

It has two main advantages : it indicates that the holder is the concern of the IRO, a fact which gives it a certain protective value, and it contains a clause authorizing the holder's return, during a certain period, to the country of issue, which makes it more readily acceptable to governments of countries of resettlement.

As successor agency under the original Agreement, the IRO has followed closely all developments in connexion with that Agreement. Appropriate representations have been made to governments concerning changes in the manner of implementation of the Agreement which have appeared necessary or desirable. To those governments which require it, IRO representatives in the field have issued certificates stating that an applicant does in fact come within the mandate of IRO. Other governments issue the travel document upon direct application by the refugee and consult the IRO only in difficult or doubtful cases.

Negotiations have been conducted with governments with a view to their signing the London Agreement. Signature involves an undertaking both to issue the travel document and to recognize it when issued by other signatories. The total number of signatories is now eighteen, and thirteen British colonial governments have undertaken to extend application of the Agreement to their territories. Moreover, seven non-signatory governments and fourteen British colonial governments have undertaken to recognize the travel document.

The IRO also carried on negotiations with a view to obtaining issue of the travel document in the Western Zones of Germany and Austria. The British and French occupation authorities in Germany have indicated their willingness to issue it in their respective Zones, provided it be also issued in the United States Zone. A decision is still awaited from the United States authorities. In the British Zone of Austria, the travel document has been issued for some time. It is considered that the question of its issue in the French and United States Zones of Austria will depend upon the decision reached with regard to Germany.

SECTION X

Reparations

Under Article 8 of Part I of the Final Act of the Paris Conference on Reparations adopted by eighteen Allied Powers in December 1945, and under the Five-Power Agreement of 14 June 1946, certain assets were to be made available for non-repatriable victims of Nazi perse-

cution—persons who had suffered heavily at the hands of the Nazis and who stood in dire need of aid to promote their rehabilitation and resettlement, but were unable to claim the assistance of any government receiving reparations from Germany.

The specific assets to be made available were :

- (a) \$25,000,000 to be secured from German assets in neutral countries ;
- (b) All the non-monetary gold found by the Allied forces in Germany ;
- (c) Assets in neutral countries of victims of German action who died and left no heirs.

The Agreements cited above provided that these assets should be administered by the Intergovernmental Committee on Refugees, or by a United Nations agency to which appropriate functions of IGCR might be transferred.

Recognizing that the overwhelming majority of eligible non-reparables were Jewish, 90 per cent of the assets referred to in sub-paragraphs (a) and (b) above and 95 per cent of the funds mentioned in sub-paragraph (c) above were allocated for the benefit of eligible Jewish victims, among whom children were to receive preferential assistance. Eligible non-Jewish victims, who receive the balance of the funds, are Germans and Austrians who can demonstrate that they were persecuted by the Nazis for religious, political or racial reasons.

The five Governments signatory to the Agreement of 14 June 1946 designated the American Joint Distribution Committee and the Jewish Agency for Palestine as the appropriate field organizations to receive the reparations funds for rehabilitation and resettlement of Jewish victims. With regard to the share allocated for the benefit of non-Jewish victims, the Executive Secretary of the Preparatory Commission has been responsible for selecting the appropriate organizations to assist in rehabilitation and resettlement of the non-Jewish eligibles.

Funds available from reparations will not be sufficient to complete the task of rehabilitation and resettlement of all Jewish refugees. As far as non-Jewish victims are concerned, reparations funds are likely to be more than sufficient to complete the rehabilitation and resettlement of the limited number of eligible persons, as the eligible class of non-Jewish victims is very narrow, since it is restricted to Germans or Austrians who were persecuted.

During the first year of operations, the implementation of the programme with respect to the three sources of assets was as follows.

\$ 25,000,000 Fund

One-half of the fund, consisting of 50,000,000 Swedish kroner, was received in July 1947. However, currency restrictions delayed use of the funds until the first quarter of 1948, when a portion of the kroner was converted to sterling, thereby making possible the first payments of reparations funds. It may also be noted here that in July 1948 20,000,000 Swiss francs were received through the Allied Powers from the Government of Switzerland under the Swiss/Allied Accord of 25 May 1946. Since the Allied Powers have made available for the reparation fund 17.5 million dollars (50,000,000 Swedish kroner and 20,000,000 Swiss francs), there remains a balance of 7.5 million dollars still to be made available before implementation of the reparations programme can be completed.

The American Joint Distribution Committee—one of the two voluntary societies designated to share in 90 per cent of the funds mentioned in sub-paragraphs (a) and (b) above—has received payments totalling United States dollar equivalents of \$2,900,000. The Jewish Agency for Palestine, the other body entitled to share in 90 per cent of the funds, has received currency payments totalling £1,700,000. The following payments in dollar equivalents have been made to voluntary societies which share in 10 per cent of the funds for assistance to eligible non-Jewish victims :

	\$
International Rescue and Relief Committee	130,000
Comité international pour le placement des intellectuels réfugiés	8,000
Self-help of Emigrés from Central Europe	5,000
Swiss Central Office for Help to Refugees	5,000
World Council of Churches Refugee Commission	5,000

Non-monetary Gold

In November 1946, the Government of the United States issued a directive regarding the transfer of non-monetary gold by the United States Occupation Authorities in Germany and Austria to the Intergovernmental Committee on Refugees or its successor. To assist in the implementation of the directive, the field staff of the IGCR began a

joint inventory of non-monetary gold with the United States Authorities in Germany and Austria in April 1947, which was completed by the IRO in December 1947. The property consisted largely of diamonds and valuable jewellery, silverware, etc. Since it had been determined that the best market for liquidation of the property was in the United States, shipments were arranged aboard IRO-chartered vessels on scheduled voyages to New York in December 1947 and February 1948. This property from the United States Zones is worth several million dollars.

The Government of the United Kingdom has taken steps to hand over to the IRO non-monetary gold found in the British Zone of Germany, and it is expected that the transfer will take place in the near future. With respect to the British Zone of Austria, the Government of the United Kingdom advised that, while it does not consider the provisions of Article 8 of the Final Act of the Paris Conference on Reparations and the Five-Power Agreement applicable to non-monetary gold in Austria, it has nevertheless the intention to make available to the IRO, as a free and unconditional gift, any non-monetary gold found in the British Zone of Austria.

No indication was received that there was any non-monetary gold in the French Zones of Occupation available for transfer to IRO.

In order to obtain the highest possible proceeds from the sale of property, so that the greatest number of eligible non-repatriables may be assisted, a Merchandizing Advisory Committee of prominent American business men was established in the United States, to liquidate the property at the least expense. All proceeds, less out-of-pocket expenses, will be available for the reparations programme. Initial sales conducted under the auspices of the Merchandizing Advisory Committee have already netted several hundred thousand dollars.

Pursuing its liberal policy of turning over to the IRO as much non-monetary gold as possible, the Government of the United States also advised its intention to make an additional substantial transfer of non-monetary gold to the IRO in the United States Zone of Germany.

Assets in Neutral Countries

The third source of reparations funds is assets in neutral countries of victims of Nazi action who died without leaving heirs. Although international law provides in most cases for the disposition of heirless assets, the Allied Powers held that, since these particular heirless assets

resulted from the wilful murder of six million Jews, morality and equity demanded that the proceeds of the liquidation of these assets be used to rehabilitate and resettle surviving victims. While the neutral Powers have indicated that they will take a sympathetic attitude on this problem, the successful liquidation of these assets, estimated to amount to millions of dollars, can succeed only if the neutral governments take all necessary steps, including special legislation, to overcome the legal, administrative and fiscal problems which stand in the way of identifying, collecting and liquidating the assets. The Executive Secretary continued to pursue this question informally with governments and voluntary societies in order to arrive at a solution in accordance with Article 8 of Part I of the Final Act of the Paris Conference.

SECTION XI

Review Board

The Constitution of the IRO provides that, to ensure the impartial and equitable application of IRO principles, some special system of semi-judicial machinery should be created, with appropriate constitution, procedure and terms of reference.

Eligibility is determined administratively by eligibility officers in the field under directives prepared by the Department of Health, Care and Maintenance in consultation with the Office of the Legal Adviser.

Against these determinations there is an appeal, and it is the Review Board, the judicial part of the machinery, which decides on these appeals. In addition to its judicial function, the Board was authorized to act in an advisory capacity, whenever called upon to do so by the Executive Secretary of the Preparatory Commission.

The Board was instituted in November 1947. The original plan provided for five members, but, to reduce the expense, an attempt was made during the first months to function with three members only; but the number of appeals submitted made it necessary to revert to the original plan.

Most of the work has been carried on in the field : members of the Board travelled on circuit in each area of operation. In order to ensure the expeditious hearing of appeals, they took decisions after consultation with the local legal and eligibility officers. The petitioner, in most cases, was given an opportunity to state his case in person. When the