

5. Persons outside their country of origin or former habitual residence who are unwilling or unable to avail themselves of the protection of the Government of that country.

... **NOT eligible** : Specifically barred from IRO assistance are :

1. War criminals, Quislings and traitors.
2. Any persons who voluntarily assisted the enemy in operations against the United Nations or in the persecution of civil populations of United Nations Members.
3. Ordinary criminals who are extraditable by treaty.
4. Persons who have participated in organizations seeking the violent overthrow of the government of any Member of the United Nations, or who have become leaders of movements seeking to prevent refugees from returning to their countries of origin.
5. Persons who are in the military or civil service of a foreign state.

Persons of German ethnic origin from such areas as the Sudetenland, Pomerania, Silesia and the Balkan States do not receive IRO assistance.

A refugee who has been declared by Eligibility Officers to be ineligible for IRO aid has the right to appeal from that decision to a semi-judicial Review Board for Eligibility Appeals.

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## PART II

# HOW IRO IS MEETING THE PROBLEM

While the displaced persons and refugees wait for the chance to begin a new life they must be fed, clothed and sheltered by the IRO. Their health must be guarded. They must be kept employed, to the extent that is possible in the ruined economies of the occupied areas. And they must receive training to refurbish old skills and develop new ones so that they will be able to earn their livelihood when they are re-established.

These functions, and a dozen subsidiary ones, are the responsibility of the Department of Health, Care and Maintenance.

## Care and Welfare

At the end of June 1948, 561,709 persons were receiving IRO care in camps ; another 36,736 were also the financial responsibility of IRO. The camps, in Germany, Austria, Italy, the Middle and Far East, range in size from small groups of requisitioned private dwellings to huge, former German military posts. Their populations range from fewer than 100 to more than 10,000 persons. The costs of operation vary from 20 to 35 cents per man-day, depending on the availability of local food supplies and the costs of shipping food from other areas. In only one way do the camps, or assembly centres, display any uniformity . . . . all of them are crowded. Whole families—five, six or seven people—are forced to live in one small room or part of a large one curtained off from the other groups in the room.

Food standards are just above subsistence level. IRO has established a daily ration of 2,015 calories as a desirable minimum. The average daily consumption of an American is 3,500 calories. Unfortunately, in some areas, IRO has been unable even to meet its own standard. Even in such areas, however, special food supplements are given to children, pregnant and nursing women, the sick, and heavy workers.

The camps are administered almost completely by the displaced persons themselves through democratically elected camp committees. These committees maintain order in the camp, distribute rations, carry out orders originating in IRO Headquarters and passed to them through Zonal and Area headquarters. Under the guidance of IRO welfare officers they organize schools for children, vocational training projects for adults.

In general, IRO standards of care are high enough to prevent any serious physical or psychological deterioration of those receiving it—not high enough to encourage anyone to remain in camps when an alternative is available to him.

## Health

In its health programme, too, IRO utilizes to the full the services of the displaced persons themselves. More than 2,500 refugee physicians and 2,000 refugee nurses have collaborated with a small staff of IRO medical personnel to maintain a high level of health among the refugees.

The aim is to prevent disease as well as to cure it when it occurs and, to this end, immunization is carried out as a routine measure

against smallpox, typhoid, diphtheria, and against epidemic typhus, cholera, and yellow fever when necessary.

Clinics for mothers, special centres for underweight children, and a comprehensive tuberculosis survey using mass radiography, are among other IRO health measures now in operation. BCG vaccination has been made available on a voluntary basis.

The actual medical care of the refugees who become ill is provided either directly by IRO or supplied by the occupying authorities, with IRO co-operation. This ranges from the fully staffed dispensaries which each camp includes for the treatment of minor sick to the large hospitals which deal with the more serious cases.

Statistically, in terms of birth and death rates, incidence of disease and other criteria, the level of health of the refugee population as a whole compares favourably with that of the Western European nations in the immediate pre-war years. However, it must be acknowledged that there are "soft spots" in this record. In some areas a sub-standard diet, which IRO has been powerless to improve, has produced lowered resistance to sickness and an increase in infant mortality and tuberculosis.

Ration standards for displaced persons are controlled in Germany by the occupation authorities and IRO continues to seek their permission to provide a uniform adequate standard in all zones.

### Vocational Training and Employment

About half of the 598,000 persons receiving care and maintenance from IRO are available and qualified for full-time employment. Of the rest, most are in groups which are not considered to be immediately employable : children under 16 years of age, mothers of young children, and a small number of aged or physically handicapped persons.

There are 150,000 jobs filled by refugees at present ; since many of these jobs are shared on a part-time basis, many more than 150,000 are profitably employed and the Organization is making continuing efforts to find more work opportunities. Fifteen thousand refugees currently are receiving vocational training.

This rate of employment might be subject to misinterpretation as evidence that the displaced persons are being absorbed, economically, into their present refuge. This is not the case. Many of them are employed by IRO in the maintenance of the camps. Many others are working on temporary projects in the occupied areas under the supervision of the military authorities. There are many obstacles to employment of refugees on a permanent basis in the occupied areas. Refugees who have suffered under German and

Austrian rule are understandably reluctant now to work under German and Austrian supervisors. This distrust and dislike is reciprocated in many cases by the ex-enemy employers and supervisors. Also many of the countries have unemployment problems of their own and discourage refugees from competing with their own nationals for jobs.

But those who, because of these difficulties, cannot work can, at least, be trained to work.

IRO owes much to the international voluntary agencies in the field of vocational training. At the present time, they conduct most extensive vocational training-courses on scores of skills. Their objective, generally stated, is to train finished craftsmen and, in attaining this end, courses are often of six to nine months duration.

IRO, in its own programme, is forced to adopt a different approach in view of the vast numbers of people to be trained. Greater emphasis is placed on training-courses of a shorter duration—generally three months—designed to refresh skills which have been dulled through disuse during the war years or to provide elementary training to young workers.

Training-courses for men are conducted for the following occupations : auto-mechanic, blacksmith, bricklayer, carpenter, electrician, machinist, plumber, radio-mechanic, shoe repair man, surveyor, tailor, and welder. Courses in languages are also given. For women, emphasis is placed on training for domestic service, nursing, garment and textile work and typing.

Distinct from these vocational training-courses are the specialized schools—several agricultural training-schools and one navigation school. The navigation school, at Flensburg, Germany, on the Baltic, gives young refugee men both theoretical and practical training in seamanship to fit them for employment as ships' officers.

In addition to these types of training, the refugees themselves conduct a great deal of informal, on-the-job training in the camps. The camp shoemaker, carpenter, electrician, tailor, for example, usually are engaged in training younger refugees in their own type of work.

## The Contribution of the Voluntary Agencies

Any discussion of IRO would be incomplete without reference to the valuable aid of the voluntary agencies throughout the world which are sharing in almost every phase of IRO work. With years of experience in refugee work and international relief programmes, they have sent scores of specialists to assist the refugees in solving their problem. In material aid alone, the voluntary agencies have provided supplementary supplies worth many millions of dollars.

At present, 25 such agencies (either international in character or originating in a specific country) provide personnel, goods, and services in support of IRO operations in Germany, Austria and Italy, under specific agreements with the IRO. They contribute actively to the care, health, training, education, employment and general welfare of the refugees. Their tons of food, clothing and other relief supplies significantly supplement IRO's basic provisions. Many are assisting IRO in the re-establishment of refugees, especially in the field of individual migration.

In some cases, voluntary agencies are acting as IRO agents for administration of care and maintenance in Western Europe and the Far East. In other cases, they furnish aid to Governments and IRO Field Offices in the adjustment of new resettlers or the repatriation of individuals or groups.

This part of the IRO programme—this programme of Health, Care and Maintenance—by being wisely planned and administered will help the refugees maintain their human dignity. But dollars spent on it will be largely wasted unless early success is achieved in re-establishing them as independent, self-supporting citizens of the world.

## Re-establishment

There are three ways in which refugees and displaced persons can become re-established. They can return to their countries of citizenship. That is repatriation. They can attempt to settle permanently in their countries of refuge—although conditions in Austria, Germany and Italy, where the vast majority are living at present, do not lend themselves to this form of "re-establishment in place"—or they can be moved to a new country which is willing to receive them and offer them homes, jobs, citizenship. That is resettlement.

It is difficult to form accurate estimates of how many refugees will be re-established by each of these three methods. IRO can only attempt to make informed guesses. It seems probable, for example, that nearly all of the 598,000 persons receiving care and maintenance services will have to be moved somewhere—to their old homes or to new ones. The fact that they must now be supported largely by public funds is an indication that the occupied areas offer them little hope of becoming integrated into the economy there. In addition to these "in camp" refugees, it has been noted earlier that there were, when IRO commenced operations, about 350,000 others maintaining themselves precariously in the German, Austrian and Italian economies. Many of these have been moved. Many more will require movement of one kind or another before they can be considered to

be permanently re-established. The estimated 500,000 other refugees—many of them of the pre-war group, most of them partially established in Western Europe—probably will be able to complete that process without any substantial contribution from IRO.

Thus, there are an estimated 750,000–900,000 persons who have to be moved physically to achieve re-establishment. Movements arranged by individuals, normal attrition, re-establishment in place, changes in political and economic conditions are all factors which can reduce the number who ultimately must be moved by IRO.

It is the task of the Department of Repatriation and Resettlement of IRO to negotiate agreements with Governments and to arrange transport and escort for groups of refugees taking part in repatriation and resettlement movements around the world.

### Repatriation

Repatriation—the return of refugees and displaced persons to their countries of origin—is the top priority job of IRO. This is stated explicitly in the Constitution adopted by the General Assembly of the United Nations. The Constitution states with equal clarity, however, that no bona-fide refugee or displaced person is to be forced, against his will, to return to his homeland. Thus, the job of the Repatriation Division is to pass on to each refugee information, furnished by the Government of his country of origin, about conditions in his homeland, to encourage him to reach an independent decision and to provide him with transport if he decides to go home.

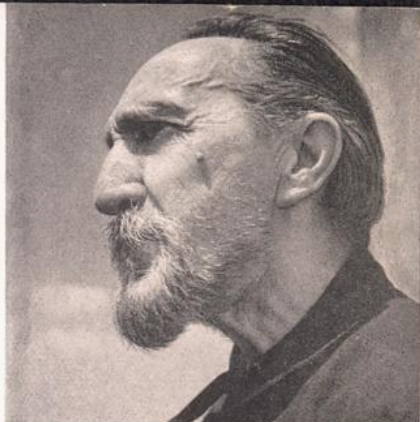
The mass repatriation movements of the early post-war period have been outlined in an earlier section of this pamphlet. In view of the fact that at least seven-eighths of the number of displaced persons who were found in Germany, Austria and Italy after the close of hostilities have returned home, it is clear that no further large-scale repatriation movements can be expected today, even though IRO is willing and able to provide repatriation services to everyone who wishes to return home.

IRO expedites the flow of printed and visual information supplied by the Governments to their nationals in IRO camps, co-operates with national repatriation missions which, under the terms of the Constitution, are granted free access to the camps in order to urge the displaced persons to return home. But it takes no part in any effort to influence the decision of the refugees.

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## These Are the Refugees

“Millions died or were executed during the war years. Those who were left were from every country in Europe and from every walk of life—men, women and children—Catholics, Orthodox, Protestants and Jews—farmers, artisans, professional workers.” These people are typical of the refugees. In the group picture, refugees are shown learning the language of the new country to which they are going.



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# The Answer : NEW HOMES



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The refugees cannot stay where they are. They don't want to live among their enemies nor could they support themselves if settled in the shattered economies of these overcrowded lands. Homes, opportunities to work and to live anew, in countries over the world, must be found for them.

1 This refugee family is making the best of it in a shabby room in Germany, sustained chiefly by hope for the future.

2 The first move in the voyage to a new land. These lucky ones leave a truck to board a train in Germany.

3 Rugged young Lithuanians on their way to Canada. Later on, many will send for relatives left behind in refugee camps.

4 Children waving goodbye to Germany and their refugee past. New homes, a new chance are ahead of them.

5 A family of four boards an IRO vessel about to leave for Latin America.

6 These nomads are near the end of their long road as they step from an IRO ship to friendly, welcoming soil.



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If it becomes clear to IRO Field Officials that a refugee has no valid objection to repatriation but simply prefers to exploit the assistance of the Organization, the refugee cannot be forced to return to his homeland, but he can be barred from further material or legal assistance from the Organization.

The Repatriation Division has representatives in all important Field Offices and liaison officers in some of the countries of origin of the displaced persons. The field officers forward Government-supplied information material and arrange transport for repatriating refugees. The liaison officers in the countries of origin maintain relations with the Governments of those countries and report to IRO Headquarters on developments which may bear on arrangements for the return of refugees and displaced persons.

### Resettlement

As the rate of repatriation has declined for the reasons discussed in the preceding sections, it has become clear that only through resettlement can the major portion of the refugee problem be solved. It is the function of the Resettlement Division of IRO to find emigration opportunities for refugees ; to negotiate suitable agreements covering the social, economic and legal status of refugee-immigrants with the Governments willing to receive them ; and to operate a world-wide transportation network of ships, airplanes and trains to move the refugees to their new homes.

Of the total of 381,000 refugees and displaced persons for whom IRO expects to find immigration opportunities in the next year, an estimated 57,000 will go to the countries of Western Europe—United Kingdom, France, Belgium, the Netherlands and Luxembourg. About 282,000 others are scheduled to resettle in overseas countries—75,000 in the United States of America, 60,000 in Canada, 50,000 in Palestine when stability is restored there, 30,000 in Argentina, 20,000 in Australia, 15,000 in Brazil, 5,000 in Guatemala, 10,000 in Venezuela, 5,000 in Chile, 10,000 in Colombia, 5,000 in Peru, 3,000 in Paraguay, 2,000 in North Africa and 1,000 in New Zealand.

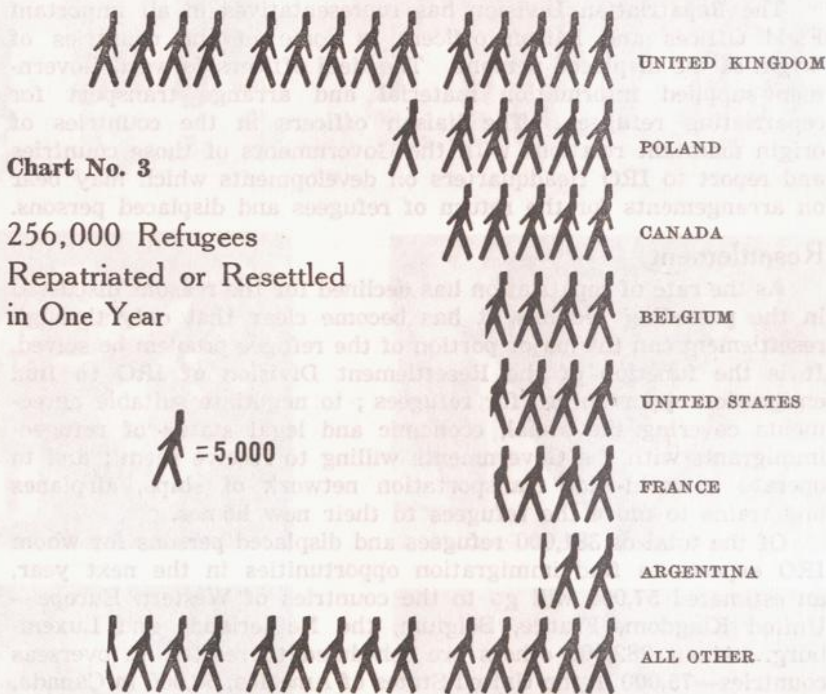
In addition to these mass movements under negotiated resettlement agreements, it is anticipated that another 42,000 persons will be moved on individual arrangements by IRO and by voluntary agencies co-operating with it.

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**What Can the Refugees Offer ?** The refugees are a large community of skilled workers. Of 625,000 refugees screened in a recent occupational survey 340,000—54 per cent—were found to be employable. The remainder were children under 16, mothers of young children and a small number of sick and disabled persons. These refugees, working and renewing their skills, are a few of those described on pages 18 and 19.

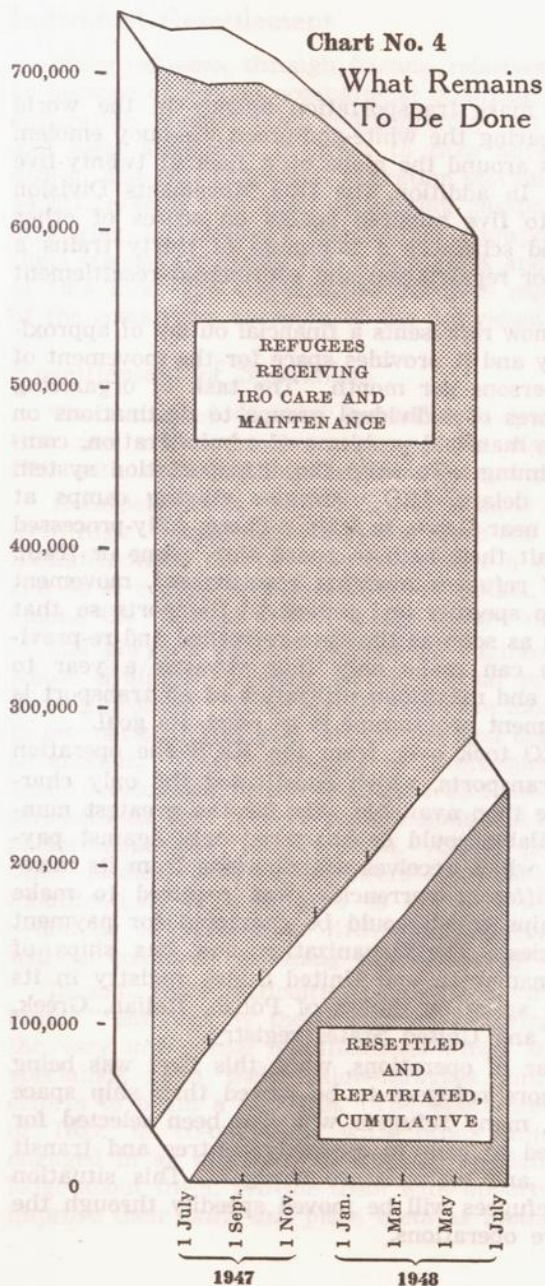
## Results

Charts Nos. 3 and 4 tell the story of the job that has been done and the job that remains to be done in repatriation and resettlement.



## How Resettlement Works

Resettlement begins when a nation indicates a general willingness to receive refugees as immigrants. The next step is negotiation of an agreement between IRO resettlement and legal officers, on the one hand, and representatives of the Government on the other. In so far as possible, IRO attempts to obtain provisions for resettlement of entire families of immigrants and not just the working members of the families. It tries to obtain for immigrants treatment equal to that accorded nationals of the receiving country in matters of social and economic status, opportunities for housing and jobs, and assurance that the refugees will be permitted to become citizens within a reasonable period of time. Every effort is made to safeguard refugee-immigrants from exploitation.



With an agreement concluded, most countries put selection missions in the field composed of immigration and health officials. IRO informs the refugees of immigration opportunities and gives applicants a preliminary screening to eliminate those who obviously are unqualified for the scheme for which they are applying. Those who survive the preliminary screening are forwarded to one of several resettlement centres where they are interviewed by the national selection missions. Those who meet physical, mental and occupational requirements are moved to a transit centre and thence, by the first available IRO transportation, to their country of destination. IRO maintains offices in the major immigrant-receiving countries to aid in reception arrangements and to represent the refugees' interests in a quasi-consular manner until they become firmly re-established.

## Transport

IRO is the largest mass transportation agency in the world today. Its blue flag bearing the white-and-green life-buoy emblem is carried into harbours around the globe by a fleet of twenty-five ships on full charter. In addition, the IRO Movements Division engages from twenty to five hundred spaces on scores of other vessels and aircraft and schedules a minimum of thirty trains a month within Europe for repatriation and continental resettlement movements.

The total IRO fleet now represents a financial outlay of approximately \$155,000 per day and it provides space for the movement of approximately 19,000 persons per month. The task of organizing that movement, for scores of individual groups to destinations on five continents, presents manifold problems of administration, communications, finance, timing. To keep the transportation system moving without costly delays, IRO maintains staging camps at Grohn in Germany and near Genoa in Italy. There, fully-processed refugee-immigrants await their turn to board ship, plane or train.

From this group of refugees awaiting resettlement, movement serials can be made up speedily and moved to the ports so that ships can be dispatched as soon as they are re-fuelled and re-provisioned. A single ship can make only four voyages a year to Australia, for example, and maximum utilization of all transport is essential if the resettlement programme is to reach its goal.

On 1 July 1947, IRO took over from the IGCR the operation of three U.S. Army Transports, which constituted the only chartered passenger tonnage then available. By far the greatest number of other ships available could be chartered only against payments in dollars. IRO, which receives contributions from its member nations in nine different currencies, was required to make every effort to find ships which could be chartered for payment in these other currencies. The Organization now has ships of British, Norwegian, Panamanian and United States registry in its charter fleet and hires space on others of Polish, Italian, Greek, French, Dutch, British and United States registry.

During the first year of operations, while this fleet was being built up, there were more refugees to be moved than ship space available. As a result, many refugees who had been selected for resettlement were forced to wait in assembly centres and transit camps, increasing care and maintenance charges. This situation no longer exists and refugees will be moved speedily through the staging camps in future operations.

## Individual Resettlement

Many refugees, through friends, relatives or voluntary agencies, or because of special occupational qualifications, are able to obtain emigration opportunities independently but require IRO financial and legal assistance in order to take advantage of the opportunities. The IRO Individual Migration section has assisted more than 44,207 cases of this kind, completing passport and visa formalities, arranging for ordinary commercial transportation where destinations are not served by IRO's own ships and planes. In most cases of this kind, the Organization receives repayment of all or part of the costs from sponsors of the individual migrants.

## Resettlement of Specialists

The estimated 40,000 "Specialists"—trained intellectual, scientific and artistic workers—among the displaced persons present IRO with a difficult special resettlement problem.

A carpenter can drive a nail or square a board as well in Rio as in Riga. Ploughing a furrow is much the same in Yugoslavia and Saskatchewan. A man who can repair a car in Warsaw, Poland, can do it equally well in Warsaw, Indiana. Such manual workers among the refugees adjust easily to new environments.

But lawyers, doctors, journalists, engineers, teachers and others whose livelihood depends on intellectual processes present a perplexing problem. Their special skills are more or less deeply rooted in one national language and culture and are difficult to transplant to another. Their colleagues in resettlement countries are reluctant to recognize their educational and professional qualifications, often fearful that refugee professionals will lower standards both of performance and compensation. Some groups—doctors, nurses, other medical workers, engineers—have only a new language and modifications of techniques to learn in a new country. Others—notably lawyers—have little hope of continuing their practice without complete retraining in the country of resettlement.

In sum, these difficulties represent a virtual "embargo against brains" enforced by the immigrant-receiving nations, which turns the very intellectual qualifications which serve to distinguish the specialists from their fellow-refugees into a handicap in their efforts to begin a new life. The Specialized Resettlement Branch of IRO, in co-operation with other international agencies, is engaged in an effort to register all specialists, disseminate knowledge about them, provide them with opportunities to maintain and improve their skills and place them as immigrants.



Skilled workers were found mainly in approximately sixty occupations ranging the alphabet from airplane mechanic to wood carver. The occupations most frequently encountered were those of tailor, shoemaker-saddler, locksmith, carpenter, automobile and truck mechanic.

At the present time, IRO is engaged on a qualitative analysis of skills claimed by the displaced persons. In the United States Zone of Germany, Occupational Testing Commissions in ten major fields already are in operation. In one group of 629 machinists tested, 101 were classified as "master craftsmen", 208 as "first-class workers", 233 as "second-class workers", 86 as "apprentices" and 1 as "helper".

Among employable women surveyed, 19 per cent were skilled workers. Service occupations, including a large percentage of domestic workers, accounted for 18 per cent of the total. There are also large numbers of agricultural and professional workers among women. Among women classified as professional, the two leading groups were teachers and nurses. Among skilled female workers were more than 12,500 seamstresses.

The high proportion of skilled workers among the displaced persons is explained in part by the nature of European manufacturing processes. In certain areas of Europe, a shoemaker, for example, in most cases produces a complete shoe, performing all processes from raw cutting to finishing. Under assembly line techniques, the same man, perhaps, would merely sew the upper to the sole. Another factor contributing to the predominance of skilled workers was the Nazi selection process which sought the most highly skilled workers for forced labour.

The displaced persons offer youth as well as skills to the world. Eighty-five per cent of those in camps are under 45 years of age. Among men, 24 per cent are under 18 years of age, 61 per cent are between 18 and 45 and only 15 per cent are over 45. Among women, 28 per cent are under 18, 57 per cent are between 18 and 45, and 15 per cent are over 45. The chart on page 18 illustrates graphically the occupational qualifications of the refugee population.

## Legal Protection

Citizens of a given country have embassies and consulates of that country to which they can turn for help in time of need. In its third major field of activity, legal protection, IRO attempts to fill this role for the refugees and displaced persons who are unable or unwilling to claim protection from a government. In this, the

work of the Organization is largely the continuation and extension of various international agreements on the subject which have been reached over the past twenty-five years.

IRO's protective functions cover almost all fields of legal questions, such as nationality, statelessness and naturalization; problems of civil status, marriage and divorce; questions of admission, right of residence, expulsion and *refoulement*; safeguarding of the right to work and to social security; questions of arrest, detention and extradition. Where provided for in agreements, the Organization also exercises quasi-consular functions, such as the certification of the identity and position of persons eligible for IRO assistance; the certification of family position and civil status; the certification of signatures of eligible persons, or of copies and translations of documents.

Another of IRO's tasks consists in the rendering of assistance to persons who have been persecuted by the Nazi and Fascist regimes, where it concerns their legal rehabilitation, restitution of property of which they have been deprived, and compensation for the losses they have suffered.

The IRO Protection Division furthermore has undertaken to ensure the status of eligible persons, as provided for in international agreements concluded between IRO and the Governments of the countries of residence, and in League of Nations Agreements and Conventions. Where necessary IRO seeks to obtain extension of existing agreements or to conclude new ones.

One of the most important aspects of the work of the Protection Division, however, relates to the question of travel documents for refugees. In this connexion, efforts are being made to obtain further signatures to the International Agreement of 15 October 1946, so that issuance of the Travel Document established by this Agreement (commonly called the "London document" or "IRO travel document") may take place in as many countries as possible. The Organization concerns itself also with questions regarding the issuance of the so-called Nansen passport.

### The Search for the Missing

IRO has also assumed the responsibility for the work of tracing millions of civilians who disappeared during the war. Thus, in October 1947, the International Tracing Service was established with headquarters at Arolsen, Germany.

Between 1 October 1947 and 30 June 1948, ITS received 50,000 requests for the determination of the fate of persons who were "lost" between the years 1939 and 1945. ITS was able to give some information in response to 32,618 of these inquiries, and in 14,631 of these cases it was able to find the individual or to establish proof of his death. The central index, containing information on approximately 2,500,000 individuals, constitutes the most important source of information.

The most difficult of all has been the tracing of children. Nevertheless, on its own initiative, ITS has discovered 641 children who had been placed in German homes during the war. In all, the Service has received a total of 42,631 such requests.

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### PART III

## ADMINISTRATION AND FINANCE

The decision to create the International Refugee Organization was taken by the General Assembly of the United Nations on 15 December 1946, when it adopted a Constitution for IRO which had previously been drafted by committees of the Economic and Social Council and approved by the Council itself. Article 18 of that Constitution provided that it should become operative when it had been fully accepted by fifteen Governments Members of the United Nations whose contributions (in accordance with the scale approved at the same time as the Constitution) to the Operational Budget of the Organization would amount to at least 75 per cent thereof.

A Preparatory Commission set up by the General Assembly assumed the international mandate for refugees and displaced persons on 1 July 1947 and continued as the responsible agency for more than a year. On 28 August 1948, in accordance with Article 18 of the Constitution, the Secretary-General of the United Nations announced the entry into force of the Constitution and the formal establishment of IRO, the Constitution having been fully accepted by the following fifteen Governments :

Australia	Dominican Republic	Netherlands
Belgium	France	New Zealand
Canada	Guatemala	Norway
China	Iceland	United Kingdom
Denmark	Luxemburg	United States of America