriation upon the termination of hostilities in countries other than neutral and their dependencies should be explored together with the question of the availability of shipping to effect their movement from Europe.”

The British Government has accepted the suggestion that there should be an informal discussion and, at the time of writing, this is taking place in Bermuda.

Meanwhile, the British Government has accepted in principle the following motion which was moved in the House of Lords on March 23rd, 1943, by the Archbishop of Canterbury:

“That, in view of the massacres and starvation of Jews and others in enemy and enemy-occupied countries, this House desires to assure His Majesty's Government of its fullest support for immediate measures, on the largest and most generous scale compatible with the requirements of military operations and security, for providing help and temporary asylum to persons in danger of massacre who are able to leave enemy and enemy-occupied countries.”

Lord Cranborne, the Leader of the House, in accepting the motion, reaffirmed the intention of the British Government to do what was possible in co-operation with other Governments; but, at the same time, he explained some of the difficulties in the way of action on a large scale under war conditions.

For some time before the events mentioned in the previous paragraph, I had been concerned with various aspects of the general problem. Indeed, the greater part of my work during the year 1942, and especially during the latter half of it, was concerned with the plight of refugees in Europe. The great majority of German and Austrian refugees are Jews, and problems concerning them are very closely related to the fate of Jews in general. Moreover, in Unoccupied France, Switzerland, Spain, Portugal and North Africa, the body of refugees includes many who are neither Jews nor Germans nor Austrians, but whose interests are, in most respects, the same as those of persons within my mandate. It is, in fact, not possible to isolate the question of German and Austrian refugees, and it is not in their interest to make the attempt. I have therefore necessarily been closely concerned with wider issues than are strictly within my authority.

(b) *Position in Unoccupied France*

In my last report, I gave some facts and figures regarding the position of refugees in Unoccupied France. There was subsequently some improvement in the conditions in the camps, and a considerable number of internees were released. The relief thus afforded was, however, only temporary, for the measures taken to deport certain classes of foreigners, including German and Austrian refugees, placed them in a position of great peril. Their discovery, arrest, detention and deportation were the occasion of very tragic events. The Vichy Government placed restrictions on the issue of exit permits. These became progressively more strict and, by the autumn of 1942, it was practically impossible for any adult German or Austrian refugee to obtain permission to leave the country. Thus, almost the last door was closed through which escape from Europe by lawful means could be effected. In these circumstances, the efforts of myself and many others were directed to three main objects: first, to obtain a relaxation of the general policy of the Vichy Government; secondly, when this failed, to obtain exit permits for children; and thirdly, to obtain asylum for as many children as possible. Representations were made by the Government of the United States of America through the Chargé d'Affaires at Vichy, who spared neither time nor trouble to obtain the release of children. The Vatican condemned both the policy and the means by which effect was given to it, and strove to obtain its modification. It gave a lead to the stand made by all the Churches in France in condemning the deportations and in giving shelter and assistance to those who were threatened. Those unofficial organisations which had access to Vichy were untiring in their efforts, and I would particularly mention the continuous work of the Joint Distribution Committee, the American Friends Service Committee and the Unitarian Service Committee, who worked together in close co-operation from their headquarters at Lisbon. The sympathy shown and practical help given by the French public proved that the traditional support of humanity and toleration of France is still alive.

There was a good response to the appeals made for visa facilities for children. The Government of the United States offered to take 5,000; Canada was willing to take 500, with a prospect of the same number being accepted later; the Argentine offered asylum to 1,000; the same number of certificates was available for Palestine; South Africa offered to take 250; and the British Government was prepared to admit those children who had close relatives in Great Britain. There were, in fact, adequate facilities to meet requirements had the children been allowed to leave. The difficulty was to obtain exit permits for them. As a result of long negotiations, the Vichy Government eventually agreed to issue permits for 500 children who were to go to the United States of America, but it would not commit itself to the issue of any more. Preparations were in train to get the children out, when the occupation of North Africa by the United Nations, and the consequent Axis occupation of the whole of France brought matters to a standstill. The permission previously given was withdrawn, and efforts to get it renewed have so far failed. Thus, so far as children in Unoccupied France are concerned, the obstacle has been the refusal of the Vichy Government to let them go and not any lack of asylum.

(c) *Position in Spain*

With the occupation of the whole of France by the Axis Powers, many refugees made their way to the Spanish frontier, across which there had previously been a comparatively small flow. Although the frontiers were closed, many were able to escape detection, and it was estimated that, during the month of November, about one hundred a day were able to cross. During the winter this number declined to thirty or forty a day, but it is likely to increase as the weather improves. Although the refugees include many Jews, they are by no means the only fugitives, and many nationalities besides German and Austrian are represented. Owing to the fact that some are in concealment and most of them are scattered, it has been difficult to make a close estimate of the total number, but it is probable that, in the middle of March 1943, there were about 15,000 in all who had obtained asylum in Spain, of whom not more than one-half were Jews and not more than one-quarter were Germans or Austrians. There were Poles, Czechs, Yugoslavs, French, Dutch and a certain number of Stateless Russians. The immediate action required was to ensure, first, the safety of those who did escape; and, secondly, that the Spanish Government should be relieved as far as possible of what might become too heavy a burden for it to bear. I made representations at once to the British Government and, through the Honourable Myron Taylor, to the Government of the United States of America, and I have been in close touch throughout with the measures taken by those Governments. I have also been in constant communication with the voluntary organisations at Lisbon, and I had full discussions with Dr. J. Schwartz, the executive head of the Joint Distribution Committee in Europe, who visited London towards the end of the year. The British Government and the Government of the United States of America, through the Embassies at Madrid, have given unremitting attention to the plight of the refugees in Spain and have afforded a great deal of help. The Spanish Government has shown humanity and sympathy towards them. No one who has succeeded in crossing the frontier has been expelled. Measures of internment and confinement have been relaxed as far as possible, and facilities have been given for relief. Meanwhile, there has been a fairly large outflow, although it has probably been less than the intake, and has not included many Germans and Austrians. The outflow continues, but it will be necessary to increase it as the inflow becomes greater. This, indeed, is one of the most urgent problems, since on its solution may depend the maintenance of the life-line through Spain, which is now the only channel of escape out of Western Europe. I have laid particular stress on this, in connection with the various proposals which I have submitted to the Governments of the United Kingdom and the United States of America for consideration during their joint discussions.

(d) *Portugal*

In contrast with Spain, the number of refugees in Portugal has greatly decreased, and at present amounts only to a few hundred. The Portuguese Government has continued to show much

practical sympathy towards those who have obtained temporary asylum in that country. Refugees reaching Portugal without a valid entrance permit, instead of being detained in prison, are now able to reside in *résidence forcée* in Ericeira, a small locality in the neighbourhood of Lisbon, under a régime similar to that obtaining in Caldas da Rainha, the residence of stranded destitute refugees who entered the country with a valid permit.

(e) *North Africa*

The entry of the United Nations into North Africa at once affected the position of political prisoners and internees, among whom were several thousand Germans and Austrians. An Inter-Allied Commission has been set up which will visit the various camps, examine each case and make appropriate recommendations to the French authorities. The latest information shows that the Commission is making satisfactory progress. Many detainees and internees have already been released, the conditions in the camps have been greatly improved, relief measures are in hand, and much has been done to absorb persons in useful employment as they are released. While it may take a little time completely to clear up the situation, there is no reason to doubt that this will be done, and the occupation of North Africa has already greatly improved the plight of the refugees. The abolition by the French administration of discriminatory laws and measures against the Jews is of direct interest to the majority of German and Austrian refugees.

(f) *Switzerland*

The refugee position in Switzerland has greatly altered in the course of 1942. At the beginning of the year there was still a residue of some 6,000 German and Austrian refugees who had found asylum in that country prior to the outbreak of war. Able-bodied men numbering about 900 were drafted into labour camps, where they were put on to road construction and reclamation work and maintained by the Federal Government under conditions similar to those prevailing in the Swiss Army. Thanks to the efforts of the Emigration Office of the Federal Police, approximately 2,000 persons were able to re-emigrate, most of them proceeding to the United States of America, and some to Palestine and the Latin-American States. To facilitate transit through the Free French Zone, the Swiss authorities, with the concurrence of the French authorities, organised collective transports through France under official Swiss escort. These arrangements broke down as a result of the occupation of the Free Zone and, despite efforts made by the Swiss Government, transit and re-emigration have not so far been resumed.

During the summer, the German occupation authorities in Holland, Belgium and France started a vigorous campaign of compulsory labour conscription, and arrests and deportation of Jews, which resulted in a growing influx of refugees without valid visas into Switzerland. Hitherto, the Swiss authorities have not applied rigidly the Ordinance of October 17th, 1939, giving the Federal Police full power to refuse admission to illegal entrants, and to reconduct to the frontier aliens having penetrated into Switzerland in a clandestine manner. However, the Federal Council, alarmed by the large numbers crossing the frontier, which took the character of an organised movement, sanctioned, on August 3rd, the closing of the frontier, mainly with a view to discouraging further influx. At the same time, illegal entrants who had reached Switzerland before August 13th were regularised, given refugee status and interned. Moreover, no resort was made to expulsion measures, so that illegal entrants who had managed to avoid the frontier control were authorised to stay in special reception camps.

By the end of the year, some 15,000 illegal entrants had thus obtained asylum on Swiss territory. A large number of reception camps were set up under the supervision of a special refugee commissioner, under the auspices of the Federal Department of Justice and Police. Able-bodied men are transferred to labour camps, children are placed in special children's houses where they can continue their schooling, women, invalids and elderly persons obtain assigned residence in hotels and boarding-houses.

The various refugee assistance bodies are grouped in the Schweizerische Zentralstelle für Flüchtlingshilfe, which works in close collaboration with the Federal authorities. Representatives of these bodies can visit the camps and administer supplementary relief.

While public opinion has throughout supported the liberal policy of the Federal Government, and even pressed for greater concessions, the authorities are much concerned with the future. Switzerland is not an immigration country of permanent settlement, her food position is precarious, and she has a relatively large percentage of permanent foreign population. With the occupation of the French Free Zone, she is at present unable to provide for even a small measure of re-emigration. She is therefore anxious to obtain assurances that she will be relieved of her burden after the end of hostilities.

(g) *Refugees in the United Kingdom*

In my last report, I referred to the progressive improvement that had taken place in the position of German and Austrian refugees in the United Kingdom. This improvement has continued and, although there has been a great deal of routine work in connection with them, comparatively few questions of principle have arisen. Among the latter, mention may be made of a new procedure which will, it is hoped, expedite the release of some internees. The great majority of the refugees interned in 1940 were released before the beginning of 1942 and are in useful employment. A few are still interned, the majority on personal grounds, and the rest because they have been unable to satisfy the requirements of any category qualifying for release. In some cases, difficulties have

been experienced in getting employment while they are in internment, either through official or private agencies and, in order to meet these difficulties, the British Government has agreed, in appropriate cases and where there is no objection on security grounds, to release the persons concerned even although at the time of release they have not obtained employment, it being understood that employment will be found within a reasonable time.

I have continued to be Chairman of the Central Committee which administers the grant towards the maintenance and care of German and Austrian refugees. During the year, the approval of Government was obtained to the inclusion in the scheme of the Refugee Children's Movement, which took effect from October 1st, 1941. The Movement is a voluntary body which assumed responsibility for about 11,000 children, representing the great majority of the children who were given asylum in the United Kingdom previous to the war. It received a large grant from the Baldwin Fund (the proceeds of a national appeal made previous to the war on behalf of refugees) and this enabled it to finance the maintenance, welfare, and other expenditure for some years without assistance from public funds. The time came, however, when the balance in hand was sufficient only to meet the expenditure for another year. In these circumstances it was thought desirable to approach the Government so that, with public assistance, the private resources would be sufficient to tide over the period—roughly three years—within which the great majority of the children would be self-supporting. At the invitation of the Movement, I took part in the discussions with the Home Office, the result of which was a generous arrangement bringing the Movement within the general scheme. Although I was previously in touch with the work that was being done by the Movement, I have now been in much closer association with it, and I take the opportunity of expressing my very warm appreciation of the excellent work which has been and is being done by a comparatively small band of very devoted workers. The outstanding feature is the personal care devoted to each case and the continuous efforts to provide a useful career for each child. I consider the work done for the children to be among the most important features of refugee activities in this country. Here I would particularly mention the hospitality given to children by a large number of private families, many of whom have accepted full financial responsibility. When they undertook this liability, they regarded it as a temporary obligation, but the war has, in many cases, greatly extended the obligation and also reduced the ability of the sponsors to meet it. Nevertheless, the guarantors as a body have maintained their guarantees, there being very few cases in which they have asked to be absolved. The same is true of those who gave guarantees for adult refugees. Moreover, it is clear that, if and when it is possible to bring more children to this country, there will be no lack of private hospitality. The system of private sponsorship has greatly reduced the charges which would otherwise have fallen on public funds.

#### *(h) Internees in Canada and Australia*

It will be remembered that a number of internees were sent by the British Government to Canada and Australia. The various problems arising out of this action gave considerable trouble. Most of them have now been solved. In Australia, the Commonwealth Government decided early in 1942 to use, on a voluntary basis, the labour and skill of those civilian internees who wished to participate in the common effort. They agreed to enlist fit men of military age in labour units, to employ specialists and technicians in work of national importance, to release youths under the age of 18 to continue their education or to learn occupations, and to release aged and infirm internees. In pursuance of this liberal policy, over 500 men joined the labour units of the Australian military forces, and I have seen official reports giving very high testimony of their loyalty, keenness and conduct. Others have been released on account of age or infirmity, and some have found employment on technical work. Several hundreds have returned to the United Kingdom. Of those who still remain in internment on other than personal grounds, the great majority prefer to remain there until arrangements can be made for their emigration rather than to accept the opportunities of release open to them. There is little that can be done on their behalf.

Although the Canadian Government has not been able to open enlistment in the military forces to the refugees interned there, it has followed a liberal policy in releasing them for civil employment, especially for agriculture and other work. Many others have returned to this country either for release on arrival or for re-examination of their cases, this being followed in the majority of cases by release within a few weeks. Those still interned in Canada (less than 100, of whom the majority are interned on personal grounds) have been given the opportunity to return to the United Kingdom, where the question of release or otherwise would be decided on the merits of each case. The problem in Canada has thus been practically settled. Senator Cairine Wilson, as Chairman of the Central Committee for Interned Refugees, has continued to take an active interest in the refugees and she has kept me fully informed of developments. During the summer, Colonel Fordham, the Commissioner of internment camps, paid an official visit to England and, during the course of this visit, was good enough to meet representatives of the various voluntary organisations. He was not only able to give a reassuring account of the position, but impressed all whom he met with his practical interest and sympathy towards the refugees in his charge.

#### V. POST-WAR PROBLEMS

I have spent much time on the consideration of post-war problems. Early in the year, I submitted a memorandum relating to them to the British Government and, through Mr. Myron Taylor, to the Department of State at Washington. This contained my personal views on various aspects of the subject and, in particular, I laid stress on the distinction between those who are only temporarily separated from their countries of origin and may be expected to return as soon

as they are able and, on the other hand, those who may be unable or unwilling to return because they are not assured of the protection of their Government. The latter, while they will have problems in common with those of the first class, will also have many difficulties peculiar to themselves, and these will require special measures for their solution. I have made suggestions concerning the lines along which I believe that a solution can be reached. Hitherto, the attention of the United Nations has been given more to the immediate problems of relief that will arise after the end of the war than to the solution of the long-term problems of Stateless persons. I hope that the latter question will be considered in the near future. At the request of different organisations, I have given a number of addresses on the subject, with special reference to the position after the war of refugees in the United Kingdom. The great majority of these were given temporary asylum as transitory migrants, and they and their friends are anxious regarding their future. Whilst little can be done at present to relieve their anxiety, since the British Government, in common with other Governments, is unable to state its intentions in anticipation of the uncertain conditions that may prevail after the war, I have found that the refugees themselves appreciate and welcome a frank discussion of the various issues involved, and that it helps to remove misunderstanding. The magnitude of the general problem after the war will largely depend on the extent to which the refugees will be willing to return to their own countries. It is clear that very few will return unless they have firm assurances of free and full citizenship and of protection of life and property, with a reasonable prospect that the assurances will achieve their objects. Given these conditions, it is probable that many of the political refugees will return. The position is much more doubtful in the case of the victims of racial and religious persecution and, in particular, of the Jews. There are comparatively few at present who would definitely commit themselves to return and, since compulsory repatriation would seem to be out of the question, this is likely to prove the least tractable of the many problems that will arise.

## VI. THE WORK OF VOLUNTARY BODIES

This report would be incomplete without a tribute to the very fine work which voluntary organisations have done and are doing in occupied and neutral countries of Europe. The information which comes through is scanty, and little news is available of work in Holland, Belgium, Norway and Poland, but there is reason to suppose that many voluntary workers are still giving practical help of incalculable value wherever it is possible for them to do so. The need is so great and the scope so wide that they may be able to touch little more than the fringe of the problem, but they have been able to bring comfort and relief to many thousands. Their ability to do so has been largely due to the generosity of the American public and to the support of American organisations, among which special mention must be made of the Joint Distribution Committee, the American Friends Service Committee and the American Unitarian Service Committee. Until December 7th, 1941, when the United States entered the war, these bodies were able to give relief, either through their own workers or through local organisations, to tens of thousands. After that date, they continued their direct service in Unoccupied France until the Axis occupied the whole of that country. They are still giving it in the territories that are open to them—Spain, Portugal and North Africa. Even before the war, many of the local organisations working in France, Holland, Belgium and Switzerland were able to carry on their work only through the generosity of outside bodies. In particular, those concerned with Jewish refugees were dependent on subsidies given by the Joint Distribution Committee, which also financed the wide social activities among the Jews of Poland. During the first two years of the war, the Committee increased its assistance, but when America became a belligerent it was no longer able to make remittances. It had, however, anticipated the rupture of direct relations and had guaranteed for specific periods the commitments which local associations might have to incur. It believes and hopes that, even after the end of these periods, the latter will still be able to borrow money in the knowledge that the Joint Distribution Committee will honour the debts when relations are again restored. It has reserved funds for the purpose. In another case, it has relieved the Jewish organisation in a neutral country of the whole of its local obligations, so that the funds thus released may be available for relief in Poland. These examples, and many others that could be given, show that the light of humanitarian assistance, though dim, is not utterly quenched.

In a reference to the activities of voluntary bodies, the Red Cross deserves special mention. The Civilian Section of the War Prisoners' Agency of the International Red Cross in Geneva has spared no efforts to trace the whereabouts of deportees and persons drafted into labour gangs, on behalf of friends and relatives of these unfortunate people living in the United Nations or in neutral countries. Lately, a Refugee Section has been set up at the Headquarters of the International Red Cross. The International League of Red Cross Societies, which also carries out its work from Geneva, has worked in close collaboration with the various refugee bodies which were grouped before the German occupation in the Marseilles Co-ordinating Committee. Medical supplies have been sent to the concentration camps in the South of France and also to the ghettos in Poland. Dr. Wyss-Dunant, a delegate of the International Red Cross Committee, is working for alien refugees in North Africa and has been co-opted as a member of the Joint Commission set up in Algiers to investigate the position of alien refugees in the various camps and to make recommendations for their release.

The Foreign Relations Department of the British Red Cross has rendered assistance in tracing the whereabouts of refugees and deportees in Axis-occupied territories. It has also been instrumental in facilitating the sending of aid, in money and in kind, to refugees in Miranda Camp and elsewhere in Spain. The Spanish Red Cross has kindly consented to act for those refugees interned in Spain who cannot be claimed by the diplomatic representatives in Madrid. It has also acted as a distributing agent for various voluntary bodies which have headquarters in Lisbon.

## VII. MISCELLANEOUS WORK

The previous report gave an outline of the conditions under which the High Commissioner was called upon to deal with individual cases. The aggravation of the position of refugees, and notably of Jews on the European Continent, has led in the period under review to a growing number of cases being submitted to his office.

Numerous refugees have close relatives and friends in Greater Germany or in German-occupied territories. Many have been deported either to ghettos in the Protectorate or further east, or into labour camps. These unfortunate people are suddenly arrested, without knowing to what destination they will be removed, and have later on little chance of sending a Red Cross message in order to inform their relatives in neutral or belligerent countries. Thus, the tracing of the whereabouts of such people has become an urgent problem which the High Commissioner took up with the Civilian Department of the International Red Cross in Geneva. An arrangement was made whereby the Red Cross undertook to make enquiries, but, after a trial period of six months, Geneva was compelled to report that this work had to be suspended for the time being owing to the unwillingness of the German authorities to co-operate. The breakdown of this service extended also to the deportees from the former unoccupied French zone.

On the other hand, hope is not yet abandoned of organising measures of relief for ghetto inmates. Food parcels despatched from Portugal are said still to reach their destination in Polish ghettos, and, where the exact address was known, money remittances and shipments of medicaments from Switzerland have also reached the beneficiaries. In addition, the Joint Committee of the International Red Cross and the League of Red Cross Societies still pursues its efforts to bring relief to these unfortunate people within the framework of war and blockade restrictions. The High Commissioner, while following closely this situation, had enabled refugees in the United Kingdom to assist their relatives in occupied countries through other friends or relatives who act in conjunction with the great humanitarian bodies in Geneva.

German policy concerning intending emigrants underwent a radical change in the autumn of 1941. Whereas up to that time the German Government permitted and even encouraged, or in some cases carried out by force, the removal of Jewish people, a rigid ban on exit permits was enforced inside the Greater Reich and in German-occupied countries from that time onward, whether visas of final destination were available or not for a neutral European or overseas country. In fact, with very few exceptions, people who have managed to escape since that time have done so in a clandestine manner. The High Commissioner has had ample opportunity of ascertaining the rigid enforcement of this new policy by taking up, through the good offices of neutral countries, individual cases of intending emigrants in respect of whom visas of final destination, as well as of the necessary transit permits outside Axis-occupied lands, were available. Not a single successful case can be reported. Even people over 65 years of age whose maintenance was guaranteed in Switzerland for the rest of their lives, and in respect of whom the Swiss authorities granted entrance permits, were not able to avail themselves of these facilities. These facts need to be stressed, as public opinion does not seem to appreciate them fully.

So long as the so-called Free Zone remained unoccupied in France, the High Commissioner was called upon to deal with some individual cases of re-emigration from Switzerland and Unoccupied France, especially with regard to certain categories of refugees for whom transit facilities through Spain and Portugal were not available in the ordinary course. Thanks to the generous attitude of the authorities concerned, interventions were successful and transit facilities were granted.

The High Commissioner's Office has continued to operate a Civil Document Service for refugees under its mandate residing in the British Empire. Owing to the fact that re-emigration has practically come to a standstill, applications for birth certificates and police certificates of good conduct have sharply declined. On the other hand, there has been an increase in enquiries concerning divorce matters, and applications for duplicates of divorce decrees of German courts. To assist refugees, detailed information as to the present position of German divorce legislation was obtained. There is also an increase of applications relating to death certificates in respect of close relatives in Germany.

The number of denationalisation certificates issued by the High Commissioner's office has remained constant. As was pointed out in the previous report, certificates are issued only in cases of denationalisation by individual decree, when the names of the persons concerned can be traced in the German *Official Gazette*. By a Decree of November 25th, 1941, the German Government declared the *en masse* denationalisation of all German Jews who had taken up ordinary residence abroad, but, since this decree has not been recognised by the British Government, it has not been possible to extend the practice of issuing denationalisation certificates to persons claiming to have been affected by the decree. Although refugees of German and Austrian origin in the United Kingdom have the status of "enemy aliens" for the purposes of the Aliens Order 1920 and subsequent Amendments, denationalisation certificates have proved useful in matters relating to the civil status of refugees.

## VIII. ADMINISTRATIVE ACCOUNT

The statement attached gives a summary of my administrative account for the year 1942. The figures are given in sterling only, since the whole of my transactions are now made through an English bank. The accounts up to the end of 1942 have been audited. My budget allotment for the year 1942 was 116,000 Swiss francs, equivalent to £6,686 at the exchange rate of 17.35 Swiss francs to the pound. My expenditure has again been kept at a minimum and there is no further scope for reduction. It was below the amount of the grant by £839, equivalent at the above rate of exchange to 14,600 Swiss francs approximately.

CONCLUSION

My thanks are due to Dr. Kullmann for his loyal support and unfailing assistance in dealing with many problems. His advice is always at the disposal of refugees and voluntary workers, and through his various contacts he is able to suggest and often himself to reach, solutions of personal questions of special difficulty. These are by no means confined to matters coming strictly within the mandate.

During the year my personal secretary, Miss Muriel Jenkins, accepted a temporary post in the Colonial Service, and she is now serving in West Africa. She had been with the office since its establishment and has rendered service of great value. I wish to thank all the staff for the good work they have done.

SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1942  
(Administrative Account)

Budget allotment: Swiss francs 116,000—equivalent to £6,686 at the rate of 17.35.<sup>2</sup>

	Disbursements		Receipts	
	£	s. d.	£	s. d.
<i>Receipts</i>				
Received from the Treasury of the League of Nations .....			6,161	11 11
<i>Disbursements</i>				
(Appropriate deduction having been made in each item for sundry receipts —e.g., payment by Inter-governmental Committee for accommodation, etc.)				
High Commissioner's salary .....	2,262	0 0		
Head Office salaries .....	2,717	0 0		
London office: Rent, heating, cleaning, electricity .....	559	17 0		
Travelling expenses .....	39	13 9		
Office expenses (purchase of equipment, insurance, etc.) .....	97	6 8		
Petty cash .....	38	3 3		
Telephone and telegrams, postage stamps .....	104	2 8		
Banking expenses .....		16 0		
<i>Total expenditure</i> .....	5,818	19 4		
Excess of credits from Treasury over expenditure <sup>1</sup> .....	342	12 7		
	<u>6,161</u>	<u>11 11</u>	<u>6,161</u>	<u>11 11</u>

HUMANITARIAN ACCOUNT, 1942

<i>Receipts</i>		<i>Expenditure</i>	
	Swiss francs		Swiss francs
1. Balance in hand on January 1st, 1942 .....	411,902.65	<i>Grants:</i>	
<i>Less:</i>		For Nansen refugees (other than refugees from the Saar) .....	5,730.05
Civil documents ....	1,012.20	Miscellaneous expenses:	
Miscellaneous .....	37.30	Bank charges .....	} 275.20
	<u>1,049.50</u>	Printing of Nansen stamps .....	
	410,853.15	Grants made but payment not confirmed .....	1,385.—
2. Income from Nansen stamps on account of:			<u>7,390.25</u>
1941 .....	24.30	Balance in hand on December 31st, 1942 .....	406,692.05
1942 .....	72.20		<u>414,082.30</u>
	96.50	<i>Less:</i>	
3. Private contributions:		Civil documents .....	727.95
(a) Refugees from Greater Germany	3.45	Deposit for cables .....	703.95
(b) Fees for denationalisation certificates .....	312.30	Grants made, but payment not confirmed .....	1,385.—
			<u>2,816.90</u>
	<u>411,265.40</u>		<u>411,265.40</u>

I.T. (Note: This account has been audited.,

<sup>1</sup> In addition, the sum of Swiss francs 472.25, equivalent to £27 4s. 4d. at the rate of 17.25, was paid by the Treasury at Geneva in October 1942 on behalf of the High Commissioner. With this adjustment, the excess of credits is £315 8s. 3d.

<sup>2</sup> Including the above adjustment, expenditure was less than the budget allotment by £839, equivalent to Swiss francs 14,600 approximately.



SAAR ACCOUNT, 1942

(No change from statement for 1941)

<i>Receipts</i>	Swiss francs	<i>Expenditure</i>	Swiss francs
Balance in hand on January 1st, 1942:		Grants to Saar organisations in France	—
Bank .....	67,915.90	Miscellaneous expenses .....	—
Representative .....	750.—	Grant made in 1940, but payment not confirmed .....	750.—*
		Balance in hand on December 31st, 1942:	
		Bank .....	67,915.90
		Representative .....	750.00
			69,415.90
		<i>Less:</i>	
		Grant made in 1940 but payment not confirmed .....	750.—
	<u>68,665.90</u>		<u>68,665.90</u>

\* Owing to interruption of communications, no notification has been received of payment to beneficiaries.

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1942

Country	1941 (Nansen stamps sold in 1941, but paid in 1942.)		1942
	Swiss francs	Swiss francs	
Great Britain (surcharges) .....	17.35 (last quarter	65.05 (first three	quarters)
India (surcharges) .....	—	7.15	
Ireland .....	6.95	—	
Switzerland .....	—	—	(paid at the end of 1941: Sw. fr. 5,600)
	<u>24.30</u>	<u>72.20</u>	
	Total: Sw. fr. 96.50		

STATEMENT OF GRANTS FOR 1942

Country	Russian	Armenian	Total
	Swiss francs	Swiss francs	Swiss francs
Switzerland .....	2,400.—	1,900.—	4,300.—
Turkey .....	1,430.05	—	1,430.05
	<u>3,830.05</u>	<u>1,900.—</u>	<u>5,730.05</u>

CHARACTER OF RELIEF

Country	Relief to aged, sick and infirm and miscellaneous grants-in-aid (1)	Vocational re-training (2)	Youth (3)	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Switzerland .....	3,400.—	—	900.—	4,300.—
Turkey .....	1,430.05	—	—	1,430.05
	<u>4,830.05</u>	<u>—</u>	<u>900.—</u>	<u>5,730.05</u>

Geneva, August 1944.

**LEAGUE OF NATIONS**  
**INTERNATIONAL ASSISTANCE**  
**TO REFUGEES**

**Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.**  
**High Commissioner for Refugees**

June 26th, 1944.

I. PRELIMINARY

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938. I regret that there has been delay in preparing it. This is due to the fact that, at the end of March 1944, I had to leave unexpectedly for the United States of America at very short notice and was away for six weeks. Owing to subsequent pressure of work, the report has had to be written piecemeal as opportunity offered.

II. NANSEN REFUGEES

During the period under review, very little fresh information has reached this office regarding the position of Nansen refugees in the various occupied countries.

In France, where approximately 63,000 Armenian and between 75,000 and 90,000 Russian refugees resided in the last five years before the war, only scanty information concerning the Russians is available.

It would appear that, in the period between the fall of France and the beginning of the German-Russian War, the German Occupation Authorities often gave preference to Russian refugees as against French nationals in making appointments to petty offices. After the outbreak of the war against Russia, the position changed. Subsequently, in connection with labour conscription for work in Germany, many Russian refugees were removed from France to that country.

Russian refugees of Jewish origin who were unable to escape into the unoccupied zone and subsequently to Spain suffered the fate of their co-religionists and were either deported east or drafted into labour gangs of the Todt Organisation. The numerous Russian Jewish physicians and lawyers had previously been debarred from the exercise of their professions.

Among the non-Jews, outspoken patriotic and pro-Allied elements were interned in concentration camps, notably at Compiègne, and some leaders were subsequently deported to Germany.

Some of the charitable institutions for the young, the old, and the sick and invalid are reported to have been able to pursue their activities on a smaller scale. They have been financed out of public assistance funds, grants-in-aid from the official « Secours National » and also, to a limited extent, from Nansen stamp proceeds. Switzerland has continued to send assistance, notably for institutions for the care of Russian children.

III. HUMANITARIAN FUND, 1944

The statements attached to this report show the income and expenditure of the Fund for the year 1943.

The balance of the Fund was, on January 1st, 1943 :

- (i) Swiss francs 406,692.05 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

The balance of the Fund on January 1st, 1944, is:

- (i) Swiss francs 407,165.89 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

In the balance shown under (i), an amount of Swiss francs 274,965.30 is included, which is blocked in a bank in Oslo.

Balances held by the representatives on account of the Humanitarian Fund are the same as last year, owing to the breakdown of communications still existing, viz:

	Swiss francs
France . . . . .	11,908.60
Greece . . . . .	1,032.80
Roumania . . . . .	73.50
Yugoslavia . . . . .	<u>10,823.50</u>
Total. . . . .	<u>23,838.40</u>

On January 1st, 1944, there were credits of:

		Swiss francs
Lloyds & National Provincial Foreign Bank, Ltd., London. . . . .	Gold bar	60,917.30
Lloyds & National Provincial Foreign Bank, Ltd., London. . . . .	£252 1s. 10d.	4,365.64
Lloyds & National Provincial Foreign Bank, Ltd., Geneva. . . . .		1,803.25
Lloyds & National Provincial Foreign Bank, Ltd., Geneva ( <i>compte bloqué francs belges</i> ) . . . . .		126.35
Lloyds & National Provincial Foreign Bank, Ltd., Geneva ( <i>compte bloqué dollars</i> ) . . . . .		947.50

Bank of London & South America, New York:

Humanitarian Account. . . . .	\$9,288.51	40,087.35
Saar Account. . . . .	\$15,757.75	67,915.90
Bank of London & South America, Lisbon (held in trust by the American Joint Distribution Committee) . . . . .		62.00
Den Norske Creditbank, Oslo. . . . .	Kr. 274,965.27	274,965.30

Countries in Europe still collecting the Nansen stamp and remitting its product to the Humanitarian Fund are: Ireland, Sweden, Switzerland, United Kingdom.

Grants-in-aid to relief bodies in Switzerland for assistance to destitute Nansen refugees in that country have been maintained on the same level. Assistance to similar refugees in Turkey has been continued through the same channels as before.

#### IV. REFUGEES FROM GREATER GERMANY

##### (a) *General.*

It has become increasingly difficult to separate from the general problem of refugees the case of those who come strictly within my mandate as High Commissioner—namely, the Nansen refugees and refugees from Greater Germany. The interests of the latter are inevitably very closely related to those of all refugees, and I make no apology, therefore, for dealing with some of the broad aspects of the question. This is the more necessary because, since my last report<sup>1</sup> was written, there have been developments of great importance as regards both emergency and long-term measures. In the first place, something may be said of the organisations other than the High Commission of the League of Nations which are concerned with the subject.

*Intergovernmental Committee on Refugees.*—My last report<sup>1</sup> was written when the Conference was being held in Bermuda between the Governments of the United Kingdom and the United States of America regarding the refugee problem. One of the recommendations of that Conference was that the Intergovernmental Committee on Refugees should be reorganised. It will be remembered that this Committee was set up as a result of a Conference convened on the initiative of President Roosevelt and held at Evian in July 1938. Its object was to deal with the problems created by the involuntary migration of persons from Greater Germany and, in particular, to attempt to evolve, in agreement with the German authorities, an orderly system of migration which would avoid, or at least mitigate, the economic and political

<sup>1</sup> Document C.19.M.19.1943.XII.

difficulties caused to neighbouring and other countries, and which would ensure to those who had to emigrate the resources necessary for their establishment in new homes. The outbreak of war in September 1939 finally destroyed the hope of any such arrangements, and inevitably restricted the practical activities of the Committee, although it continued to do work of value in various directions. In the meantime, the refugee problem assumed very large proportions, and in one way or another involved many millions of persons of diverse nationalities, creeds and classes. In view of these facts, the Intergovernmental Committee was reorganised at the beginning of August 1943, the main features of the reorganisation being the following :

• First, the mandate of the Committee was very widely extended " so as to include, as may be found necessary and practicable, in addition to those already within the mandate, those persons wherever they may be who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs."

Second, the functions of the Committee were much enlarged and now cover such measures as may be necessary to preserve, maintain and transport persons coming within the mandate.

Third, the Committee has undertaken new financial responsibilities. Whereas formerly its liability was practically restricted to the expenses of the Director's office, it now includes the cost of operations which may involve heavy expenditure. The administrative expenses will be shared, in accordance with an agreed scale, by all Government members of the Committee, whilst operational expenses will be underwritten in the first place jointly by the Governments of the United Kingdom and the United States of America, other Governments being invited to contribute on a voluntary basis.

• Fourth, the membership of the Committee was enlarged by inviting a number of Governments to join that had not previously been members.

The broad result of these changes is that the mandate and authority of the Intergovernmental Committee cover the whole European refugee field, both present and future. In practice, however, this is subject to certain important qualifications. In the first place, all Governments regard as a primary duty the care of their own nationals who are at present refugees, and some of them have the necessary resources to implement their desires. Second, it is the intention of the Intergovernmental Committee to stimulate voluntary effort rather than to replace it, and the field of voluntary endeavour tends to widen rather than to contract. Third, when the United Nations Relief and Rehabilitation Administration operates in a particular area, it will perform certain functions of great importance which would otherwise come within the responsibility of the Intergovernmental Committee. These will be explained later.

In so far as the practical field of the Intergovernmental Committee can be summed up in a few words, it may be said that its services are available where there is no other agency willing and able to carry out work coming within the scope of its functions, that during the war these functions are of a very wide and diverse character and that they are likely to contract in extent but not in difficulty when hostilities cease, until ultimately its main task will be to protect, and in particular to find new homes for, those persons who are in fact if not in name Stateless, because they have no Government of their own both willing and able to protect them.

*U.N.R.R.A.* — Shortly after the reorganisation of the Intergovernmental Committee in August last, the Conference at Atlantic City defined the functions and scope of activities of the United Nations Relief and Rehabilitation Administration in so far as it was then possible to do so. While the policy may be subject to modification, it seems probable at the time of writing that the responsibilities undertaken by U.N.R.R.A. in regard to displaced persons will include the following: first, when it undertakes relief measures in a particular area, these will cover all persons in need of assistance, whether they are nationals of the country in question, persons who are temporarily displaced from their homes, or those who are unable to return to their own countries; second, it will generally be responsible for the repatriation of persons to their own countries, but it will not undertake the finding of new homes for those who cannot return, nor will it be responsible beyond a reasonable period for their physical relief. It will work in close co-operation with the Governments of all the countries concerned, who will be profoundly concerned with the welfare, care and repatriation of their own nationals. Thus, as countries in Europe become liberated, either the Governments concerned, or U.N.R.R.A. in co-operation with those Governments, will undertake the solution of the main problems of those who can be repatriated, until the process of repatriation is

complete. There will then remain those who are not able to return to their own countries whose care will be the duty of the Intergovernmental Committee or of the High Commission in so far as they come within their respective mandates.

*The War Refugee Board.* — Towards the end of January 1944, the President of the United States established by executive order the War Refugee Board, which is composed of the Secretary of State, the Secretary of the Treasury and the Secretary of War. Its function is to carry out the policy of the United States Government in taking 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. Since its inception, it has been active in examining proposals and devising plans for the rescue of oppressed persons from Europe, and in this task it has the full support of the United States Government. Among other matters, it has given particular attention to the position in the Balkans. Its main purpose is to deal with the emergent problem of rescue, so far as circumstances will allow, and it is not the present intention that it should undertake the work of a long-term character which will arise in connection with refugees after the war.

*Co-operation.* — It will thus be seen that, at the present time, there are, besides the High Commission, three organisations of a Governmental character concerned with various aspects of the refugee problem. It is essential, therefore, that there should be mutual co-operation and practical co-ordination. All three organisations, either by the terms of their constitution or by specific resolutions, have expressly adopted the principle of co-operation with the High Commission; and, what is more important, active co-operation does exist. On the reorganisation of the Intergovernmental Committee I was confirmed in the office of Director in an honorary capacity. Shortly afterwards my colleague, Dr. G. G. Kullmann, Deputy High Commissioner, was invited to join the Intergovernmental Committee as Honorary Assistant Director. The offices of the two organisations are in the same building, and there is continuous consultation between the two sets of officers. The co-operation between the two bodies is thus as intimate as it can well be.

In one or other of my offices, I have been in constant touch with the United Nations Relief and Rehabilitation Administration, and in particular with those sections which are concerned with the problems of displaced persons. This contact is sometimes direct and sometimes through my colleagues Dr. Kullmann and Dr. Patrick Malin, Vice-Director of the Intergovernmental Committee. Before the formal establishment of U.N.R.R.A. in December last, we were in frequent consultation with the American and British organisations engaged on the preliminary work, and since then our contact has become more frequent. During my recent visit to the United States, I attended in my dual capacity a meeting of the Technical Committee of U.N.R.R.A. on displaced persons, and both Dr. Malin and I took the opportunity of discussing matters of common interest with the appropriate authorities in Washington. Dr. Malin and Dr. Kullmann have served on committees convened to examine specific problems and, since the results are available both to the High Commission and to the Intergovernmental Committee, it is of little practical consequence which of the two organisations is represented on a particular occasion.

At the beginning of April this year, I visited the United States, where I was joined by Dr. Malin, to discuss with the War Refugee Board the relations between it and the Intergovernmental Committee. Since this part of my work was concerned almost entirely with my office as Director of the Intergovernmental Committee, it is sufficient to say here that the discussions were very successful. Not only were the respective spheres of the two bodies defined as precisely as the circumstances allow, but cordial personal relations were established with the officers of the Board and measures were devised for active co-operation.

*Voluntary Assistance.* — Side by side with the increase in Governmental interest and activity, there has been a quickening of voluntary interest. The International Red Cross has continued to help refugees inside and outside the occupied countries in every way permitted by its constitution, and the same policy has been followed by the Red Cross Societies of many countries within their resources and opportunities. Among the private organisations, the Joint Distribution Committee of America has expanded its programme, and no praise is too high for the manner in which it has surmounted many difficulties and coped successfully with new situations as they have arisen. Special mention may also be made of the American Friends' Service and the American Unitarian Service, whose workers have been active in Spain and Portugal, North Africa and the Middle East. In the United Kingdom, the many voluntary committees are primarily concerned with the welfare of refugees who have been given permanent or temporary asylum there, but the interest of some of them extends to the wider problems. On the other hand, the National Committee for Rescue is primarily concerned with the position in Europe, and in particular with its political aspects. It was formed about eighteen months ago and is strongly representative of the various political parties, creeds and voluntary organisations. It has done much to direct the attention of Parliament and of the public to the nature and urgency of the plight of persecuted people in Europe, and especially of the Jews. Again, the past year has shown much progress under

the auspices of U.N.R.R.A. in the training and selection of voluntary workers for service in European countries as they cease to be theatres of war. A number of these workers are now in the Middle East, where they are getting practical experience of camp and other work. Similarly, a start has been made in the selection and training of voluntary workers from America. Although these voluntary workers will be engaged in the general work of relief, this will no doubt include some aspects of service to refugees.

During his visit to Switzerland, Dr. Kullmann was able to renew personal relations with the voluntary organisations established in that country, and so to strengthen the contact which has been kept with many of them through correspondence. He was most favourably impressed by the variety and excellence of the work which they are doing and the manner in which they have responded to the many calls on their services which the position of Switzerland as a country of asylum has entailed. Their work has received the encouragement and assistance of the Swiss Government and the generous support of the Swiss public.

Information regarding voluntary work in other countries is more scanty, but we know that much is being done in Sweden, that before the surrender of the Italian Government private assistance was on a considerable scale, that there are still many persons ready to assist and that in several of the countries occupied by the Axis the sufferings of many thousands have been relieved by the devotion of private workers.

*The Position of Refugees.* — Before giving a summary of conditions in particular countries, a little may be said about the general position.

In spite of continuous efforts by many different authorities and agencies, little progress has been made in obtaining the consent of the German and other Axis authorities to the departure of refugees from their territories. Some hundreds have been able to leave the Balkans with official approval, and it is hoped that more will be able to do so, but otherwise the various requests, including those made on behalf of children in France, have been met by refusal. Even where there has been a disposition on the part of particular Governments to give the necessary permission, it has often yielded to German pressure, or the Germans have refused to give the necessary facilities. In this respect, the position inside the European countries occupied by Germany and her allies is much the same as it was a year ago, except that it has deteriorated in Hungary and Roumania since their occupation by the Germans. No way has yet been found of getting out refugees in large groups, although during the past few weeks there has been a definite increase in the number of persons who have escaped from the Balkans to Turkey, and have been transported from there to Palestine.

With few exceptions, those refugees who have escaped owe their safety to two main causes. The first is military action, resulting in the liberation of territory or in the new opportunities of escape thereby afforded. Some instances of these will be given in the case of Italy, while the Russian victories have not only rescued millions of Soviet citizens but have saved many thousands of non-Russian refugees. The second means of liberation is through the efforts of the refugees themselves, with such assistance as can reach them. This outside help has increased during the period under review and is growing. The efforts would have been of no avail had not the neutral countries given temporary asylum—*e.g.*, Spain, Sweden and Switzerland. Further, the plight of the refugees would have remained desperate had it not been for the physical relief available in those countries from Governmental and private sources. In another direction, progress is evident. There has been less difficulty in finding places of temporary or permanent asylum for those refugees who have managed to escape to neutral or Allied territory and, at the present time, there is no large aggregation of refugees in countries from which it is both necessary and practicable to move them. But this is still due rather to the comparatively small number who have been able to escape than to the adequacy of places in which to receive them. This being so, a very warm welcome may be given to the proposal of the United States Government to establish free ports—namely, camps of asylum in which refugees can be accommodated for the period of the war.

Fortunately, in any estimate of the general situation, it is unnecessary to measure the degree of success solely by the number of persons who are able to reach havens of safety, important as this factor is. There is good reason to believe that a large number have been and can be saved while inside the countries from which they cannot escape, and that important results are being achieved, thanks not least to the sympathy and practical help of people among whom they have to live. Thus, while the picture remains one of great tragedy, and although in some ways the horror has grown, the darkness is not entirely unrelieved. There has been progress in various directions and there is good hope of still greater progress.

(b) *Switzerland.*

On the invitation of the Swiss Government, Dr. Kullmann, Deputy High Commissioner, visited Switzerland in January last, and stayed there for about five weeks. He had discussions with the high officials of Government concerned with refugee affairs, visited camps and training-centres, acquainted himself with the various functions undertaken by the International Red Cross and the Mixed Commission and, as already noted, gained a very thorough insight into the services being rendered by the voluntary bodies. In addition, he obtained much information about refugees in neighbouring countries. At the time of his visit, the Federal Government was giving asylum to over 70,000 displaced persons, the majority of whom were prisoners of war, there being about 31,000 civilians. These include persons of many nationalities, with a large proportion of Germans and Austrians, most of whom are Jews. Although the frontiers of Switzerland are closed and immigration is officially suspended, there are so many exceptions to the policy of exclusion that the number receiving asylum has increased very greatly during the year. There was a large influx across the Italian border after the surrender of the Italian Government which was not confined to escaped prisoners of war and Italian soldiers. Moreover, there has been a small but almost continuous flow of refugees across other portions of the frontier, and the Federal Authorities have, in particular, followed a liberal policy towards children and the aged. They have been at great pains, and have incurred considerable expenditure, in organising the reception, maintenance and welfare of civilian refugees. Some of them are lodged in so-called internment camps, or internment residence, but the word internment must be interpreted in a very liberal sense, since ordinarily the camps are not enclosed. There is freedom of movement within a considerable radius, the guards are either non-existent or reduced to a minimum and the management of the camps is left almost entirely to the inmates themselves. Those who are capable of work are allowed to do labour where this is available, and after meeting the costs of maintenance the earnings are credited to their account, a portion being set aside for a yearly holiday. Special arrangements have been made for vocational training and re-training, and there is an excellent scheme of education for the young. In short, the Federal Government has evolved a system of humanitarian, but essentially practical, administration, many features of which are worthy of adoption in other countries during the transition period following the end of hostilities.

Although, owing to the shortage of supplies, there is a ban on the export of food, it has been possible to send drugs, medical requisites and medical foods of various kinds to other countries for the relief of persons in distress.

(c) *Spain.*

Last year I reported that, in the middle of May 1943, there were about 15,000 refugees in Spain, of whom not more than half were Jews and not more than a quarter were Germans or Austrians. Later information showed that, while the total figure was approximately correct, the number of Jews did not exceed 5,000. For some months the influx of persons from France continued but on a progressively declining scale, until during last winter it had fallen to about forty a month only. At present, the tendency is for the number to rise, but it is still on a comparatively low scale. There are several reasons for this. The frontier is more carefully guarded; so far as German and Austrian refugees are concerned, the number in France has been reduced by deportations, and many of those who are left prefer to remain in concealment rather than to take the very grave risks of attempting to escape. When the whole of France was occupied by the Axis in November 1942, many refugees fled south to the Departments under Italian occupation, where they remained in comparative safety until the surrender of Italy. They were then caught by the subsequent occupation by the Germans, except for a few who were able to escape into Switzerland. Simultaneously with the decline in the inflow there has been an increase in the outflow from Spain. The great majority of French nationals have crossed to North Africa; most of the other Allied nationals have gone either to North Africa or to the United Kingdom; nearly 800 Jews have been admitted into Palestine; the Dominion of Canada has, within the past few months, taken about 500; and some individuals have been able to obtain visas for the United States and some of the South-American countries. Thus, at the end of May 1944, there were considerably less than 1,000 refugees in Spain. Meanwhile, with the consent of the French Committee of National Liberation, a refugee camp had been established in North Africa near Casablanca, under the joint administration of the Governments of the United Kingdom and the United States of America, its main purpose being to accommodate those refugees from Spain, and especially the Stateless, for whom asylum could not be found elsewhere. It was found, however, that, with the improvement in the conditions of living in Spain, many preferred to wait there until the end of the war rather than to go to the North-African camp. It was with some difficulty, therefore, that as many as 700 volunteers were selected and, since these are scattered in many places, there has been delay in arranging for their collection and trans-

port. It is hoped, however, that the first party will shortly reach the camp. Meanwhile, the camp is available for the reception of more refugees, should the influx into Spain again approach its early proportions. The Spanish Government has continued its policy of not deporting persons who are able to reach its territory, and has further relaxed the restrictions previously imposed on them after arrival.

(d) *Italy.*

Dr. Malin, my colleague as Vice-Director of the Intergovernmental Committee, paid a visit to Southern Italy in February 1944, where he obtained first-hand information of the refugee problem there, as it then was. At that time there were about 20,000 non-Italian refugees in Southern Italy, of whom about 15,000 were non-Jewish Yugoslavs, the remaining 5,000 comprising nearly one-half Yugoslav Jews and about 1,500 Jews of German and Austrian origin. Poles and Czechs made up the remainder. In addition to these, between 15,000 and 20,000 Dalmatians were transferred from the islands off Split to Italy, from where the majority were moved to camps in the Middle East. The refugees who had been in Italy previous to the Allied occupation had, on the whole, been well treated by the Italian Government and people and there is reason to believe that those still in Northern Italy are receiving help from the Italian population in the towns and villages. During the early part of the Allied occupation of the southern provinces, the refugees suffered, in common with the Italians, from the shortage of supplies, but Dr. Malin found the conditions relatively tolerable, and every effort was being made by the authorities to improve them. The Intergovernmental Committee has now a representative in Southern Italy, attached to the Headquarters of the Allied Commission of Control, who is particularly concerned with the welfare of non-Italian refugees. Associated with him are representatives of the American Friends' Service and of the Joint Distribution Committee, all of whom are thoroughly experienced in refugee and relief work. Since the representative reached Italy only at the beginning of May last, it is too early to form an opinion of the scope of his activities, but he has already given valuable help in getting some 500 Jewish refugees transferred to Palestine. There is as yet no information regarding the number of non-Italian refugees found in Rome and the neighbouring territory occupied by the Allies during the past few weeks.

(e) *Sweden.*

In accordance with her humanitarian traditions, Sweden has opened her country to those refugees who could reach it. She had already given asylum to several thousands of German and Austrian refugees before the war, and this number has now increased to 4,500. She has received many thousands of Finnish children; at the beginning of October 1943, she was giving shelter to nearly 20,000 Norwegians, and at the present time there are 15,000 Danish refugees in the country, of whom nearly 7,000 are of Jewish origin. There is no doubt that many of these Jews would not have reached Sweden in safety had it not been for the vigorous protests of the Swedish Government and the open indignation of the Swedish public when, in the autumn of last year, the German authorities proposed to deport all Jews from Denmark. There is plenty of employment in Sweden for those refugees who are able to work, and the majority of the adults are self-supporting. The remainder, and in particular the children, are well cared for by the Government with the support of the public and of private organisations. The majority of those in Sweden should be able to return to their own countries at the end of the war, so that the long-term problem is not likely to be serious.

(f) *United Kingdom.*

There is little new to report regarding German and Austrian refugees in the United Kingdom. All who are capable of work are in full employment and they have made a notable contribution to the war effort. A survey carried out by the International Branch of the Ministry of Labour showed the extent to which this group of refugees have adapted themselves to war conditions of employment. There have been wide changes of occupation, made possible in many instances by special facilities for training and re-training. The result has been a large transfer from what may be called the black-coated professions to mechanical and manual pursuits and a general broadening of the means of livelihood. This is important, not only in improving the future prospects of those immediately concerned, but as establishing the adaptability of the classes from which they are mainly drawn. It suggests that the concentration within a comparatively few professions, businesses and callings, which is a marked feature of the Jewish community, is due more to environment and lack of opportunity than to other causes. This is encouraging, since the more varied the qualifications of Jewish refugees, the less difficult will be the solution of their particular problems.



The chief anxiety of the German and Austrian refugees in the United Kingdom is their future. Many of them came as trans-migrants and, since naturalisation has been suspended during the war, their status in this respect has remained unchanged. The United Kingdom Government has not been able to make any statement regarding its policy after the war which, as in other countries, is likely to depend to a large extent on economic conditions and, in particular, on the state of employment. Meanwhile, the refugees, with very few exceptions, are establishing the best claim for sympathetic consideration by proving, through their services and conduct, that they are worthy of citizenship.

(g) *Canada and Australia.*

During my visit to Canada, I had the great pleasure of getting to know Senator Cairine Wilson, who has been the representative of the High Commissioner in an honorary capacity for several years. She has taken a leading part in all activities for the welfare of refugees in Canada and, as Chairman of the Canadian National Committee on Refugees, has inspired devoted and excellent work by many voluntary workers. Both at Ottawa and at Montreal, I met many of these and was able to learn from them the position in Canada, while giving them some information about the general situation. It was very gratifying to know that the refugees who had been sent from the United Kingdom in the summer of 1940 and later released from internment in Canada had made good; that military service was now open to them and that the voluntary organisations had remained in touch with most of them. I had discussions with members of the leading Jewish organisations and, in particular, with Mr. Saul Hayes, who is doing most valuable work. Shortly before my visit to Canada, a new group of refugees, about 400 in number, had arrived from Spain. The voluntary organisations which are responsible for their welfare had no difficulty in placing a large number of them in employment within a few days of their arrival. I was told that they had created a very good impression and that it was clear that their stay in Spain in enforced idleness had had little effect on their morale. Since then, a further group from Spain has reached Canada and acknowledgment is due to the Dominion Government for its liberal attitude in giving them asylum during the war. It is also willing to relieve the situation in Tangier, where there is a concentration of refugees and conditions are not favourable. I had the pleasure of discussing with officials of the Dominion Government various refugee questions, and I take this opportunity of thanking them for their sympathy and practical assistance.

Internees who were released in Australia for service in the Labour Corps or for other war work have done very well, and I have seen most favourable reports regarding them. The Commonwealth Government has intimated that it is prepared to consider applications for naturalisation from those who have resided in British territory for four out of the past eight years. Many of the refugees now in Australia are likely to take advantage of this opportunity, but a few may prefer to wait until they are able to emigrate to those countries which they originally had in view. The Commonwealth Government is giving thought to the question of immigration after the war and I have been in touch with it on the subject. Immigration is likely to be on a strictly selective basis and the provisional plans include the adoption of war orphans. It is too early to say how far these plans will assist towards the settlement of refugees. Much will probably depend on the classes and types of settlers available.

V. MISCELLANEOUS WORK

During the period under review, the High Commissioner's Civil Documents Service for refugees under his mandate residing in Great Britain and the Empire has been maintained. The increase in divorce matters reported previously has continued. In spite of difficulties of communication, certified duplicates of divorce decrees from German courts have been obtained. In a large number of cases, however, where a non-Aryan partner has left an Aryan partner behind, the former is unable to contact the latter through the Red Cross Postal Message scheme and ascertain whether a divorce has taken place and, if so, the date of decree and the appellation of the court. In such cases, the Civil Documents Service attempts to secure from the applicant the names and addresses of relatives and friends who might be expected to volunteer the information required. The International Migration Service in Geneva has continued to co-operate in these matters, and results have been achieved, sometimes after prolonged correspondence. In cases where a non-Aryan partner having stayed behind in Germany or Austria has been deported, it is impossible to ascertain his or her whereabouts, or whether he or she is still alive or not. This often creates cases of genuine hardship, as the applicant has to satisfy the British authorities that the partner in Germany has either secured a divorce or is deceased, should he or she wish to re-marry.

Despite the "en masse" denationalisation decree of November 25th, 1941, relating to German Jews having taken up ordinary residence abroad, the High Commissioner's office still receives applications for issue of denationalisation certificates on the basis of individual decrees made prior to the above-mentioned date.

According to existing arrangements, ordinary enquiries as to the whereabouts of refugees, in occupied territories are dealt with by the British Red Cross in co-operation with the International Red Cross. In exceptional cases, however, the High Commissioner's office undertakes to make such enquiries through its own channels. They refer mostly to France, and are carried out through neutral collaborators. Sometimes anxious relatives, having failed to obtain any news through ordinary channels, find themselves in the position of people who prefer tragic certainty to the agony of uncertainty. Such persons are grateful if the High Commissioner's office succeeds in tracing the movements of a refugee to an assembly centre at which it can be ascertained that the person has left for an unknown destination at a definite date without leaving an address. Should the person be known to be in good health, such a departure means deportation to a forced labour camp and, although no further communication is possible, there is still the hope that the person may survive. If, on the contrary, the enquiry relates to an elderly person unfit to do manual work, and departure from an assembly point has thus been ascertained, the likelihood of survival is very small indeed, unless the person can later on be traced as being in Theresienstadt. In other cases, persons have changed their domicile and have gone into hiding under assumed names to escape deportation. Voluntary bodies rendering assistance to such persons can often trace their whereabouts and, while not disclosing the address, inform the applicant in the United Kingdom that the person is alive and doing well.

Some time after the landings in North Africa, an Anglo-American Commission was set up for the release of political refugees who had been held under Vichy control in concentration and labour camps. Correspondence ensued between that Commission and this office relating to numerous individual cases of Austrian and German refugees. The Commission welcomed this co-operation, inasmuch as the High Commissioner's office was often able to provide corroborative evidence in respect of the record of some refugees, calculated to hasten favourable decisions. This work came to an end with the completion of the task assigned to the Commission and the release of the bulk of the detainees from camps.

The Deputy High Commissioner has taken much trouble in organising the supply of clothing from the United Kingdom for destitute refugees in Switzerland. The International Red Cross in Geneva offered to assist in the distribution of supplies. The Society of Friends in Great Britain gave some of their stocks, whilst the Association of Jewish Refugees and the Free Austria Movement undertook collections of second-hand clothing. The British Red Cross undertook the packing and shipment of the articles through Red Cross channels, whilst various bodies and individuals underwrote transport costs. The High Commissioner's office secured export licences from the Board of Trade and navicerts from the Ministry of Economic Warfare. As a result of these efforts, over 25 tons of second-hand clothing, cleaned and repaired and in very good condition, were despatched to Switzerland, where the Swiss Red Cross undertakes distribution under conditions laid down in London.

The Deputy High Commissioner has also had long discussions with the British authorities regarding financial assistance to refugees in Switzerland by relatives in England. He was able to clarify some outstanding points during his visit to Switzerland and it is hoped that a satisfactory scheme will shortly come into operation.

The High Commissioner's office is still dealing with enquiries concerning the grant of British entrance permits. On May 19th, 1943, in the course of a debate on the refugee question in Parliament, the British Government announced new categories of persons eligible for the grant of such permits. The enquiries relating to persons coming under these categories referred mostly to Stateless refugees having escaped from Occupied France to Spain. A few cases in Sweden were also dealt with.

## VI. ADMINISTRATIVE ACCOUNT

The attached statement gives a summary of my administrative account for the year 1943. The accounts have been audited up to the end of 1943. My budget allotment for the year was 115,353 Swiss francs, equivalent to £6,648 at the exchange rate of 17.35 Swiss francs to the pound. My expenditure represents a saving of £701 on the budget grant, equivalent to 12,800 Swiss francs approximately. As in previous years, every economy in expenditure has been exercised.

## VII. CONCLUSION

I have again to record my indebtedness to my colleague Dr. Kullmann for the great assistance he has given to me. His visit to Switzerland early in 1944 was of the utmost value, since, apart from the contacts he made, he was able to obtain much information not previously available, which prepared the way for new means of assistance to refugees. His

experience and advice have been freely used in regard to many aspects of post-war problems which have engaged much of our time during the period under review. He has served on several committees concerned with such technical subjects as registration, tracing of relatives, etc., and has more than maintained his cordial relations with voluntary organisations.

*(Signed)* H. W. EMERSON.

SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1943

*(Administrative Account)*

Budget allotment : Swiss francs 115,353, equivalent of £6,648 11s. 9d., at the rate of 17.35.

	Disbursements			Receipts		
	£	s.	d.	£	s.	d.
<i>Receipts :</i>						
From the Treasury of the League of Nations . . . . .				6,000	0	0
Balance at end of 1942, transferred to 1943 . . . . .				342	12	7
				6,342	12	7
<i>Disbursements :</i>						
(Appropriate deduction has been made in each item for sundry receipts —e.g., payment by Intergovernmental Committee for accommodation, etc.)						
High Commissioner's salary . . . . .	2,262	0	0			
Head Office salaries . . . . .	2,773	10	0			
* London Office : rent, heating, cleaning, electricity . . . . .	542	19	2			
Travelling expenses . . . . .	102	10	4			
Office expenses (purchase of equipment; insurance, etc.) . . . . .	152	9	11			
Petty cash . . . . .	37	0	0			
Telephone, telegrams, postage stamps . . . . .	75	11	10			
Banking expenses . . . . .	1	4	0			
	5,947	5	3			
Excess of credits from Treasury over expenditure . . . . .	395	7	4			
	£6,342	12	7	£6,342	12	7

HUMANITARIAN ACCOUNT, 1943

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
1. Balance in hand on January 1st, 1943 . . . . .	406,692.05	<i>Grants :</i>	
<i>Less :</i>		For Nansen refugees (other than refugees from the Saar) . . . . .	7,160.12
Civil documents . . . . . 125.45		Miscellaneous expenses :	
Miscellaneous . . . . . 380.85		Bank charges . . . . .	137.01
	506.30	Printing of Nansen stamps. . . . .	
	406,185.75		7,297.13
2. Income from Nansen stamps :		Balance in hand on December 31st, 1943 . . . . .	407,165.89
Sold in Geneva . . . . . 5,600.00			414,463.02
Sold in U.K. . . . . 2,079.52	7,679.52	<i>Less :</i>	
3. Private contributions :		Civil documents . . . . . 39.05	
(a) Refugees from Greater Germany . . . . . 13.00		Deposit for cables . . . . . 493.65	532.70
(b) Fees from denationalisation certificates . . . . . 52.05			0
	413,930.32		413,930.32

SAAR ACCOUNT, 1943  
(No change from statement for 1942.)

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
Balance in hand on January 1st, 1943 :		Grants to Saar organisations in France . . . . .	—
Bank . . . . .	67,915.90	Grant made in 1940, but payment not confirmed . . . . .	750.—*
Representative . . . . .	750.—	Balance in hand on December 31st, 1943 :	
		Bank . . . . .	67,915.90
		Representative . . . . .	750.—
			<u>69,415.90</u>
		Less: Grant made in 1940, but payment not confirmed . . . . .	<u>750.—</u>
	<u>68,665.90</u>		<u>68,665.90</u>

\* Owing to interruption of communications, no notification has been received of payment to beneficiaries.

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1943

Date	Country	(Nansen stamps sold in 1943, but paid in 1944) Swiss francs
February 11th, 1943	Ireland . . . . .	90.20
October 8th, 1943	Sweden . . . . .	1,980.65
March 10th, 1943	Switzerland . . . . .	5,600.—
August 19th, 1943	United Kingdom . . . . .	8.67
	Total . . . . .	<u>7,679.52</u>

STATEMENT OF GRANTS FOR 1943

Date	Country	Russian Swiss francs	Armenian Swiss francs	Total Swiss francs
April 8th, 1943	Switzerland . . . . .	1,650.—	500.—	2,150.—
October 12th, 1943	Switzerland . . . . .	1,650.—	500.—	<u>2,150.—</u>
	Total for Switzerland . . . . .			4,300.—
July 6th, 1943	Turkey . . . . .	1,430.05		1,430.05
Nov. 11th, 1943	Turkey . . . . .	1,430.07		<u>1,430.07</u>
	Total for Turkey . . . . .			<u>2,860.12</u>
	Total . . . . .			<u>7,160.12</u>

CHARACTER OF RELIEF

Country	Relief to aged, sick and infirm and miscellaneous grants-in-aid (1) Swiss francs	Vocational Re-training (2) Swiss francs	Youth (3) Swiss francs	Total Swiss francs
Switzerland . . . . .	3,300.—	—	1,000.—	4,300.—
Turkey . . . . .	<u>2,860.12</u>	—	—	<u>2,860.12</u>
	<u>6,160.12</u>	<u>—</u>	<u>1,000.—</u>	<u>7,160.12</u>

Geneva, August 1945.

**LEAGUE OF NATIONS**

**INTERNATIONAL ASSISTANCE  
TO REFUGEES**

**Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,  
High Commissioner for Refugees**

June 25th, 1945.

I. PRELIMINARY

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938.

II. NANSEN REFUGEES

With the liberation of European countries, contact with some groups of Nansen refugees, which had been interrupted since June 1940, again became possible. The Governments of France and Belgium have already restored their former relations with the High Commission. In October 1944, Dr. Kullmann, Deputy High Commissioner, and I visited France, Belgium and Switzerland. We spent about a month in Paris, a few days in Brussels, and a week in Switzerland. During our visit to France, we were able to obtain first-hand knowledge of the various problems, and to discuss them with the authorities and with some of the refugee organisations. In February, Dr. Kullmann again visited France, where he stayed for several weeks, and was then able definitely to conclude arrangements which had been under consideration during our visit.

During the occupation, the majority of Russian refugees in France remained aloof from the Germans; there were a few who sympathised with them, but they were exceptions. The majority were hostile, and there were many instances of assistance given by them to escaped Soviet prisoners of war and to Soviet forced labourers. Pride in the victories of the Soviet armies proved stronger than ideological conceptions, and it is a promising sign for the future that the events of the war have done much to soften political prejudices. Several thousand Russian refugees were drafted to Germany. Most of the remainder obtained employment in France, and there does not seem to have been any widespread distress.

Much the same is true of the Armenian refugees. There were some active "collaborators" but, generally, there was little cause for complaint. Subsequent to liberation, the two groups, and especially the Russians, suffered from the prevailing and, one hopes, temporary, unemployment; there was some movement of refugees from the provinces to Paris, which was an embarrassment to the authorities, and questions arose both in regard to identity and permits to work. In addition, a certain number of arrests occurred on suspicion of "collaboration". In some cases the suspicions were justified, in others they were not. There were also other matters affecting individuals which merited representation. It was clear that the war had inevitably created a number of problems affecting both the general and individual interests of refugees, although, on the whole, they were less than one might have expected. They were fully discussed with the French authorities, and I wish to record my very high appreciation of the sympathetic and practical assistance which we received from all; they could not have been more helpful. It was agreed that, in reorganising the pre-war arrangements, special importance should be given to adequate provision for the protection of political and legal interests, not only in regard to general issues, but in the many personal cases where effective representation means so much to the individual.

It will be recalled that, under German pressure, the Government at Vichy was compelled to close the office of the High Commissioner's representative during the occupation. Moreover, Admiral Darlan, then Prime Minister, denounced on December 13th, 1941, the Franco-Belgian Agreement dated June 30th, 1928, on the basis of which the High Commissioner's representative in France had been given an exequatur in order to enable him to exercise quasi-consular functions in respect of Nansen refugees placed under the High Commissioner's mandate. A "Bureau des apatrides" was set up, which performed some of the functions previously undertaken by the High Commissioner. The intention was to denounce also the international Convention concerning the Status of (Nansen) Refugees, signed at Geneva on October 28th, 1933. However, this was not done before liberation occurred, so that the Nansen refugees in France continue to enjoy the benefits of this Convention. One of the first acts of the French Provisional Government after liberation of the metropolitan territory, in the matter of assistance to refugees, was to notify the Acting Secretary-General of the League of Nations in Geneva that it considered null and void the denunciation of the Franco-Belgian Agreement of June 30th, 1928, and that it intended to put this agreement in force again as from November 1st, 1944.

On the occasion of the first visit of the High Commissioner and the Deputy High Commissioner to the French Government—which took place in late October 1944—the responsible officials in the French Ministry of Foreign Affairs informed them that it was the French Government's intention to restore fully the *status quo ante* as regards international protection of Nansen refugees on French metropolitan territory. Accordingly, the French Government declared itself ready to liquidate the "Bureau des apatrides" of the French Foreign Office and invited the High Commissioner to appoint again a representative for France.

Subsequently, M. Henri Ponsot, late Ambassador of France in Ankara, was appointed "Délégué général", and the former representative, M. Marcel Paon, who had acted during occupation as technical adviser on refugee matters to the French Ministry of Foreign Affairs, as "Délégué général adjoint".

The French Government very generously put the premises of the "Bureau des apatrides" of 6, cité Martignac, in Paris, at the disposal of the newly-appointed representative, free of rent for the current year.

Parallel to the re-opening of the High Commissioner's Office, measures were taken in full co-operation with the French Government to reconstitute the so-called "Offices centraux des réfugiés", one for the Russian and one for the Armenian refugees. It will be remembered that, according to provisions made by the French Government in conjunction with the implementation of the Franco-Belgian Agreement, these offices have an independent status, but work in close collaboration with the High Commissioner's office in respect of issue of documents. As the sources from which these offices were financed were exhausted as a result of the war, the French Government kindly offered to put the necessary funds at the disposal of the High Commissioner so as to enable him to make adequate financial provision. This offer was accepted, and the necessary agreements were made with both offices so as to enable them to be adequately equipped and staffed. While the autonomous character of the offices is recognised, provision is made for an adequate joint administrative supervision both by the French Foreign Office and the High Commissioner. It has also been made clear to them that the High Commissioner did not undertake any financial commitment as to the future, it being clearly understood that further financial support was dependent upon the French Government's willingness to make fresh financial provision in ensuing years. The Director of the Central Office for Russian Refugees is M. V. A. Maklakoff, who held this position for many years before the war. The Director of the Central Office for Armenian Refugees is Professor Bouniatian, a distinguished economist. The Russian Office has set up a branch office in Marseilles, the Armenian Office will have correspondents in Marseilles and Lyons.

The return to the *status quo ante* in France is also extended to the so-called Nansen stamp. Henceforth, the product of the Nansen stamp collected from the individual refugees by the "Préfectures" at the time of fresh issue or renewal of the "carte d'identité" will be again transmitted to the High Commissioner's Humanitarian Account. The Allotments Committees ("Comités de répartition") under statutory provision will be reconstituted and will administer 50% of the annual product of the stamp. The other 50% will be administered by the High Commissioner himself, who will use this money for grants-in-aid to voluntary bodies caring for young people, the sick, the invalid and the aged.

It is hoped that while M. Paon will continue to deal with the conduct of technical and quasi-consular affairs, the "Délégué général", M. Ponsot, will be able to devote all his time to the representation of the general interests of the refugees.

In Belgium, the Ministry of Foreign Affairs also expressed the desire to see the system of international protection of the Nansen refugees under the High Commission resumed at an early date. Accordingly, the former representative, M. Victor Kehren, Consul-General, was requested to assume office again, which he did before the close of the year. The "Office des réfugiés russes" started work again on May 1st of this year under M. Boutkievitch. The number of Russian and Armenian refugees has remained fairly stable during occupation. As in France, there were also a number of arrests of alleged "collaborationists". The attitude of the representative is to plead leniency in respect of those cases—which form the

great majority—where “collaboration” was due not to any sympathy with the Germans, but to economic necessity.

I have recently received from M. Zannetos, the former representative in Greece of the High Commissioner, his report for the year 1940, which he had not previously been able to transmit, and some valuable information relating to subsequent years. At the beginning of 1941, there were in Greece about 28,000 Armenian and 3,000 Russian refugees. In the early stages of the war there was considerable unemployment among them, but no discrimination was made against them by the Greek Government, which also admitted them to some measures of public assistance. This continued for some time, but later, following the German occupation and the free expenditure of money by the Germans on public works at the cost of the Greek Government, employment was much easier to get, and there seems to have been little distress. With the liberation of Greece, the Russians kept aloof from political affairs, but some of the Armenians were foolish enough to take sides in the civil strife, and they may thus have prejudiced their future prospects. An important exception were the occupants of the houses which were completed a few months before the beginning of the war under the auspices of the Nansen Office and the “Union générale arménienne de bien-faisance”. The Greek Government has controlled the occupancy of these quarters, with the result that the occupants have been more careful in their behaviour. There appear to be several questions outstanding about these quarters which will have to be taken up as soon as circumstances allow. Although M. Zannetos ceased to be the official representative of the High Commission when communications with Greece were severed, he continued to give valuable help unofficially, not only to the Nansen refugees, but to many political refugees from Germany, Austria, Poland and Czechoslovakia, who were able to escape to Greece and thence to other countries.

This information has been confirmed by Mr. Thomas H. Preston, the representative of the Intergovernmental Committee on Refugees in Cairo, who, during a recent visit to Greece, kindly made enquiry on my behalf about the Nansen refugees. The number of Russian refugees has fallen to about 1,500, some having died during the famine and others having migrated to Yugoslavia, where they joined the Mihailovitch forces. The present condition of those who remain is poor.

The number of Armenians is much the same as before the war. About 4,000 of them are well-to-do, 7,000 more are self-supporting, but the remaining 17,000 are in varying stages of destitution, although during the war they earned good wages. There is little doubt that, both during the German occupation and later during the civil disturbances, a section of the Armenians forgot the debt of hospitality they owed to the Greek Government and people. They were probably a minority, but their activities have prejudiced the position of the group as a whole, and there is, at present, considerable feeling against them.

There is also a small colony of Assyrian refugees numbering just over 200, most of whom are in extreme poverty.

Owing to the state of exchange, it is useless to remit money for relief, but Mr. Preston drew the attention of the U.N.R.R.A. authorities to the condition of Nansen refugees, and has been given an assurance that they will benefit from the relief programme applicable to the population as a whole.

Up to the present, practically no information is available regarding the Nansen refugees in Roumania, Yugoslavia and Bulgaria.

### III. HUMANITARIAN FUND, 1944

The statements attached to this report show the income and expenditure of the Fund for the year 1944.

The balance of the Fund was, on January 1st, 1944 :

- (i) Swiss francs 407,113.09 in the Humanitarian Fund and
- (ii) Swiss francs 68,665.90 in the Saar Account.

The balance of the Fund on January 1st, 1945, is :

- (i) Swiss francs 404,732.88 in the Humanitarian Fund and
- (ii) Swiss francs 68,665.90 in the Saar Account.

In the balance shown hereunder, an amount of Swiss francs 274,965.30 is included which is blocked in a bank in Oslo.

✓ Balances held by the representatives on account of the Humanitarian Fund are the same as last year, namely :

	Swiss francs
France . . . . .	11,908.60
Greece . . . . .	1,032.80
Roumania . . . . .	73.50
Yugoslavia . . . . .	10,823.50
Total . . . . .	<u>23,838.40</u>

	Swiss francs
On January 1st, 1945, there were credits of:	
Lloyds & National Provincial Foreign Bank Ltd., London — Gold bar . . . . .	60,917.30
Lloyds & National Provincial Foreign Bank Ltd., London £236 18s. 4d. . . . .	4,102.28
Lloyds & National Provincial Foreign Bank Ltd., Geneva (debit balance). . . . .	<u>313.60</u>
Lloyds & National Provincial Foreign Bank Ltd., Geneva ( <i>compte bloqué francs belges</i> ) . . . . .	126.35
Lloyds & National Provincial Foreign Bank Ltd., Geneva ( <i>compte bloqué dollars</i> ) . . . . .	947.50
Bank of London & South America, New York:	
Humanitarian Account. . . . .	\$9,288.51      40,087.35
Saar Account . . . . .	\$15,757.75      67,915.90
Bank of London & South America, Lisbon . . . . .	Nil.
Den Norske Creditbank, Oslo. . . . .	Kr. 274,965.27      274,965.30

Countries in Europe still collecting the Nansen stamp and remitting its product to the Humanitarian Fund are: Ireland, Sweden, Switzerland and United Kingdom.

Grants-in-aid to relief bodies in Switzerland for assistance to destitute Nansen refugees in that country have been maintained on the same level.

#### IV. REFUGEES FROM GREATER GERMANY

(a) The problem of refugees from Greater Germany originated in the persecution of persons by the Nazi authorities on account of their race, religion or political opinions. About 90% of the victims were Jews. Before the war, about 400,000 had left their country of origin and several thousands more were able to leave between September 1939 and the autumn of 1941. After the latter time, few were able to escape and, meanwhile, many who had obtained asylum in the countries of Europe again came under Nazi subjection. A few thousands escaped to neutral countries and some were able to conceal themselves in the countries of asylum; but the majority were enslaved, deported and persecuted, and most of them were done to death in the most terrible circumstances. It will perhaps never be known how many perished, but the comparatively small number of those who remain gives terrible evidence of the relentless fury with which extermination was practised. The figures available indicate that there may be from 125,000 to 140,000 Jews of German and Austrian origin who are not as yet permanently established. They are scattered over many countries. The largest single group is in the United Kingdom. Including those who enlisted in the British forces within the United Kingdom and elsewhere, the number is between 50,000 and 60,000. No decision of policy regarding their future has yet been announced by the British Government. Some of the former Austrians will wish to return to Austria; very few of the Germans will return to Germany. About a quarter of the remainder will wish to emigrate, while the rest would like to remain in the United Kingdom if they are allowed to do so. Their record during the war has been excellent, many having given a good account of themselves in the Army, while those capable of work have contributed in one way or another towards the war effort. The great majority of them would make good citizens.

The second largest group is in the Far East, and numbers about 20,000, most of whom are in Shanghai. For the most part they were there before the war, and the majority are over middle age.

There are some 2,000 in Spain and Portugal, and about 3,000 in Italy. In Sweden, there are 3,000 who have been there since before the war, while another 2,000 have recently returned to Denmark, whence they fled in 1943 and were given asylum by the Government of Sweden, which has uniformly showed the most liberal treatment towards refugees of all classes. Switzerland has shown equal generosity and, among the large number of persons to whom she has given refuge before or during the war, there are still about 8,000 refugees from Greater Germany.

The reports regarding France, Belgium and Holland are not yet final, as there is reason to believe that there are some who, for various reasons, have not yet revealed their real identity. Approximate estimates are 15,000 in France, 6,000 in Belgium, and 3,000 in Holland. No figures are available for the countries of Eastern Europe, but it is improbable that there are more than 5,000 in all these countries. Very few have, so far, been found in the areas of Germany and Austria occupied by the American and British armies, and it may be doubted whether the number will exceed 5,000.

In addition to the above, there are small groups in a number of countries—*e.g.*, North Africa, India, Canada, Australia, South Africa and the West Indies—amounting in all to perhaps 8,000.

It has been possible to ascertain in a general way the wishes of a considerable proportion of the refugees. Many of those who were expelled from Germany and Austria for political reasons will return if conditions in those countries are reasonably favourable. The same is



true of Austrian Jews. Very few German Jews are, at present, prepared to go back, and they are averse from resuming German nationality where they have lost it even although this does not involve their return. Among those who are now in Western countries of Europe, or were given temporary asylum there before or during the war, there is a widespread feeling in favour of staying or returning there as the case may be, if they are allowed to do so. A considerable number wish to go to Palestine, and the number would be larger if there were more facilities. Immigration to the United States is still the first hope of some, but the difficulty and delay in getting visas during the war have made many change their minds.

(b) The problem of German and Austrian refugees is not numerically large. It is capable of solution by the three methods of, first, return to their former countries; second, absorption into countries of asylum; and third, individual emigration to other countries. The appropriate method will vary with the individual, the future conditions in Germany and Austria, the attitude of the Governments of the countries of temporary asylum, and the facilities for emigration, which for some time to come will depend not only on the policy of immigration countries, but also on means of transport, which is now a bottleneck.

It may be said generally that the countries of temporary asylum are showing sympathy and understanding. While in the present political and economic circumstances there is reluctance to make definite commitments regarding ultimate absorption, there has not been any strong pressure on the refugees to move elsewhere. Indeed, several countries—*e.g.*, Belgium and France—have allowed refugees who were there as temporary migrants before the war, and were displaced during it, to return, at any rate for the time being. Again, although in the confusion following liberation some refugees were, because of their origin, subject to denunciation and sometimes to positive disabilities, representations made on their behalf have been well received, and in most countries the position in this respect is now satisfactory. Inevitably there has been, and still is, much physical distress, especially among the Jews in the countries that were occupied by the Germans, but this has not been confined to refugees. The voluntary organisations, among which pride of place must be given to the Joint Distribution Committee of America, have been spending large sums on relief. The Intergovernmental Committee has undertaken programmes of assistance to the stateless in Belgium, France, Portugal and Spain and has given very considerable help in Roumania and Hungary. In the countries in which U.N.R.R.A. is operating, the refugees are included in general relief programmes, and if they have been displaced as a result of the war they are included in special measures for displaced persons.

(c) The information that has been received since the end of the European war bears eloquent testimony to the magnificent efforts made by various organisations, and many individuals, to save the persecuted. This is particularly true in regard to the children. Many thousands have been literally saved from death, for it is certain that few would have survived had they not been preserved in concealment. One of the most terrible features of the Nazi atrocities is that very few children have been found alive in the various concentration camps. I have seen many reports from which it is clear that they spared neither the children nor the aged. Their victims had little chance of survival unless they were able to work. Largely as a result of this inhuman policy, the number of refugee children for whom special provision will have to be made is not likely to be large. All Governments regard the care and welfare of their orphaned nationals as one of their first duties, and in several cases they are prepared to extend their guardianship to the orphans of refugees to whom they had given asylum. Several countries, among whom may be mentioned Australia, Brazil, France, Sweden, Switzerland and the United Kingdom, have offered temporary or permanent facilities to children for whom no other provision is at present available, and at the present time it would almost seem that the offers of hospitality may exceed the number of children who might take advantage of them. The Jewish community is doing everything possible for Jewish orphans, including the stateless, and in Belgium and France the Intergovernmental Committee is giving financial assistance to the latter class, thus relieving the burden on the voluntary organisations.

## V. GENERAL

Although strictly outside the scope of this report, a little may be said about the general problem which extends to categories not included in the mandate of the High Commissioner. The most striking feature of the situation arising out of the war is the emergence of a new class of homeless persons. Hitherto, the refugee has ordinarily been a person who is unable to return to his own country, because the Government is unwilling to receive him and to extend to him its protection. The present indications are that there will be few new groups of this kind left by the war. On the other hand, there are already several groups, one of which is at present a large one, of persons displaced by the war who are unwilling to return, although the Governments are prepared to receive them back. They are not stateless, since

they have not been deprived of their nationality or protection. They are sometimes described as "dissidents", a word which in present circumstances not inaccurately describes them. The causes which influence them in their unwillingness to return are various, and it is not within my province to say how far their apprehensions are justified. It would, in fact, be premature to express any view on the matter. In some cases, political developments will almost certainly have a powerful effect; in others, the conditions in their own countries are not sufficiently known to the dissidents for them to form a final opinion. It would therefore be wrong to regard all present dissidents as definitely non-repatriable. While there will be a nucleus of persons who, for good reason, will not be willing to return, it is likely to be very much below the figure of dissidents at the moment. It is very desirable that this should be so, for given security of life and liberty, and reasonable assurances of a free, contented and useful life, the best place for a displaced person in present circumstances is in his own country. This is the view of practically all the Governments concerned, and if they are able to remove the doubts and apprehensions which at present exist, there is no reason why the refugee legacy of this war should be very large. A favourable factor is the almost general demand throughout Europe for population and labour. No country can afford to dispense lightly with any of its nationals. In the most favourable circumstances, however, there is certain to be a very considerable number of homeless persons who will constitute a grave international problem of much complexity. It will, I believe, be kept within manageable proportions if, during the next few months, the various Governments exercise patience and understanding towards those of their displaced nationals who are hesitant and perplexed. It will be particularly necessary to establish among the Jews of Europe the assurance of security, tolerance and decency, which has been destroyed by the systematic persecution of them in countries occupied by, or allied to, the Germans. This has left the most bitter memories, and the number of Jewish refugees, apart from the particular group of those of German or Austrian origin, will depend largely to the extent to which confidence is restored in justice and humanity.

## VI. MISCELLANEOUS

Although hostilities in Europe had not ceased until some months after the close of the year under report, its approaching conclusion raised a number of questions requiring much time and attention. Among these may be mentioned questions of status and restitution. The restoration of communications with France and Belgium made possible the renewal of active work in those countries, both for the Nansen refugees and those of German and Austrian origin. In those countries, and also in Switzerland, relations were restored with the voluntary organisations, which have looked for advice and assistance on many matters. Many questions of common interest to the Intergovernmental Committee and the High Commission have been taken up in one capacity or other with the military authorities and U.N.R.R.A., and there have been many conferences requiring the presence of the Deputy High Commissioner or myself. Although the work in connection with refugees in the United Kingdom has been less exacting, continuous touch has been kept with the situation, and I was able to attend, as Chairman, most meetings of the Central Committee, which administers the Government grant.

The case of refugees detained in Mauritius, now happily settled, was pursued with the British Government and many enquiries in this connection were received from interested organisations. Individual cases have continued to give the Deputy High Commissioner a great deal of work, and he has been concerned with the British Treasury regarding the complicated question of remittances by persons in the United Kingdom to relatives elsewhere. The question of travel documents was taken up formally by the Intergovernmental Committee, but in this, as in many other cases, the work which Dr. Kullmann and I have done in connection with it is of very close concern to the High Commission.

The cordial relations with voluntary organisations have been cemented, and connections severed by the war have been renewed. Dr. Kullmann, who is a most valuable link with them, is held in the highest esteem. I wish again to pay a high tribute to the work which they have done, and once more to express my conviction that the solution of the refugee problem depends largely on their efforts, which deserve every support that can be given them.

## VII. ADMINISTRATIVE ACCOUNT

A summary of my Administrative Account for the year 1944 is given in the attached statement. My budget allotment was 115,700 Swiss francs, equivalent to £ 6,670 approximately, at the rate of 17.35 Swiss francs to the pound sterling. My total expenditure was £ 6,272, representing in round figures a saving of £ 400, or 6,940 Swiss francs. Little addi-

tional expenditure was incurred during the year arising out of the renewal of work in Belgium and France, but before the close of the year it was necessary to approach the Supervisory Commission with a request for an addition to my budget grant for the current year 1945. This was approved, and will enable the necessary work to be carried out in the two countries mentioned.

### VIII. CONCLUSION

I have already mentioned some of the good work done by my colleague Dr. Kullmann, the Deputy High Commissioner. In addition, I wish to record my high appreciation of his work, in connection with the re-establishment of the former arrangements in France. During three visits to France, he has achieved excellent results which are owing in no small degree to his personal relations with the French authorities, and the confidence with which they regard him. I wish also to thank the rest of the staff for their consistently good work.

*(Signed)* H. W. EMERSON.

### SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1944

#### *(Administrative Account)*

Budget allotment : Swiss francs 115,700, equivalent of £6,668 11s. 9d., at the rate of 17.35.

	Disbursements			Receipts		
	£	s.	d.	£	s.	d.
<i>Receipts :</i>						
From the Treasury of the League of Nations . . . . .				6,000	0	0
Balance at December 31st, 1943, transferred to 1944 . . . . .				<u>395</u>	<u>7</u>	<u>4</u>
				6,395	7	4
<i>Disbursements :</i>						
(Appropriate deduction has been made in each item for sundry receipts —e.g., payment by Intergovernmental Committee for accommodation, etc.)						
High Commissioner's salary . . . . .	2,262	0	0			
Head Office salaries . . . . .	3,043	0	0			
London Office : rent, heating, cleaning, electricity, gas . . . . .	636	11	7			
Travelling expenses . . . . .	183	0	11			
Office equipment . . . . .	55	15	0			
Petty cash . . . . .	36	0	0			
Telephone, telegrams, stamps. . . . .	54	12	11			
Banking expenses . . . . .	1	4	0			
	<u>6,272</u>	<u>4</u>	<u>5</u>			
Excess of credits from Treasury over expenditure . . . . .	123	2	11			
	<u>£6,395</u>	<u>7</u>	<u>4</u>	<u>£6,395</u>	<u>7</u>	<u>4</u>

### HUMANITARIAN ACCOUNT, 1944

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
1. Balance in hand on January 1st, 1944 . . . . .	407,113.09	<i>Grants :</i>	
<i>Less :</i>		For Nansen refugees (other than refugees from the Saar) . . . . .	4,300.—
Civil documents . . . . .	814.35	Travelling expenses . . . . .	3,710.20
Cables . . . . .	<u>591.15</u>	Bank charges . . . . .	128.05
	1,405.50	Printing of Nansen stamps. . . . .	}
	405,707.59	Grants made, but payments not confirmed, . . . . .	1,385.—
2. Income from Nansen stamps :			
Sold in Geneva . . . . .	5,600.—		
Sold in U.K. . . . .	<u>76.95</u>		
	5,676.95		
Carried forward	411,384.54	Carried forward	<u>9,523.25</u>

	Swiss francs		Swiss francs
Brought forward	411,384.54	Brought forward	9,523.25
3. Private contributions:		Balance in hand on January	
Fees from denationali-		1st, 1945 . . . . .	404,732.88
sation certificates . . . .	86.75		<u>414,256.13</u>
		Less:	
		Civil documents . . . . .	773.99
		Cables . . . . .	625.85
		Grants made, but pay-	
		ments not confirmed	1,385.—
			<u>2,784.84</u>
	<u>411,471.29</u>		<u>411,471.29</u>

SAAR ACCOUNT, 1944  
(No change from statement for 1943.)

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
Balance in hand on January 1st, 1944 :		Grants to Saar organisations in France . . . . .	—
Bank . . . . .	67,915.90	Grant made in 1940, but payment not confirmed . . . . .	750.—
Representative . . . . .	750.—	Balance in hand on January 1st, 1945 :	
		Bank . . . . .	67,915.90
		Representative . . . . .	<u>750.—</u>
			69,415.90
		Less: Grant made in 1940, but payment not confirmed . . . . .	750.—
	<u>68,665.90</u>		<u>68,665.90</u>

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1944

Date	Country	Nansen stamps sold in 1944 Swiss francs
January 21st, 1944	Ireland . . . . .	41.64
February 1st, 1944	Switzerland . . . . .	5,600.—
February 22nd, 1944	United Kingdom. . . . .	13.—
February 23rd, 1944	United Kingdom. . . . .	13.65
February 28th, 1944	United Kingdom. . . . .	4.33
April 30th, 1944	United Kingdom. . . . .	4.33
	Total . . . . .	<u>5,676.95</u>

STATEMENT OF GRANTS FOR 1944

Date	Country	Russian Swiss francs	Armenian Swiss francs	Total Swiss francs
May 16th, 1944	Switzerland . . . . .	1,650.—	500.—	2,150.—
October 1st, 1944	Switzerland . . . . .	1,650.—	500.—	2,150.—
	Total . . . . .			<u>4,300.—</u>

LEAGUE OF NATIONS

**INTERNATIONAL ASSISTANCE  
TO REFUGEES**

**Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.  
High Commissioner for Refugees**

March 11th, 1946.

**I. PRELIMINARY**

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938. The last report was dated June 25th, 1945, and so covered the first five months of 1945.<sup>1</sup> The present report covers the rest of 1945 and the first two months of 1946.

**II. NANSEN REFUGEES**

In the last report, an account was given of the resumption by the High Commissioner of the responsibility for Nansen refugees in France, which took effect from April 1st, 1945. M. Henri Ponsot, former Ambassador of France in Ankara, was appointed *Délégué général*, and the former representative, M. Marcel Paon, was appointed *Délégué général adjoint*. Good progress has been made in restoring normal activities. Many of the archives relating to Nansen refugees were concealed, during the occupation, in various French towns. These have been collected and re-grouped; a few which were damaged have been restored. The result is that the records are complete — a matter of great importance, since many of them relate to the status and personal interests of individual refugees. During the occupation, many lost their certificates of status, or for reasons of safety had to destroy them, this being particularly the case in regard to those who were deported or had to flee from France. There have therefore been many applications for the issue of new certificates, the majority of them genuine, and these it has been possible to substantiate from the old records. There have also been some applications from displaced persons unwilling to return to their own countries, who hope to conceal their nationality by securing Nansen certificates. These have required very careful examination, which has been carried out by the Delegation, no claim being admitted unless it was satisfactorily established. The disturbance of normal conditions created by the war was also responsible for an abnormal number of applications for exemption from identity fees and the tax on Nansen certificates. For similar reasons, there has been a progressive increase in the number of civil documents which have been presented for authentication. For some months immediately following the liberation, economic conditions in France were specially unfavourable to the refugees. The scarcity of raw materials, the dislocation of transport, the return of large numbers of prisoners of war and deportees caused much unemployment in the civil population. The refugees were inevitably among the first to suffer and, while the various departments of the Government have been sympathetic towards the many representations made by the Delegation, there has been a great deal of distress. This has decreased to some extent as general conditions improved, but it is still serious. Its effects are accentuated by the hardships suffered by many of the refugees during the occupation. The need for relief has been greatest among children, the aged and the sick. No distinction has been made by the French Government between refugees and nationals who

<sup>1</sup> See document C.79.M.79.1945.XII.

were deported or taken prisoners of war. On repatriation, all have been entitled, in principle, to the same benefits from the State, but in other respects the refugees have been far worse off than French citizens. On return they often had no homes to which to go, no relations to help them, and no reserves of clothes or other necessaries. In some cases they had not the necessary means to use the food coupons distributed to all repatriates. Many of the intellectuals of the Russian migration lost their means of livelihood during the war, and few of them have been able to find new ones. This class contained a number of Jews who were the victims of ruthless persecution, and only those remain who were able to conceal themselves or leave the country. The aged also have suffered severely, but the Government now gives assistance towards the upkeep of approved homes for the aged and the maintenance of the occupants. Several homes have been approved, but the number is only sufficient to provide for a small proportion of those requiring relief. On the whole, the Armenians are better off than the Russians, since they have access to larger private resources both inside and outside France. There is, however, some distress among them, particularly among the aged and infirm.

Most of the private refugee organisations which did such good work before the war have resumed their activities, but they have been much hampered by the lack of funds. It will be remembered that the income from the Nansen stamps is allocated for humanitarian purposes, one-half being credited to the Humanitarian Account of the High Commissioner and the other half to the Allotment Committees. These have been re-established since the end of the war, there being one for Russian refugees and another for Armenians. During the occupation, the Nansen stamp was replaced by a stamp bearing another title, but the Nansen stamp has now been restored. The sum of nearly 2 million francs had remained unallocated from the proceeds of the former stamp, and the French Government generously placed this again at the disposal of the Delegation for distribution. The income from the Nansen stamps for the half-year beginning April 1st, 1944, was just over 1 million francs. Figures for the last quarter of 1945 are not yet available. The sums which are thus made available for distribution to voluntary organisations are of great assistance and without them they would have great difficulty in continuing their work, but they are only sufficient to relieve the worst needs.

As mentioned in the last report, the Central Offices for Russian and Armenian refugees have been re-opened. These enjoy an independent status, although they are under the administrative system of the French Government and the High Commissioner. They are concerned with the general interests of the refugees and, in particular, they do much of the preliminary work of checking applications for the issue of new documents and in the examination of documents requiring authentication. Previous to the war they were self-supporting, their funds being derived from private sources. These funds were exhausted during the war, and the reconstitution of the offices has been made possible only by the generosity of the French Government.

During the war, the Saar refugees were dispersed throughout France, most of them in hiding. The majority of them wish to return to the Saar, and some have already done so. Some assistance has been given from the Humanitarian Fund of the High Commissioner, and it is proposed to give more in order to enable those who wish to do so to return to their own country. Help is also being given towards the relief of urgent needs.

Soon after the end of hostilities in Europe, reports were received that there were groups of Russian Nansen refugees among the displaced persons in the zones of Western Germany and that many of these were in need of assistance. It was therefore decided to appoint a representative whose first duty would be to make a survey of the situation. We were very fortunate in obtaining the services of Captain Yves Le Vernoy, who has a most distinguished record of service in the Resistance Movement, being awarded the highest decorations. He was quick in establishing cordial relations with the military and occupation authorities and with U.N.R.R.A., and was able to make a very valuable estimate of the position. He found considerable groups of Nansen refugees in the American zones of Germany and Austria, small groups in the other zones and scattered units throughout Western Germany. There has not yet been a full enumeration, but the total number of refugees is not less than 20,000 and may be as high as 25,000. Less than half are in assembly centres, the remainder living usually in groups, but sometimes in family units among the German or Austrian population. They have been displaced from Yugoslavia, Czechoslovakia, Roumania and the Balkan States, and from their former places of residence in Germany and Austria. They are a cross-section of Russian refugee society; there is a small element of intellectuals, a few doctors, teachers and other professional men, quite a large number of engineers, technicians and skilled artisans and a big group of lumbermen; the rest, representing the majority, are agriculturists and unskilled labourers. Generally, they do not wish to return to their former countries of origin or settled residence.

The fact that the groups are scattered over large areas complicates the organisation of an efficient service for them, and it has been necessary to establish several centres. These are at Rastatt, Munich and Salzburg, each centre being in charge of a *chef de poste* with an

assistant, so that when one of these officers is on tour the other can be at the local office. The headquarters of Captain Le Vernoy himself is at Munich. He spends a great part of his time on tour, visiting the camps, getting into touch with the outside groups and supervising the work of the *chefs de poste*. Since the staff also does work for the Intergovernmental Committee on Refugees, the expenditure is shared.

No responsibility has been assumed for material relief, but a considerable amount of clothing has been made available out of an allotment from the National Clothing Collection of the United States. Those inside the camps are better off than those outside as regards food, shelter and clothes, but, none the less, the majority prefer to remain independent and the morale is higher in spite of their impoverished condition. There are gratifying signs of a spirit of self-help. Some of the engineers have started small private enterprises; many of the young men are keen on vocational training and a beginning has been made with this; the teachers have organised schools or classes for the children; Captain Le Vernoy has been able to conclude contracts with some timber firms in Luxemburg which have given employment to a thousand lumbermen in the Black Forest; and although there is considerable reluctance to take work under the Germans, there is the desire to become self-supporting. These are the bright spots, but the general picture is sombre. There is insufficient employment with inevitable demoralisation; families have been broken up and there is great anxiety regarding the fate of relatives; material conditions are little, if any, above subsistence level and, above all, there is the uncertainty regarding the future. Most of the refugees wish to leave Germany or Austria, and many would like to leave Europe. Captain Le Vernoy has succeeded in obtaining the sanction of the French Government for the admission to France of a number of detached children and of a few adults. Otherwise, the work of re-settlement has hardly begun. The first step will be the registration and thorough survey of the refugees, with special reference to the matters which affect settlement — *e.g.*, education, qualifications, previous occupations, etc. A standard form has been approved and a sufficient supply of printed copies has just become available, so that the registration can now be put in hand. It will be carried out under the supervision of the staff, but the manual labour will be done by refugees themselves trained for the purpose. During the course of the registration, a thorough examination will be carried out of the question of status, since most of those claiming to be Nansen refugees are without documents and, although there is no doubt regarding the status of the majority, there will certainly be some false claims. This group of Nansen refugees displaced from their former countries of settled residence undoubtedly presents the most serious single problem, both as regards the protection of their political and legal rights and their future settlement.

There is a similar but much smaller problem in Italy. Previous to the war, there were about 500 Nansen refugees permanently resident in that country, most of whom were self-supporting. As a result of the war, some have lost their employment, and there is a good deal of distress. Following the surrender of Italy, there has been infiltration of several thousands of Russian displaced persons from other countries, mainly Yugoslavia and Czechoslovakia. These include perhaps 500 Nansen refugees. Some of them are in U.N.R.R.A. camps and are being cared for by that organisation, but there are some who are not being helped by U.N.R.R.A. and who are entirely without means of support. The Representative of the Intergovernmental Committee on Refugees in Italy (Colonel Tomlin) has been kind enough to watch the interests of the Nansen refugees on behalf of the High Commissioner, and during 1945 he distributed grants placed at his disposal from the Humanitarian Fund. Approximately £3,000 was spent during the year, and adjusted after its close, on the relief of some 80 families. A special grant was also made towards the education of children. Further contributions have been made during the past two months, but cannot be continued much longer for lack of funds.

An interesting development has been the grant of Italian citizenship to some 40 Nansen refugees and their families.

### III. HUMANITARIAN FUND

Statement 2 attached shows the receipts and expenditure of the Humanitarian Fund during 1945, so far as they have been brought to account. They do not, however, represent the complete transactions of the year, since figures have not yet been received relating to (a) revenue from Nansen stamps in France for the fourth quarter of the year and (b) the final distribution during the year of grants to voluntary organisations. The adjustment of the grants made towards the relief of Nansen refugees in Italy, amounting approximately to £3,000, was not made until after the end of the year. These grants, therefore, do not appear in the statement. It will be seen that the receipts from Nansen stamps were greater than for some years, but collections in France were still below the normal, although they are tending to increase.

Statement 5 shows the amount standing to the credit of the Humanitarian Fund in the various accounts according to the latest advices. They amount to 180,685.85 Swiss francs, and 319,451.68 Norwegian Kroner. Taking the exchange value of the Kroner at approximately 20 to the pound sterling, the total of the Fund, as shown in the bank advice accounts, is approximately 460,000 Swiss francs. Allowing for the items not included in those accounts, it is probable that the actual amount at the disposal of the High Commissioner at the beginning of the year was about 400,000 Swiss francs. The whole of this is, however, not immediately available, since, although the release of the considerable sum in Den Norske Creditbank, Oslo, has been agreed to in principle, the whole will not become available for several months. Since the end of the year, a sum of 100,000 Norwegian Kroner has been released and remitted to the account of the Fund in London. The Treasurer of the League kindly gave advice regarding the best disposition of the Fund, a large part of which had, during the war, been held in the United States. Action has been taken on that advice and, since the end of the year, the accounts in New York, both of the Humanitarian and the Saar Funds, have been transferred to Geneva. With the release of the funds formerly blocked, it will be feasible to make distributions during the present year on a more generous scale than has lately been possible and, since the need for relief in several directions is urgent, this will be done. The amount to the credit of the Saar Account at the end of the year is shown as 70,349.90 Swiss francs. Of this, the sum of 400,000 French francs has been placed at the disposal of the Delegation in Paris in order to assist Saar refugees in meeting the expenses of their return to the Saar, and also in meeting urgent cases of distress. It is probable that further grants will be necessary for these purposes.

#### IV. REFUGEES COMING FROM GERMANY, AUSTRIA AND THE SUDETENLAND

In my last report, I gave an appreciation of the problem, as it then appeared, of refugees from Germany, Austria and the Sudetenland. At least 90% of those who are still unsettled are Jews, and I may bring last year's appreciation up to date by giving extracts from a memorandum which I recently submitted to the Joint Anglo-American Committee of Enquiry, before which I gave oral evidence.

"...Previous to the war, about 250,000 of this group had been permanently settled. During the war perhaps 100,000 more have been permanently established. In September 1939, there was a large number in various countries of temporary asylum, and there was a considerable number left in Germany and Austria. Some were able to escape during the war either to neutral countries or to countries which were not occupied by the Germans. Many, however, were caught in occupied countries, and it is certain that a large proportion of these were exterminated. Some thousands, however, were able to conceal themselves with the assistance of friendly nationals.

"Members of this category who have survived but are not yet permanently settled, in the sense that they have not acquired a new nationality, are composed of:

"(i) Two large groups, (a) in the United Kingdom, and (b) in Shanghai;

"(ii) Smaller groups in various countries of Europe and elsewhere.

"(i) (a) The group in the United Kingdom is between 45,000 and 60,000. Recently, the British Government has announced its policy in regard to naturalisation and it is hoped that many of them will be absorbed.

"(i) (b) The group in Shanghai was believed to be between 20,000 and 25,000. Recent reports suggest it may be less than 20,000.<sup>1</sup> Their circumstances are now under investigation by the representatives of U.N.R.R.A. and of the Intergovernmental Committee on Refugees. It is probable that the majority will wish to leave Shanghai for countries of permanent settlement.

"(ii) Approximate estimates in various European countries are as follows:

Belgium . . . . .	6,000
France . . . . .	20,000
Italy . . . . .	4,000
Netherlands . . . . .	5,000
Spain and Portugal . . . . .	1,000
Sweden . . . . .	5,000
Switzerland . . . . .	15,000
Germany and Austria . . . . .	20,000-30,000
(including those who never left)	

<sup>1</sup> Still more recent reports indicate that the number of German and Austrian refugees in Shanghai is less than 10,000.



“There are also a few thousands, say 10,000 at a maximum, scattered in other countries, European and elsewhere. The size of the remaining problem, including the large group in the United Kingdom, may therefore be put at something between 160,000 and 200,000. As will be mentioned presently, this total number tends to exaggerate the nature of the remaining problem.

“The normal methods of attempting a solution of any refugee problem are the following:

- “(a) Return to the country of origin or settled residence;
- “(b) Absorption in the country of temporary asylum;
- “(c) Individual emigration to other countries;
- “(d) Large-scale or group settlement.

“(a) *Return.* With regard to the first, I hold very strongly the view that the return should be voluntary and that forcible repatriation is not only contrary to humanitarian principles, but incapable of translation into practice on a considerable scale. Voluntary return can give a considerable contribution to a solution only if the internal conditions are favourable. There should be security of life and property, full rights of citizenship, opportunities for re-establishment and reasonable prospects of being able to lead a useful and happy life. Where these conditions are satisfied, return is to be encouraged, but not enforced.

“(b) *Absorption.* Absorption has played a large part in the solution of refugee problems in the past, and should prove an important factor in the future. Naturalisation is usually preceded by a period of residence which in some cases may be unduly prolonged.

“(c) *Individual emigration* or infiltration has been the most important means by which migration and refugee problems have been solved.

“(d) *Large-scale or group settlement.* This is very expensive, and normally the cost is prohibitive. Many Governments dislike it and, usually, it has been successful only in exceptional circumstances — *e.g.*, where the refugees belonged originally to the country of settlement (Greeks from the territory acquired by Turkey after the Greco-Turkish war and settled in Greece), or in the case of Palestine, for Jews, where religious, historical and ideological influences inspire the colonists and encourage large contributions of capital.

“The practical application of the above methods may be illustrated by the category of Jewish refugees coming from Germany, Austria and the Sudetenland.

“(a) *Return.* The question of return has arisen only with the defeat of Germany. The general position at present is that very few Jews are willing to return to Germany, but there are a few who are willing. As economic conditions improve and a sense of security is established, there may be more, especially if provision is made for restitution. Up to the present, there has been little inducement to Jews to return.

“There is much greater willingness to return to Austria in spite of prevailing conditions in that country. About 2,000 are said to be willing to return from the United Kingdom, much the same number from France and smaller numbers from the Western countries of Europe. Given favourable conditions, this movement should increase.

“(b) *Absorption in countries of temporary asylum.* The Governments of Australia and Canada have made declarations of policy which should result in the absorption of those German and Austrian refugees who were admitted on a temporary basis. The Government of the United Kingdom has recently declared its policy on naturalisation, which, though not exhaustive, should result in very considerable absorption. The countries of Western Europe have not declared their policies. Since the end of the war, they have shown a liberal attitude in allowing refugees to stay and in receiving back those previously resident there who were displaced by the war. One hopes that ultimately there will be considerable absorption. The prospects in Sweden are definitely good. Italy has offered rights of citizenship on a selective basis, but little advantage has been taken so far of this offer. Switzerland has always made it clear that she could not absorb those to whom she had given asylum. On the whole, absorption has been, and may still be, an important factor.

“(c) *Individual migration or infiltration with a view to, and prospects of, early citizenship.* This has made by far the largest contribution up to date towards the permanent establishment of about 350,000 individuals of this category, of whom at least 90% are

Jews. Many countries have contributed — the United States, the countries of South America, the British Empire and Colonies, various countries of Europe, etc. Even where, as in the case of Australia, the Government agreed to take a fixed number over a period of years, the process was by individual selection and establishment and not by group settlement.

“(d) *Large-scale or group settlement.* Palestine alone has made a contribution of any size. Many other schemes were examined before the war, but they were found to be either too expensive or impracticable for other reasons, or could not be put into operation because of the outbreak of hostilities.

“I stated above that the size of the remaining problem of this category might be put at something between 160,000 and 200,000. A large number of these, however, are in process of absorption; some at least of those still in Germany and Austria (20,000 to 30,000) will wish to stay there; the re-opening of emigration to the United States will be of great assistance since the quota for Germany and Austria is approximately 27,000; some will return to Austria and a few to Germany; facilities for the reunion of families will assist some, and it may be hoped that others who wish to go to Palestine will get certificates. There will remain difficult pockets in some places — *e.g.*, Switzerland and Shanghai — and a complete solution will take time, but a solution of the problem of this category is attainable and would be almost within sight if it stood alone.

“Some words of caution are, however, necessary before the experience of this category is applied to other Jewish categories. Migration from Germany began soon after 1933. It was intense after 1937. It has taken at least ten years to achieve the results secured. The persons were the victims of a persecution which shocked the conscience of the world, and which resulted in a very considerable response to appeals for asylum. Continuing persecution is not a well-marked feature of the prevailing situation. Moreover, hard as the facts are, it would be misleading not to recognise that, for various reasons, there are many countries which are reluctant to increase the Jewish element in their population, and that group settlement of Jews does not appear to be a practical proposition except in Palestine. Moreover, the reluctance of Governments is apt to increase in proportion to the size of the problem. The wishes of the individuals themselves are also a relevant factor.

“The problem of German and Austrian refugees may prove to be more tractable than that of other categories, because they were, and are still, less intent on a single destination — namely, Palestine — than some of the new groups. Many of those who wished to go there were able to satisfy their wishes while certificates were still obtainable. The information available goes to show that, among those belonging to this group and not yet permanently established, there are comparatively few who give Palestine as their first choice. A survey carried out by voluntary organisations in the United Kingdom gave the following results. About 75% wished to stay in the United Kingdom; of the remaining 25% about one-half elected for emigration to the United States or Canada and the remaining half, namely 12½%, for Palestine. A comprehensive survey carried out by the International Migration Service in Switzerland showed a surprisingly low proportion of German and Austrian refugees who gave Palestine as their first choice, but probably the lack of facilities had something to do with this, since there was a similar low proportion in regard to the United States of America. Of those now in the Western countries of Europe, the majority wish to stay there if they have the opportunity, with the United States as the second priority; of those who wish in any case to leave these countries, the United States is the first priority. The choice of Palestine depends on individual religious and ideological convictions. The majority of those now in Sweden wish to stay there, with the United States as the second priority. Of those in Switzerland, Portugal and Spain, the order of preference is probably: (i) the countries of Western Europe if they were there previously to the war, (ii) the United States, (iii) Palestine.

“The above is a broad generalisation subject to individual exceptions, and also dependent on facilities available.”

Although, as regards numbers, the residual problem of this particular category of refugees is not large, there has inevitably been great distress among those who, during the war, were in countries occupied by the Germans. As a rule, their survival was due only to the fact that they were able to remain in concealment. They lost their homes, their occupations and their property and so have been most adversely affected by the economic conditions which succeeded liberation. Although the Governments concerned have been sympathetic, employment has been difficult, and for those who were previously in business or trade, rehabilitation is a slow process. Very substantial assistance has been given by the Intergovernmental Committee on Refugees, which is carrying out programmes of relief in Belgium,

France, Italy, the Netherlands, Portugal and Spain. It is also assisting in the transportation of those who are able to obtain opportunities for settlement elsewhere. Until recently, the opportunities for emigration have been few, and the movement has been mainly in the form of return of refugees to countries of asylum in which they were resident before the war. Within the past few months, however, the Government of the United States of America has relaxed the restrictions which were enforced during the war and the pre-war quota is now operative. For persons whose countries of origin are Germany and Austria, this quota is in excess of 27,000 per annum and, although classes other than refugees are eligible, it is expected that many refugees will benefit. Towards the end of 1945, the Government of the United Kingdom declared its policy regarding naturalisation. While this will be on a selective basis and will, in particular, affect those who joined the military forces or otherwise assisted in the war effort or established industries in Great Britain, there is reason to hope that a considerable proportion of the large group now in the United Kingdom will gradually be absorbed. The Government of the United Kingdom has also granted special facilities to persons in Europe to join their near relatives in the United Kingdom. The Intergovernmental Committee on Refugees has commended this example to other Governments, and it is hoped that there will be a favourable response. As regards children, there have been more offers of asylum than the number of children available, and, on the whole, it may be said that the position in regard to them is very satisfactory.

The voluntary agencies have continued to do admirable work during a year that has placed a great strain on their financial resources, and also on the physical energies of the many workers.

## V. GENERAL

It is desirable to explain the present position regarding the refugee problem in general. On the initiative of the Government of the United Kingdom, the question was raised in the First Session of the General Assembly of the United Nations. A long and interesting debate took place on various aspects, and a resolution was adopted by the General Assembly referring the problem to the Economic and Social Council with certain recommendations. The Economic and Social Council in turn considered the reference by the General Assembly and adopted a resolution, the substance of which is cited below:

### “THE ECONOMIC AND SOCIAL COUNCIL,

“1. Considering that the General Assembly, on February 12th, 1946, adopted a resolution in the following terms:

### “ ‘THE GENERAL ASSEMBLY,

“ ‘Recognising that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognising the necessity of clearly distinguishing between genuine refugees and displaced persons, on the one hand, and the war criminals, quislings, and traitors referred to in paragraph (d) below, on the other:

“ ‘(a) *Decides* to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the Agenda for the First Session of the Council and for report to the Second Part of the First Session of the General Assembly;

“ ‘(b) *Recommends* to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and

“ ‘(c) *Recommends* to the Economic and Social Council that it take into consideration in this matter the following principles:

“ ‘(i) This problem is international in scope and nature;

“ ‘(ii) No refugees or displaced persons who have finally and definitely, in complete freedom, and after receiving full knowledge of the facts including adequate information from the Governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognised or established as a result of the report

referred to in paragraphs (a) and (b) above, except in cases where the Government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;

“(iii) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above;

“(d) Considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings, and traitors, in conformity with present or future international arrangements or agreements;

“(e) Considers that Germans being transferred to Germany from other States or who fled to other States from Allied Troops do not fall under the action of this declaration in so far as their situation may be decided by Allied Forces of Occupation in Germany, in agreement with the Governments of the respective countries;”

“ESTABLISHES A COMMITTEE ON REFUGEES AND DISPLACED PERSONS.

“2. The function of the Committee shall be to carry out promptly a thorough examination in all its aspects of the problem of refugees and displaced persons of all categories, and to make a report thereon to the Council at its Second Session.

“3. In making this examination and in preparing its report, the Committee shall take into consideration the principles set forth in paragraphs (c), (d) and (e) of the resolution of the General Assembly cited above. It shall take into account the verbatim records with regard to refugees of the Third Committee of the General Assembly. It shall further take into account the unanimous expression in the Report of the Third Committee of the General Assembly of its sympathy with the Spanish Republican refugees, and its strong view that the Economic and Social Council should examine their case with particular care and attention.”

It will be seen that a special Committee of Enquiry has been set up which is to carry out a thorough examination in all its aspects of the problem of refugees and displaced persons. The Special Committee is to report to the Economic and Social Council, which in turn is to report to the Second Part of the First Session of the General Assembly, which, as at present arranged, will be convened on September 3rd, 1946. Decisions on policy are therefore not likely to be reached until some time in September and, assuming that an international body is established or recognised as responsible for refugees and displaced persons, it is unlikely to commence operations much before the end of the year.

The Special Committee consists of twenty Governments and, as Director of the Intergovernmental Committee on Refugees, I have been invited to attend its sessions in a consultative capacity.

During the debates in the General Assembly, the Nansen refugees were mentioned on several occasions, and there is no reason to suppose that they, and also the category of refugees from Germany, Austria and the Sudetenland, will not be included within the mandate of the international body that may be recognised or established. It will be my duty, as High Commissioner, to see that the interests of these groups are fully represented before the Special Committee. It may be expected that, through the new refugee organisation, the continuity of international protection of refugees which was the creation of the League of Nations will be preserved. This, indeed, should be among the most important functions of any international authority and the principle is so well established that its acceptance may be assumed. During the transitional period before the international body assumes charge, the group of German and Austrian refugees will continue within the mandate of the Intergovernmental Committee, and their interests are therefore safeguarded. There is no corresponding provision for the Nansen refugees, and for this reason it has been suggested that, if feasible, the functions of the High Commissioner should continue, within the sanctioned budget allotment for 1946, until the end of 1946, or until such earlier date as the new international body may assume responsibility.

## VI. ADMINISTRATIVE ACCOUNT

A summary of my Administrative Account for the year 1945 is given in statement 1 attached. My original allotment was 115,700 Swiss francs, but when, after the liberation of France and Belgium, it became possible to resume activities in those countries, I applied for a supplementary grant of 67,000 Swiss francs, which was approved by the Supervisory Commission. My total budget allotment was thus 182,700 Swiss francs. My expenditure was equivalent to approximately 169,000 Swiss francs, leaving a saving of 13,700 Swiss francs.

VII. CONCLUSION

I wish again to record my high appreciation of the work done during the year by the officers and staff. Dr. Kullmann, Deputy High Commissioner, has an international reputation in all matters relating to refugee questions, and I hope that advantage will be taken of his services in any new arrangements that may result from the examination of the general problem which is about to take place. The Delegation in France has had a great deal of work to do in restoring normal procedure and activities, and it has done it well. Captain Le Vernoy, the Representative in Germany and Austria, has shown great energy and administrative ability in dealing with the problem of Nansen refugees in those countries. I wish to thank my personal assistant, Miss Shapland, for her excellent work.

*(Signed)* H. W. EMERSON.

1. STATEMENT OF RECEIPTS AND EXPENDITURE FOR THE YEAR 1945  
Administrative Account.

	<i>Receipts.</i>			<i>Expenditure.</i>		
	Swiss francs	£	s. d.	Swiss francs	£	s. d.
<i>Receipts:</i>						
Balance on January 1st, 1945 . . . . .		123	2 11			
Remittances from Geneva {			6,500 0 0			
1— to Headquarters . . . . .						
2— to Paris . . . . .	51,024.30					
3— to Brussels . . . . .	3,488.—					
Sale of stamps {						
1— France . . . . .	13,328.90					
2— Belgium . . . . .	265.95					
<i>Expenditure:</i>						
<i>Headquarters:</i>						
High Commissioner's salary . . . . .				2,262	0 0	
Head Office salaries . . . . .				3,304	16 8	
Rent, cleaning, heating, lighting . . . . .				309	15 9	
Travelling expenses . . . . .				60	18 4	
Office equipment . . . . .				125	8 10	
Petty cash . . . . .				37	0 0	
Telephone, telegraph, stamps, etc. . . . .				59	7 11	
Banking expenses . . . . .					16 0	
<i>Representatives:</i>						
Western Zones of Germany and Austria . . . . .				380	0 0	
Greece (balance due for 1940/41) . . . . .				70	8 8	
France . . . . .	51,828.20					
Belgium . . . . .	2,413.35					
Total expenditure . . . . .				54,241.55	6,610 12 2	
<i>Balances on January 1st, 1946:</i>						
Headquarters . . . . .					12 10 9	
France . . . . .	12,525.—					
Belgium . . . . .	1,340.60					
	<u>68,107.15</u>	<u>6,623</u>	<u>2 11</u>	<u>68,107.15</u>	<u>6,623</u>	<u>2 11</u>

## 2. Humanitarian Fund — RECEIPTS AND EXPENDITURE DURING THE YEAR 1945

<i>Receipts.</i>		<i>Expenditure.</i>	Swiss francs
Income from Nansen stamps:	Swiss francs	<i>Grants:</i>	
Sold in Geneva . . . . .	11,200.—	To Nansen refugees other than in France . . . . .	7,465.07
„ „ United Kingdom . . . . .	2,070.18	Allocations to organisations in France . . . . .	40,814.10
„ „ France . . . . .	34,152.60 <sup>1</sup>	Banking charges (including printing of Nansen stamps) . . . . .	822.33
	<u>47,422.78</u>	Refund Civil documents . . . . .	26.02
Civil documents . . . . .	8.66	„ Cables . . . . .	8.87
Cables . . . . .	160.69		
Denationalisation certificates . . . . .	351.53		
	<u>520.88</u>		
	<u>47,943.66</u>	Total . . . . .	<u>49,136.19</u>

<sup>1</sup> Statement for fourth quarter of 1945 not yet in hand.

## 3. Humanitarian Fund — STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1945

Date	Country	Swiss francs
January 16th . . . . .	United Kingdom (for Sweden) . . . . .	1,980.65
February 1st . . . . .	„ „ (for Ireland) . . . . .	48.57
March 26th . . . . .	Switzerland . . . . .	5,600.—
March 27th . . . . .	United Kingdom (for India) . . . . .	7.15
May 24th . . . . .	„ „ „ „ . . . . .	4.54
October 1st . . . . .	„ „ „ „ . . . . .	29.27
December 3rd . . . . .	Switzerland . . . . .	5,600.—
Second and third quarters <sup>1</sup> . . . . .	France . . . . .	34,152.60
	Total . . . . .	<u>47,422.78</u>

<sup>1</sup> Statement of sale for fourth quarter of 1945 not yet in hand.

## 4. Humanitarian Fund — STATEMENT OF GRANTS FOR 1945<sup>1</sup>

Date	Country	Russian Swiss francs	Armenian Swiss francs	Sundry Swiss francs	Total Swiss francs
1945					
April 27th . . . . .	Turkey . . . . .	1,430.07			1,430.07
May 31st . . . . .	Switzerland . . . . .	1,650.—	500.—		2,150.—
July 24th . . . . .	Cyprus . . . . .	1,735.—			1,735.—
December 4th . . . . .	Switzerland . . . . .	1,650.—	500.—		2,150.—
Second and third quarters <sup>2</sup> . . . . .	France . . . . .	23,645.10	16,575.—	1,594.—	40,814.10
		<u>30,110.17</u>	<u>15,575.—</u>	<u>1,594.—</u>	<u>48,279.17</u>

<sup>1</sup> Grants made for relief in Italy are not included.

<sup>2</sup> Statement of grants for fourth quarter of 1945 not yet in hand.

## 5. Humanitarian Fund — BANK BALANCES

	Swiss francs
Lloyds & National Provincial Foreign Bank Ltd., London £196 3s. 8d. . . . .	3,395.55
Lloyds & National Provincial Foreign Bank Ltd., London — Gold bar . . . . .	60,917.30
Lloyds & National Provincial Foreign Bank Ltd., Geneva . . . . .	4,861.90
Lloyds & National Provincial Foreign Bank Ltd., Geneva ( <i>compte bloqué francs belges</i> ) . . . . .	126.35
Lloyds & National Provincial Foreign Bank Ltd., Geneva ( <i>compte bloqué dollars</i> ) . . . . .	947.50
Bank of London & South America, New York:	
Humanitarian Account <sup>1</sup> . . . . .	40,087.35
Saar Account <sup>2</sup> . . . . .	70,349.90
	<u>180,685.85</u>
Den Norske Creditbank, Oslo <sup>3</sup> . . . . . Kr.	319,451.68

<sup>1</sup> The balance of 40,087.35 Swiss francs has since been remitted to Geneva.

<sup>2</sup> Of the balance of 70,349.90 Swiss francs in the Saar Account, a sum of 400,000 French francs has been placed at the disposal of the High Commissioner's representative in Paris, with Lloyds & National Provincial Foreign Bank Ltd., Paris Branch, and the remainder remitted to Geneva.

<sup>3</sup> Of the balance of Kr. 319,451.68, a sum of Kr. 100,000 was remitted to the High Commissioner's Humanitarian Fund, in London, in February 1946.

Genève, avril 1946.

SOCIÉTÉ DES NATIONS

ASSISTANCE INTERNATIONALE AUX REFUGIES

Rapport soumis par Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,  
Haut Commissaire pour les Réfugiés.

E R R A T A

Page 2, 2<sup>ème</sup> alinéa, 12<sup>ème</sup> ligne:

*Lire* 1er avril 1945 au lieu de 1944.

5<sup>ème</sup> alinéa, 16<sup>ème</sup> ligne:

*Lire* Ils ont été déplacés ... au lieu de Ils ont été chassés ...

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XII. B. BUREAUX INTERNATIONAUX  
1946. XII. B. 1. Errata

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,  
High Commissioner for Refugees

E R R A T U M

Page 2, 2<sup>nd</sup> paragraph, 11<sup>th</sup> line :

*Read* April 1st, 1945 instead of 1944.

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