

pattern as described above for the supply function. That is, in the United States Zones of both countries IRO was responsible for the movement of supplies at all levels, whereas, in the British and French Zones, this service was performed largely by the Occupation Authorities. IRO transport in these latter Zones is largely limited to passenger vehicles for administrative staff. In other areas IRO has operated administrative vehicles, obtaining most load-carrying vehicles from civilian sources.

Procedures covering insurance and third-party claims have been developed and all IRO vehicles are insured against third-party risks either with commercial companies or through self-insurance, which is covered by a fund held at Headquarters, Geneva. During 1947/48, claims against the Organization payable under the self-insurance scheme amounted to \$14,000. A safety-first campaign instituted in May has produced excellent results.

SECTION VIII

Repatriation and Resettlement

A. REPATRIATION

In the period from May 1945 until 1 July 1947 approximately 7,000,000 displaced persons were repatriated through the combined efforts of the Allied Armies and of UNRRA. It was obvious that during the life of the IRO, repatriation would be on a much more modest scale. This was true not only because there was a smaller pool of displaced persons from which repatriates could come, but also because the vast majority of those who wished to return could have done so before IRO undertook operations. Nevertheless, there has been clear recognition by the Organization that repatriation is a first priority function of the IRO under the terms of the Constitution. It was recognized to be the responsibility of the Organization to provide the machinery for the repatriation of all refugees and displaced persons who chose it, as well as to provide all possible assistance to them in arriving at an independent decision.

Various steps were taken to accomplish these objects. One was the establishment of relations with the countries of origin. On the basis of the displaced persons population, this term has usually meant Poland, the Soviet Union and Yugoslavia ; adequate relationship with

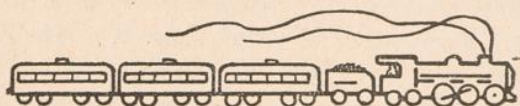
these countries was necessary for several reasons. First, every displaced person requires the permission of his country to return, and therefore it was necessary for the Organization to be in a position to assist him in obtaining this permission. Secondly, it was necessary under the Constitution of the IRO to facilitate the provision of information concerning conditions in the countries of origin, which information itself was to originate with those countries. As the IRO field staff has generally been in closer contact with the displaced persons than representatives from the countries of origin, the Organization has frequently found it necessary to advise the countries of origin on the questions to which displaced persons wanted answers. The IRO has had from the commencement of its operations small offices in Warsaw and Belgrade, which have proved to be a very useful contact between the Organization and the Governments of Poland and Yugoslavia.

Liaison at an operational level has been established between IRO field staff and the members of repatriation missions from Poland and Yugoslavia. These relationships, concerned primarily with day-to-day problems of an operational nature, have on the whole been excellent. The field staff of the Organization has persisted in efforts to maintain similar contact with the Soviet repatriation missions on no matter how informal a basis, because the services of these missions are required in connexion with the repatriation of any displaced person to the Soviet Union. These efforts, however, have been less successful than in the cases of the other countries of origin of the displaced persons.

As has been mentioned above, one of the functions of the Organization is to facilitate the provision of information material concerning conditions in the countries of origin. This material takes several forms. There are the daily and weekly newspapers, illustrated and technical magazines, material prepared especially for displaced persons, and films. In general, the daily newspapers, while of great interest to the displaced persons, fail to provide enough detailed information of interest to displaced persons to encourage repatriation. Illustrated and technical journals are more successful in this respect and are equally interesting to the displaced persons. The Organization has played its greatest role in connexion with the material prepared especially for the displaced persons. The Organization has felt it to be its duty to ensure that these publications meet the needs of the displaced persons—that is to say, that they present clearly and simply factual information about those matters of everyday life that are of basic interest to the displaced

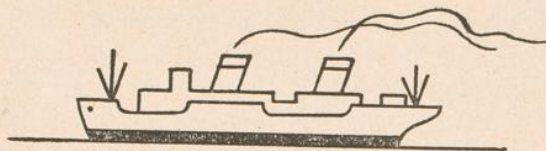
Re-established 1 July 1947 - 30 June 1948

Repatriated



51,000

Resettled



205,000

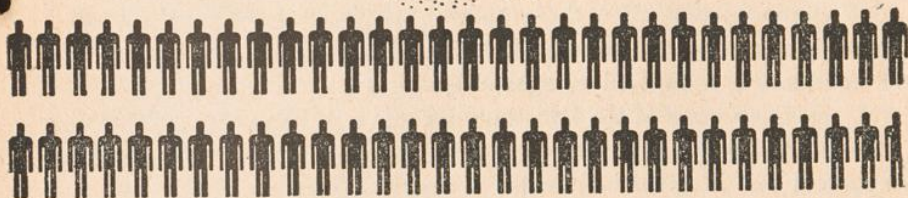


= 10,000 PERSONS

Refugees being assisted ?

Not yet Re-established 30 June 1948

Receiving PCIRO Care and Maintenance



598,000

Receiving PCIRO Services



109,000

person. One year ago, when the IRO undertook operations, it appeared to the Organization that material prepared especially for the benefit of displaced persons could be very much improved. This, however, has not been easy to accomplish, as it has been necessary to convince the governments concerned that, in some instances, an international organization knew better than the governments themselves what their own nationals were interested in reading. Nevertheless it can be said that the Organization's efforts in these directions have met with some success. Films, of course, have always been greeted with great interest by the displaced persons, since in many instances they could recognize the scenes and could be sure that the contents were factual.

The Constitution of the IRO provides for the issuance, as an incentive to repatriation, of a three-months' supply of food to displaced persons returning to countries suffering as a result of the war. The Preparatory Commission recognized early in 1947 that, for financial reasons, this section of the Constitution could not then be implemented. Toward the end of the first year of operations, however, it became apparent that it would be possible to provide assistance of this nature, although on a more modest scale and with certain geographical limitations imposed by administrative necessity. Consequently, with effect from 1 June 1948, every eligible displaced person returning to Poland, the Soviet Union and Yugoslavia from Germany and Austria has been given a parcel containing approximately 20 days' supply of food. It is felt that this amount is adequate to tide the displaced persons over the period immediately following their return home and before they become re-integrated into the local economy.

The Organization has, of course, taken many other steps to facilitate repatriation. Most of these have been concerned with some of the mechanical problems, such as transportation and documentation. It is interesting to note in this connexion that as the number of repatriates decreases the mechanical difficulties increase. It can truthfully be said that it is easier to move 5,000 people to a given destination than 500, and easier to move 500 than 50 or five. Consequently, while the policy decisions of the repatriation programme have become firmly established, the procedural aspects have become more complex and time-consuming.

At the start of IRO operations, it was estimated that 109,000 persons would be repatriated during the course of the first year. It will be seen from the chart on page 28 that only 51,000 eligible displaced

persons were repatriated during the entire year. Political developments, which are obviously entirely beyond the control of the Organization are believed to have been a major factor in this failure to achieve the repatriation goal. Nevertheless, in spite of the failure to meet the original estimate, it is submitted that the repatriation of 51,000 so long after the end of hostilities is a not inconsiderable achievement.

There is one other major repatriation problem—that of the group known as Overseas Chinese. These are Chinese nationals who, although now located in China, are actually there as a result of the war and whose permanent domiciles are in other areas of South-East Asia. This group, estimated to include about 26,000 persons, was taken over by IRO from UNRRA, which had already repatriated a considerable number by 1 July 1947. This group receives only repatriation services from the Organization.

This past year has shown further repatriation movements of 6,300 Overseas Chinese. Transportation could have been found to move a much larger number. This movement, however, has been limited both by the unwillingness of some of the governments of the area to re-admit their former Chinese residents and by the disturbed conditions in some areas of South-East Asia. The largest group of Overseas Chinese originally came from Burma. Current negotiations with the Burmese Government have resulted in conditional approval of the return of all former Chinese residents of Burma. It is hoped that this will result in an increased flow of repatriates to that area during the latter part of 1948. Negotiations for movement of Overseas Chinese desirous of returning to the Philippine Islands have not proved successful as, with very few exceptions, the Philippine Government has found itself unable to recognize a specific right of these people to return except under the normal annual Chinese quota, which is very limited.

Repatriation to other areas of South-East Asia has proceeded to the extent that it has been possible to obtain the clearance from the countries of reception. Reasonably satisfactory understandings were reached with the local authorities in Singapore, the Malayan Union and the Netherlands East Indies only in the latter part of the first year of operations, and the movements which will result from these understandings will for the most part take place during the second year of operations. It is therefore hoped that, with the exception of Overseas Chinese destined to return to the Philippine Islands, this particular problem will be solved during the second year of operations.

B. RESETTLEMENT

During the first year of operations the IRO resettled 138,200 refugees. Governments and voluntary societies acting independently resettled 66,377 others. During the second year IRO hopes to resettle 381,000 more throughout the world.

Those statistics alone present a picture which might serve as a basis for optimism. If the goal for 1948/49 is reached, the IRO will have resettled approximately half of those refugees and displaced persons for whom it has been estimated that this form of re-establishment will be necessary. At the same time, it is important to recognize that, although the total number of persons resettled or to be resettled is encouraging, the methods by which immigrants are still being selected are far from satisfactory in most cases. The very process of "selection" implies also "rejection". The "selection" process, continued on its present basis, cannot fail to yield diminishing returns in numbers of persons moved and to establish a residual group of "rejected" men and women for whom no satisfactory solution can be foreseen at this time. The perils inherent in this situation have been brought repeatedly to the attention of the Preparatory Commission and of the governments of immigrant-receiving countries, and various plans have been put forward to counter it. A plan for resettling the entire number of non-repatriable refugees and displaced persons through assignment of "quotas" of all elements in this group to nations willing to receive them was considered and rejected as impracticable.

The Members of the United Nations have been asked both by the Secretary-General of the United Nations and the Executive Secretary to indicate the numbers of refugees each was willing to receive as a "fair share" in implementation of Resolutions adopted by the General Assembly of the United Nations on 15 December 1946 and 17 November 1947. Senior officials of the Organization made direct approaches to governments on four continents in an attempt to implement an informal "fair share" plan through bilateral negotiation.

While the Executive Secretary has received encouraging responses to these appeals in some cases, it must be acknowledged that he has been unable to obtain any general acceptance of the "fair share" principle. Many resettlement projects initiated during the first year sought primarily to fill labour requirements of the participating countries, only secondarily to make constructive contribution to the solution of the refugee problem. This has been made manifest in the emphasis

that is placed upon physical condition and occupational qualifications of the refugees, the marked preference of many countries for young, single workers of both sexes, and the reluctance to accept family groups.

It is apparent that such a trend, if permitted to continue, will produce a population of displaced persons comprised entirely of the old, the very young and the large family groups.

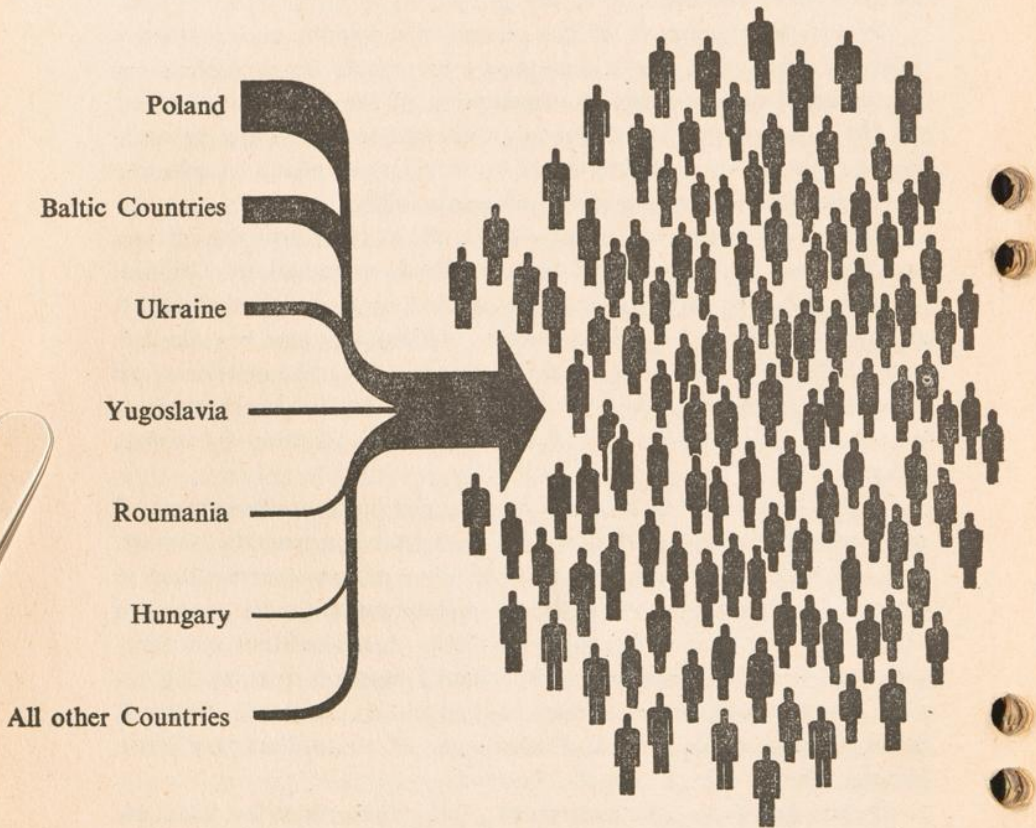
Within the framework of the general observations above, there is much progress of an operational nature to report. In the absence of any concrete steps towards implementation of the "fair share" plan, the IRO concentrated its efforts on an attempt to ameliorate the situation by persuading each individual government to widen its selection and lower the various standards of acceptability.

Toward the latter part of the year, as the suitability of the refugees and displaced persons became better realized, a gradual relaxation of some of the more stringent selection criteria began to take effect. A more liberal attitude toward dependants and family groups was adopted, particularly by the countries of Latin America. Several countries whose acceptance of refugee immigrants was severely limited by shortage of housing have made great efforts to improve this situation by various means.


The continued and increased political unrest in Europe has promoted very strong desire amongst the refugees to emigrate, particularly overseas. It is, of course, much more expensive to move persons overseas than to Western European countries, and this is an important factor in connexion with the limited financial resources of IRO. A total of fourteen countries and dependent territories are currently engaged in recruiting for mass resettlement schemes. They are: Argentina, Australia, Belgium, Brazil, Canada, Chile, France, Netherlands, Morocco, Paraguay, Peru, Tunisia, United Kingdom and Venezuela.

Under this form of resettlement, individual countries negotiate agreements with IRO covering standards of acceptability, post-resettlement conditions, legal status of refugee immigrants and actual selection procedures. In most cases the country then puts one or more selection missions in the field, composed usually of an immigration official, employment experts, medical personnel and consular officials. Candidates for emigration are given a preliminary screening by IRO personnel to determine their general qualifications for the schemes for which they are applying. Survivors of this preliminary screening meet the national selection missions at one of several resettlement centres in the areas of operation. Those who fulfil personal, occupational and physical

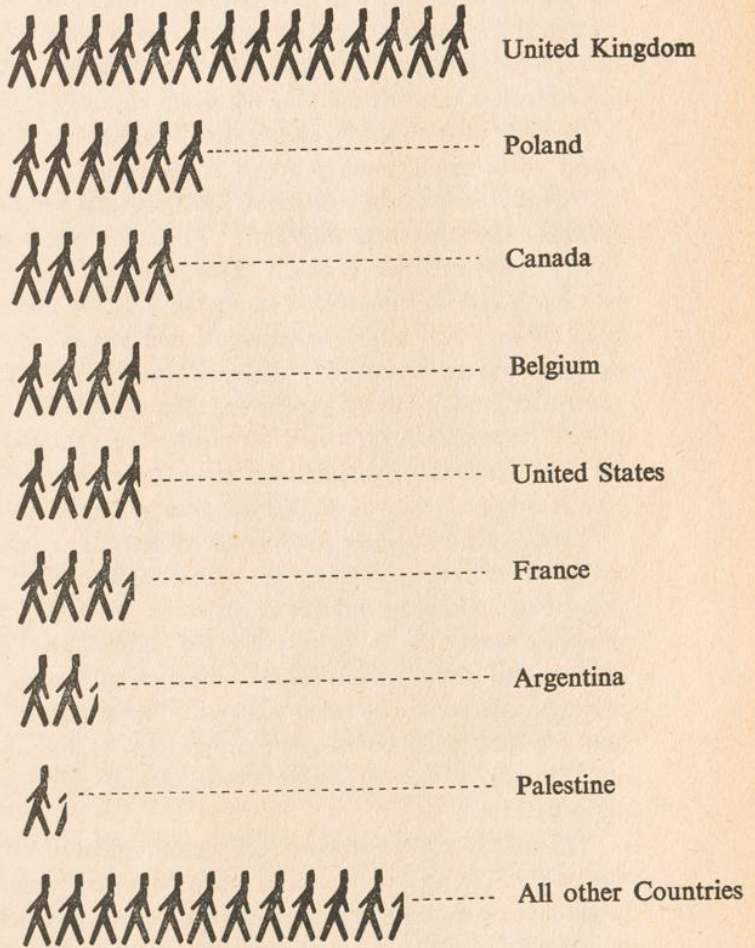
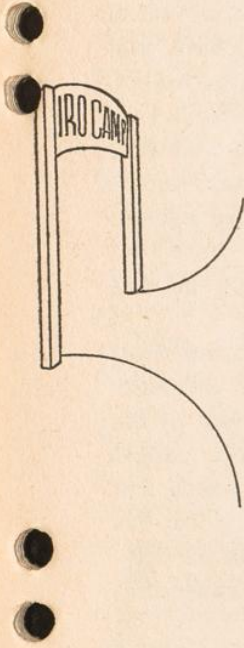
WHERE have the Refugees come from?




598,000 Refugees under PCIRO care and maintenance

 = 5,000 PERSONS

WHERE are they going ?



256,000 Refugees repatriated or resettled

 = 5,000 PERSONS

requirements and are accepted are moved to a transit or embarkation centre to await IRO transport to their destination. Some national missions screen dependants of candidates at the same time, so that they may be called forward to the country of resettlement as soon as the worker is established and in a position to support them. Canada has carried this process a step farther and is preparing to establish a dependants holding camp in Canada where the workers will be able to visit their relatives pending the time necessary to find a home.

A chart showing principal destinations of repatriates and emigrants under mass resettlement schemes is on page 35.

Apart from mass resettlement, IRO provides services and movement facilities for individual migrants. These are persons who have relatives, friends or other contacts through whom they obtain permission to enter a specific country. During the year, 44,200 such persons have been moved with IRO participation and another 3,400 without IRO participation to seventy-five different countries. Though such movements are comparatively expensive, they provide an attractive solution of the resettlement problems of refugees, particularly for those who are unsuitable or unqualified for mass resettlement. During the next year it is hoped to move 42,000 refugees by this method.

Amongst the refugees and displaced persons are many thousands of specialists in every profession, science and trade. These specialists present an extremely difficult resettlement problem. The need of the receiving countries is principally for skilled and unskilled manual labour, and many countries are relectant to admit intellectuals and professionals for many other reasons. Nevertheless the problem has been attacked by IRO through a programme of education and publicity and already a few specialists have found appropriate emigration opportunities.

The IRO Constitution envisages establishment of a fund of \$5,000,000 through voluntary contributions from Member States to be used for large-scale resettlement projects—that is to say, establishment of groups of refugees in self-contained industrial or agricultural communities in undeveloped portions of the world.

In the first year of operations, only one nation contributed to this fund. Without further funds, it has been impossible to finance this more expensive form of resettlement. Nevertheless, several potentially suitable schemes are under consideration, and if, on thorough investigation, they prove feasible, it is hoped that the necessary funds will be forthcoming.

C. MOVEMENTS

During the first year of operations, the IRO became the largest mass transportation agency in the world. By 30 June 1948 it had acquired a fleet of nineteen ships on full charter with prospects of chartering six more in the early future. It had used or reserved for use in the immediate future space on numerous other ships and aircraft, ranging from 20 to 500 places per vessel. In addition, for movements within Europe, the IRO used an average of twenty-seven trains per month.

Within Germany and Austria, the Allied Military Authorities placed at the disposal of the Organization an average of seventeen trains a month for the repatriation of displaced persons to their countries of origin, principally in Eastern Europe, and for the movement of refugees to staging centres prior to their resettlement overseas. During the winter months they provided heated rolling-stock. For resettlement movements within Western Europe, the IRO chartered an average of ten international trains per month, and the Polish Government also made certain trains available for the repatriation of their nationals, including special trains for the movement of sick persons.

When a refugee has been finally selected for resettlement by one of the national selection missions, he is transferred to a staging area. At the beginning of the year, the IRO used for this purpose a camp at Diepholz, which had a capacity of 3,500, or approximately four shiploads of persons. In view of the increased scale of movements, the Organization has recently taken over a new camp at Grohn in the United States Enclave of Bremen, which has a maximum capacity of 4,000 to 5,000 and is being used in place of the camp at Diepholz. Efforts have been made to establish a similar camp near Genoa with a capacity of 6,000, but it has not yet been possible to conclude the necessary arrangements, and a camp at Grugliasco is being used as a temporary measure.

On 1 July 1947, the Organization took over from the IGC the operation of three United States Army Transports, which constituted the only permanent passenger tonnage then under the control of the Organization and gave an approximate monthly lift of 2,500 persons. During the course of the year an additional sixteen vessels were chartered and considerable space was booked on ordinary commercial vessels. The total fleet represents a financial outlay of some \$100,000 per day and the monthly lift now averages 10,000 persons. This figure excludes

those persons transported by air to Venezuela and Canada, a movement operation which began in May 1948 and has since increased in importance.

It is estimated that, during the fiscal year 1948/49, 282,000 persons will have to be moved overseas. Providing that all ship movements work according to schedule, the IRO fleet should offer transportation to a maximum of 230,000 persons, thus leaving a margin of 52,000 to be provided for by other means.

One of the key questions in regard to the acquisition of shipping tonnage is the question of funding. The majority of the ships now under IRO charter are hard-currency commitments. At the present time, figures show approximately that, out of a budget of \$56,775,000, the main expenditure is in dollars while 20 per cent only can be applied in sterling.

It is thus essential that arrangements be made for the procurement of tonnage in currencies other than dollars if the envisaged programme is to be implemented.

During the year under review, there was a shortage of shipping in comparison with the numbers of refugees awaiting transportation because it was not clear what funds would be available to charter tonnage or procure space. As a result, refugees who had been selected by the national selection missions remained in camps for much longer periods than was necessary, thus increasing the Organization's costs for care and maintenance and further reducing the amount of funds which might otherwise have been made available for shipping.

SECTION IX

Legal and Political Protection

Under the Constitution, the legal and political protection of persons coming within the mandate of IRO is one of the Organization's prime functions. It means safeguarding the rights and legitimate interests of eligible persons, especially when they are stateless in law or in fact and therefore do not enjoy the protection given by a national state through its diplomatic representatives. This task bears a political character in so far as it involves relations with governments and inter-governmental agencies.

The legal problems to be dealt with are manifold since the position of persons who are stateless and who have, as a rule, no permanent resi-