

records concerning Displaced Persons either held by them or whose location was known to them. The ICRC appears still to have entertained some hopes of playing a definite part in the tracing business and expressed this point of view at meetings held in Paris on August 1st and 17th. But in fact no more consideration was given to using the ICRC facilities. In January 1946, Col. Bowring, Director of CTB, visited Geneva and asked the ICRC to place its facilities at the disposal of UNRRA. In reply the ICRC stated that it would announce that the centralisation of enquiries concerning, and the search for, Displaced Persons in Germany had now been taken over by the CTB in cooperation with the National Tracing Bureaux. The ICRC would place at the disposal of the CTB and the NTB's all future and existing data regarding tracing enquiries and information.

In March and April, Miss S.J. Warner, ERO Tracing Consultant, visited Germany and Switzerland and proposed that the ICRC should be asked on a commission basis to analyse the vast number of lists of former inmates of concentration camps and others in Germany by means of its mechanical filing machines. This proposal, however, was not taken up by UNRRA.

Since a quadrupartite tracing organisation was contemplated, including the Russian Zone, it was evident that the ICRC could not play an active part owing to the lack of diplomatic relations between Switzerland and the USSR. Unfortunately, CDPX and UNRRA both approved of a plan for the active participation of the ICRC in tracing, and this obvious error on the part of CDPX which had the responsibility for the decision no doubt only contributed towards the general misunderstanding. All these circumstances cooperated to produce an atmosphere of misunderstanding and irritation of which the ICRC was the largely innocent victim. It was, however, inevitable in the circumstances that the decision was eventually made to place the responsibility for tracing activities on the shoulders of CDPX.

3. MILITARY PLANS FOR TRACING

Since, during the first half of 1945, responsibility for Displaced Persons rested upon SHAEF, it was natural that on the liberation of Allied territories and the occupation of enemy territory a large number of enquiries should be directed to SHAEF by anxious relatives of Displaced

records concerning Displaced Persons either held by them or whose location was known to them. The IJRC agents still to have undertaken some steps of playing a definite part in the tracing business and expressed this point of view at meetings held in Paris on August 1st and 2nd. It was stated no more consideration was given to using the IJRC facilities. In January 1946, Col. Bowring, Director of GIN, visited Geneva and asked the IJRC to provide its facilities at the disposal of UNRRA. In reply the IJRC stated that it would announce that the concentration of enquiries concerning, and the search for, Displaced Persons in Germany had now been taken over by the GIN in cooperation with the National Tracing Bureau. The IJRC would place at the disposal of the GIN and the UNRRA all letters and existing data regarding tracing enquiries and information.

In March and April, 1946, Mrs. S. J. Warner, IJRC Tracing Consultant, visited Geneva and Switzerland and proposed that the IJRC should be asked on a confidential basis to analyze the vast number of lists of former inmates of concentration camps and other in Germany by means of the mechanical filing machines. This proposal, however, was not taken up by UNRRA. Since a quantitative tracing organization contemplated, including the Russian zone, it was evident that the IJRC could not play an active part owing to the lack of diplomatic relations between Switzerland and the USSR. Unfortunately, GIN and UNRRA both approved of a plan for the active participation of the IJRC in tracing, and this obvious error on the part of GIN which had the responsibility for the decision no doubt only contributed towards the general misunderstanding. All these circumstances cooperate to produce an atmosphere of misunderstanding and irritation of which the IJRC was the largely innocent victim. It was, however, inevitable in the circumstances that the decision was eventually made to place the responsibility for tracing activities on the shoulders of GIN.

3. MILITARY PLANS FOR TRACING

Since, during the first half of 1945, responsibility for displaced persons rested upon SHAEF, it was natural that on the liberation of allied territories and the completion of enemy territory a large number of enquiries should be directed to SHAEF by various relatives of Displaced

Persons. In January already it was learned from Col. Scotland of G-5 SHAEF that a large number of communications were arriving through various channels in SHAEF Headquarters in Versailles. Col. Schottland felt that these letters could not be ignored, but that a small unit should be attached to the Field Headquarters of the DP Division of SHAEF G-5 which would acknowledge enquiries and refer enquirers to the appropriate National Tracing Bureau or to the ICRC in Geneva. He thought that it would be appropriate for this function to be carried out by UNRRA. Although it was proposed by the Standing Technical Sub-Committee that every possible publicity should be given to National Tracing Bureaux and the need for enquiries to be directed to them in the first place, it was considered inevitable that many enquiries would nevertheless continue to reach SHAEF from persons who did not seem to be able to get satisfaction in other directions.

The flow of letters continued to increase as the Armies advanced, and on March 31st Brigadier-General Mickelsen directed an enquiry to UNRRA as to whether the Administration would be prepared to set up a "Forwarding Bureau" which for administrative purposes might be attached to the UNRRA Mission to France. UNRRA felt that it would be willing to undertake this responsibility, but considered that it should be expanded so as to include the task of coordinating National Tracing Bureaux since additional duties might fall to the lot of the Administration particularly in relation to the non-repatriable category of Displaced Persons. The kind of additional duty foreseen at that time was the necessity "to scrutinize the means by which information about Displaced Persons in Germany" could be collected: The description continued: "At the moment full reliance is placed on the DP.2 Registration Card...but this may well prove insufficient for tracing missing persons in Germany. Another most important task will be connected with the measure necessary to identify children whose nationality and personal identity may have been lost, and to find their nearest relatives. Finally, some study will be necessary of the problem of handling cases where contact has been lost through the death of the missing relative unknown to the enquirer". In point of fact, the above tasks eventually occupied an essential place of the work of the CTB.

During the time British and American components of the Central Commission, which had been sitting in London since the beginning of the year,

In January already it was feared from Col. ... that a large number of communications were ... in ... Headquarters in ... that ... factors could not be ignored, but that a small unit should be attached to the Field Headquarters of the 12 Division of ... which would ... and refer enquiries to the appropriate National Training ... in Geneva. It thought that it would be appropriate ... to be carried out by ... Although it was proposed by the Standing Technical Sub-Committee that every possible publicity should be given to National Training Bureau and the need for enquiries to be directed to them in the first place, it was considered inadvisable that enquiries would nevertheless continue to reach ... from persons who did not seem to have any real satisfaction in other directions.

The flow of letters continued to increase as the ... advanced, and in March ... directed an enquiry to ... whether the Administration would be prepared to set up a "forwarding system" which for administrative purposes might be attached to the ... to France. ... felt that it would be willing to undertake this responsibility, but considered that it should be expanded so as to include the task of coordinating National Training Bureau also additional duties might fall to the lot of the Administration particularly in relation to the ... of displaced persons. The kind of additional duty between at that time was the necessity "to ascertain the means by which information about displaced persons in Germany" could be collected. The ... continued: "At the moment full reliance is placed on the ... but this may well prove insufficient for training ... persons in Germany. Another mass transport pack will be connected with the movement necessary to identify children whose nationality and person identity may have been lost, and to find their nearest relatives. Finally, ... study will be necessary of the problem of building cases where contact has been lost through the death of the nearest relative known to the ...". In point of fact, the above tasks eventually emerged as essential ... of the work of the UNR.

During the time British and American components of the General ... which had been sitting in London since the beginning of the year,

gave consideration to the problem of a Central Records Office and of tracing. A statement showing the concern of the British component on the setting up of the Central Records Office was submitted to SHAEF, and UNRRA was invited on April 14th 1945 to support the scheme. The British component further suggested that UNRRA should later assume responsibility for the Central Records Office. It will thus be seen that both SHAEF and the Anglo-American elements of the Control Commission were concerned about the problem of tracing for very practical reasons and were both of the opinion that this was not directly a military task, but was one very suitably delegated to UNRRA.

Meanwhile the field was yielding to the necessity for action and had already set up the nucleus of a Tracing Bureau. On April 27th, SHAEF issued instructions on the subject which provided for the processing of enquiries through normal military channels. SHAEF thus accepted responsibility for incoming enquiries while the task of field search was delegated to the local military detachment Commanders who were authorised to use non-military personnel, (such as Red Cross, UNRRA etc.) in conducting investigations and in exploiting local German records. A month later a SHAEF Tracing and Locating Unit was set up to collect ~~Watte~~-Nominal Rolls of Concentration Camp inmates and to forward lists to National Tracing Bureaux. There was also to be a Central Registry of non-repatriable Displaced Persons maintained by UNRRA and the ICG. For staffing the Location Bureau, SHAEF drew upon personnel under a Miss de la Pole. This bureau was first located at SHAEF/CIH in Versailles (France) and was moved with this CIH to Frankfurt on June 28th 1945.

When UNRRA ultimately replied to SHAEF agreeing to cooperate in the proposed Forwarding Bureau, it was suggested that a responsible UNRRA Officer should be appointed who would coordinate the various National Tracing Bureaux, draw up a scheme for organising the collection of information on records in Germany, and direct the work of the Forwarding Bureau. This wider interpretation was accepted by SHAEF. The DP Division there upon proceeded to seek the necessary budgetary authority and to arrange for the recruitment of key personnel. It was envisaged, that Mr. Tyre Carter should be transferred from the UNRRA Mission to France to become the head of the UNRRA Unit which would be attached to SHAEF and not to the UNRRA Mission to France. The setting up of a Tracing Bureau by UNRRA at SHAEF in the last

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...military personnel (such as Red Cross, WEMA etc.) in conducting investi-

...gations and in exploiting local German records. A month later a SHAW Trg-

...ing and Working Unit was set up to collect, review, and forward lists of Ger-

...manization Camp inmates and to forward lists to National Security Bureau.

...There was also to be a Central Registry of non-identifiable displaced Ger-

...man maintained by SHAW and the IGO. For starting the Working Bureau,

...SHAW drew upon personnel under a plan he had in mind. This bureau was first

...based at SHAW's in Versailles (France) and was working with this CP to

...maintain on June 15th 1945.

...When SHAW ultimately replied to SHAW agreeing to cooperate in

...the proposed Working Bureau, it was suggested that a responsible WEMA

...officer should be appointed who would coordinate the various National Se-

...curity Bureaux, draw up a scheme for organizing the collection of information

...in records in Germany, and direct the work of the Working Bureau. This

...other information was accepted by SHAW. The W Division there upon

...proceeded to seek the necessary regulatory authority and to arrange for the

...recruitment of key personnel. It was envisaged that the W Division should

...be transferred from the WEMA Liaison to France to become the head of the

...unit which would be attached to SHAW and not to the WEMA Liaison to

...France. The setting up of a Working Bureau by SHAW at SHAW in the last

week of May 1945 was foreseen as follows:

"UNRRA set up Tracing Bureau at SHAEF"

As the Allied armies have moved across Germany from the East and from the West during this recent weeks - millions of allied nationals and others have been liberated, and the full extent of the dislocation and disruption in Europe, and the systematised horrors to which people have been subjected have been revealed. Relatives and Friends of people believed to have been held in subjection to the Nazi machine in Germany have been stirred by the deepest anxiety for news of their whereabouts, welfare, and health (or even to know whether they are alive or dead). The breaking up of family groups has also made it urgent that family members in Germany be informed of the present whereabouts of other members of the family outside, since plans for their future movement may depend on this information.

Enquiries concerning displaced persons in Germany coming to Supreme Headquarters Allied Expeditionary Force have increased in number during these weeks relatively in proportion to territorial gains. The rapid repatriation of displaced persons of western nations, and the patience and hopefulness of those awaiting them at home, plus uncertainty as to how information can be obtained, have so far kept the number of enquiries comparatively low. The only means of communication into Germany is through military channels. In late April an average of three to ten enquiries were received daily. This number has steadily mounted to an average at the end of May of about fifty a day.

At the suggestion of the Displaced Persons Branch of Supreme Headquarters, UNRRA agreed to provide staff to the Displaced Persons Branch for dealing with the enquiry service, with a view to its developing into an international forwarding service for Germany. This tracing bureau had initially two activities:

1. Dealing with enquiries concerning displaced persons in Germany
2. Processing and distribution of nominal rolls of displaced persons registered in concentration camps.

There ~~are~~ four UNRRA staff members assigned:

Miss D. de la Pole - Chief
Miss S. Collins - Assistant
Miss M. Campsie - Secretary
Miss S. Dougal - Secretary

In addition secretarial service from ~~staff~~ the military staff ~~is~~ used as available.

Simple statistics will be accumulated to serve as guide for planning and evaluation. As of June 1st, however, there were 295 enquiries which forwarded through military channels and on which replies were being awaited and 321 enquiries screened and categorised but not yet forwarded. In addition, however, there were the enquiries which had been screened out as not appropriate for forwarding or which had to be held until channels were available for dealing with them in the field.

The source from which enquiries are received are becoming increasingly varied as the service becomes more widely known. The chief sources at the present time may be grouped as:

of May 1955 was forward as follows:

MEMORANDUM FOR THE DIRECTOR

As the Allied armies have moved across Germany from the East and West during this recent weeks - millions of Allied soldiers and civilians have been liberated, and the full extent of the destruction and devastation in Europe, and the systematized horrors to which people have been subjected have been revealed. Relatives and friends of people believed to have been held in subjection to the Nazi machine in Germany have been especially the desperate anxiety for news of their whereabouts, welfare, and health (or even to know whether they are alive or dead). The pressing wish of family members has also been to inform them that family members in Germany are informed of the present whereabouts of other members of the family outside, since plans for their future movement are dependent on this information.

Information concerning displaced persons in Germany coming to the attention of the Displaced Persons Administration has increased in number during these weeks relatively in proportion to territorial gains. The registration of displaced persons of western nations, and the assistance and relief of those awaiting them at home, has necessarily as a result of this increase, have so far kept the number of displaced persons actively low. The only means of communication into Germany through military channels, in late April an average of three to four messages were received daily. This number has steadily increased to an average of five to six of about fifty a day.

At the suggestion of the Displaced Persons Branch of the War Relocation Authority, it is agreed to provide staff of the Displaced Persons Branch with the existing service, with a view to its developing into a permanent forwarding service for Germany. This service branch will be initially to consist of:

1. Dealing with enquiries concerning displaced persons in Germany
2. Forwarding and distribution of material to displaced persons registered in concentration camps.

There are four UNRWA staff members assigned:

- Miss D. de la Bole - Chief
- Miss S. Collins - Assistant
- Miss M. Gupate - Secretary
- Miss S. Douglas - Secretary

It is suggested that the military staff should be made available.

Single stations will be recommended to serve as units for the East and West. As of June 1st, however, there were 253 enquiries which were forwarded through military channels and on which replies were being awaited. In addition, enquiries were forwarded but not yet forwarded. In addition, however, there were the enquiries which had been forwarded but were not forwarded for forwarding or which had to be held until channels were available for dealing with them in the future.

The number from which enquiries are received are steadily increasing as the service becomes more widely known. The staff resources at present time may be regarded as:

1. Military - War Office London, War Department Washington, SHAEF and the various SHAEF Missions, and the Army Groups.
2. Official Sources - British Foreign Office, U.S. State Department, Embassies, Allied Liaison Officers.
3. American Red Cross for enquiries from U.S. Service men, the British Red Cross for British citizens and others.
4. Direct requests from individuals.

The following tentative plan of priorities into which enquiries are classified is being tried out in order to ensure first attention to the most urgent enquiries, and to relieve Army Groups of requests for information on unsuitable enquiries:

1. Very important persons and very important sources.
2. Specially urgent situations (youth, illness, etc.)
3. United Nations nationals enquiring about United Nations nationals.
4. United Nations nationals enquiring about others.
5. Screened out - temporarily or permanently -
 - a) No addresses - name put on search list
 - b) Enquiries from other than immediate family
 - c) Transmitting of letters or verbatim messages
 - d) POWs and British and US repatriation requests (sent on to appropriate authorities)
 - e) Enquiries concerning persons with whom no communication had been held for some time before the war period.
 - f) Trivial or, at present, non-essential requests (e.g. finding whereabouts of silver or personal belongings left behind)
 - g) Germans for Germans
 - h) Persons in territory to which this Headquarters has no means of communication.

The general plan of work includes the carding and registering of each enquiry as it comes in, classifying and screening, locating of the address in Germany, and finally forwarding the enquiry through military channels. Forms for forwarding, enquiries have been devised in order to reduce the amount of clerical work in this office and in the field.

Nominal rolls from concentration camps are, where appropriate, first searched before an enquiry is forwarded. These nominal rolls come in from the camps in instalments and as time goes on become more and more complete, and therefore more useful. When a person enquired about is identified on a concentration camp nominal roll, it means that as of the date of that roll the person was alive at that camp. In many instances more specific and current information is required. Rapid repatriation of concentration camp inmates, or their removal after registration to other localities reduces the usefulness of the nominal rolls as an answer to enquiries. However, the information in these rolls very often furnishes a clue for additional search.

The above is an account of the functioning of the unit during the preliminary period when displaced persons are being moved rapidly and very often few records kept in the field. As, however, we approach the period when the majority of displaced persons will have been repatriated it will be advisable to begin the search first with the appropriate national tracing bureau to see if the person is home, and then forward to Germany through military channels, only those enquiries for which this first search was unproductive.

In the meantime the hand of the Military Authorities was being forced by the pressure of events. A secret document from the US Group of the Control Commission in July stated that "national officials are growing restless for information and in certain instances are sceptical

1. War Office - War Office London, War Department Washington, and the various WAR Divisions, and the Army Groups.
2. British Forces - British Forces Office, U.S. State Dept - War, Washington, Allied Forces Office.
3. American Red Cross for supplies for U.S. Forces and the British Red Cross for British citizens and others.
4. Direct requests from individuals.

The following tentative plan of activities into which activities are classified is being tried out in order to ensure that attention is given to the most urgent activities, and to relieve any groups of requests for information on available activities:

1. Very important persons and very important requests.
2. Specially urgent situations (youth, illness, etc.).
3. United Nations nationals requiring some United Nations assistance.
4. United Nations nationals requiring about others.
5. General list - generally or primarily -
 - a) No addresses - name put on search list
 - b) Addresses from other than immediate family
 - c) Transmittal of letters or written messages
 - d) Data and British and US registration requests (sent on to appropriate authorities)
 - e) Requests concerning persons with whom no communication has been held for some time before the war period.
 - f) Special or, at present, non-essential requests (e.g. finding whereabouts of soldier or personal belongings left behind)
 - g) Names for Germans
 - h) Persons in territory to which this headquarters has no access of communication.

The general plan of work includes the coding and registering of each enquiry as it comes in, classifying and assessing, locating of the address in Germany, and finally forwarding the enquiry through military channels. Plans for forwarding, enquiries have been devised in order to reduce the amount of clerical work in this office and in the field.

Material which is concentrated under one or more appropriate files searched below an enquiry is forwarded. These material files come from the range in instructions and as time goes on become more and more complete, and therefore more useful. When a person enquired about in their file on a concentration camp material file, it means that as of the date of that file the person was alive at that date, in any instance case specific and current information is reported. Right registration of concentration camp inmates, or their removal after registration to other localities reduces the usefulness of the material files as an answer to enquiries. However, the information in these files very often furnishes a clue for additional search.

The above is an account of the functioning of the unit during the preliminary period when displaced persons are being moved rapidly and very often the records kept in the field. As, however, we approach the period when the majority of displaced persons will have been resettled it will be inevitable to begin to search for the appropriate national tracing bureau to see if the person is dead, and then forward to Germany from military channels, only those enquiries for which this kind search was unproductive.

In the meantime the head of the Military authorities was being covered by the end of events. A secret document from the US Group of the Control Commission in July stated that military officials are being prepared for information and in certain instances are requested

of current procedures with respect to administrative documentation relative to DP's. There is a definite trend on the part of the United Nations towards the formation of special investigation teams for operations in Germany with a view towards locating records, graves and other personnel information concerning their respective nationals..... This trend may reflect understandable anxiety on the part of the national Governments for prompt and first-hand information. Yet, on the other hand, it is possible that such anxiety is aggravated by knowledge of the non-existence of a proper centralised and coordinating office for handling personal data pertaining to United Nations nationals... Recent conferences with Lt. Col. Proudfoot, DP Branch G-5 SHAEP, and Mr. Eyre Carter, UNRRA, relative to a Central Records Office have resulted in a firm agreement that the prompt establishment of a Central Personnel Records Office for Displaced Persons is an urgent necessity."

On July 5th, Mr. R.H. Parker, Head of the Central Records Section of DP Division, put up a scheme for the establishment of a Central Records Office which would be closely linked with the problem of the re-settlement of non-repatriables and would be located in London. During August 1945, the Central Records Section was dissolved and entire responsibility for the whole matter transferred to the newly-set-up UNRRA CTR. Some comments on the reasons for this step are given in a later section.

On July 11th, a meeting was arranged by DP Branch of G-5 SHAEP regarding the establishment and scope of the Central Records Bureau. It was stated that "the primary purpose of the Bureau is to develop such records and information as will be necessary to answer official governmental and personal enquiries regarding Displaced Persons in Germany. It is not considered practicable or desirable to develop records which are not to be used as a basis for answering such specific enquiries."

The idea of setting up a file of non-repatriable DPs "to enable UNRRA, the Inter-governmental Committee on Refugees (IGOR) and other interested agencies to arrange for ultimate resettlement" was considered necessary, but was to be quite separate from the Central Tracing Records. It was emphasized that there should be the maximum decentralisation of tracing activities to the National Tracing Bureaux in order that the Nations towards

current procedures with respect to administrative dissemination relative to the U.S. There is a definite trend on the part of the United Nations towards the formation of special investigation teams for operations in Germany with a view towards locating records, traces and other personnel information concerning their respective nationals. This trend may be most unfortunate inasmuch as the part of the national governments for foreign and first-hand information. Yet, on the other hand, it is possible that such anxiety is aggravated by knowledge of the non-existence of a proper centralized and coordinating office for handling personal data pertaining to United Nations nationals. Recent comments with Lt. Col.

Mr. [Name], in [Branch] of [Department], and Mr. [Name], in [Branch], relative to a Central Records Office have resulted in a firm agreement that the proposed establishment of a Central Personnel Records Office for displaced persons is an urgent necessity.

On July 11th, Mr. [Name], Head of the General Records Section of the Division, set up a scheme for the establishment of a Central Records Office which would be closely linked with the problem of the re-education of non-repatriables and would be located in London. During August 1947, the Central Records Section was dissolved and entire responsibility for the whole matter transferred to the newly-created [Name] Unit. Some comments on the reasons for this step are given in a later section.

On July 11th, a meeting was arranged by [Name] of [Branch] to discuss the establishment and scope of the Central Records Bureau. It was stated that "the primary purpose of the Bureau is to develop such records and information as will be necessary to answer official governmental and personal enquiries regarding displaced persons in Germany. It is not considered practicable or desirable to develop records which are not as a basis for answering such specific enquiries."

The idea of setting up a file of non-repatriables was to enable the Inter-Governmental Committee on Refugees (ICRR) and other interested agencies to arrange for ultimate resettlement was considered necessary, but was to be quite separate from the Central Records Bureau. It was stated that there should be the fullest dissemination of existing records to the National Trading Bureau in order that the [Name]

weight falling on the Records Office might be kept to a maximum.

In the meantime, Brig.Gen. Wood, Major Haller and Mr. Eyre Catter of UNRRA were given the task of investigating the status of records available in Germany, at the ICRG and at National Tracing Bureaux. At the same time, Miss de la Pole was to continue to develop the Card Index of Enquiries received and of various useful records, and to prepare any directives and instructions to the field and make arrangements with Allied Liaison Officers in connection with enquiries. An account of the actual development of the Central Tracing Bureau from this stage onwards must be sought in the report on this subject. It will be found in Section II.

After the dissolution of SHANF early in July 1945, its successor organisation in charge of Displaced Persons, the Combined Displaced Persons Executive (CDPX), set up a working party to examine the whole subject and to make recommendations. In the meantime it issued the following directive on July 24, 1945:

" Combined DISPLACED PERSONS EXECUTIVE
c/o G-5 Division, USFET 24 July 1945
" GE-CDPX 383.7

SUBJECT: Central Tracing Bureau and Central Records Office

TO : Headquarters, 21 Army Group for Military Government
Headquarters, Third US Army for G-5
Headquarters, Seventh US Army for G-5
Headquarters, First French Army for Military Government.

1. A Central Records Office and a Central Tracing Bureau have been established by Combined Displaced Persons Executive and are now in process of development. The following preliminary information and instruction will be supplemented in due course.

2. Central Records Office

a. The Central Records Office is responsible for locating, safeguarding analyzing and determining disposition of all records in Germany that are concerned with displaced persons.

In this connection you are requested to instruct all Military Government detachments to safeguard pending further instructions any such records located in their area and to notify CDPX thereof, through the normal channels.

b. The Central Records Office is responsible for analyzing and determining disposition of Displaced Persons Registration Records (DP2 Cards) forwarded to this Headquarters in accordance with SHANF Administrative Memorandum No. 99 - Revised 15 April 1945, para 31, sub-para (c), and of nominal rolls called for under para 6, sub-para (b) of the above-cited Memorandum, and by SHANF signal S-85927 of 23 April 1945.

Attention is called to the necessity for forwarding fully completed DP2 Cards in respect of all non-repatriable persons (SHANF's 94204 signal dated 29 June 1945 has reference) and in respect of all deceased displaced persons.

She was appointed as Director of the Central Tracing Bureau after Combined

weight falling on the Records Office might be kept to a minimum.

In the meantime, Mr. Gen. Wood, Major Heller and Mr. Hyde Goggin of IBERA, were given the task of investigating the status of records available in Germany, at the IBER and at National Trading Bureau. At the same time, IBER was to continue to develop the Card Index of statistics received and of various useful records, and to prepare any directives and instructions to the field and make arrangements with Allied Liaison Offices in connection with statistics. An account of the actual development of the Central Trading Bureau from this stage onwards must be sought in the report on this subject. It will be found in Section II.

After the dissolution of IBER early in July 1945, its successor organization in charge of Displaced Persons, the Combined Displaced Persons Executive (CDPE), set up a working party to examine the whole subject and to make recommendations. In the meantime it issued the following directives

on July 21, 1945:

COMBINED DISPLACED PERSONS EXECUTIVE
 c/o G-2 Division, IBER

21 July 1945

CD-DEPX 38.7

SUBJECT: Central Trading Bureau and General Records Office

TO: Headquarters, 21 Army Group for Military Government
 Headquarters, Third US Army for G-2
 Headquarters, Seventh US Army for G-2
 Headquarters, First French Army for Military Government.

1. A Central Records Office and a Central Trading Bureau have been established by Combined Displaced Persons Executive and are now in process of development. The following preliminary information and instruction will be supplied in due course.

Central Records Office

a. The Central Records Office is responsible for locating, organizing and retaining the disposition of all records in Germany that are concerned with Displaced Persons.

In this connection you are requested to instruct all Military Government Detachments to refer any pending questions on such records located in their area and to notify CDPE thereof, through the normal channels.

b. The Central Records Office is responsible for analyzing and classifying the disposition of displaced persons registration records (IIB cards) forwarded to this Headquarters in accordance with IBER Administrative Instruction No. 15 - Revised 15 April 1945, para 3, sub-para (c), and of such records as may be forwarded to the above-mentioned Headquarters, and by IBER, under para 6, sub-para (b) of the above-mentioned instruction, and by IBER, under para 6, sub-para (c) of 25 April 1945.

Attention is called to the necessity for forwarding fully completed IIB cards in respect of all non-registered persons (IIB cards) and in respect of all deceased displaced persons.

c. The Central Records Office will turn over to the National Tracing Bureau of each Allied government records of interest to the country concerned. Other records will be kept centrally and used by the Central Tracing Bureau.

3. Central Tracing Bureau.

a. The Central Tracing Bureau is responsible for promoting the development of a National Tracing Bureau in each country to which all enquiries originating in that country will in the first instance be directed.

b. The Central Tracing Bureau will receive all enquiries from National Tracing Bureaux that cannot be dealt with by them. It will sift such enquiries and pass on those which it judges suitable and which cannot be answered from enquiries the records in the Central Records Office to the appropriate Zone. These enquiries will concern both displaced persons and ex-enemy nationals who are relatives of United Nations nationals.

In this connection you are requested to develop an organisation capable of handling the enquiries which will be transmitted to your Zone or area of command. Officers of this Executive are available on request to advise and assist.

4. Responsibilities.

a. Combined Displaced Persons Executive at present has responsibility for developing and directing the Central Records Office and the Central Tracing Bureau. It will coordinate all interested organisations and utilize all available personnel and resources.

b. CDPX will in due course hand over this responsibility to UNRRA by agreement with all interested organisations."

As will be seen these two bodies were to operate directly under CDPX. This organisation was quite contrary to the idea of giving to the ICRC the right of entry into camps for collecting enquiries and in fact it appears that neither Miss de la Pole nor other UNRRA Officers in Frankfurt had any knowledge of such a proposal at the time. Mr. Eyre Carter, who appears to have been connected with the ICRC move (described above) was still administratively linked with ERO and this event merely emphasises the distance which separated the field from the ERO at that time. (Mr. Eyre Carter was withdrawn by ERO at the beginning of August).

Apparently during June 1945 or even earlier, SHAEF instructed 21 Army Group to set up machinery for recording and tracing Displaced Persons. Col. J.R. Dowring was given the task of directing this Search Bureau which was established under PDMP Division of Control Commission Germany/EE, and located in the British Zone.

On August 3rd Miss de la Pole arrived with all her staff from Frankfurt in Hoechst which was at that time also the location of UNRRA/CH.

She was announced as Director of the Central Tracing Bureau after Combined

o. The Central Records Office will have over to the National
Trading Bureau of each Allied Government records of interest to the country
concerned. Other records will be kept centrally and used by the Central
Trading Bureau.

Central Trading Bureau

a. The Central Trading Bureau is responsible for providing the de-
velopment of a National Trading Bureau in each country to which all agree-
ments originating in that country will in the first instance be directed.

b. The Central Trading Bureau will receive all enquiries from British
and trading partners that cannot be dealt with by them. It will also
enquiries and pass on those which it judges suitable and which cannot be
answered from its own records in the Central Records Office to the
appropriate authorities. These enquiries will concern both British partners and
allied trading partners and the relatives of United Nations nationals.

In this connection you are requested to forward to the Bureau as
soon as possible the enquiries which will be transmitted to your
country of origin. Officers of this Executive are available on request
to advise and assist.

Responsibilities

a. General Displaced Persons Executive at present has responsi-
bility for developing and directing the Central Records Office and the
Central Trading Bureau. It will coordinate all interested organizations
and utilize all available personnel and resources.

b. ILO will in due course hand over this responsibility to UNRRA
by agreement with all interested organizations.

As will be seen these two bodies were to operate directly under UNRRA.
This organization was quite contrary to the idea of giving to the ILO the
rights of entry into camps for collecting enquiries and in fact its agents
that neither had the job nor other UNRRA Officers in Frankfurt had any
knowledge of such a proposal at the time. It is true, however, that reports to
have been connected with the ILO have (mentioned above) and still continue
to be received with ILO and this event would emphasize the distance
which separated the ILO from the UNRRA at that time. (The latter was with-
drawn by UNRRA at the beginning of the war.)

Accordingly during June 1945 or even earlier, UNRRA instructed its
working group to set up machinery for receiving and trading Displaced Persons.
Col. J.H. Downing was given the task of directing this working group which
was established under UNRRA Division of Central Commission Germany, Ltd. and
located in the British zone.

On 20th June 1945 the ILO arrived with all her staff and
staff in London which was at that time also the location of UNRRA.
She was announced as Director of the Central Trading Bureau after Downing

Repatriation Executive (CRE) had issued its directive on the establishment of the CTB and the Central Records Office. Opinions were sought from the various Zones on the question of tracing. Col. Bowring submitted a proposal for an organisation to trace missing persons of Allied nationality throughout Germany to the Headquarters of PWDP Division of CGG/BE on August 15th. Furthermore, on August 22nd, he convened a meeting at Bad Geynhausen, at which various liaison officers of Allied Governments were present, when it was made clear that the CTB would not itself carry out tracing, but would forward enquiries to the Zones where tracing would be done by Zonal Bureaux. Major Smith, representing CDEX, stated that it intended to hand over the Central Tracing Bureau and Records Office to UNRRA at the earliest possible moment. With regard to the ICRC records in Geneva, he stated that he was doubtful about their value but added that test cases would be referred to Geneva to study their effectiveness.

A Working Group set up by CDEX at the Central Tracing Office, which comprised representatives from all four Zonal administrations, met a number of times and finally presented their report to the PWDP Directorate of CDEX on 13 September. This report was adopted by the PWDP Directorate, coordinated with the political, Military, Internal Affairs and Communications Divisions of the four elements of the Control Commission, and subject to two small amendments accepted by the Coordinating Committee of the Control Commission for Germany at its eighth meeting on September 17th 1945. The PWDP Directorate was instructed to implement the policy and open direct negotiations with UNRRA.

The following are the texts of this report and of the minutes of this eighth meeting of the Coordinating Committee of CGG in Berlin. They represent the first official policy for the tracing of Missing Persons, as agreed upon by the quadrupartite authorities:

"A."

CGG/F(45)54

DIRECTORATE OF PRISONERS OF WAR & DISPLACED PERSONS

Recommendations of the Directorate regarding the Establishment of a Central Tracing Service for United Nations Missing in Occupied Germany.

NOTE: This paper has been coordinated with the Political, Military and Internal Affairs and Communications Divisions of the four National Elements of the Allied Control Authority and they concur therein.

... (GEX) has issued its directive on the establishment of the GIB and the Central Records Office, ... various zones on the question of trading, ... for an organization to trace missing persons of Allied nationality through out Germany to the headquarters of ICBP Division of COMSEC on August 19th. Furthermore, on August 22nd, he convened a meeting at Bad Godesberg, at which various liaison officers of Allied Governments were present, when it was made clear that the GIB would not itself carry out trading, but would forward enquiries to the zones where trading would be done by local bureaus. Major British representative GEX, stated that it intended to hand over the Central Trading Bureau and Records Office to WEMA at the earliest possible moment, with regard to the ICBP records in Geneva, he stated that he was doubtful about their value but added that test cases would be referred to Geneva to study their effectiveness.

A working group set up by GEX at the Central Trading Office, which comprised representatives from all four Allied administrations, met a number of times and finally presented their report to the ICBP Directorate of COMSEC on 12 September. This report was adopted by the ICBP Directorate, coordinated with the Political, Military, Internal Affairs and Communications Divisions of the four elements of the Central Commission, and subject to two small amendments accepted by the Coordinating Committee of the Central Commission for Germany at its eighteenth meeting on September 17th 1945. The ICBP Directorate was instructed to implement the policy and open direct negotiations with WEMA.

The following are the texts of this report and of the minutes of this eighth meeting of the Coordinating Committee of CGG in Berlin. They represent the first official policy for the trading of missing persons, as agreed upon by the quadripartite authorities:

COM/T(1)24

DIRECTIVE OF THE COMMISSION OF THE ALLIED CONTROLS IN GERMANY

Recommendations of the Directorate regarding the establishment of a Central Trading Service for missing persons. Meeting in occupied Germany. This paper has been coordinated with the Political, Military and Internal Affairs and Communications Divisions of the four Allied elements of the Allied Control Authority and they concur therein.

Objectives

1. Recommended that the following should be the objectives of the Tracing Service:
 - (a) to search for and trace military and civilian missing of the United Nations;
 - (b) to establish, where possible, the fate of those missing who cannot be found alive;
 - (c) to locate, collect and preserve all available records regarding displaced persons in Germany;
 - (d) to serve as a link to bring interested persons into communication with each other.

National Tracing Bureau

2. Recommended that each interested United Nation that has not already established a National Tracing Bureau within its own national boundaries should be invited to establish such a Bureau, which should receive all initial enquiries concerning missing of its own nationality.

ZONAL SEARCH BUREAUX

3. Recommended:
 - (a) that these Bureaux (which are established already in each Zone) should assume responsibility for instituting searches in their own Zones, including searches on all enquiries passed to them by the Central Tracing Bureau;
 - (b) that each Zonal Bureau should operate under the complete jurisdiction of its own Zone Commander subject only to the general policies of the Allied Control Council and the Central Tracing Policy Board (see below)

Central Tracing Bureau

4. Recommended:
 - (a) that the Allied Control Council should be requested to invite UNRRA to place the Central Tracing Bureau and associated Central Records Office, which it is already operating, at the Council's disposal to be operated by UNRRA under policies and directives issued by the Central Tracing Policy Board;
 - (b) that the Central Bureau should operate as a central clearing house between the Zonal and National Bureaux and not as an executive body; it should not, therefore, issue policies and directives to the Zonal Bureaux, this being the task of the Central Tracing Policy Board.

Search Parties

5. Recommended:
 - (a) that the Central Tracing Bureau should not have search parties under its own jurisdiction.
 - (b) that each Zone Commander should agree, where, upon the recommendation of the Central Tracing Policy Board, he considers it necessary and desirable, to admit into his Zone either Liaison Officers or special teams of the other United Nations.
 - (c) that such Liaison Officers or teams should work in conjunction with, and under the control of, the search organisation of the receiving Zone Commander.

Routing of Enquiries

6. Recommended:
 - (a) that every enquiry should be addressed initially to the National Tracing Bureau of the country of which the person being enquired for is a national; or, in the absence of a National Tracing Bureau, to the Government concerned;

Recommendations

- It is recommended that the following items be the objectives of the working parties:
- (a) to search for and trace military and civilian missing in the United Kingdom;
 - (b) to establish, where possible, the fate of those missing in Germany and to be found alive;
 - (c) to locate, collect and preserve all available records regarding displaced persons in Germany;
 - (d) to serve as a link to bring interested persons into communication with each other.

National Trading Bureau

It is recommended that each interested United Kingdom firm has not already established a National Trading Bureau within its own national boundaries should be invited to establish such a Bureau, which should receive all initial enquiries concerning trading of the own nationality.

SEARCH PARTIES

- It is recommended:
- (a) that three bureaux (which are established already in each zone) should assume responsibility for instituting searches in their own zones including searches on all enquiries passed to them by the Central Trading Bureau;
 - (b) that each zone Bureau should operate under the complete jurisdiction of its own zone Commander subject only to the general policies of the Allied Control Council and the Central Trading Policy Board (see below).

Central Trading Bureau

- It is recommended:
- (a) that the Allied Control Council should be requested to instruct the Central Trading Bureau to place the Central Trading Bureau under the jurisdiction of the Central Economic Office, which is already operating in the Control Council's disposal to be created pursuant to the wishes and directives issued by the Central Trading Policy Board;
 - (b) that the Central Bureau should operate as a central clearing house between the zone and National Bureaux and not as an executive body; it should not, therefore, issue policies and directives to the zone Bureaux, this being the task of the Central Trading Policy Board.

Search Parties

- It is recommended:
- (a) that the Central Trading Bureau should not have a search parties under its own jurisdiction;
 - (b) that each zone Commander should agree, when the recommendation of the Central Trading Policy Board, he considers it necessary and desirable, to make such zone search parties available at special times of the other United Nations;
 - (c) that such search parties or teams should work in conjunction with, and under the control of, the search organization of the receiving zone Commander.

Number of Members

- It is recommended:
- (a) that every enquiry should be addressed initially to the National Trading Bureau of the country of which the person being enquired for is a national or, in the absence of a National Trading Bureau, to the government concerned;

- (b) that, in the case of doubtful or unknown nationality, the enquiry should be addressed initially to the Central Tracing Bureau;
- (c) that, if the National Tracing Bureau (or Government) is unable to answer the enquiry, it should be forwarded on to the Central Tracing Bureau;
- (d) that, if the Central Tracing Bureau is itself unable to answer, the enquiry should be sent to the appropriate Zonal Bureau for a search to be instituted; or, if the appropriate Zone is unknown, it should be sent to all Zonal Bureaux;
- (e) that the answer to an enquiry should pass in reserve through the same channels, with the proviso that, where facilities exist, a copy of the answer may be sent direct to the enquirer.

Records

7. Recommended:

- (a) that each Zone Commander should agree to make available to the Central Tracing Bureau all information, including records (original or copies) uncovered in his Zone which concerns other nationals;
- (b) that each United Nation should be invited to make available to the Tracing Bureau all information, including records (original or copies), uncovered within its national boundaries which concerns other nationals;
- (c) that the Allied Control Commission should be requested to ask other countries which are not included in the United Nations to make available the records in which the Central Tracing Policy Board is interested;
- (d) that the Central Tracing Bureau should retain in its General Records office only those records which, owing to their nature, cannot be decentralised; and that all other records should be passed to the National Tracing Bureau concerned.

Location of Central Tracing and Zonal Search Bureaux.

8. Recommended

- (a) that the Central Tracing Bureau should be in the vicinity of Herfeld provided that suitable signal and road communications and accommodations are found to exist in that area.
- (b) that the Central Tracing Policy Board should carry out a joint reconnaissance as soon as possible to decide, in conjunction with Q Branch and Signals, the exact location;
- (c) that the four Zonal Bureaux should be situated as near as possible to the Central Bureau.

Control of Tracing Service

9. Recommended:

- (a) that there should be established a Central Tracing Policy Board consisting of one representative of each of the four Military Governors;
- (b) that the Board should be responsible for:
 - i) determining the policies regarding the tracing of missing or displaced persons and the collection and use of records pertaining to such persons;
 - ii) coordinating the work of the four Zonal Search Bureaux;
 - iii) controlling, by the issue of directive, the policies to be followed by the Central Tracing Bureau.

"B. Joint Co-ordinate Committee
 Extract of the Minutes of the eighth meeting held
 in Berlin on 17 September 1945, at 15,00 hours.

- (c) that, in the case of records on matters referred to the Central Trading Agency, they should be addressed initially to the Central Trading Agency.
- (d) that if the Central Trading Agency is unable to answer the enquiry, it should be forwarded on to the Central Trading Agency.
- (e) that, if the Central Trading Agency is unable to answer the enquiry, it should be sent to the appropriate Government Department for a decision to be taken; or, if the appropriate Government Department is unable to answer the enquiry, it should be sent to the Central Trading Agency.
- (f) that the answer to an enquiry should be sent in reply through the Central Trading Agency, with the necessary details, and that a copy of the answer may be sent direct to the enquirer.

Records

1. Recommendations:
- (a) that each Government should agree to make available to the Central Trading Agency all information, including records (original or copies) received in its own right concerning international trade.
 - (b) that each United Kingdom should be invited to make available to the Central Trading Agency all information, including records (original or copies), received within its national boundaries which concern other international trade.
 - (c) that the United Kingdom should be requested to ask other countries which are not included in the United Kingdom to make available to the Central Trading Agency all information which is available to them in their own countries.
 - (d) that the Central Trading Agency should retain in its files all records of international trade which are referred to it by other countries, and that all other records should be passed to the National Trading Agency concerned.

Location of National Trading and Central Trading Agencies

2. Recommendations:
- (a) that the Central Trading Agency should be in the vicinity of the Central Trading Agency in each of the four countries.
 - (b) that the Central Trading Agency should carry out a joint programme of work as soon as possible to decide, in consultation with the four Governments, the exact location.
 - (c) that the four Governments should be invited to meet as soon as possible in the Central Trading Agency.

Control of Trading Services

3. Recommendations:
- (a) that there should be established a Central Trading Policy Board consisting of one representative of each of the four Governments.
 - (b) that the Board should be responsible for:
 - (i) determining the policies regarding the trading of essential goods between the four Governments and the collection and use of records pertaining to such goods;
 - (ii) coordinating the work of the four National Trading Agencies;
 - (iii) controlling, by the issue of directives, the policies to be followed by the Central Trading Agencies.

Continued on page 88
 in terms of the number of the eighth meeting held
 in Paris on 17 September 1945, at 10.00 hours.

"ESTABLISHMENT OF A MISSING PERSONS TRACING SERVICE"

The Committee had before them CORC/P(45)54. General ROBERTSON drew the attention of his colleagues to the fact that the operation of the scheme depended on two factors, first, the pooling of available documents held by UNRRA, by the occupying authorities and by the Allied nations, and secondly the recognition of the principle that representatives of each Power shall be permitted to enter other zones for necessary investigation.

The paper was acceptable from the British point of view, subject to the resolution of one point of detail, namely that Directorates were not in a position to approach Foreign Governments. General Clay suggested that paragraph 8(a) should be amended to read: "The Central Tracing bureau should be in a suitable place where signal and road communications and accommodation are available."

General SOKOLOWSKY proposed the addition of a tenth paragraph:

10.

"The above-mentioned organization as a whole would be under control of the Prisoners of War and Displaced Persons Directorate."

THE MEETING:

- a. approved the paper subject to General CLAY's amendment in paragraph 8(a) and the addition of General SOKOLOWSKY's tenth paragraph.
- b. referred ~~to~~ the paper to the PW & DP Directorate for implementation with instructions to open direct negotiations with UNRRA.
- c. agreed that correspondence on this question be conducted by the Political Directorate with the Allied Military Missions on their arrival in Berlin, and that pending their arrival such correspondence be conducted by the normal diplomatic channels of the four Allied Governments.
- d. referred the question of correspondence with those nations who will not have Military Missions to the Political Directorate for their consideration and report to the Coordinating Committee.

The unanimity with which the Working Party finally presented its views does not seem to give any indication of the difficulties experienced in reaching agreement which were those characteristic of quadrupartite organs. For example, at the meeting on August 30th, 1945, representatives of all four Zones had their own views on the eventual location of CTB, and after discussion it was recorded in the Minutes merely that "it was agreed that the Central Tracing Bureau and Records Office should be located in Germany".

4. THE ROLE OF UNRRA

On October 18th 1945 the approved policy on tracing was submitted to UNRRA by the PWDP Directorate of the COG. General Morgan, Chief of UNRRA operations in Germany, thereupon referred it to IRO with a recommendation that it should be accepted in principle as it stood. At the same time General Morgan wrote to the Control Commission stating: