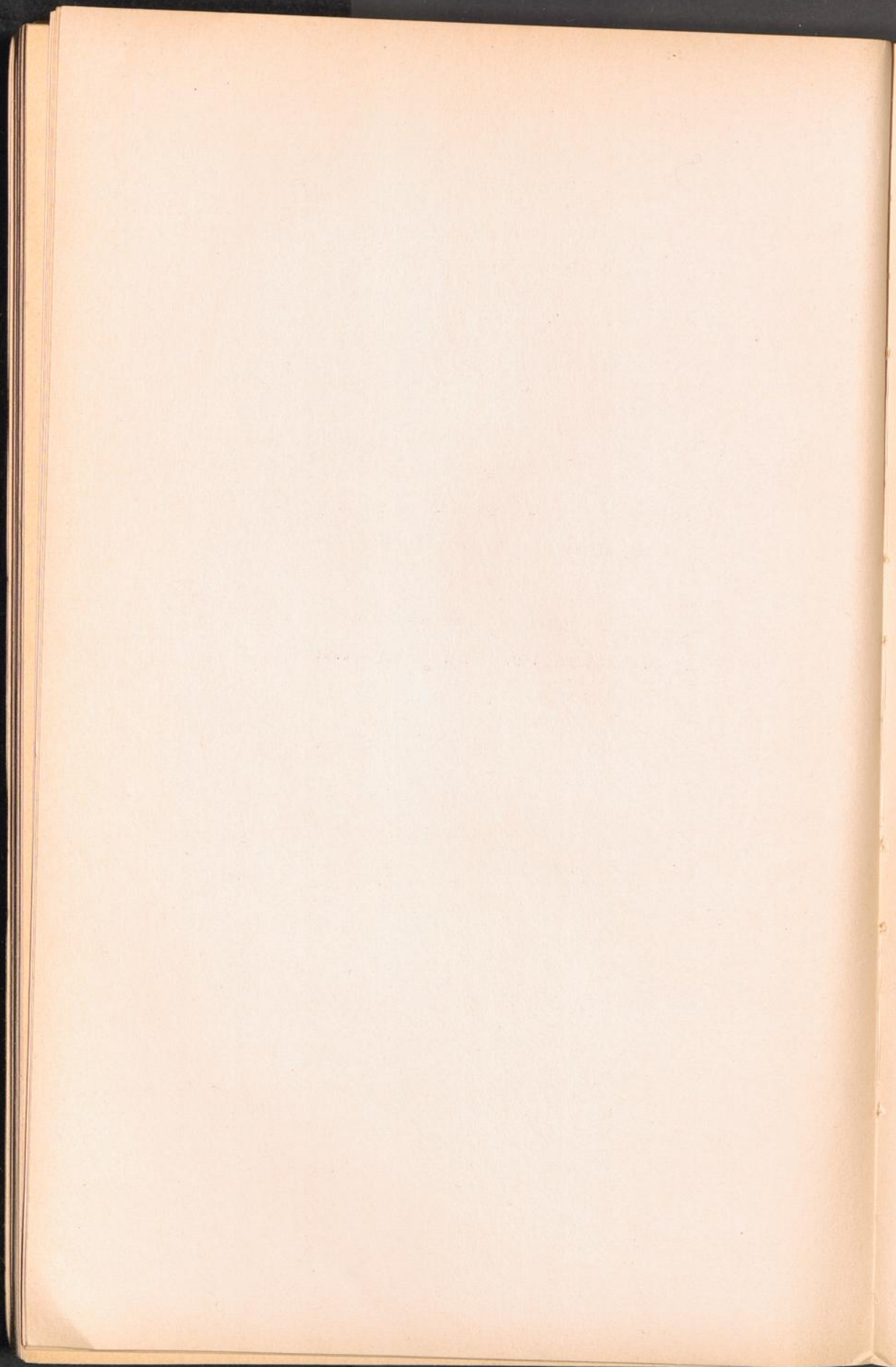


PART TWO

Report
submitted by the Commission of Experts
on Identity and Travel Documents
to the
Executive Committee
of the Intergovernmental Committee



Report of the Commission of Experts ¹.

I. — In the course of its Fourth Plenary Session, the Intergovernmental Committee adopted the following resolution, dated 17th August, 1944 :

“ The Committee, having examined the Memorandum of the Director and the Assistant Director, and recognising the need of an early examination of the question of the wider provision of internationally recognised identity and travel documents for persons coming within its mandate, whether stateless or not in fact enjoying the protection of any Government ;

“ Resolves :

“ 1. That the Director be instructed to invite the Governments of Argentina, Belgium, Brazil, Chile, Czechoslovakia, France, Poland, United Kingdom and the United States of America, to appoint experts to a Commission with power to add to its members, to be convened by him for the purpose of examining the question of the adoption and issue of an internationally recognised identity and travel document for stateless persons, or persons not enjoying in fact the protection of any Government ;

“ 2. That this Commission of Experts submit a report on its findings for the consideration of the Executive Committee ;

“ 3. That the Executive Committee be empowered, if it considers it desirable, to make Recommendations to various Governments.”

¹ The recommendations of this Report were unanimously adopted by the Executive Committee of the Intergovernmental Committee in the course of its meeting held on 2nd October, 1945.

II. — In pursuance of the above resolution, the Director of the Intergovernmental Committee convened a meeting of the Commission of Experts on Identity and Travel Documents for 28th August, 1945. The Commission was composed of M. J. Schneider and M. de Foy (Belgium), Senhor Francisco Eulalio do Nascimento e Silva (Brazil), Señor Don Santiago Rogers (Chile), M. Karel Vaněk (Czechoslovakia), M. Grammont, assisted at one of the meetings by M. Gauthier (France), Mr. C.D. Carew Robinson, C.B. and Mr. W. R. Perks (United Kingdom), and Mr. Richard A. Johnson (United States of America).

M. Burnay and M. Lacroix (U.N.R.R.A.) and Colonel de Watteville (International Red Cross Committee) took part, as observers, in the work of the Commission.

The Commission held five meetings in London, on 28th, 29th and 31st August, 1945. Mr. C. D. Carew Robinson, C. B., was appointed Chairman and Rapporteur. The Commission decided not to exercise its right of co-option.

III. — In order to facilitate the work of the experts, the Intergovernmental Committee sent them, on 7th August, 1945, a preliminary Report on the adoption of an identity and travel document for refugees coming within the mandate of the Intergovernmental Committee. This Report, which was compiled by the staff of the Intergovernmental Committee, contains approximately 160 pages and is divided into three sections. Section I provides a historical survey and analysis of international action previously taken in connection with the issue of identity and travel documents to refugees or to persons without nationality or of doubtful nationality. Section II is devoted to a study of the various questions relating to the adoption of an identity and travel document for the refugees referred to in the above resolution of 17th August, 1944. Section III contains a Preliminary Draft Arrangement and a specimen identity and travel document.

IV. — At the opening of its first meeting, the Commission heard statements by Sir Herbert Emerson (Director of the Intergovernmental Committee on Refugees) and Dr. G. G. Kull-

mann (Assistant Director), who stressed the practical need for the proposed document and defined the principal aspects of the problem before the experts. In the course of the brief general discussion which followed, the Commission decided to use the report mentioned in the preceding paragraph as a basis for its work.

In the course of its first four meetings, the Commission examined the Preliminary Draft Arrangement submitted by the Intergovernmental Committee. It has retained the general pattern of this Preliminary Draft and of the specimen document annexed thereto. Three amendments must however be mentioned. In the first place, the experts amended Article 1 of the Preliminary Draft Arrangement. As a result of this amendment, Article 1 now replaces, instead of merely supplementing, the clauses relating to the issue of a travel document which are contained in the Provisional Arrangement of 4th July, 1936, and the Convention of 10th February, 1938, concerning refugees coming from Germany and Austria. This amendment appeared necessary in view of the limited application of the Arrangement of 4th July, 1936, and of the Convention of 10th February, 1938. In the second place, and in order to avoid any confusion with the identity certificates issued to aliens in various countries, the experts have deemed it advisable to call the proposed document a "travel document" instead of an "identity and travel document". This has the added advantage of stressing its essential purpose. Thirdly, in order clearly to indicate the international character of the proposed document and its origin, the Commission considered that the title printed on the cover and on the first page of the specimen document should be modified to read: "Travel Document (Intergovernmental Arrangement of....., concluded under the auspices of the Intergovernmental Committee on Refugees.)" The other amendments made by the Commission are of a purely technical nature. The amended Draft Arrangement and specimen travel document are annexed to this report.

The Commission wishes to state that, in adopting Article 6, —which provides that, save in special or exceptional cases, the document shall be valid for the largest possible number of countries—it has taken into account, not only the need to make

it easier for refugees to find new homes, but also the interests of the countries of first refuge.

V. — The Commission noted that its terms of reference (paragraph 1 of the Resolution, dated 17th August, 1944, of the Plenary Meeting of the Intergovernmental Committee) referred to the question of the adoption and issue of a travel document. The Commission, while entertaining some doubts as to whether its powers are sufficiently wide for the purpose, ventures nevertheless to submit to the Executive Committee the following suggestions as to the procedure most likely to ensure an early and widespread adoption of the Draft Arrangement by the Governments concerned :

1. That, if approved by the Executive Committee, the Draft Arrangement and specimen travel document be communicated to Member Governments and to such non-member Governments as the Executive Committee may consider necessary ;

2. That, at the same time, the Governments referred to above be advised of the Intergovernmental Committee's intention to convene an Intergovernmental Conference for the purpose of the final examination and adoption of the Arrangement, and that they be invited to inform the Director of the Intergovernmental Committee whether they would be willing to participate in such a Conference ;

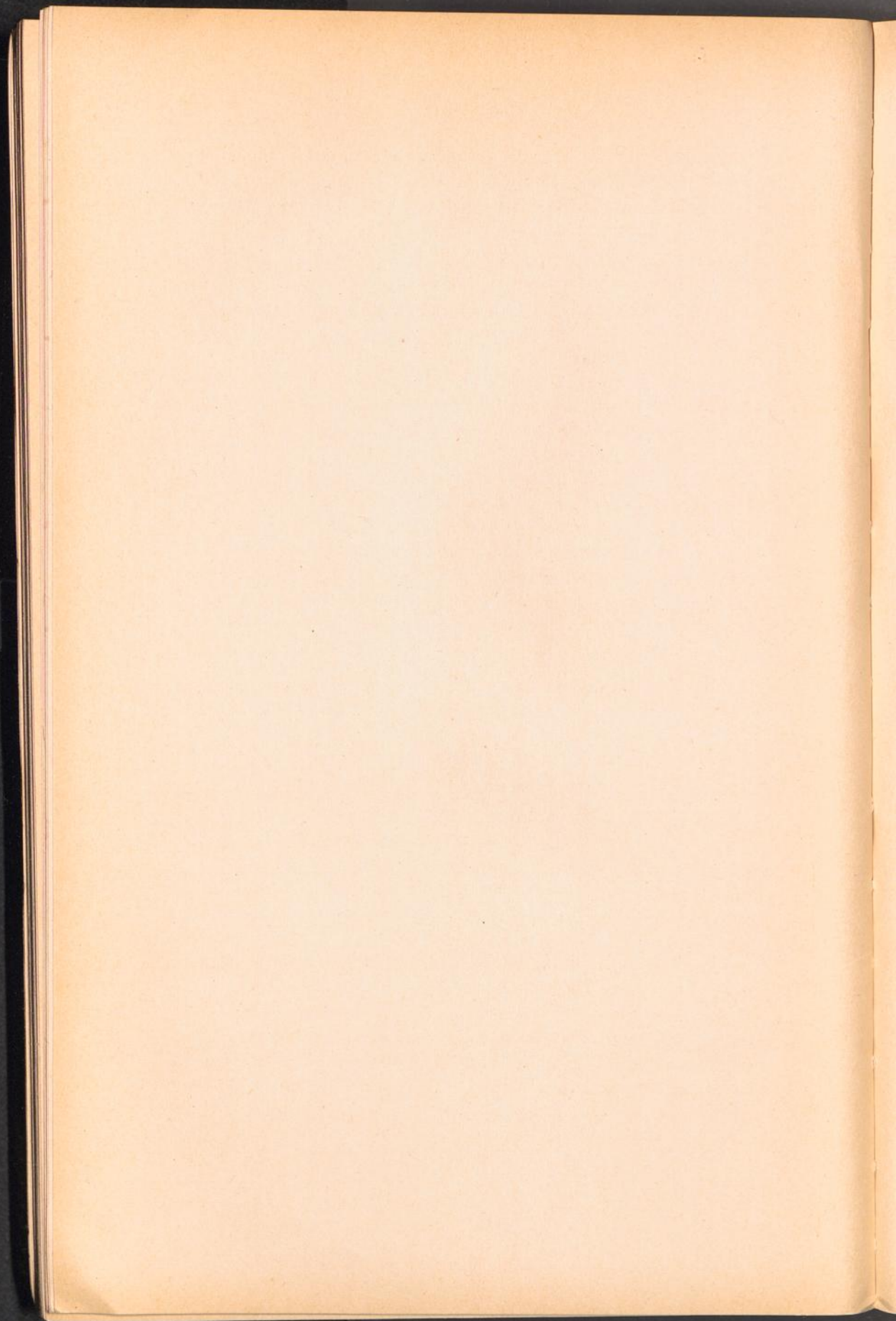
3. That in sending thereafter a formal invitation to the Governments which have intimated their desire to participate in the Conference, the Executive Committee invite the said Governments to empower their delegates to sign the Arrangement.

VI. — The Commission was unanimous in congratulating the Directorate of the Intergovernmental Committee on the remarkable preliminary Report on the adoption of an identity and travel document for refugees coming within the mandate of the Intergovernmental Committee, which had been submitted to the experts. In view of the great importance of this valuable

Report, which provides a very thorough and comprehensive study of the subject, the Commission recommends to the Executive Committee that it be printed and given the widest possible circulation.

31st August, 1945.

C. D. CAREW ROBINSON
Chairman and Rapporteur.



DRAFT INTERGOVERNMENTAL ARRANGEMENT CONCERNING THE
ISSUE OF A TRAVEL DOCUMENT TO REFUGEES COMING WITHIN
THE MANDATE OF THE INTERGOVERNMENTAL COMMITTEE

The Contracting Governments,

Having examined a Resolution adopted by the Intergovernmental Committee on Refugees at its Plenary Session on 17th August, 1944, and a Recommendation of the Executive Committee of the Intergovernmental Committee on Refugees, dated....., concerning the establishment of an identity and travel document for refugees coming within the mandate of the Intergovernmental Committee on Refugees,

Having regard to the international measures previously taken in the matter of identity and travel documents for certain categories of refugees,

Convinced of the necessity of taking similar measures on behalf of the refugees referred to in the above-mentioned Resolution and Recommendation, with a view, in particular, to facilitating the movement of these refugees,

Considering that the making of arrangements for the emigration of refugees who cannot be absorbed in the countries in which they have taken refuge is an essential part of the work undertaken for the benefit of the said refugees,

Have agreed as follows :

Article 1

Authority issuing
the document ; be-
neficiaries.

Subject to the further provisions laid down in Articles 2 and 16, a travel document, in accordance with the provisions of Article 3, shall be issued by the Contracting Parties to refugees belonging to categories which have been notified to the Governments concerned by the Intergovernmental Committee on Refugees as coming within its mandate, provided that the said refugees are stateless or do not in fact enjoy the protection of any Government, that they are staying lawfully in the respective territories of the Contracting Parties, and that they are not benefiting by the provisions regarding the issue of a travel document contained in one of the following Arrangements or Conventions : Arrangements of 5th July, 1922, 31st May, 1924, 12th May, 1926, 30th June, 1928, 30th July, 1935, and Convention of 28th October, 1933.

Article 2

Unlawful residence
of refugees.

As a transitional measure, the document referred to in Article 1 may, at the discretion of the Government concerned, be issued to refugees who, while fulfilling the other conditions laid down by the present Arrangement, are not staying lawfully in the respective territories of the Contracting Parties on the date of the coming into force of the present Arrangement, provided that they report themselves to the authorities within a period to be prescribed by the Government concerned and which shall not be less than three months.

Article 3

Specimen.

1. The travel document referred to in the present Arrangement shall be similar to the attached specimen (see Annex).

Languages.

2. It shall be made out in at least two languages—French, and the national language or languages of the authority which issues the document.

Article 4

Children.

Children under 16 years of age may be included on the document of either parent.

Article 5

The fees charged for issue of the travel document shall not exceed the lowest scale of charges for national passports. Fees for issue.

Article 6

Save in special or exceptional cases, the document shall be valid for the largest possible number of countries. Territorial validity.

Article 7

The document shall have a validity of either one or two years, at the discretion of the issuing authority. Period of validity-

Article 8

1. The renewal or extension of the validity of the document is a matter for the authority which issued it, so long as the holder resides lawfully in the territory of the said authority. The issue of a new document is, under the same conditions, a matter for the authority which issued the former document. (1) Renewal, extension or issue of new document by territorial authorities.

2. Diplomatic or consular authorities, specially authorised for the purpose, shall be empowered to extend, for a period not exceeding six months, the validity of travel documents issued by their Governments. (2) Extension by diplomatic or consular authorities.

Article 9

Each Contracting Party shall recognise the validity of the documents issued by the other Parties in accordance with the provisions of the present Arrangement. Recognition.

Article 10

The competent authorities of the country to which the refugee desires to proceed shall, if they are prepared to admit him, affix a visa on the document of which he is the holder. Entry visa.

Article 11

Transit visas.

The authorities of the territories to which the present Arrangement applies undertake to grant facilities for the issue of transit visas to refugees who have obtained visas for the territory of final destination.

Article 12

Fees for visas.

The fees for the issue of exit, entry or transit visas shall not exceed the lowest scale of charges for visas on foreign passports.

Article 13

Change of residence.

When a refugee has lawfully taken up residence in another territory to which the present Arrangement applies, the power to issue a new travel document will be transferred to the competent authority of that territory, to which the refugee shall be entitled to apply.

Article 14

Withdrawal of old document.

The authority issuing a new document shall withdraw the old document.

Article 15

Right to leave the country and authorisation to return.

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

2. The Contracting Governments reserve the right, in exceptional cases, to limit the period during which the refugee may return, the said period being not less than three months.

Article 16

Regulations relating to control of foreigners.

1. The present provisions in no way affect the laws and regulations governing the conditions of admission to, residence

and establishment in, and departure from, the territories of the Contracting Party to which the present Arrangement applies.

2. Nor do they affect the special provisions concerning persons coming under the present Arrangement in the territories of the Contracting Party to which it applies.

Special provisions.

Article 17

Neither the issue of the document nor the entries made thereon determine or affect the status of the holder, particularly as regards nationality.

Status of holder.

Article 18

The issue of the document does not in any way entitle the holder to the protection of the diplomatic and consular authorities of the country which issued it, and does not confer on these authorities a right of protection.

Protection.

Article 19

Travel documents issued before the entry into force of the present Arrangement to persons referred to in Articles 1 and 2 shall remain valid until they have expired.

Documents issued prior to coming into force of Arrangement.

Article 20

The present Arrangement, of which the English and French texts are both authentic, shall bear today's date and shall remain open for signature, in London, by the Members of the Intergovernmental Committee, as well as by those non-member Governments to which the Executive Committee of the Intergovernmental Committee on Refugees may decide to communicate a copy of the Arrangement for this purpose.

Signature of the Arrangement.

Article 21

The Director of the Intergovernmental Committee shall give notice of each signature received to all Governments mentioned in the preceding Article, specifying the date of its receipt.

Notification of signatures by the Director of the Intergovernmental Committee.

Article 22

Entry into force.

1. The present Arrangement shall come into force sixty days after the Director of the Intergovernmental Committee shall have received signatures on behalf of at least two Governments.

2. In respect of each of the Governments on whose behalf a signature is subsequently deposited, the present Arrangement shall come into force on the sixtieth day after the date of such deposit.

Article 23

Denunciation.

1. The present Arrangement may be denounced by any one of the Contracting Governments after the expiry of a period of one year as from the date on which it came into force in respect of the Government in question, by written notification addressed to the Director of the Intergovernmental Committee, who shall inform all Governments referred to in Article 20 of each notification, specifying the date of its receipt.

2. The denunciation shall come into effect six months after the date of its receipt by the Director, and shall operate only in respect of the Government which has transmitted such notification.

Done in London, the....., in a single copy, which shall remain deposited in the archives of the Intergovernmental Committee, and certified true copies of which shall be transmitted to all Governments referred to in Article 20.

Annex

SPECIMEN TRAVEL DOCUMENT

Note.—The document will be in booklet form and will contain the three special features described below, in order to prevent falsifications :

(a) The paper used will be of such a type as to preclude all risk of erasure or alteration with the aid of chemicals.

(b) The pages will be perforated in several places.

(c) The words “ Intergovernmental Arrangement of ” will be printed in continuous repetition on each page of the document.

I.

TRAVEL DOCUMENT

(Intergovernmental Arrangement of
concluded under the auspices of the Intergovernmental
Committee on Refugees.)

This document expires on unless its
validity is extended or renewed.

Name

Forename(s)

Accompanied by child (children).

1. The holder of this document comes within the mandate of the Intergovernmental Committee on Refugees.
2. This document is issued solely with a view to providing the holder with a travel document which can serve in lieu of a national passport, which he has been unable to obtain. It is without prejudice to and in no way affects the holder's nationality.
3. * (a) The holder is authorised to return to (State here the country whose authorities are issuing the document) at any time during the period of validity of the present document.
- * (b) The holder is authorised to return to (State here the country whose authorities are issuing the document) on or before (The period during which the holder is allowed to return must not be less than three months.)
- * *(The authority issuing the document will strike out whichever statement does not apply and fill in the blank(s) in the remaining statement.)*
4. The present document ceases to be valid if the holder enters territory. (Indicate, if necessary, the holder's country of origin.)
5. Should the holder take up residence in a country other than that which issued the present document, he must, if he wishes to travel again, apply to the competent authorities of his country of residence for a new document.

This document contains 32 pages, exclusive of cover.

2.

Civil status.....
Place and date of birth.....
* Place and date of marriage.....
Occupation.....
Present residence.....
* Maiden name and forename(s) of wife.....
* Name and forename(s) of husband.....
Name and forename(s) of father.....
Name and forename(s) of mother.....

Description

Height.....
Hair.....
Colour of eyes.....
Nose.....
Shape of face.....
Complexion.....
Special peculiarities.....

Children under 16 years of age

Name	Forename(s)	Place and date of birth	Sex
.....
.....
.....
.....
.....
.....
.....
.....

This document contains 32 pages, exclusive of cover.

* Strike out whatever does not apply.

3.

Photograph of holder

Finger-prints of holder (if required)

Signature of holder.....

This document contains 32 pages, exclusive of cover.

4.

1. This document is valid for all countries, with the exception of the country which may be indicated in No. 4 on page 1, and any other exceptions mentioned hereunder.

.....
.....
.....

2. Document or documents on the basis of which the present document is issued :

.....
.....
.....

Issued at

Date

Signature and seal of authority
issuing the document :

Fee paid :

This document contains 32 pages, exclusive of cover.

Extension or renewal of validity

Fee paid : From

To

Done at Date.....

Signature and seal of authority
extending or renewing the
validity of the document.

Extension or renewal of validity

Fee paid : From

To

Done at Date.....

Signature and seal of authority
extending or renewing the
validity of the document.

This document contains 32 pages, exclusive of cover.

6.

Extension or renewal of validity

Fee paid : From

To

Done at Date.....

Signature and seal of authority
extending or renewing the
validity of the document.

Extension or renewal of validity

Fee paid : From

To

Done at Date.....

Signature and seal of authority
extending or renewing the
validity of the document.

This document contains 32 pages, exclusive of cover.

(7-32)

Visas

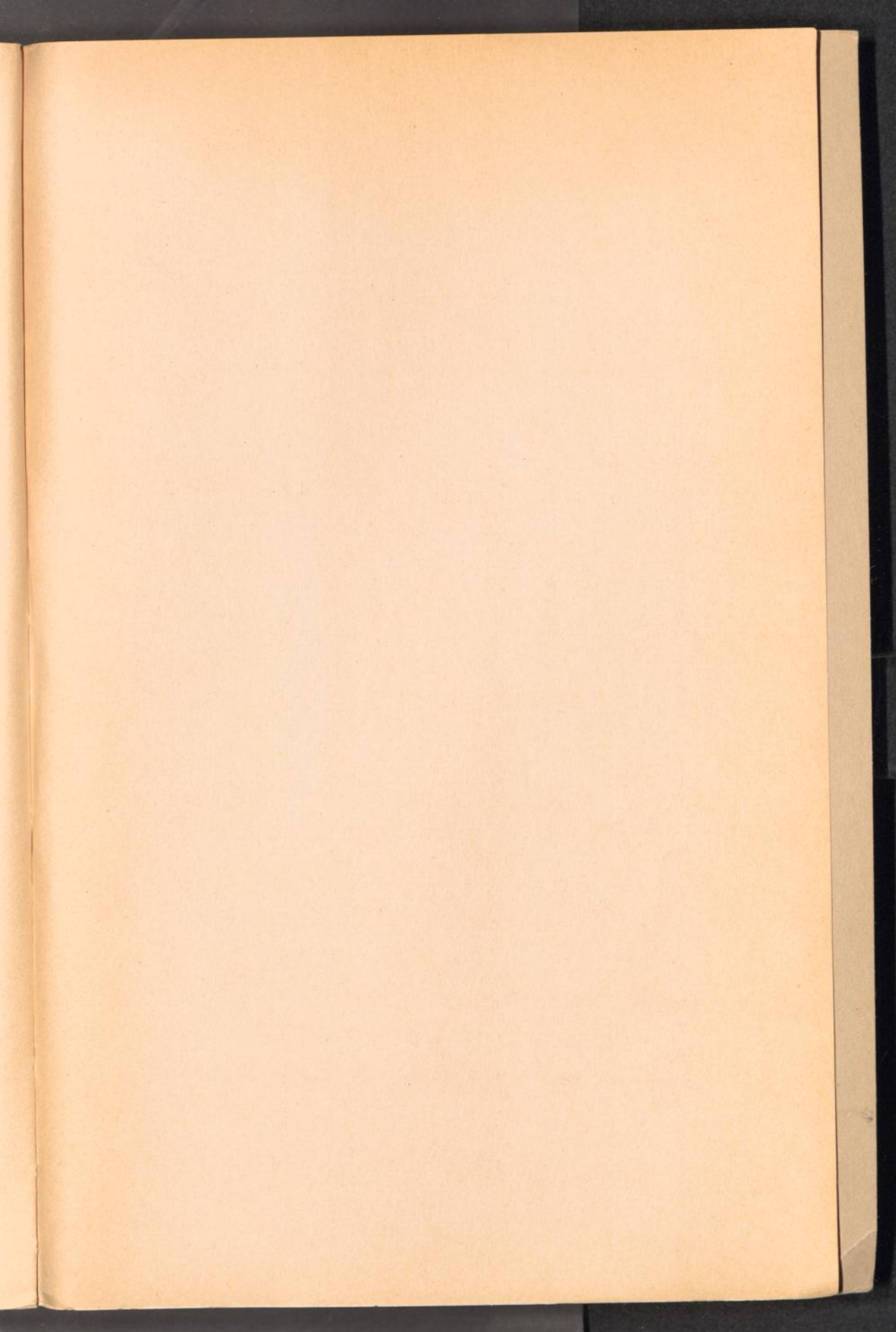
The name of the holder of the document must be repeated
in each visa.

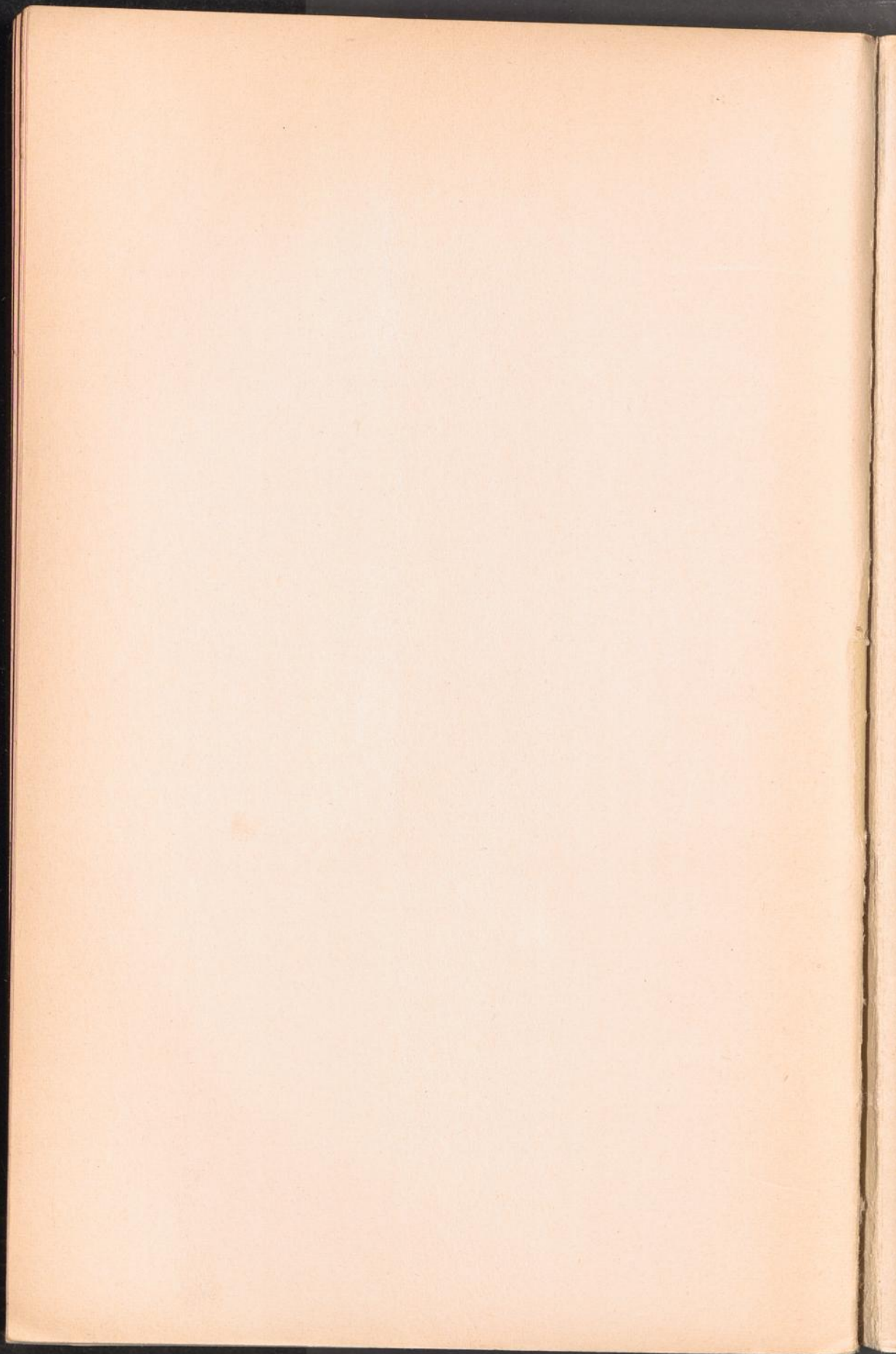
This document contains 32 pages, exclusive of cover.

THE UNIVERSITY OF CHICAGO

6

THE UNIVERSITY OF CHICAGO





AGENTS FOR THE SALE OF I.G.C. PUBLICATIONS

FRANCE : Editions Pedone, 13, rue Soufflot, Paris 5.

GREAT BRITAIN : George Allen & Unwin, Ruskin House,
40, Museum Street, W.C. 1.

*Publications may also be obtained from the following Offices
of the I.G.C. Resident Representatives :*

BELGIUM : 11, rue du Gentilhomme, Brussels.

EGYPT : 5, Sharia El Diwan, Garden City, Cairo.

SWITZERLAND : Palais Wilson, Geneva.

UNITED STATES OF AMERICA : Room 208, Dupont Circle
Building, 1344, Connecticut Avenue, Washington. D.C.

DÉPOSITAIRES DES PUBLICATIONS DU C.I.R.

FRANCE : Editions Pedone, 13, rue Soufflot, Paris 5.

GRANDE-BRETAGNE : George Allen & Unwin, Ruskin
House, 40, Museum Street, W.C. 1.

*On peut également se procurer ces publications auprès des
Délégations suivantes du C.I.R. :*

BELGIQUE : 11, rue du Gentilhomme, Bruxelles.

EGYPTE : 5, Sharia El Diwan, Garden City, Cairo.

SUISSE : Palais Wilson, Genève.

ÉTATS-UNIS D'AMÉRIQUE : Room 208, Dupont Circle
Building, 1344, Connecticut Avenue, Washington. D.C.