



THE
FACTS
ABOUT
REFUGEES

INTERNATIONAL REFUGEE ORGANIZATION

J 3 1

12/VN/31

IRO maintains offices in the following countries :

Argentina

702, Avenida Vertiz
Buenos Aires

Australia

IRO Office for Australia and New
Zealand
c/o Department of Migration
Collins Street
Melbourne

Austria

Stalinplatz 11
Vienna 4

Belgium

28, rue de la Loi
Brussels

Brazil

Rua Santa Luzia 799
Sala 1602
Rio de Janeiro

Canada

Room 202, 100 Spark Street
Ottawa, Ontario

China

United Nations Building
106, Whangpoo Road
Shanghai

Czechoslovakia

Prilopy 3
Prague 1

Denmark

Stockholmsgade 27
Copenhagen K

Egypt

8, Sharia Dar El Shifa
Garden City
Cairo

France

7, rue Copernic
Paris XVI

Germany

U.S. Zone
APO 62, U.S. Army
Bad Kissingen

British Zone

400 IRO HQs
BAOR, Lemgo

French Zone

SP 51098-BPM507
Neuenburg, Wurt.

Guatemala

Guatemala City

Italy

INR Building
Via S. Nicola da Tolentino 78
Rome

Lebanon

IRO Representative
Polish Refugee Office
P.O. Box 1221
Beirut

Luxembourg

16, rue de l'Eau
Luxembourg-Ville

Morocco

Services Municipaux
Casablanca

Netherlands

't Hoenstraat 1
The Hague

Peru

Edificio Boza
Carabaya 831, Oficina No. 308
Lima

Poland

35, Hoza Street
Warsaw

Switzerland

Palais des Nations
Geneva

Tanganyika

IRO Representative
c/o Director of Refugees
P.O. Box 339
Dar-es-Salaam

Turkey

Honorary Representative
P.O. Box 1733
Istanbul, Galata

Uganda

IRO Representative
c/o Director of Refugees
P.O. Box 584
Kampala

United Kingdom

31, Dunraven Street
London, W.1

United States of America

Room 330, 1346, Connecticut Avenue
N.W.,
Washington 25, D.C.

Venezuela

c/o American Embassy
Caracas

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INTERNATIONALER
TUNGENDIENST
3348 ARCIWA 845E
INTRODUCTORY NOTE

More than three years have elapsed since the victorious forces of the Allied Nations found the refugees and displaced persons amid the ruins of Hitler's "New Order".

Since that time, much has been written and spoken about refugees. In the confusion of the immediate post-war period, much of this was inaccurate. Many misconceptions about the refugees and displaced persons took root and persist to this day. Some of these false beliefs concern the ethnic, political and religious composition of the refugee population.

To many, "refugees" still conjures up a picture of a young face, a young head, a young body, a young mind, a young heart, a young soul.

It is not only a mixture of pity and revulsion; it cannot promote the kind of intelligent, realistic thinking about refugees which alone can solve their problems.

This booklet, as its title implies, attempts to provide the facts upon which such thinking can be based. It shows that the refugees and displaced persons have come a long way back from Hitler's "New Order".

Stand in a refugee camp today and you see about you men, women and children who are normal in all ways save one—they have no homes. The generosity of the United Nations expressed through IRO's predecessor agency, UNRRA, the Allied Armies and voluntary societies provided the material means to restore them to health and vigor.

All that remains is to restore them to hope to provide them with the opportunity to become again productive citizens.

That is the task given to IRO by the peoples of the United Nations. This booklet describes how, with their help, it is being discharged.

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INTERNATIONAL REFUGEE ORGANIZATION

PALAIS DES NATIONS

GENEVA

1948

30 September 1948

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302

150 countries offices in the following countries

INTRODUCTORY NOTE

More than three years have elapsed since the victorious forces of the Allied Nations found the refugees and displaced persons amid the ruins of Hitler's "New Order".

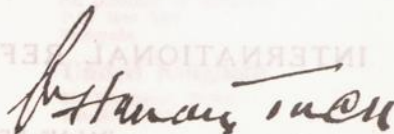
Since that time, much has been written and spoken about refugees. In the confusion of the immediate post-war period, much of this was inaccurate. Many misconceptions about the refugees and displaced persons took root and persist to this day. Some of these false beliefs concern the ethnic, political and religious composition of the refugee populations. These victims of totalitarianism sometimes are painted as supporters of it.

To many citizens of the United Nations, perhaps, the word "refugee" still conjures up a picture of a gaunt face, shaved head, staring eyes, cadaverous body clothed in the shapeless striped garb of the concentration camp.

Such a false picture of the people the IRO is trying to help can inspire only a mixture of pity and revulsion; it cannot promote the kind of intelligent, realistic thinking about refugees which alone can solve their problem.

This booklet, as its title implies, attempts to provide the facts upon which such thinking can be based. It shows that the refugees and displaced persons have come a long way back from Belsen, Auschwitz, Dachau. Stand in a refugee camp today and you see about you men, women and children who are normal in all ways save one—they have no homes. The generosity of the United Nations, expressed through IRO's predecessor agency, UNRRA, the Allied Armies and voluntary societies, provided the material means to restore them to health and vigour. All that remains is to restore them to hope, to provide them with the opportunity to become again productive citizens.

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WILLIAM HALLAM TUCK
Director-General.

30 September 1948.

PART I

THE PROBLEM

The Source of the Problem

Wars always have made refugees. The greatest war—the Second World War—left some 8,000,000 of them in Europe alone—uncounted millions of others elsewhere in the world. In those nightmare years of the “New Order”, the populations of villages, countrysides, cities, even entire provinces, were uprooted and scattered. Some of them fled before the advancing armies and ideologies. These were the true “refugees” who left their homes by choice to escape a known peril. Others were engulfed by the Nazi tide and wrenched from their homelands to serve as slave labourers on German farms and in German factories. In other words, they were “displaced” to serve the Nazi State and they became known as “displaced persons”.*

These mass movements took place after the outbreak of war on 1 September 1939. But there was another, older generation of refugees left by the First World War and the two decades of persecution and revolution that followed it. There were the so-called “White Russians”, the Armenians, the exiled Spanish Republicans, the pre-war victims of Nazi-Fascist racial and political persecution. Many of these had found refuge in Western Europe, where they had become partially assimilated. But a larger number, perhaps as many as 500,000, still required at least legal protection by international agencies.

The 8,000,000 refugees and displaced persons found in Germany, Austria and Italy at the end of the war were the survivors. Millions of others 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.

* This distinction between “refugees” and “displaced persons” is a technical one, and the two terms will be used interchangeably in most cases.

The Armies of the Allied Nations found them living in concentration and slave labour camps in the ruins of the Third Reich that was built to last for a thousand years.

And there, today, three years after V-E Day, nearly a million of them remain.

The Road Back

In the months immediately after the German surrender, the highways of Europe were clogged with masses of refugees trekking homeward. By train, by truck and on foot, 4,500,000 of them aided by the Armies and by the United Nations Relief and Rehabilitation Administration, returned to their countries in the first three months after liberation. By the end of December 1945, the number of persons repatriated had risen to 5,500,000, but the rate was slowing down. It had begun to be apparent that some of the refugees had no desire to return to their homelands because of war-wrought changes in political and social conditions there. Governments had been changed... boundaries redrawn...

While the refugees awaited their turn for repatriation—or refused it—they continued to live in old concentration and slave camps and abandoned German Army barracks. The Armies and UNRRA fed, clothed and housed them, provided medical care, administration and legal protection. Another agency, the Intergovernmental Committee on Refugees, heritor of the refugee responsibilities of the Nansen Office and the League of Nations High Commissioner, turned its attention to the work of finding resettlement opportunities for the non-repatriable refugees and displaced persons. Scores of voluntary agencies worked closely with all of these official bodies in various aspects of the refugee task.

Throughout 1946, large-scale repatriation movements continued. From Africa, the Middle East and Western Europe, refugees returned to their homes, most of them to Eastern Europe.

Although approximately 7,000,000 persons had been repatriated by the end of 1946, there were still an estimated 1,600,000 refugees throughout the world who would need some form of international assistance. In December 1946, the General Assembly of the United Nations voted to create an International Refugee Organization as its agency to cope with all aspects of the problem, replacing the several other agencies then charged with responsibilities for various parts of it.

The Problem Today

The Preparatory Commission for IRO became an operating agency on 1 July 1947, pending completion of certain constitutional requirements for establishment of the agency. It assumed direct care of about 704,000 refugees and displaced persons, most of them in Germany, Austria, Italy and the Middle and Far East, with smaller numbers in other countries of Europe. It assumed responsibility for the protection of the interests of about 900,000 other eligible refugees, about 350,000 of them maintaining themselves in the occupied zones, 550,000—principally the pre-war refugees—distributed throughout the Western European nations. (Because the nations were slow to ratify the IRO Constitution and to pay their contributions to its operating budget, the Agency was forced to conduct its operations under a severe financial handicap. It had to undertake a 100 per cent responsibility with only a 75 per cent budget. It was forced to deny care and maintenance to all new applicants except those in the direst need.) It was forced to practise the strictest economies in the amount of food, clothing and services supplied to the refugees.

Today, a year later, the care and maintenance load has been reduced to 598,000 persons through the operation of programmes of repatriation and resettlement of refugees. Charts on this and the following page show the numbers and location of refugees receiving care and maintenance over the twelve-month period and the countries of origin of those remaining in camps on 30 June 1948.

Chart No. 1

Location of Refugees Receiving Care and Maintenance

Germany 508,000



These tables provide answers to the questions "How many DPs are there?" and "Where do they come from?" and "Where are they now?" It is logical to ask next:

How have they become the concern of IRO?

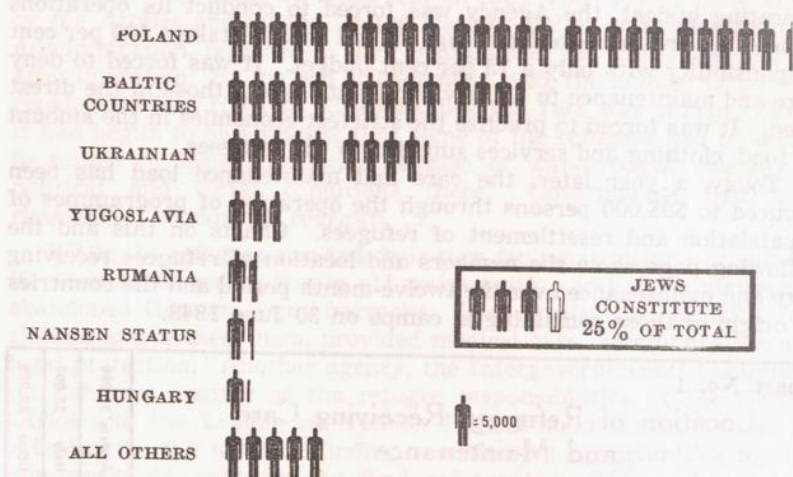
IRO was established to help persons uprooted by the war and its aftermath; to return home those who wished to go; and to

protect and help those who refused to return because of valid racial, religious or political objections. The IRO Constitution requires eight pages in which to list the conditions of eligibility, and there are many refinements of the general principles stated above. These careful definitions serve to ensure that IRO's aid is extended only to those who have real need of it.

Chart No. 2

Where Have the Refugees Come From?

COUNTRY OF CITIZENSHIP, LAST HABITUAL RESIDENCE,
OR ETHNIC GROUP



Here are some specific classes of refugees who are declared to be eligible in the IRO Constitution :

1. Victims of Nazi, Fascist or Quisling regimes.
2. Spanish Republicans and other victims of the Falangist regime in Spain.
3. Persons who were considered to be "refugees" before the outbreak of the Second World War.
4. Persons who were compelled by Nazi, Fascist or Quisling regimes to undertake forced labour or who were deported from their countries for racial, religious or political reasons.

"The Facts About Refugees."

ERRATUM

In Chart No. 2 on page 6, for "5,000" read "10,000".

origin or former habitual
able to avail themselves
of that country.

from IRO assistance are :

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the persecution of civil
members.

table by treaty.

organizations seeking the
of any Member of the
the leaders of movements
turning to their countries

civil service of a foreign

such areas as the Sudeten-
tates do not receive IRO

Eligibility Officers to be
appeal from that decision
Eligibility Appeals.

THE PROBLEM

es wait for the chance to
and sheltered by the IRO.

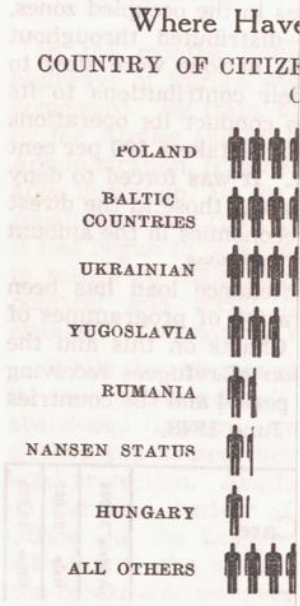
be kept employed, to the

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 responsi-
bility of the Department of Health, Care and Maintenance.

protect and help those who refused to return because of valid racial, religious or political reasons. This report requires eight pages in length and there are many references above. These careful details are extended only to those who

Chart No. 2



Here are some specific categories of persons who may be eligible in the IRO Commission:

1. Victims of Nazi, Fascist or Communist persecution.
2. Spanish Republic refugees and other victims of the Fascist regime in Spain.
3. Persons who were considered to be "refugees" before the outbreak of the Second World War.
4. Persons who were compelled by Nazi, Fascist or Quisling regimes to undertake forced labour or who were deported from their countries for racial, religious or political reasons.

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.

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

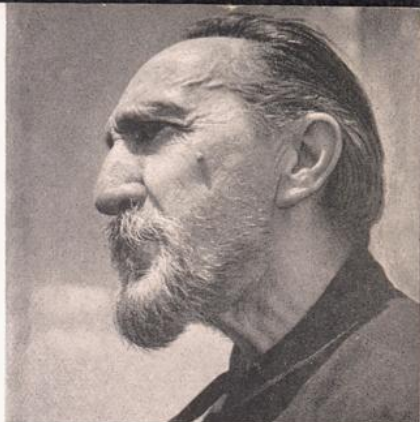
Repatriation—the return of refugees and displaced persons to their countries of origin—is the top priority job of IRO. This is stated explicitly in the Constitution adopted by the General Assembly of the United Nations. The Constitution states with equal clarity, however, that no bona-fide refugee or 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.

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



4

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.

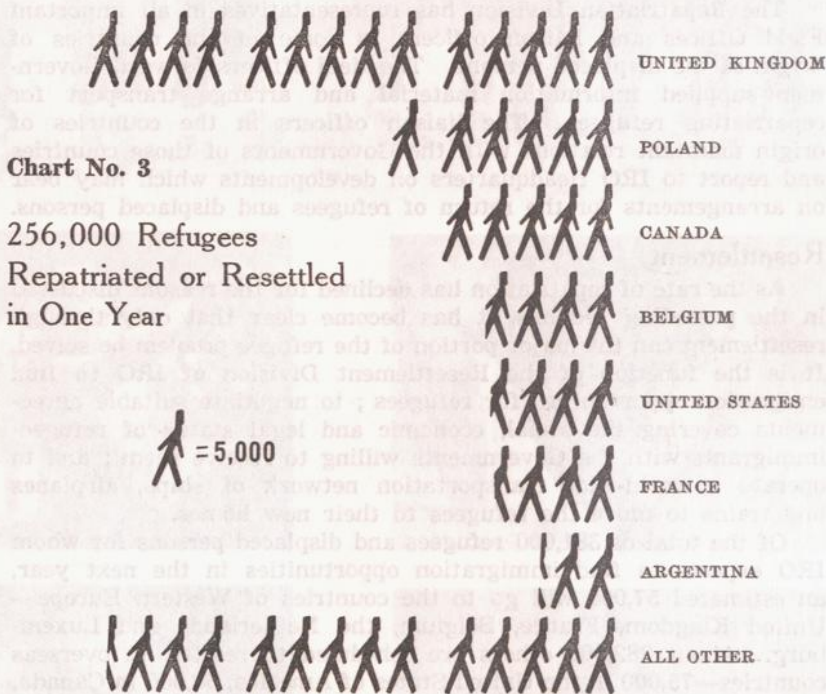
Of the total of 381,000 refugees and displaced persons for whom IRO expects to find immigration opportunities in the next year, an estimated 57,000 will go to the countries of Western Europe—United Kingdom, France, Belgium, the Netherlands and Luxembourg. About 282,000 others are scheduled to resettle 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.

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.

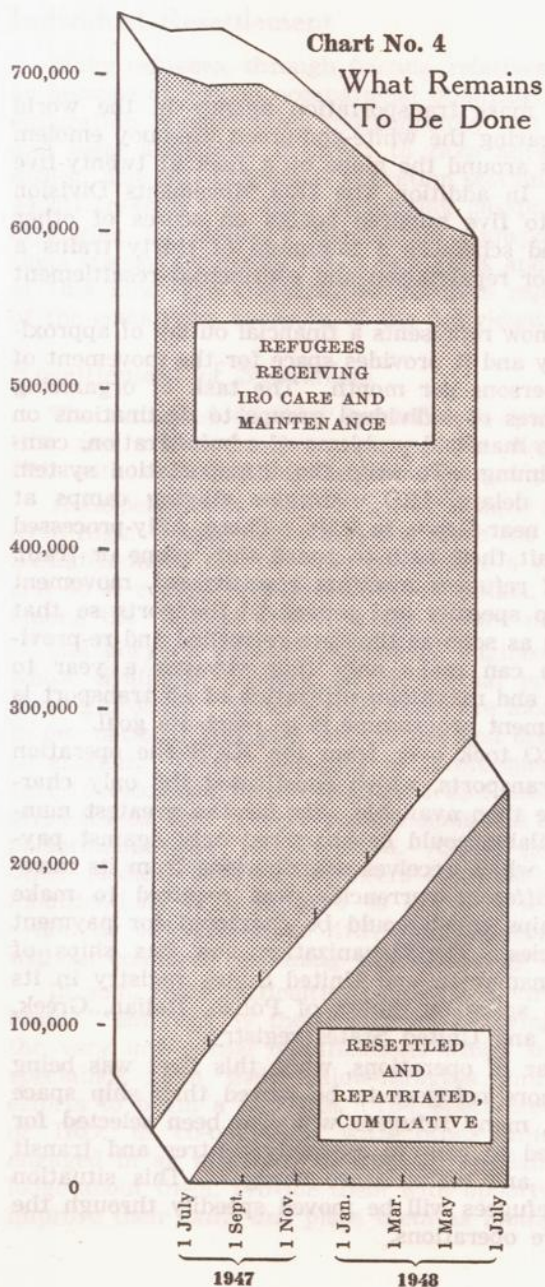
Results

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.

What Can the Refugees Offer ?

One third of the male displaced persons of working age in Europe are skilled workers...

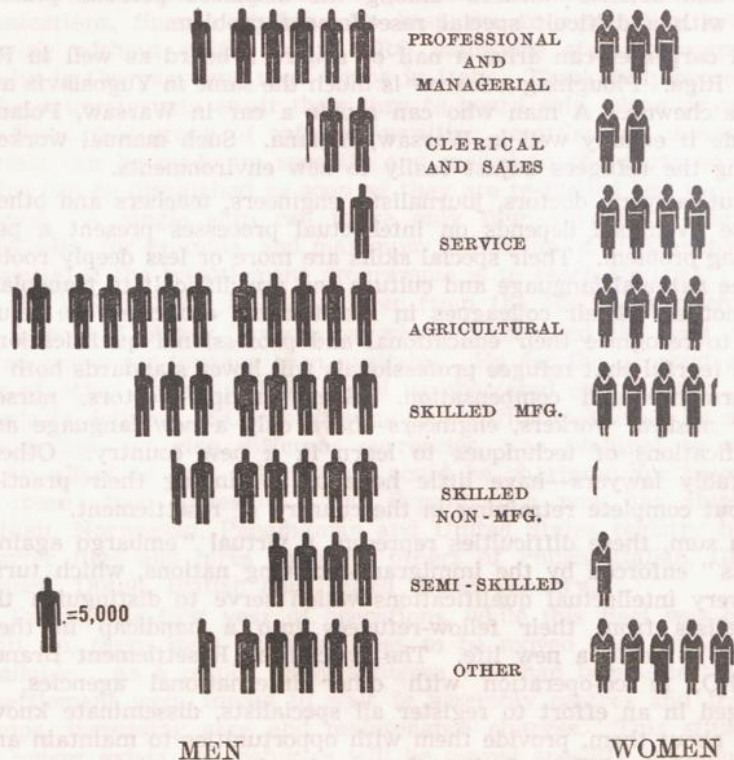
One fourth are agricultural workers...

About 13 per cent are professional, managerial, intellectual and artistic workers...

These are conclusions reached on the basis of a recent study of occupational skills of displaced persons in IRO assembly centres in Germany, Austria and Italy.

Chart No. 5

Occupational Classifications of 340,000 Refugees



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.

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

Venezuela subsequently ratified the Constitution and became a member.

The ultimate policy-making body of IRO is its General Council, composed of one representative of each member nation. The Council met for the first time on 13 September 1948. Under normal circumstances, it will meet twice a year, but it may be called into special session.

The Executive Committee, consisting of representatives of nine members of the Organization, elected by the General Council for terms of two years, meets twice a month, when the volume of work requires, to implement the decisions of the General Council and to take emergency policy decisions if necessary.

The chief administrative officer of IRO is the Director-General. The present incumbent, Mr. William Hallam Tuck, who served also as Executive Secretary of the Preparatory Commission, is a citizen of the United States of America. His Deputy, Sir Arthur Rucker, is an Englishman. Three Assistant Directors-General in charge of the Departments of Health, Care and Maintenance, of Re-establishment, and of Administration are of United States, French and Dutch citizenship respectively.

From IRO Headquarters in the Palais des Nations, Geneva, Switzerland, they direct a staff of 1,897 persons of thirty-eight different nationalities assigned to field offices in twenty-six countries—the occupied zones of Germany and Austria, Italy, the principal immigrant-receiving countries of Europe and the Americas and in the Middle and Far East. This international staff is assisted by 2,392 other persons recruited locally in the areas of operation.

Financial Resources

The Constitution voted by the General Assembly made provision for a budget for the first fiscal year of \$155,860,500 and set up a percentage scale of contributions for each Member of the United Nations.

During the first year, however, contributions to be received from those nations which had ratified the Constitution plus residual assets of predecessor agencies totalled \$119,088,320. Of this amount, by far the largest part was contributed by the United States, which for the first fiscal year gave \$71,024,899. The United Kingdom was the next largest contributor with \$22,832,464. France gave \$6,481,481, Canada \$5,440,717, China \$4,064,512, Australia \$2,753,225, Belgium \$1,575,405, the Netherlands \$1,426,740, Norway and New Zealand each \$688,666, the Dominican Republic and Guatemala each \$62,824 and Iceland \$32,132.

These contributions are expressed here in terms of dollars. In practice, it is difficult to obtain payment from a member nation in a currency other than its own. Thus, a large part of IRO's receipts are in non-convertible or "soft" currencies. The search for commodities, shipping and services which can be obtained in exchange for these currencies of limited convertibility has been a constant preoccupation of the IRO financial administration. Thus, Belgian francs are used to repair ships in Belgian docks, English pounds to buy English ships, and Dutch guilder credits are used to purchase food for refugees in the camps. A financial administration has been established which is capable of supervising expenditures in 38 different currencies.

A fund of \$5,000,000 for large-scale resettlement schemes (in effect, colonization schemes), to which Governments were to contribute voluntarily, was also proposed by the General Assembly, but few such contributions were received.

By far the heaviest demand on IRO's resources during its first year of operation was for the programme of Health, Care and Maintenance. The Organization's major effort has been to free sufficient funds from this form of expenditure, which supports a mere "holding" action, for use in the programme of repatriation and resettlement, which alone can solve the problem. In its first fiscal year, IRO was forced to spend 75 per cent of its funds merely to keep refugees alive. Only 18 per cent was available to help them begin new lives. In its second year, increased opportunities for resettlement and greater availability of shipping will permit IRO to reverse this emphasis. In its third year, IRO hopes to complete its task.

A NOTE IN CONCLUSION

The International Refugee Organization represents the United Nations in vigorous, effective action towards solution of a concrete operational problem.

Because of IRO's efforts in its first, difficult year of operation, 256,000 people have exchanged the twilight existence of the refugee for hopeful, productive citizenship either in their old country or in a new land. Many more will follow them in the next two years. Each of them, through the most direct personal experience, will have acquired renewed faith in the ability of the United Nations to overcome international problems through international co-operation.

The editors of this booklet have made a sincere attempt to put into it only facts. It is a fact that 205,000 persons were resettled during IRO's first year of operation. But statistics alone do not tell the human side of the story. Behind the figures are men and women and children eager to board the ship or train that leads to a new start in life.

But too many of those who boarded ships and trains in that first year were men—young, strong, unattached men culled from the refugee population by programmes of selection designed to fill the manpower needs of the nations rather than to contribute to solution of the problem.

War-born shortages of housing facilities have forced some nations to adopt this formula of recruitment. Others have agreed to accept the families of selected workers "as soon as housing becomes available". Meanwhile, tragic separations take place.

IRO has repeatedly warned that this "skimming of the cream" must be checked because it is both a denial of the Organization's humanitarian aims and an economic heresy. The refugees are a community. Like any community, this one has its economic producers and those who are dependent upon the producers. Like any community, this one will suffer if its workers and producers are taken away from it. They will leave behind them a "hard core" of those who cannot maintain themselves and who may long remain dependent upon the world's charity. This group will include not only those who cannot work because they are too young or too old, or too busy with family duties, but also those who are too well qualified—that is the intellectual workers, victims of that "embargo on brains" which has been described.

This need not happen. The United Nations General Assembly has urged the nations of the world each to accept into its territory a fair share of all elements among the displaced persons. A generous response to this appeal would mean that the entire number of non-repatriable refugees could be absorbed with ease by the world—those who can work supporting the few who cannot.

For nearly a million people today IRO—the International Refugee Organization—is the point of contact with the United Nations. They believe that IRO can solve their problem. IRO can justify that faith if it receives the generous, intelligent support of its member Governments—that is to say, the support of the individual citizens whose will is supreme in those Governments.

It is to them that this pamphlet is directed—and dedicated.

Voluntary Societies assisting in IRO Field Operations

Germany, Austria and Italy

(The following societies are working in some or all of these countries)

American Friends Service Committee
American Joint Distribution Committee
American National Committee for Aid to Homeless Armenians
American Polish War Relief
Boy Scouts International Bureau
British Red Cross
Church World Service
Council of British Societies for Relief Abroad
(including activities of a number of member organizations in this Council)
Hebrew Immigrant Aid Society
International Rescue and Relief Committee
International Social Service
Italian Red Cross
Jewish Agency for Palestine
Jewish Committee for Relief Abroad
Lutheran World Federation
Mennonite Central Committee
National Catholic Welfare Conference — War Relief Services
Netherlands Red Cross
Polish Red Cross
Unitarian Service Committee
United States Committee for the Care of European Children
United Lithuanian Relief Fund of America
United Ukrainian American Relief Committee and Ukrainian Canadian Relief Fund
Vaad Hatzala
World Council of Churches
World ORT Union
World's YMCA/YWCA
World Student Relief

France

Aumônerie protestante
Caisse israélite de prêts
Centre de formation professionnelle
Centre de reclassement professionnel
Centre d'orientation sociale des étrangers
Comité des œuvres sociales de la résistance
Comité international pour le placement des intellectuels réfugiés
Comité inter-mouvements auprès des évacués
Comité juif d'action sociale et de reconstruction
Entr'aide française
Entr'aide universitaire française
Fédération des sociétés juives de France
Fonds de démarrage économique
International Rescue and Relief Committee
Œuvre de protection des enfants juifs
Œuvre de secours aux enfants
Organisation — Reconstruction — Travail

Secours catholique
Service social d'aide aux émigrants
Service social des jeunes
Service Quaker
Union des étudiants juifs de France
Unitarian Service Committee

Belgium

Aide aux israélites victimes de la guerre
Comité des réfugiés venant de l'Est
Comité central israélite
Comité d'Aide aux israélites victimes des lois raciales
Comité estonien
Comité international pour le placement des intellectuels réfugiés
Croix-Rouge lettonne
Ecole artisanale et agricole du Bahad
Front national autrichien
Jewish Agency
Œuvre de Notre-Dame de Sion
Organisation — Reconstruction — Travail
Comité yougoslave

Netherlands

Catholic Committee for Refugees
International Quaker Bureau
Jewish Co-ordination Committee
Organisation — Reconstruction — Travail
Vereingung Deutscher Staatenloser Antifaschisten

Portugal

American Joint Distribution Committee
National Catholic Welfare Conference
Unitarian Service Committee

Spain

American Joint Distribution Committee
(Barcelona)
Representation in Spain of American Relief Organizations (Madrid)

China

American Joint Distribution Committee
Mennonite Central Committee
Co-ordinating Committee for Refugees
Russian Emigrants Association
Catholic Welfare Committee
International Relief Committee

