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REPORT

to the General Council of the

INTERNATIONAL REFUGEE ORGANIZATION

by the Executive Secretary of
the Preparatory Commission

1 July 1947 to 30 June 1948



PALAIS DES NATIONS
GENEVA, SWITZERLAND
SEPTEMBER 1948

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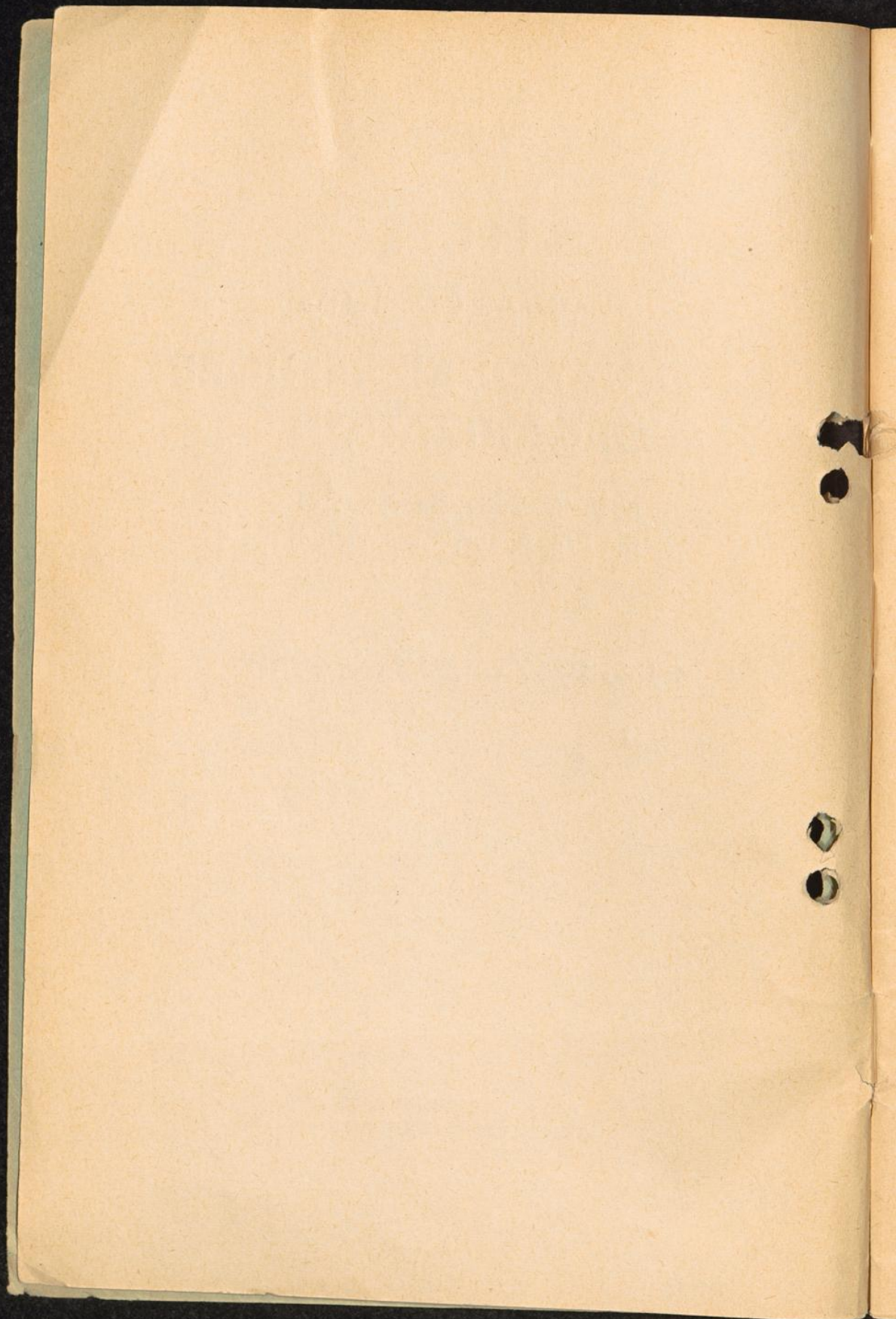
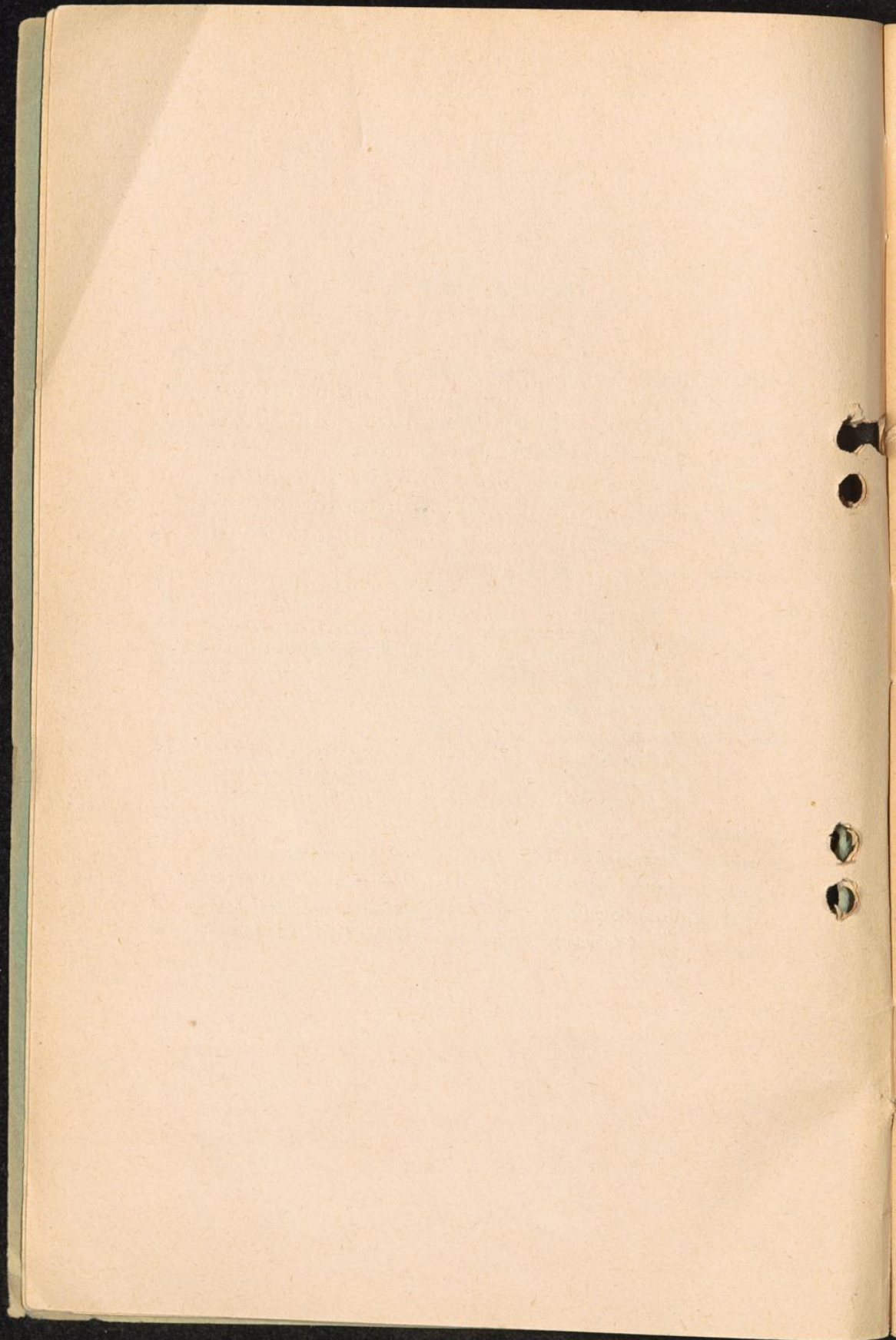


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PREFATORY MESSAGE FROM THE EXECUTIVE SECRETARY OF THE PREPARATORY COMMISSION

I have the honour to transmit hereunder a report on the efforts that have been made by the staff of the Preparatory Commission for the International Refugee Organization to solve one of the most pressing human problems left by the war—the problem of refugees and displaced persons.

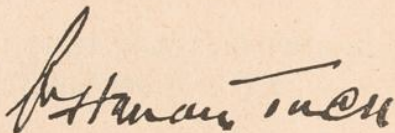
Wars have always made refugees. The greatest war—the Second World War—left in its wake more than eight million persons homeless, uprooted, destitute, the survivors of uncounted millions of others who perished.

In the immediate post-war period, millions of these people returned to their homes aided by the armies of the United Nations, UNRRA and other agencies. But there remained at the end of 1946 hundreds of thousands of refugees and displaced persons throughout the world who at that time had been unable or unwilling to return to their homelands.

This mass of unassimilated human beings—men, women and children from all countries of Europe and all walks of life—presents grave social, economic and political problems bearing upon the reconstruction of a stable, peaceful world. As part of the price of victory, the United Nations assumed responsibility for solving those problems. The International Refugee Organization is the expression of the will of the peoples of the United Nations to discharge this obligation.

This report seeks to present the record of what has been done by the Organization in its preparatory period to meet the responsibilities placed upon it. Much has been accomplished. More remains to be done. The fates of more than eight hundred thousand human beings remain on the

conscience of the victors three and a half years after the victory. It must be the task of the IRO to keep that conscience alive and awake, to prevent it from becoming numbed and indifferent, lost in the flood of complexities which have beset us all in this period of difficult post-war adjustment.

A handwritten signature in dark ink, appearing to read "William Hallam Tuck". The signature is fluid and cursive, with a long horizontal stroke extending from the end.

WILLIAM HALLAM TUCK
*Executive Secretary
of the Preparatory Commission*

REPORT OF THE EXECUTIVE SECRETARY OF THE PREPARATORY COMMISSION

SECTION I

Previous Constitutional History

On 15 December 1946, the General Assembly of the United Nations voted to create an International Refugee Organization as its agency to deal with all aspects of the displaced persons and refugee problem, replacing the several other agencies then charged with the responsibility for various parts of it.

At the same time, an Agreement on Interim Measures was also adopted, under which a Preparatory Commission for the IRO was to be established, pending the entry into force of the Constitution, to take necessary and practical measures for bringing the Organization itself into effective operation as soon as possible.

On 31 December 1946, the requisite eight governments had signed the Constitution to bring the Preparatory Commission into being. Accordingly, the Secretary-General of the United Nations convened the first session of the Preparatory Commission, which met at the Palais des Nations, Geneva, from 11 to 21 February 1947.

At this first part of its first session, the Preparatory Commission elected His Excellency M. Henri Ponsot, Ambassador of France, as Chairman. Mr. Arthur J. Altmeyer, Chairman of the United States Social Security Board and the United States representative to the Social Commission of the Economic and Social Council of the United Nations, was elected Executive Secretary. Representatives of the United Nations Relief and Rehabilitation Administration (UNRRA) and the Intergovernmental Committee on Refugees (IGCR), who had been in constant consultation during the drafting of the IRO Constitution, met with the Commission to aid in the drafting of directives for the orderly transfer of their refugee responsibilities, personnel and assets to the new Organization. Preliminary directives were drawn to implement the constitutional functions of IRO, the promotion of repatriation and resettlement, the determination of eligibility, establishment of agreements between IRO

and the governments and Occupation Authorities and the provision of funds and personnel to carry out the work of the Preparatory Commission.

The Secretary-General of the United Nations, in response to a request from the Preparatory Commission, agreed to hold at the disposal of the Organization a sum not exceeding in all U.S. \$250,000, against which the United Nations paid the salaries and other necessary administrative expenses of the Organization on the understanding that these costs would later be reimbursed by the Organization. These arrangements extended during a period of approximately four months prior to the assumption of operational activities by the Organization ; the Secretary-General of the United Nations also agreed to make available to the Organization accommodation for its Headquarters at the Palais des Nations, Geneva.

The Preparatory Commission met for the second part of its first session from 1 to 20 May 1947. Although the number of signatures to the Constitution of the IRO had by that time increased to fourteen, only five of these signatures represented final acceptance of the Constitution by Member Governments, and the Commission recognized the unlikelihood that fifteen formal acceptances of the Constitution by States whose contributions to Part I of the Operational Budget would amount to 75 per cent thereof, necessary to bring the Organization into being, would be obtained by 30 June 1947, the date upon which both UNRRA and the IGCR were to terminate their activities on behalf of refugees and displaced persons. In order to avoid any breach in the continuity of operations, and in accordance with paragraphs 3 and 6 of the Agreement on Interim Measures, the Commission decided to assume, on 1 July 1947, operational responsibility for the refugees and displaced persons eligible for assistance under the terms of the Constitution. The Commission further decided to request Governments Members of the Preparatory Commission to make available, in advance, a portion of their contributions which would be due for the first financial year of the Organization itself, and to request UNRRA and IGCR to consider transferring to the Preparatory Commission any surplus funds they might have available on 30 June 1947. Staffs of these two organizations engaged in refugee and displaced persons work in the field on that date were transferred to PCIRO, pending final organization.

In view of the unexpectedly heavy responsibility which the Executive Secretary would have to bear as a result of the decision to commence active operations, the Preparatory Commission appointed an Advisory Committee to meet from time to time between meetings of the Prepara-

tory Commission to advise the Executive Secretary on his plans for the organization of the IRO and his appointments of senior members of the staff. The terms of reference of the Advisory Committee were subsequently widened to enable it to recommend action to the Preparatory Commission on all outstanding matters concerning the bringing into effective operation of the IRO.

At the third part of its first session, held in July 1947, the Preparatory Commission received with regret the resignation of Mr. Arthur J. Altmeyer and elected as Executive Secretary in his stead Mr. William Hallam Tuck. At the same time, Sir Arthur Rucker, K.C.M.G., C.B., C.B.E., was appointed Deputy Executive Secretary.

The Preparatory Commission convened for the fourth part of its first session in October 1947 and again for the fifth part of its first session in January 1948, by which time it felt able, in view of the degree of reorganization which had been achieved by the Executive Secretary, to give its approval in principle to the personnel establishment which had been set up.

At the sixth part of its first session, in May 1948, the Preparatory Commission took certain final steps towards the coming into existence of the IRO itself. By that time, twenty-one governments had signed the Constitution, fourteen of them having either signed without reservation as to subsequent approval or having formally accepted the Constitution subsequent to signature ; thus it was necessary for only one more government to complete the formalities of accepting the Constitution to bring it into force. The Commission therefore took preliminary steps to arrange for the convening of the General Council on 13 September 1948.

SECTION II

Transfer from UNRRA and IGCR

In assuming, on 1 July 1947, operational responsibility for the refugees and displaced persons eligible for assistance under the terms of the Constitution of the IRO, the Preparatory Commission also took over in large part such assets and personnel of the UNRRA Displaced Persons Operation and of the IGCR as were considered appropriate. Shortly after that date, in accordance with plans made by the Executive Secretary, the personnel of the Headquarters of the IGCR who were to

join the Preparatory Commission were transferred to the Commission's Headquarters at Geneva. For reasons of operational facility, the Field Liaison Centre in Paris, which had been created by UNRRA, was maintained for a few weeks by PCIRO. The Field Liaison Centre supervised the amalgamation in the various areas of operation of the missions or field offices of UNRRA with those of the IGCR. The Field Liaison Centre was closed during August 1947 and the necessary staff transferred to PCIRO Headquarters at Geneva.

SECTION III

Scope of Operation

On 1 July 1947, PCIRO became the largest operating agency of the United Nations in both the geographical scope of operations and numbers of people employed and served. It undertook the operation of missions and field offices in twenty-five different countries on five continents. The number of international staff members taken over from the predecessor organizations during July was 1,950, including 30 who had already been engaged in the preliminary work of the Organization. This international staff represented thirty-two different nationalities. In addition, 2,833 local employees came on to the payroll of the Organization during July 1947.

The Organization inherited four separate headquarters—those of IGCR in London, UNRRA in Paris, UNRRA Finance in London and the PCIRO staff in Geneva—and field missions and offices of the two predecessor organizations. The consolidation of the headquarters elements in Geneva and the field missions throughout the areas of operation was an administrative task of considerable magnitude.

Moreover, in order to introduce into PCIRO persons who had no connexion with either of the predecessor organizations and to secure the widest geographical representation possible among the staff, new personnel of the nationalities of the countries Members of the Preparatory Commission were recruited and incorporated into the new Headquarters and into the reorganized establishments in the field. A salary scale suitable to attract sufficiently experienced and qualified personnel (some of them to do work of a highly specialized nature) and yet at a level which could be met from the limited funds at the disposal of the Organization was drawn up and detailed conditions of service established.

Total emoluments for PCIRO staff members are, in general, lower than those of other comparable United Nations agencies, particularly in the matter of family and travel allowances.

The budget of the Organization had been originally calculated in mid-1946 and was finally approved by the General Assembly in December 1946, six months before the Preparatory Commission assumed operational responsibility. Many of the assumptions on which it had been based, therefore, were no longer valid when operations began. Moreover by 1 July 1947 only twenty governments had signed the Constitution of the IRO, and the contributions which would fall due from them upon their ratification would only have amounted to about 75 per cent of the total budget.

Expenses on personnel and establishment were of necessity higher during the early formative period and, in attempting to keep within the amount of \$15,100,000 approved by the Preparatory Commission in May 1947 for such expenses for the first financial year of the Organization, the Executive Secretary had to make considerable reduction in the number of personnel employed. On 31 January 1948, the numbers had dropped to 1,769 international staff members and 2,135 local employees.

In view of the economies which he had been able to make in other items of expenditure and in recognition of the changing nature of the Organization's programme, which necessitated increases in staff to perform certain essential functions such as resettlement, child care and legal and other protection, the Executive Secretary has since been able slightly to increase the Organization's staff, which on 30 June 1948 comprised 1,894 international staff members and 2,392 other employees recruited locally in the areas of operations.

At the end of the first twelve months of operation, the total number of main offices had risen to twenty-five through the establishment of new offices in several of the countries of resettlement. Some of the difficulties of financial administration in the thirty-eight different currencies required by those operations are dealt with in a succeeding chapter on Finance.

In Geneva, it has been necessary to distribute Headquarters staff in three buildings. This has presented numerous administrative difficulties and continuing efforts have been made in co-operation with the authorities of the Canton of Geneva and the Swiss Confederation to obtain accommodation for the entire staff in one location.

SECTION IV

Finance

During the first year the most essential PCIRO operations on behalf of the refugees and displaced persons were financed successfully despite difficulties inherent in the Organization's constitutional position.

A financial administration was set up which is capable of supervising expenditures in thirty-eight different currencies by twenty-five principal offices and numerous sub-offices throughout Europe, the Western Hemisphere, China and the Middle East areas. The exacting tasks of combining two predecessor organizations and recruiting a skilled technical staff have been substantially completed. Auditing and accounting procedures have been adopted which have ensured prompt production throughout the year of financial data to expedite operational planning and give it a measure of flexibility to meet the changing needs of a changing programme. The Organization has presented, only two months after the end of the year, a complete set of accounts covering the year's operations, together with the audited Balance Sheet and the Auditors' report.

In assessing the degree of progress that has been made in the financial field, it will be useful to consider the initial difficulties under which this phase of the work was begun on 1 July 1947. The Agreement on Interim Measures, in effect, invited signatory governments to make advance payments against their contributions for the first year, but could not place governments under any obligation to make funds available to the Commission. Thus, while the refugee problem, which the Commission was called upon to meet, remained constant and demanding, the amount of funds available to meet it was uncertain. In each of the first eight months of operation, for example, the Organization received an average of only 6 per cent of its anticipated revenue for the year. Then, in one month, in the third quarter, it received nearly a quarter of its revenue for the entire year. These fluctuations of receipts were one of the important factors which made definite planning difficult.

Whilst signatory governments gave proof of the most sympathetic understanding of the problem, it was inevitable that constitutional difficulties hampered many of them in completing ratification of membership and in making prompt financial assistance available. Furthermore, economic difficulties in many countries caused their governments to furnish advances only in currencies of restricted convertibility. The

search for commodities, shipping and services which could be obtained in exchange for these currencies of restricted convertibility has been a constant preoccupation of the operating departments concerned.

A further obstacle to operational planning was the Organization's inability to obtain immediately exact cost figures covering the various supplies which were being furnished to the displaced persons by the Occupation Authorities at the time it assumed operational control in the field. Prudence dictated establishment of substantial reserves to meet this liability of undetermined size. Only after months of careful negotiation were initial prices ultimately reduced, thus enabling the Organization to commit so much of this reserve as exceeded the actual liability.

These three factors of uncertainty—irregular receipts in funds of restricted convertibility and slow determination of the extent of past liabilities—tended to inhibit full commitment of resources in the early part of the year. Consequently, some projects initiated late in the first fiscal year and financed by revenue of that year will be completed in the second.

The budget necessary under the terms of the Constitution for the first financial year was established as a total sum, expressed in terms of U.S. dollars, of \$155,860,500, comprising \$4,800,000 for administrative expenses and \$151,060,500 for operational expenses, together with a further sum of \$5,000,000 in respect of large-scale resettlement expenditure.

When the Commission commenced operations on 1 July 1947, twenty countries had signified intention of membership, but of these only nine had completed their ratification.

During the month of July 1947, loans were made to the Commission by UNRRA in the amount of \$2,000,000 and by the United Nations in the amount of \$500,000 to enable PCIRO to commence its operations, but the terms of these loans made it necessary for the repayment thereof to be made by the Commission three months later.

After due deliberation, and having regard to the probability of delay in receipt of resources, the Commission finally decided that expenditure could be planned only to the extent of the equivalent of U.S. \$119,088,320 for administrative and operational expenditure, together with an additional provision for the equivalent of \$5,000,000 for large-scale resettlement programmes.

Because the task of care and maintenance could not be reduced or deferred, and because the rate of re-establishment of refugees during the

initial months was slow, the Commission allocated \$75,281,927 or 63 per cent of its anticipated resources for the programme of health, care and maintenance ; however, only \$24,600,760 or 21 per cent was allocated for re-establishment, repatriation and resettlement.

Based upon the conviction that the increased rates of resettlement and repatriation will produce a substantial reduction in the care and maintenance load, the Organization has budgeted to reverse the emphasis in its second year of operation—1948/49. Approximately \$70,000,000 or 43 per cent will be allocated to the constructive task of re-establishment and only \$54,065,811 or 33 per cent to meet the needs of refugees and displaced persons remaining in the camps.

SECTION V

Agreements

During the preparatory period, a number of Agreements were concluded between the Preparatory Commission and the governmental authorities of the areas where the Organization conducts its operations, and with a number of countries of resettlement.

Agreements with the Occupation Authorities in the United States Zones of Germany and Austria provide that the Organization is to be directly responsible for the care and maintenance of refugees and for the operation of assembly centres. They provide also for the performance by the Organization of its constitutional functions of repatriation, resettlement and legal protection. These Agreements also define the status of the Organization, of its staff, and of the refugees and displaced persons, and provide for the procurement of the facilities, supplies and services required by the Organization in the performance of its functions. Close liaison with the Occupation Authorities is provided for, and the Agreements set out the reciprocal undertakings of the Occupation Authorities with respect to the procurement of indigenous supplies, the furnishing of local currency, the maintenance of law, order and security, and similar matters.

Agreements concluded with the British and French Occupation Authorities in Germany and Austria differ in one essential respect from the Agreements concluded with the United States Occupation Authorities, in that, in the British and French Zones, the Authorities undertake the direct administration of assembly centres. This is performed with

the policy supervision of the Organization and in accordance with the principles established in the Constitution.

Operations agreements have also been entered into with the Governments of a number of sovereign countries in which the Organization operates. Formal Agreements have been concluded with the Governments of France and Italy and negotiations are proceeding with other governments, with which less formal arrangements have been established meanwhile. These Agreements and arrangements differ according to the nature of the programme carried out by the Organization in the respective countries, but they all provide for the conduct of the Organization's operations in accordance with the principles of the Constitution and the local practical requirements. An Agreement has also been concluded with the Government of the United Kingdom covering the Organization's activities in the Middle East (India, the Lebanon, Palestine, East Africa).

The Preparatory Commission has concluded formal Agreements with the French and Swiss Governments providing for the privileges and immunities of the Organization, of representatives of its Member Governments and of the staff. Elsewhere, the appropriate privileges and immunities have been established through less formal arrangements, in accordance with local practice.

In addition, the Preparatory Commission has concluded formal Agreements or less formal arrangements with the Governments of the Argentine, Australia, Belgium, Brazil, Canada, Chile, Colombia, France, the Netherlands, Peru, Turkey, the United Kingdom and Venezuela, for the resettlement of refugees as immigrants into their territories. A number of resettlement agreements are currently under negotiation with other countries.

The normal resettlement agreement provides for recognition of the status and functions of the Organization and of its right to determine the eligibility of refugees and displaced persons under the Constitution ; the selection of refugees by the Government of the country of reception ; the acceptance of close relatives ; the establishment of civil rights for refugees, and recognition of the Organization's function of legal and political protection.

SECTION VI

Health, Care and Maintenance

A. INTRODUCTION

While the refugees and displaced persons wait for their chance to begin a new life through re-establishment, they must be fed, clothed and sheltered. Their health must be safeguarded. They must be kept employed, to the extent that is possible in the ruined economies of the occupied areas and difficult economic conditions in many of the other areas of operation. Children must be schooled; the adults must receive training to refresh old skills and to develop new ones so that they will be able to earn their livelihood when they are re-established.

These functions, and numerous subsidiary ones, are the responsibility of the Department of Health, Care and Maintenance of IRO.

On 1 July 1947, the Preparatory Commission assumed responsibility for the care of approximately 704,000 eligible refugees and displaced persons. In the principal areas of operation—*i.e.*, in the Western Occupation Zones of Germany, in Austria, in Italy and in the Middle East—these services were provided in camps or assembly centres. In other areas, principally the countries of Western Europe, this care was given through a programme of cash grants to individuals and families living within the economy of the country concerned.

It was immediately necessary to undertake a complete registration to obtain individual and family data for each applicant for assistance in order to determine basic individual eligibility and need for aid from the Organization. For those found to be eligible, a comprehensive programme offering food, clothing, personal items, health services, hospital care, employment and vocational training, education, individual counselling, child welfare services, and assistance from voluntary societies was maintained. In many respects this programme was a continuation of that initiated by the predecessor agencies, UNRRA and the IGCR. After 1 July 1947, however, it was carried on by a greatly reduced staff. This was made possible by placing more and more of the responsibility for administration in the hands of the refugees and displaced persons through their elected camp committees.

Other sections in this document report the re-establishment of a total of 256,000 persons through the programme of repatriation and resettlement, but in the course of the first year's operations, the number

of persons receiving care and maintenance decreased by only 100,000—*i.e.*, from somewhat over 700,000 on 1 July 1947 to approximately 598,000 on 30 June 1948. Two principal factors contributed to this disparity between the re-establishment total and the reduction in the care and maintenance load : approximately 40 per cent of those repatriated or resettled were persons who, though eligible under the Constitution, were not receiving care and maintenance from the Preparatory Commission ; and there was a substantial number of new accessions to care and maintenance during the year.

These new accessions to care and maintenance were of two kinds. First, there was an excess of 16,745 births over deaths in the camp population. Secondly, an additional 50,000 refugees, both those who had been in the areas of operation awaiting assistance and those who entered after the Preparatory Commission became operative, were admitted to care.

At the beginning of the operational period, in recognition of the Organization's limited resources, the Preparatory Commission authorized the imposition of a so-called "freeze order" limiting new admissions to care and maintenance only to those eligible refugees and displaced persons who would experience genuine hardship if admission were denied.

This order was continued in force throughout the financial year 1947/48, but the Executive Secretary was instructed to interpret the hardship clause liberally and to cancel the order should the financial situation of the Organization later justify such action.

A subjective estimate by the Field Officers placed the number of persons who would apply for care and maintenance if the "freeze order" were to be lifted entirely at approximately 120,000. This estimate does not include an additional group of approximately 30,000 eligible refugees in Western Europe for whom basic care was provided throughout the year by the American Joint Distribution Committee.

B. THE HEALTH PROGRAMME

In its health programme, as in other aspects of the Care and Maintenance programme, the IRO depends heavily upon the services of the refugees and 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 generally high level of health among the refugees and displaced persons.

The aim of the health programme has been 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 epidemics of typhus, cholera and yellow fever when necessary. This programme, combined with favourable circumstances and a mild winter, has prevented any epidemic in the refugee population.

The Organization, in addition to giving daily medical services to the persons under its public health programme, has concentrated more specifically on the very important problems of tuberculosis control, nutrition, repatriation of sick, medical processing of refugees for resettlement, the resettlement of displaced medical personnel, and the vocational training and rehabilitation of the disabled.

Vital Statistics

From 1 July 1947 to 30 June 1948 the birth and death rates among the combined camp populations of Italy, Austria and the three zones of Germany were as follows :

| | |
|---------------------------------|---------------------------------------|
| Birth rate | 30.97 per thousand of camp population |
| Crude death rate | 4.47 per thousand of camp population |
| Infant mortality rate | 61 per thousand of live births |
| Excess of births over deaths | 16,745 |

Venereal Diseases

Arrangements are being made to carry out blood tests for syphilis on the whole of the camp population in 1948/49. Blood tests are compulsory for all refugees proceeding on resettlement.

Penicillin treatment of gonorrhœa and early syphilis has been instituted in accordance with the standards suggested by the World Health Organization's Expert Committee on Venereal Diseases.

Tuberculosis

In consultation with the Tuberculosis Officer of the World Health Organization, a tuberculosis campaign has been instituted, in connexion with which the Organization has had the assistance of the Danish and Swedish Red Cross Societies, and the Don Suisse. Mass radiography sets are in use, hospital accommodation is ample, and the food scales authorised for in-patients and out-patients are satisfactory, with supplements provided by IRO. Streptomycin has been made available in special cases.

Chronic Sick

Considerable progress has been made, particularly in the United States Zone of Germany, in the grouping of long-term chronic sick in special hospitals. This will ensure special care and training for the blind, deaf, amputees, and chronic tubercular, as well as other cases. It is estimated that it will be necessary to provide long-term hospitalization for some 6,000 refugees and displaced persons.

Accommodation — Housing Standards

During the emergency period at the end of the war, a floor space standard of 36 square feet per person was laid down. This is now considered inadequate, and it is hoped that, with the decrease of camp populations, it will prove possible for the authorities in Germany and Austria to provide space sufficient to meet a standard of 45 square feet.

Nutrition

The Organization has been striving to attain a satisfactory refugee dietary level, based on the temporary maintenance standard of an intake of 1,900 calories daily set by the National Research Council of the United States. Since calorie levels are set by agreement with the Occupation Authorities of the Zones in which IRO camps are located realization of this standard has not yet, in all Zones, become a fact.

To remedy deficiencies which have existed in the diet of children, a number of nutrition centres for children have been opened. In addition, it is planned to provide for children of from 3 to 17 years old a supplemental, between-meals ration of 350 calories which will be given them by schools, children's centres, summer camps, and youth clubs. An UNRRA grant of \$2,000,000 will finance this project.

Since calorie content is only one measure of a satisfactory diet, the Organization issued a provisional order in 1947 which outlined the desired amounts of qualitative diet elements—fats, proteins, etc.—for the temporary maintenance standard. Negotiations are now under way for the necessary accords with the Occupation Authorities for inclusion of these amounts of qualitative elements in the refugee diet allotment. These negotiations must take into account the proviso in the measure passed by the Congress of the United States making appropriation of funds for the Organization which states :

“ That not to exceed 60 per centum of the funds appropriated herein shall be available for contribution to the International Refugee

Organization until such time as there are effected agreements providing for a caloric diet for the occupants of refugee camps in Europe that is no higher than that prevailing in the country in which such camps are located."

Repatriation and Resettlement : Medical Aspects

During the year a total of 2,800 chronically sick refugees and displaced persons and their relatives have been repatriated from all areas by special hospital trains. In addition, special arrangements have been made for the care of persons with minor illnesses on all repatriation trains.

The medical aspects of resettlement included both preliminary screening of candidates and co-operation with medical officers of the selection missions by providing facilities and personnel necessary to complete final physical examination of candidates.

Laboratories and X-ray sets have been installed in many processing centres where refugees desiring resettlement are examined, but, due to the delays experienced in the procurement of the necessary equipment, which is on order, some centres are not yet provided with mass X-ray equipment.

With regard to the medical examination of candidates for resettlement, most of the difficulties encountered during the first months have been overcome by the standardization of examining procedures and forms, which has been accepted by all countries. As a result, the numbers of rejections on medical grounds by the country selection missions have been reduced considerably. Very careful pre-selection of the candidates at Assembly Centre level has also contributed to this improvement.

Medical standards imposed by most selection missions, however, are excessively high. If these standards, which frequently bar an entire family from resettlement because of the illness of one member, are continued, it is inevitable that substantial numbers of refugees otherwise wholly suitable for emigration will remain in the camps without hope of resettlement.

Resettlement of Medical Specialists

IRO officials, in collaboration with the World Health Organization, the World Medical Association and UNESCO, have made efforts to bring about the resettlement of professional medical classes. A complete registration of the 2,493 qualified doctors and specialists and 2,840 para-medical practitioners, including dental surgeons, veterinarians,

laboratory specialists, nurses and midwives, is being compiled and soon will be available to potential receiving countries. A certificate of professional status based upon findings of a medical screening board is being issued by IRO in order to establish qualifications of the displaced medical personnel.

C. THE WELFARE PROGRAMME

The basic registration referred to in a previous section was the first major task undertaken by eligibility and welfare officers. On the basis of this registration, eligibility status was established, as well as admissibility for camp care and maintenance or cash assistance in relation to the "freeze order". It provided information on family groups and status of individuals within family groups to serve as a basis for individual counselling and welfare work.

Welfare officers also began the heavy task of reviewing registration forms in order to arrive at a count and analysis of those persons who because of social or health problems are unable to resettle or re-establish themselves without prolonged assistance and care. These include such persons as the chronically sick, the aged and infirm, widows with school-age children, those suffering from physical and mental handicaps, and similar categories. On the basis of this analysis, programmes and plans for care of this group will be formulated as soon as possible.

Individual case counselling is available to all persons needing or requesting social services and to those persons referred for such services by the Repatriation and Resettlement Officers, in order that plans for re-establishment may be expedited.

Special attention has been given to the care of and planning for children—unaccompanied and illegitimate children and those members of family groups whose present behaviour or mental problems are militating against their re-establishment. Communities—special centres set aside for children up to 16 years of age and for adolescents of 16-21 years of age—have been opened. Specially qualified Child Welfare Officers are responsible for planning for the future care of these groups.

General services to all children have included provision for education, religious services, leisure-time activities, summer camps, advice and guidance on social problems, and special nutrition programmes. Special services have included verification of identity and nationality, and securing the social case history of those children reported to the IRO by Child Search and Tracing personnel of the International Tracing

Service, Camp Welfare Committees, or other services which register and report cases of distressed, abandoned, neglected or temporarily unaccompanied children and youth. Upon completion of the child's history, plans are made for the re-establishment of the child in cooperation with the Repatriation and Resettlement Divisions.

In accordance with a resolution adopted by the Preparatory Commission in May 1947, the Organization has endeavoured to ensure that basic schooling is provided and organized for children and that vocational training is available to youths and adults. The responsibility for such programmes in Germany has been with the Military Governments, which established Boards of Education attended also by IRO officials. In Austria and Italy, however, IRO has had a more direct responsibility for schooling and adequate standards of education.

D. THE EMPLOYMENT AND VOCATIONAL TRAINING PROGRAMME

More than half of the 598,000 persons receiving care and maintenance from IRO on 30 June 1948 were available and trained for full-time employment. Many were actively employed. Many others were receiving vocational training in programmes supervised by the Employment and Vocational Training Division. Most of those not so engaged are in groups which are not considered to be employable—*i.e.*, children under 16 years of age, women with children who require constant care, the aged and the physically handicapped.

During the first year of IRO operations, some aspects of this programme were carried forward adequately, whereas other portions suffered from lack of either personnel or funds. The Division itself was not established at Headquarters until 1 January 1948, and only limited funds were available for the entire programme for the first six months of 1948.

Prior to that time, however, an important survey of the occupational skills of the employable members of the refugee and displaced persons population was undertaken by a representative of the Employment Service of the United States Department of Labor who was lent to the IRO for this purpose. A more comprehensive survey was conducted in March 1948.

This survey revealed that one-third of the male displaced persons of working-age in Europe are skilled workers and one-fourth agricultural workers ; about one-eighth are professional or managerial workers. The occupational composition of the refugee population is presented graph-

ically and in some detail on page 19. Skilled workers were found mainly in approximately sixty occupations ranging from airplane mechanic to woodworker. The occupations most frequently encountered were those of tailor, shoemaker-saddler, locksmith, carpenter and automobile and truck mechanic.

At the present time, the 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 are already 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 one as "helper".

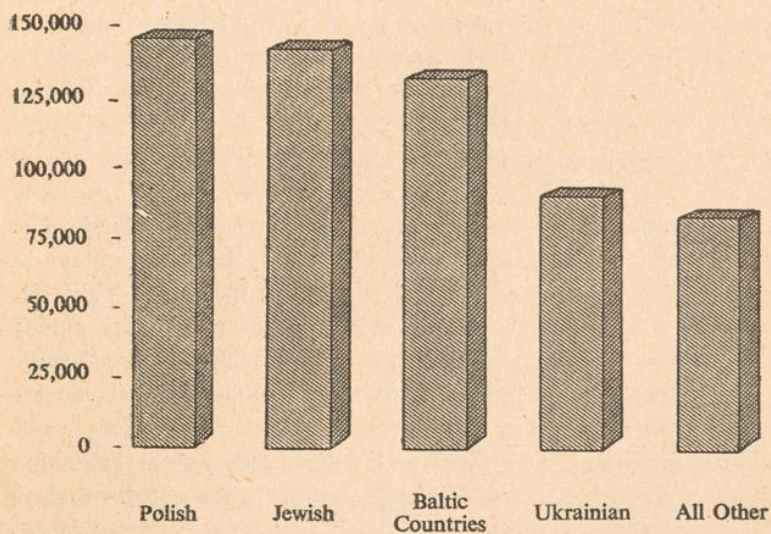
Among employable women surveyed, 19 per cent are classified as skilled workers; service occupations, including a large percentage of domestic workers, accounted for 17.7 per cent of the total. There are also large numbers of agricultural and professional workers among women. Among women classified as professional, the two leading groups were teachers and nurses. Among skilled female workers were more than 12,000 seamstresses.

Another important and related survey during the year revealed that the displaced persons offer youth as well as skills to the world. Eighty-seven per cent of those in camps are under 45 years of age. Among men, 22 per cent are under 18 years of age, 65 per cent are between 18 and 45 and only 13 per cent are over 45. Among women, 26 per cent are under 18, 59 per cent are between 18 and 45, and 15 per cent are over 45. (More detailed information on the age and sex composition of the refugee population is presented graphically on pages 18 and 19.)

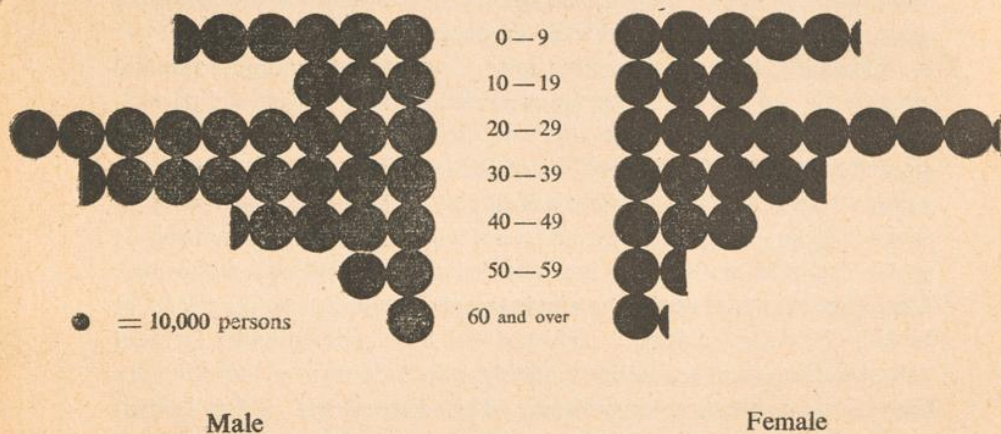
This high rate of participation in employment or vocational training projects should not be interpreted as evidence that the displaced persons are being absorbed, economically, into their present refuge. With very limited exceptions, this is not the case, at least in so far as concerns the occupied areas. Many of them are employed by the 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. And throughout the past year there was little or no incentive to work

WHO are

Citizenship or Ethnic Group



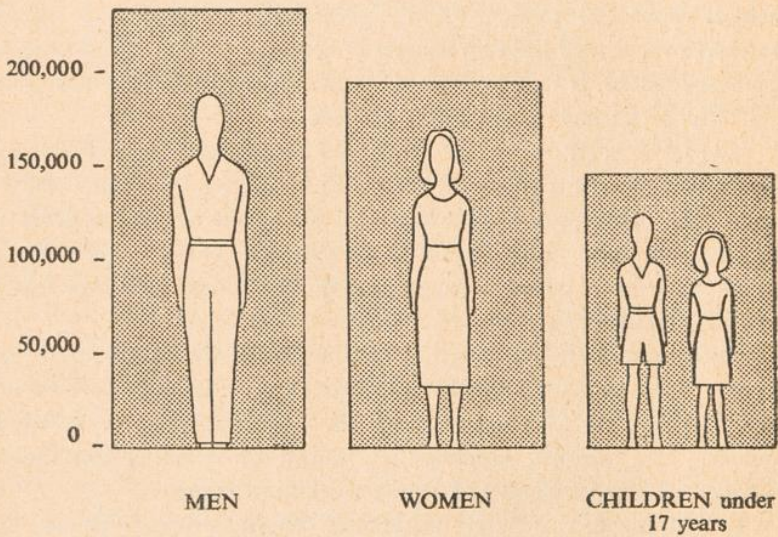
Age and Sex



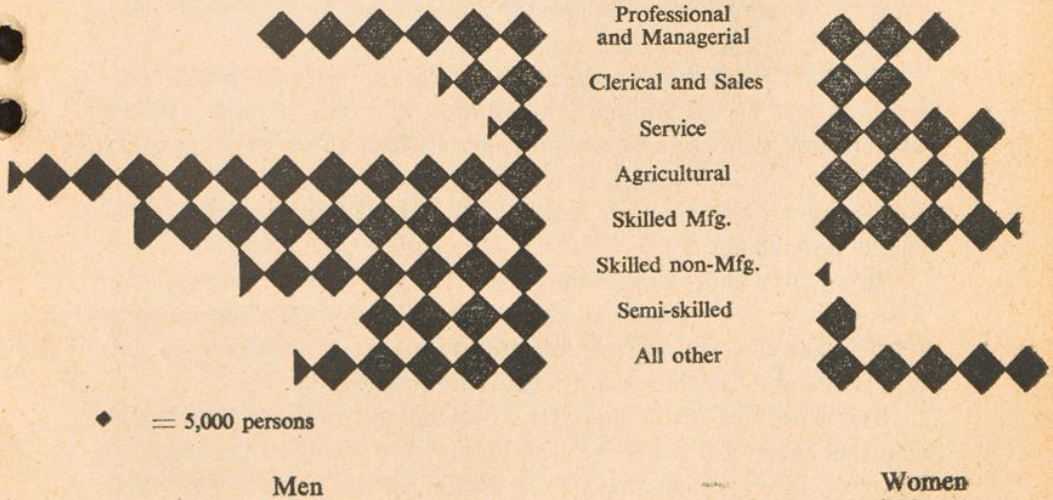
* Refugee population receiving care and maintenance at the end of PCIRO's first year.

the Refugees * ?

Men, Women and Children



Occupational Classification



for the devalued currency of the occupied areas. Some other countries have local unemployment problems and look with disfavour on refugees competing with citizens for jobs.

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

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

The IRO, in its own programme, has been forced by insufficiency of funds and the vast numbers of people to be trained to adopt a different approach. Greater emphasis has been 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 and 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 repairer, surveyor, tailor, and welder. For women, emphasis is placed on training for domestic service, nursing, garment and textile work and typing.

In addition to this purely vocational training programme, the Division established courses in the languages of the principal countries of resettlement to prepare the refugee-immigrants for easier adjustment. Teacher training schools in English and Spanish were established in the areas of operation to provide a source of instructors for language courses at the level of the camps and transit centres.

The dual purpose of providing work opportunities and usable commodities was served by the establishment of work projects for the manufacture of such items as clothing and shoes for use by the camp populations. It is intended to extend these work projects still further, to the point where they can make a substantial contribution to the supply programme.

Just getting under way, at the end of the first year of operations, was a programme of occupational rehabilitation for physically handicapped refugees and displaced persons designed to provide them with a marketable skill and thus enhance their chance for resettlement.

The experience of the first year of operation has led to the conclusion that most employable refugees desire to work and shun idleness. However, in implementation of that section of the Constitution which

provides penalties for refusal to work, the Executive Secretary of the Preparatory Commission has directed Chiefs of IRO Field Offices to provide suitable work opportunities for all refugees in so far as possible and to deny care and maintenance to those who refuse to accept suitable work.

E. RELATIONS WITH VOLUNTARY SOCIETIES

At the commencement of its operations, the IRO extended provisionally the agreements and working arrangements then in force between its predecessor organizations and some sixty voluntary societies active in refugee assistance programmes in Germany, Austria and Italy, in the Western European countries, and in China. In the course of the past year, new agreements and working arrangements have been negotiated with many of these societies.

In Germany, Austria and Italy, about twenty-five voluntary organizations have provided supplementary services in welfare, relief, tracing, child search, special training and employment projects, and in emigration and repatriation assistance in collaboration with the IRO operating programmes in these countries. In France, Belgium and the Netherlands both foreign and national organizations have furnished services supplementary to the scope of the IRO programme, and have also operated relief programmes and special projects on behalf of IRO. In Spain and Portugal several international relief societies have served as agents of the IRO. In China, similar societies have given supplementary help and operated special relief projects on behalf of the Organization.

In all areas of mutual concern to the IRO and co-operating voluntary societies, these organizations have rendered assistance on an extensive scale in individual migration and resettlement. Such aid has taken many forms : individual counselling, location of relatives and sponsors in countries of resettlement ; development of opportunities for emigration, assistance in preparing the necessary documentation ; financial aid in transit countries and en route ; and plans for reception and re-establishment in the adopted country. Thousands of refugees have been able to proceed to new countries and establish themselves successfully with the individual case-by-case help furnished by sponsoring organizations and their national branches or international connexions in many parts of the world. Characteristic of all these programmes are the planning and the services provided on a family-unit basis, and the

painstaking efforts made wherever possible to reunite surviving and scattered members of the family group.

An encouraging trend, particularly evident in the latter part of the fiscal year, has been the stimulation of greatly expanded voluntary effort to aid in the reception and establishment of refugees in those countries to which large numbers have emigrated or will go in the near future. In the United Kingdom and the United States of America voluntary societies have been exceedingly active. In the United Kingdom they are playing an important role in re-establishment programmes for the many thousands of former refugees who have already arrived in that country.

In the United States, religious and secular welfare organizations and churches are preparing greatly expanded reception and re-establishment programmes in anticipation of large emigration movements to that country. In Canada, Australia and Latin-American countries there is encouraging evidence of expanding interest and activity among both religious and secular organizations. In France and other Western European countries the voluntary societies are co-operating with the IRO in new efforts to strengthen those programmes which will contribute most directly to ultimate re-establishment.

In the principal areas of IRO field operations in Germany, Austria and Italy, the supplementary services of the voluntary societies have been progressively modified to lend much greater emphasis to re-establishment and preparation for re-establishment in all features of their programmes. Welfare and recreation services were adapted to the needs of staging and transit centres. New projects were organized for language training and orientation programmes. A number of societies assisted with studies and individual aid to facilitate the re-establishment of specialists in their own or allied professions, and several organizations joined with the IRO to organize and finance a medical refresher course for refugee doctors in Germany and Austria. Some programmes for re-training and rehabilitation of handicapped persons are in a developing stage. Joint planning among the societies and with the IRO during the past year has brought about a closer co-ordination of all field services related to emigration, and resulted in a more mobile organization to cope with the heavy volume of work and the rates of processing and movement which are now essential.

The new emphasis on services, which will contribute more rapidly to ultimate re-establishment, has not in general caused a discontinuation of former programmes but rather a re-direction of activities in the light of current objectives. Valuable supplementary aid has been continued

in all branches of the IRO care and maintenance programme. Children are the particular beneficiaries of many of these services, which are provided through special children's centres, in aid to schools, kindergartens and clinics ; through special feeding programmes ; through child search activities ; in assistance in location of relatives ; and in repatriation. New activities have been developed to a certain extent for adolescent youth, for whom special programmes have been greatly needed. Some forty thousand children and adolescents in Germany and Austria will also benefit from organized summer camp programmes which are now in full operation. Adults in need of special care, the aged, the sick, and nursing or expectant mothers also benefit from special assistance provided by voluntary effort.

Voluntary organizations provided not only supplementary aids to the IRO programme, but also greatly needed relief and other services to many eligible refugees for whom the Organization has been unable to furnish adequate assistance in the past year. Many of these organizations have warned the Executive Secretary of the Preparatory Commission in recent months that they will be unable in future to continue such relief operations on the same scale as heretofore. Severe financial retrenchments have affected a number of programmes. Rising costs in many countries, and particularly in the principal areas of IRO field operations, have also enforced some scaling down of services. Moreover, the responsible and active role which many of these societies must now play in their own countries, which have become countries of large-scale resettlement, has thrown new burdens upon them, inevitably affecting the scale of their operations elsewhere. Recent conferences and discussions between the IRO and co-operating societies have necessarily underlined these three factors affecting their future activities. A further study of these issues will be made in co-operation with the organizations concerned.

For the list of the voluntary societies working with and on behalf of the IRO in the principal areas of IRO field operations, see the Appendix at the end this report.

SECTION VII

Supply and Transport

When PCIRO assumed operational functions and became financially responsible for the maintenance of eligible refugees and displaced persons in Germany, Austria, Italy and the Middle East and China, it

could not physically supply the camps immediately, and consequently agreements were made with the governments and Occupation Authorities to continue the supply on the basis then operating.

These agreements varied as to levels of assistance and as to estimated costs. The estimated costs varied from 20 cents *per capita per diem* in the British Zone of Germany to 35 cents in the French Zone, while in the United States Zone the figure of 35 cents was based on the actual cost of supplies and services rendered. The cost in Italy was initially estimated at 57 cents.

An examination of these calculations revealed that, if funds were not to be diverted from the essential tasks of repatriation and resettlement, drastic economies would have to be made.

By the end of the first year of operations, due to most careful and detailed procurement and with the full co-operation of governments, notably those of the United States and the United Kingdom and their occupational forces, the above estimated costs had been greatly reduced and considerable sums released from the direct supply budget to resettlement activities and, at the same time, standards fixed by the Department of Health, Care and Maintenance are in the course of being implemented.

In support of the projects of voluntary societies, the IRO has supplied all the food necessary in the operation of the children's summer camps in the three Zones of Germany and Austria and in Italy.

In addition to the basic supplies of food, fuel and clothing, IRO has continued a programme of importing and distributing medical, hygiene, educational and training supplies and personal items. Initial quantities of these latter supplies were taken over from UNRRA.

In so far as possible, supplies needed for IRO operating programmes are obtained from indigenous sources with the co-operation of either the military authorities in the occupation zones or of the governments elsewhere. The imported supplies necessary to supplement indigenous production are obtained wherever they can be purchased most economically and with currencies which are available to the Organization. The maximum possible use is made of IRO-chartered vessels to carry supplies to Europe on the return crossing after resettlement voyages. Where this is not possible commercial facilities are used.

Every effort has been made to utilize the currencies provided by Member Governments in the procurement of supplies. It has not been found possible, however, to purchase basic supplies in large quantities

with those currencies which are not freely convertible, and the utilization of these funds therefore presents a serious problem.

Supply systems vary substantially in the several areas of operation. For example, in the United States Zones of Germany and Austria distribution of imported supplies has been carried out principally by IRO personnel in conjunction with the occupying authorities; whereas in the British and French Zones it has been the responsibility of the Occupation Authorities.

The supply operation in Italy has been fully maintained by IRO, which undertook the responsibility of providing all supplies and equipment necessary to maintain refugees, with the exception of those services provided by the Italian Government within the terms of the present Agreement. The majority of food supplies, with the exception of fresh meat and vegetables, were procured from the United States Department of Agriculture. All other procurement was carried out in Italy, although rising prices have increasingly affected the plans of the Organization.

For the greater part of the first year the Far East operation was maintained almost entirely from stocks handed over to IRO by the predecessor organization, UNRRA, and distribution was undertaken on behalf of the IRO by the American Joint Distribution Committee. Local procurement of certain food items and the procurement of clothing from the United States has been necessary, and distribution lately became an IRO responsibility.

The Middle East operation was maintained almost entirely by local purchases.

In the field of transport, IRO began its operation with a total of 2,535 vehicles taken over from predecessor organizations. In addition, IRO was allotted a large number of captured enemy vehicles plus 100 cars in the British Zone, and 600 military vehicles and 1,558 trucking vehicles in the United States Zone of Germany. In all, 77 different types of vehicle were received, many of them in their last stages of usefulness. This multiplicity of types and conditions of repair presented an extremely difficult problem of maintenance and provision of spare parts.

During the past year it proved possible to replace many of these vehicles through the purchase of 1,933 new commercial and military passenger and load-carrying units. In this way important steps toward standardization, which will drastically reduce maintenance and replacement costs, were taken.

In general, the division of the transport function between IRO and the Occupation Authorities in Germany and Austria followed the same

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

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

SECTION VIII

Repatriation and Resettlement

A. REPATRIATION

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

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

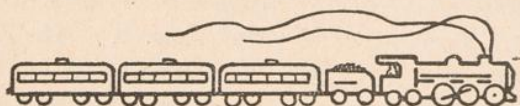
these countries was necessary for several reasons. First, every displaced person requires the permission of his country to return, and therefore it was necessary for the Organization to be in a position to assist him in obtaining this permission. Secondly, it was necessary under the Constitution of the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

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

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

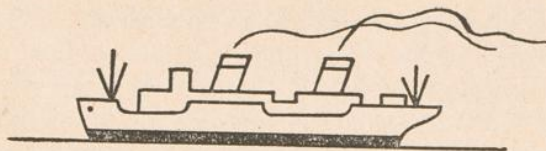
Re-established 1 July 1947 - 30 June 1948

Repatriated



51,000

Resettled



205,000

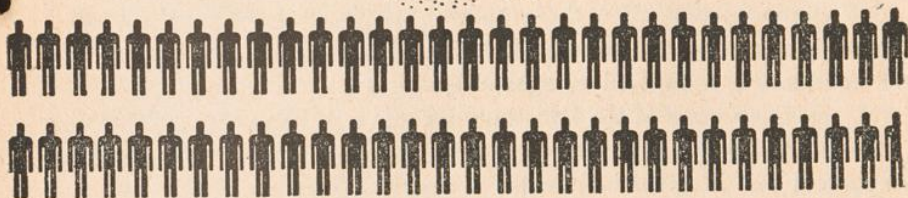


= 10,000 PERSONS

Refugees being assisted ?

Not yet Re-established 30 June 1948

Receiving PCIRO Care and Maintenance



598,000

Receiving PCIRO Services



109,000

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

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

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

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

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

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

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

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

B. RESETTLEMENT

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

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

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

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

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

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

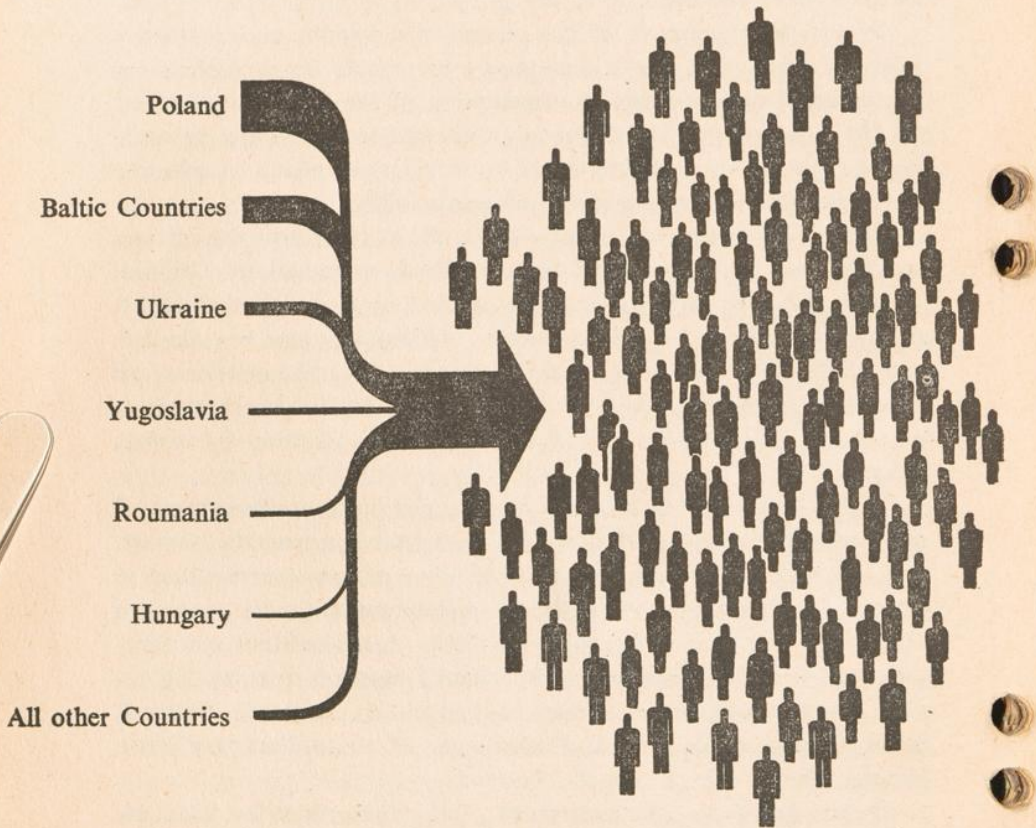
Within the framework of the general observations above, there is much progress of an operational nature to report. In the absence of any concrete steps towards implementation of the "fair share" plan, the IRO concentrated its efforts on an attempt to ameliorate the situation by persuading each individual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

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


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

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

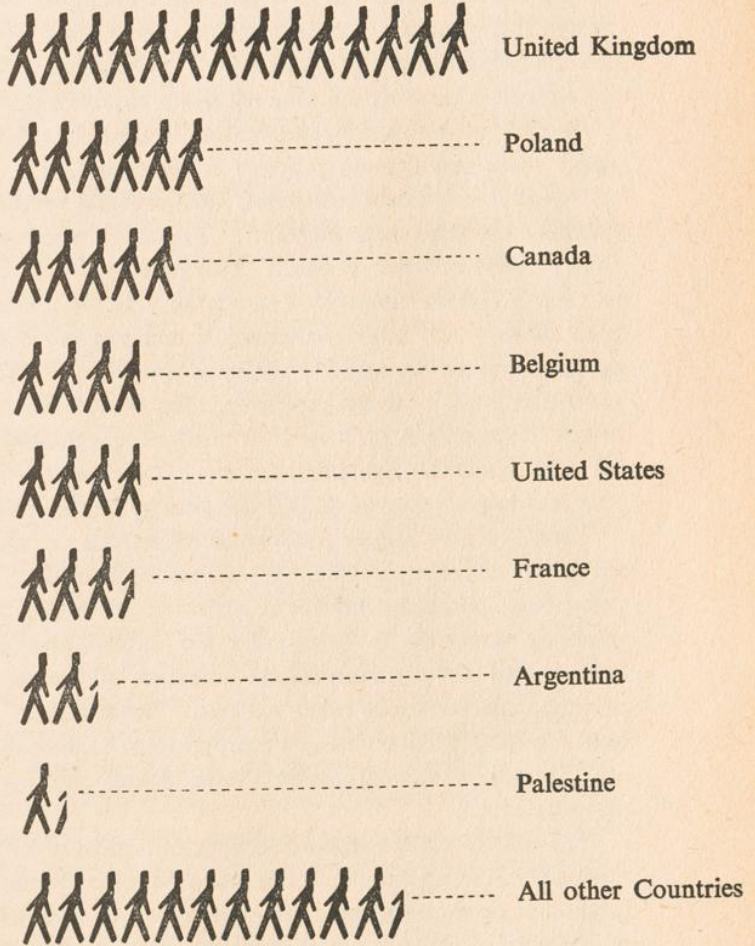
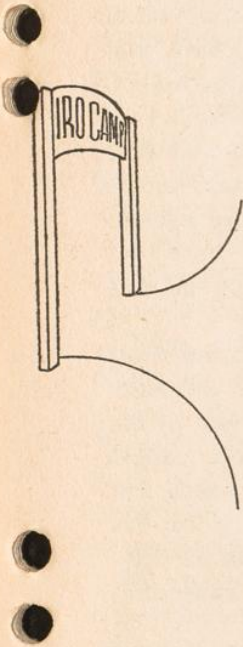
WHERE have the Refugees come from?




598,000 Refugees under PCIRO care and maintenance

 = 5,000 PERSONS

WHERE are they going ?



256,000 Refugees repatriated or resettled

 = 5,000 PERSONS

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

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

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

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

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

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

C. MOVEMENTS

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

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

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

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

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

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

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

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

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

SECTION IX

Legal and Political Protection

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

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

dence, is bound to create legal difficulties and conflicts. Moreover, a great many have been persecuted during the war, and the Organization has to help in their rehabilitation, in restitution of property and adjustment of wrongs.

Four of the most important problems in which the IRO was concerned during the year were : Human Rights, Statelessness, Co-ordination of Procedure on Declaration of Death, Travel Documents.

* * *

In December 1947, the Organization submitted to the second session of the Human Rights Commission of the Economic and Social Council of the United Nations a memorandum dealing with the following problems which were considered to be of particular relevance for eligible persons :

- (a) Equality before the law ; prevention of discrimination, protection of minorities ;
- (b) Nationality and statelessness ;
- (c) Emigration, expulsion, asylum.

The meetings of the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities, and of the Commission on Human Rights, were attended by representatives of the Organization in the capacity of observers, and a number of the suggestions contained in the memorandum submitted were adopted by the Commission at its second session and maintained in the Declaration on Human Rights, adopted by the Commission at its third session.

On the basis of the action taken by the Organization, the Commission on Human Rights adopted, at its second session, a Resolution on Statelessness. Following the discussion on the Report of the Commission, the Economic and Social Council of the United Nations adopted at its sixth session, held at Lake Success in February/March 1948, a Resolution on Statelessness. Under the terms of this resolution, a study of the existing situation in regard to the protection of stateless persons was to be undertaken, as well as a study on the desirability of concluding a further convention on the subject.

In accordance with this resolution, the Secretary-General of the United Nations invited the Executive Secretary of the Preparatory Commission to collaborate with the competent organs of the United Nations in the implementation of this resolution. Consequently contact was established between members of the Secretariat of the United

Nations and members of the Secretariat of the IRO at Geneva, who discussed various aspects of the studies referred to above.

In continuing the work initiated by its predecessor organization, the Intergovernmental Committee on Refugees, the IRO has acquired material covering the legislation of thirty-seven countries on the subject of the legal problems created by the disappearance of millions of persons in consequence of the Second World War and of persecution, whose deaths cannot be conclusively established. In recognition of the urgency and importance of the problem, the Preparatory Commission adopted at the sixth part of its first session a resolution directing the Executive Secretary to prepare a survey of it, to transmit that survey to the Secretary-General of the United Nations and to request the latter to place the subject on the agenda of the next session of the Economic and Social Council. The Preparatory Commission expressed the hope that the Economic and Social Council would take all necessary measures with a view to the preparation of a draft international convention on the subject, or to some other form of international solution, in collaboration with the Executive Secretary. The survey was submitted by the Executive Secretary of the Preparatory Commission to the Secretary-General of the United Nations, who placed the item on the agenda of the seventh session of the Economic and Social Council held at Geneva in July/August 1948.¹

Since most of the persons coming within the mandate of the IRO do not enjoy the protection of any government, they are deprived of the possibility of obtaining a national passport and need, therefore, to be able to obtain some form of travel document to serve in its place.

As a result of considerable work undertaken by the Intergovernmental Committee on Refugees, an international Agreement was adopted in London on 15 October 1946 concerning the issue of a travel document to refugees and displaced persons who would come within the mandate of the IRO when that Organization was established. At the same time the form of the travel document to be issued was established, and it is now commonly known as the "London document" or the "IRO travel document".

¹ At the moment of issuing this Report, it can be stated that the Economic and Social Council accordingly resolved that a draft convention be prepared on the subject by the Secretariat of the United Nations in collaboration with the International Refugee Organization and other organizations concerned, and that this draft be submitted to Governments Members of the United Nations for their comments, not later than 20 October 1948 and be presented to the Economic and Social Council at its eighth session together with these comments.

In May 1948, the Preparatory Commission added to the mandate of the ITS the search for children kidnapped by the Nazis in support of their Germanization programme, the determination of their nationality and their return to their families where possible.

In many cases the ITS has uncovered evidence leading to the conclusion that missing persons are dead. Although it has lacked the authority to issue official death certificates in such cases, its findings have frequently served as a basis upon which the heirs of the deceased person can obtain such official determination of death from the proper authorities.

Inquiries concerning missing persons are received at the central headquarters at Arolsen. If the headquarters has no information on the individual concerned, the inquiry is referred to the zonal bureaux. Lists of missing persons are published in displaced persons' camps and in the Press and are broadcast both over German radio stations and over the transmitters of the International Red Cross at Geneva and the Vatican at Rome.

The ITS maintains close relationships with the various national tracing bureaux. The national tracing bureaux of France, Belgium, the Netherlands, and Luxemburg maintain liaison officers at the ITS headquarters to facilitate exchange of information. Liaison with Italy, Poland, Czechoslovakia and Yugoslavia is maintained through the National Red Cross Societies.

Today, more than three years after the end of hostilities, requests for information concerning missing persons are still received in large numbers. Between 1 October 1947 and 30 June 1948, the ITS received 50,000 such demands, most of them from displaced persons still in Europe or resettled elsewhere. The 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 tracing of children has proved to be difficult. Nevertheless, the ITS, on its own initiative, has discovered 641 children who had been placed in German homes during the war. In addition, 680 children have been traced and for the most part returned to their families on specific requests received by the Service. The Service has received a total of 42,631 such requests.

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

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

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

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

SECTION X

Reparations

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

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

The specific assets to be made available were :

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

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

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

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

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

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

\$ 25,000,000 Fund

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

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

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

Non-monetary Gold

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

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

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

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

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

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

Assets in Neutral Countries

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

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

SECTION XI

Review Board

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

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

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

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

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

issue was doubtful or controversial, or when an important question of policy was involved, the decision was postponed until the member returned to Geneva, where the case was submitted to the whole Board for discussion and decision. In this way, the members alternatively sat for periods of time separately in the field and together at Headquarters.

The Chairman of the Board, a former President of a supreme court of appeal and an experienced judge, had the task of seeing that the Board fulfilled its functions in the fair and impartial manner in which judicial proceedings are conducted in courts of justice. A Recorder was charged with keeping the registers and archives and conducting the administrative work connected with the Board.

The number of cases submitted to the Board was very large : at the end of June, roughly 3,000 appeals had been received at the Headquarters of the Board, half of which had been dealt with, and 3,000 more had been made in the field and were in process of being submitted.

SECTION XII

International Tracing Service

As successor to the IGCR and UNRRA, the IRO assumed responsibility for the work of tracing the millions of civilians who disappeared during the war. In the course of its meeting in October 1947, the Preparatory Commission decided to create an International Tracing Service to replace the Central Tracing Bureau of UNRRA. This new division of the Organization came into being on 1 January 1948.

The International Tracing Service has its central headquarters at Arolsen in the United States Zone of Germany. It directs the activities of a French office in Berlin and zonal divisions at Esslingen in the British Zone of Germany and at Gottingen in the United States Zone of occupation, and maintains close relations with a French Zonal Tracing Bureau at Rastadt. These offices are staffed by a total of 639 persons, of whom 405 have been recruited from among refugees and Germans. Employment of German nationals is essential to maintain continuity of operations, because many refugee employees are lost through repatriation or resettlement.

It is the task of the ITS to seek to determine the fate of all persons who disappeared between September 1939 and May 1945, and to assemble at its central headquarters all documents concerning such persons.

APPENDIX

LIST OF 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
Vereinigung Deutscher Staatenloser Anti-
faschisten

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



