

The World Jewish Congress Collection

Series A: Central Files, 1919-1975

Subseries 1: Organizational History and Activities, 1919-1970

Box

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League of Nations, Commission on
International Assistance to Refugees,
memoranda, 1933-1942

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COVERING LETTER

My dear.....

A situation of the utmost gravity confronts all of us who are concerned over the safety and well-being of all those sections of the German population who are under the ban of the Nazi Government — the Catholics, the independent Protestants, the political and cultural dissidents, and the Jews.

This situation has been called to our attention by the letter of resignation of former High Commissioner for Refugees from Germany, Mr. James G. McDonald. Since his resignation it has been aggravated by events.

Your organization, in common with ours and others who have been represented on the Advisory Board of this high commission, have now before us the same problem, as when the high commission was organized, in a newer and more vicious form.

To meet it two proposals have been made. One of these in the nature of things no right-thinking individual or association can fail to endorse. The other no right-thinking individual or association can fail to condemn with the uttermost of its power.

The first of these proposals is that contained in the report of the Commission of Experts to the Council of the League of Nations. The report takes cognizance of the terrible conditions so movingly described in Mr. McDonald's letter of resignation. It recommends that the League of Nations shall establish directly under its own jurisdiction a new commission which shall combine all work for the refugees of whatever kind.

It is our hope and prayer that this recommendation will be approved and adopted by the Council at its present session.

We wish to signify to you, however, our deep anxiety concerning the second proposal. This is anonymous. It springs from unnamed sources. It was printed as a dispatch in the New York Times of January 6th, 1935. It suggests.

(Insert A)

You will see that it involves serious consequences not only to the Jews but to world-wide economic recovery and to world peace.

We of the American Jewish Congress, who are a confederation of nation-wide Jewish organizations in the United States and comprise the largest section of American Jews, wish to place ourselves on record as indignantly rejecting this indefensible plan. To accept it would be to relinquish our moral claim upon the civilized nations of the world for help to the Jews of Germany equally with other oppressed minorities in that unhappy land. To accept it would be to acquiesce in the plans of Hitlerism and to nullify the economic boycott of Nazi Germany. To accept it would be to abandon the democratic principle with which the American Jewish Congress has from the first been identified, namely, that the Jewish problem is a problem for all Jews; that it can be solved only through the coming together

in a World Congress of duly elected representatives of Jewish communities who are responsible to their communities for whatever action they take.

It is our view that the work of such a World Jewish Congress should be joined with the work of professing Catholics, Protestants, labor organizations, humane societies, and others who are endeavoring to save the German victims from Nazi oppression. Events have shown that it is impossible to separate the responsibility of Jews from the responsibility of non-Jews for this work; that the work can be best done jointly and not separately. The defense of Nazi victims in Nazi Germany is one defense and the problem posed by the Nazis to the world is one problem. The world requires a corresponding unit in self defense.

For these many reasons we take the liberty of asking you to join with us and other interested groups; first, in repudiating and denouncing the anonymous transfer plan which would only serve the interests of a Nazi Germany conspiring to wage war upon the world.

Second, in appealing to the Council of the League of Nations that it act in accord with the proposal of former High Commissioner James G. McDonald and with the specific program set forth in the report of the Commission of Experts to the Council of the League. Third, in intensifying the boycott against Nazi goods in the decent markets of the world, so that a cordon sanitaire may be established against the economic mode of Nazi aggression.

Unless we join together it is not unlikely that the Hitler regime will succeed in exterminating those it opposes and will gain added strength for its treacherous and subtle attack upon world economic recovery and world peace. The form of this attack and its implications for the world at large are outlined in the attached memorandum and we respectfully urge it upon your serious attention.

Very sincerely,

1. Professor Michael thinks that all references to the British Delegation should be omitted both in the memorandum and in the covering letter.

2. He thinks that no request should be made for united front on the boycott.

3. That references to the World Jewish Congress should be deleted.

4. That the Congress should not give endorsement specifically to the plan to set up one commission for all refugees but should simply endorse the principle of placing the refugee work under the direct jurisdiction of the League. This, for the reason that there seems to be some valid objection for German refugee work to be linked with general refugee work. He says that there is a general memorandum being prepared on this subject which will be addressed to the League.

Some of the Arguments Against the Plan Proposed in the
New York Times.

I. It presumes the bankruptcy of civilization and the unwillingness and the inability of civilized nations to take a stand to halt the Hitler terror, and to rehabilitate the victims of Nazism.

II. It is a plan which, even if feasible, would take care only of rich Jews.

III. More than one-half of the Jewish population of Germany would continue to be the victims of Hitlerism under this scheme.

IV. The scheme makes no provision for the hundreds of thousands of non-Aryan Christians who are equal victims of the Aryan legislation and of the Nazi regime.

V. If carried out, the scheme would place the Jews in the position of bolstering up the tottering Nazi financial structure, enabling the Hitler regime to continue its war upon non-Aryan Christians, churches, labor and all independent thought.

VI. The plan is unfeasible for the following reasons:

(a) The experience of High Commissioner MacDonald proves that the action of private organizations is insufficient to cope with the problem created by Nazism.

(b) The rehabilitation of refugees from Nazi Germany is not dependent on money alone, but upon the attitude of the governments of the world who must first decide whether they wish to admit them. Obviously, group approval of any plan is meaningless without prior government sanction. This no Jewish or private group can undertake to bring about. Again Commissioner MacDonald's experiences prove this.

VII. The proposal coming from a private Jewish delegation is improper because no large scale scheme for the rehabilitation for the victims of Nazism can be decided upon except by consultation on the part of all Jewish groups, inasmuch as no scheme for Jewish rehabilitation can successfully be carried out except through a union of all Jewish forces.

VIII. The Congress should do two things:

(a) It should get the Committee of Jewish Delegations to petition the League of Nations which meets on January 20th to give consideration to the McDonald letter, which proposes the only solution possible for the victims of Nazism through the collaboration of the governments of the world to make known to the Nazis in no uncertain terms, the disapproval of the nations of the world of their oppression.

(b) To formulate a common plan of action for the rehabilitation of refugees.

IX. The Committee of Jewish Delegations would give to the League the assurance that private organizations and Jewish communities throughout the world would bend every effort to be of assistance. The appeal to the League should be on moral grounds and should also express the hope that the League would frown upon any plan such as proposed in Monday's Times, for reasons to be enumerated.

MEMORANDUM

January 28, 1936.

According to an official statement *, only about 10% of all credits arising from German exports and other transactions with foreign countries consisted of free foreign exchange at the disposal of the German Government. About 60% of the credits arising from exports are used to effect debits in connection with imports and other accounts owed abroad under the various so-called clearing arrangements. Exports of German merchandise bought with so-called Aski marks or shipped under private compensation arrangements represent 20% of the total current credits. The remaining credits on foreign transactions yield free exchange to the extent of another 20%. Half of this is used to meet the interest and amortization on the so-called Standstill debts and other foreign obligations on which payments are still made. In other words, only 10% of all current foreign credits furnish exchange to strengthen the position of Germany in its financial dealings abroad.

Those who are familiar with Germany's fiscal performance during the last war years and the early post war period will recall to what decided advantage German corporations benefitted from the steady deterioration and ultimate collapse of Germany's currency. Outstanding obligations of leading German corporations which were scheduled to be paid in marks at fixed rates were practically wiped out as a result of the decline in the value of the mark from approximately 25% per mark to 1 trillionth of this figure. Competent students of international finance and German finance in particular are apprehensive over the status of Germany's currency which so far has been maintained largely because of the ability of Hjalmar Schacht to manipulate the Reich's finances. Dr. Schacht, however, will never be able to prevent what seems inevitable. A recent happening in Germany is very characteristic and

* The statement is based upon a report by U.S. Ambassador Dodd in Berlin to the Bureau of Foreign & Domestic Commerce.

may foreshadow what some students of international finance have been anticipating.

The Berlin Stock Exchange Committee, undoubtedly prompted by official requests, issued a warning against the growing practice by corporations of converting their stock capitalization into bonds. Under ordinary circumstances the reverse is true. We know from our own experience in the realm of corporate finances that enterprises which have fixed income bearing obligations are as a rule always anxious to convert fixed income bearing issues into common stocks in order to be relieved of fixed obligations. German corporations, anticipating what seems inevitable, want to benefit from a collapse in the German currency as they did in the early post-war years.

The warning points out that "the issuance of bonds presupposes an extension of credit to the companies putting out the bonds" and that "the conversion of the stock into bonds adds to fixed charges and therefore reduces profits" adding that "lower profits mean smaller funds liable to taxation to the disadvantage of the State and also works against the interest of stockholders."

The comment which the Stock Exchange adds to its warnings is in all probability designed to emphasize what the industrialists have not in mind when effecting conversion of stock into bonds. It is apparent that the currency situation is more precarious than ever and that Germany will be prepared to do anything within its power to get hold of foreign exchange.

A proposed transfer scheme is expected to accomplish such results, that is, to enable Germany to secure the foreign exchange which is absolutely vital at this time.

A considerable volume of business with foreign countries is carried on with so-called Askri marks. The list of goods available for export under the Askri arrangements has been considerably extended. In a report to the Bureau of Foreign &

Domestic Commerce it is stated that German authorities "have viewed with growing disfavor the establishment of Amd accounts and their use for buying goods for export. Especially regarding trade with the United States has the official attitude been adverse. It is believed that no steps had previously been taken in the way of restriction, because no other way to stimulate exports had been devised."

M. Winkler



RESOLUTION ON INTERNATIONAL ASSISTANCE
TO REFUGEES ADOPTED BY THE COUNCIL OF
THE LEAGUE OF NATIONS, JANUARY 23, 1936.

The Council of the League of Nations

Having taken cognisance of the report of the Committee on International Assistance to Refugees, expresses its satisfaction at the work done by this Committee;

Being anxious not to anticipate in any way on the decisions which will have to be taken by the Assembly itself;

Confines its present decisions to measures of a strictly provisional character;

Refers to the Assembly the report of the Committee on International Assistance to Refugees and particularly those parts of this report setting forth proposals relating to measures of a lasting character;

Decides as follows:

- A. As regards the International Nansen Office for Refugees
.....
- B. As regards Jewish and non-Jewish Refugees coming from Germany

The Council,

Taking note of the resignation offered by the High Commissioner, Mr. James G. McDonald, in his letter of December 27th, 1935; thanks him for the services which he has rendered in the performance of his mission;

Emphasizing the importance of the economic and social problems with which many countries are faced owing to the presence of a large number of refugees from Germany;

Noting that, among the provisional measures proposed by the Committee on International Assistance to Refugees, some present a character of more particular urgency and should therefore engage special attention during the period which will elapse between the present session of the Council and the next session of the Assembly;

The Council authorises its President to appoint, with the approval of the Members of the Council, a High Commissioner of the League of Nations to deal, until the next session of the Assembly, with questions connected with refugees coming from Germany.

The High Commissioner will be provided with the assistance of the technical services of the League of Nations according to procedure to be agreed upon between him and the Secretary-General.

The Council authorises the Secretary-General to draw on the credits in Item 2 (c) (i) of the 1936 budget (Unforeseen expenditure subject to a special vote of the Council : Political) for the sums necessary for the execution of the Council's present decision, up to a maximum of 50,000 francs.

The Council relies on the High Commissioner, in agreement with the Secretary-General, to take all necessary steps of an administrative character for the performance of this task as defined in the following paragraphs :

It shall be the High Commissioner's duty:

a) To prepare and arrange, in agreement with the Secretary-General, for the meeting of an inter-governmental conference with a view to arranging a system of legal protection for refugees coming from Germany;

The States Members of the League of Nations, as well as the United States of America and the United States of Brazil, shall be convened to this conference by the Secretary-General in agreement with the High Commissioner;

b) To undertake consultations by the most suitable method with the different Governments regarding the possibilities and conditions of finding employment and homes for refugees;

c) To establish such liaison as he may consider desirable, and in the manner which may appear most suitable, with the private associations dealing with assistance to refugees and with their emigration and employment, the activities of these associations being recognised to be useful by the League of Nations.

GENERAL PROVISIONS.

a) The Council requests the Secretary-General to take all necessary steps to give effect to the present resolution and to contribute to the execution of the provisional programme recommended by the Council until the next session of the Assembly.

b) The Council requests the Secretary-General to place at the Assembly's disposal, in addition to the report of the Committee of Assistance to Refugees and Mr. James G. McDonald's letter of resignation, the reports and resolutions of the Council together with the report of the Acting President of the Governing Body of the Nansen International Office for Refugees and the report of the High Commissioner for Refugees coming from Germany.

HIGH COMMISSION FOR REFUGEES
(JEWISH AND OTHER)
COMING FROM GERMANY

C.L. 125.

Sentinel House,
Southampton Row,
London, W.C. 1.

30th January, 1936.

To Members of the Advisory Council.

Dear Sirs,

I have the honour to forward to you the text of the Resolution adopted by the Council of the League of Nations on January 23rd and dealing with the International Assistance to Refugees.

As will be seen from the text of the Resolution, a new High Commissioner has not yet been appointed by the Council, which has left his nomination to its President. It is confidently expected, however, that he will be appointed within the next few weeks.

It seems to follow from the terms of the Resolution that the High Commissioner's activity will be more limited than was Mr. McDonald's to the political and juridical fields. He is to convene an inter-governmental conference which will arrange a system of legal protection for the refugees; and he is to negotiate with Governments regarding employment and settlement. On the other hand, he will not be concerned with appeals for funds, nor will he take a direct part in the work of assistance and placement, or in the co-ordination of the activities of the private organisations. It is left to him to establish such liaison as he may consider desirable with the private associations; the activities of these associations being recognised as useful by the League of Nations.

It is not possible to form any definite idea of the new organisation until the High Commissioner has been able to consult with the League Secretariat. We have been asked to prepare a memorandum on the work of the organisations for him; and if you have anything to add to the report which was submitted to the Experts' Committee last November, I should be grateful if you would forward it as soon as possible.

Doubtless the High Commissioner will wish to communicate with the organisations soon after his appointment. Pending his nomination, a small office will be maintained at the above address, at the request of the League of Nations Secretariat, and with the approval of the Chairman of the Governing Body of the High Commission.

Yours sincerely,



Secretary General.

Enclosure:
Copy of Resolution.

HAUT-COMMISSARIAT POUR LES REFUGIES
(ISRAELITES ET AUTRES)
PROVENANT D'ALLEMAGNE.

L.C. 126.

Sentinel House,
Southampton Row,
Londres, W.C. 1.

Le 6 février, 1936.

Aux Membres du Comité Consultatif.

Messieurs,

Ainsi qu'il résulte du texte de la résolution adoptée par le Conseil de la Société des Nations en date du 23 janvier a.c., qui vous a été transmise par notre lettre circulaire du 30 janvier (L.C. 125), le Conseil a limité ses décisions à des mesures de caractère strictement provisoire et a renvoyé à l'Assemblée le rapport du Comité pour l'assistance internationale aux réfugiés, et notamment les parties de ce rapport où sont exposées les propositions relatives aux mesures de caractère durable.

Comme cette question sera donc portée devant l'Assemblée de septembre prochain, je me permets de vous faire parvenir ci-joint un exemplaire du dit rapport du Comité des Experts.

Veuillez agréer, Messieurs, l'assurance de ma considération distinguée.

Le Secrétaire Général.

Annexe:
1 rapport.

Alumfauis

Translation:

As you will have seen from the text of the resolution adopted by the Council of the League of Nations on January 23rd, and which was forwarded to you in our circular letter of January 30th (C.L. 125), the Council has confined its decisions to measures of a strictly provisional character, and has referred to the next Assembly the report of the Committee on international assistance to refugees, and particularly those parts of the report containing proposals relating to measures of a lasting character.

As this matter will consequently come up before the Assembly of September 1936, I have pleasure in forwarding to you herewith a copy of the report of the Experts Committee.

Annex:
1 report.

WORLD JEWISH CONGRESS

Geneva, December 16, 1936

EXECUTIVE COMMITTEE

Centre International
Quai Wilson

Geneva - Paris - New York

MEMORANDUM ADDRESSED
TO THE PRESIDENT AND MEMBERS
OF THE

COMMITTEE FOR THE STUDY OF THE
APPLICATION OF THE PRINCIPLES OF THE
COVENANT OF THE LEAGUE OF NATIONS

The Jews and the League of Nations

I. In common with other international organisations, the Executive Committee of the World Jewish Congress has followed with the greatest interest the debates which took place in the last Assembly of the League of Nations and in the General Commission, which resulted in the creation of a Committee charged with the study of the application of the principles of the Covenant.

Representing, as it does, millions of Jews who belong to countries Members of the League of Nations, but also of countries which do not belong to it, the Executive Committee earnestly desires that the work undertaken by the new Committee of the League of Nations shall be crowned with success.

In effect, whether their eyes are turned towards Palestine, placed under the Mandate of the League of Nations, or whether they are concerned with the situation of the minorities in Europe—a situation which affects the Jews in a certain number of countries—or whether it is a matter of the secular aspirations of Judaism towards peace and international co-operation: for all Jews the question of the reinforcement of the obligations assumed by the Members of the League of Nations constitutes one of the most important problems of the present day.

Protection of Minorities

II. The rôle played by the Jewish organisations in the elaboration of the Mandate for Palestine and of the statute of the European minorities at the time of the birth of the Covenant and the new international order is well-known.

We would recall, with regard to the protection of minorities, the memorandum submitted to the Peace Conference by *the Committee of Jewish Delegations at this Conference*, acting in the name of the different Jewish organisations of the whole world, and of which the World Jewish Congress, by a decision taken last August, is the direct successor. It is thanks to the efforts of the Committee of Jewish Delegations that obligations for the protection of minorities, guaranteed by the League of Nations, were inserted in a certain number of international treaties constituting the basis of the whole system of protection of minorities, such as it is practised by the League of Nations.

III. The League of Nations has repeatedly affirmed that these stipulations should inspire the policy of *all States*, even those which are not bound by special treaties with regard to their minorities.

From the First Assembly onwards, the principle was established that the States desiring to enter the League should assume such obligations.

Further, in its Resolution of 1922, the Assembly unanimously expressed the hope

"that the States which are not bound by any legal obligations
"to the League with respect to minorities will nevertheless observe
"in treatment of their own social, religious or linguistic minorities
"at least as high a standard of justice and toleration as is required
"by any of the treaties and by the regular action of the Council."

In 1933 the Assembly unanimously reaffirmed this resolution, be it noted immediately following the debates concerning the situation of the Jews in Germany.

Moreover, in 1933, the Members of the League of Nations, with the exception of Germany, declared themselves in favour of the following Resolution :

"The Assembly considers that the principles expounded in
"Resolution I which reaffirm the recommendation of 1922, must
"be applied without exception to all classes of nationals of a
"State that differ from the majority of the population in race,
"religion or language."

Appeal addressed to the League of Nations by the World Jewish Congress

IV. Referring to these texts, the First World Jewish Congress, assembled in Geneva from August 8 to 15, addressed the following appeal to the League of Nations on the eve of the last Assembly :

1. "The First World Jewish Congress appeals to the League
"of Nations and to the conscience of the whole civilised world
"with the plea that States which have undertaken by minority
"treaties or declarations to protect their minorities shall actually
"fulfil these obligations, and that until the problem of the general
"application of the protection of minorities receives its necessary
"solution within the framework of the League of Nations, the
"moral obligation embodied in the Resolution of 1922 shall be
"observed."

2. "Considering that ever since the League of Nations was
"founded, it has been the practice to require individual States to
"undertake the obligations laid down in minority treaties before
"admitting them to membership of the League, the First World

" Jewish Congress expresses the hope that in future the admission
" of new Members to the League or the alteration of the legal
" status of mandated territories shall be made conditional on their
" undertaking, under the guarantee of the League of Nations,
" that the Jewish minority, like all other minorities, shall be
" guaranteed at least such rights as are secured by the minority
" treaties. "

V. Since this appeal was made to the League by the World Jewish Congress, the Assembly has constituted the new Committee charged with the study of the questions concerning the principles of this institution.

The Executive Committee of the World Jewish Congress consequently applies to this Committee, expressing the hope that touching the situation of the Jewish minorities two principles shall be borne in mind by the statesmen who are at present engaged on the consolidation of the work of the League of Nations : 1. *The necessity of assuring the protection of minorities by all States Members.* 2. *The necessity of requiring countries wishing to enter the League to accept the obligations concerning the protection and equality of rights of all ethnic, religious and linguistic minorities.*

VI. With regard to the first principle, the Executive Committee feels it its duty to point out to the Committee for the study of the application of the principles of the Covenant the fact that the situation of the Jews in several States Members of the League of Nations, and even in the countries which have signed the treaties or declarations concerning the protection of minorities, no longer corresponds to all the stipulations guaranteed by the League of Nations, and that it is therefore necessary to re-establish the juridical position, compromised by anti-Semitic agitation which has become more and more violent. One of the reasons for this slackening is, without any doubt, the anti-Jewish propaganda carried on in every part of the world by a powerful State hostile to the principles of the League of Nations, and in particular to the rights of minorities.

Universality of the League

VII. With regard to the second principle, acceptance by new Members of obligations towards minorities, it is intimately bound up with the question of *universality*, which is considered by several Members of the League of Nations one of the most important questions to be discussed in the whole problem of the application of the principles of the Covenant.

In this connection, the Executive Committee feels impelled to recall that in a great non-Member State, whose re-entry into the League of Nations is frequently discussed, the Jewish population has been, from one day to another, transformed into a minority, without obtaining minority rights.

We would recall the arguments maintained in this connection by the German delegates, shortly before the departure of the Third Reich from the League of Nations, and the general disapprobation these doctrines encountered amongst the other delegations. Not only did Germany, in 1926, when she entered the League, require the reinforcement of the protection guaranteed by the League of Nations in the

interest of German minorities, but at that time she was able to come before the other Members with a system of protection of minorities applied in a very satisfactory manner in her own country. Since then half-a-million of Jews who at the time of the entry of the Reich were citizens enjoying the same rights as the other German nationals, have been placed under a regime to which, no other minority in any other country is subjected, a regime which is contrary to the system of protection of minorities established by the League of Nations and to the texts quoted above.

The Executive Committee of the World Jewish Congress expresses the conviction that the rights of minorities will not be sacrificed to the idea of universality, but that, on the contrary, the universality of the League of Nations means in the eyes of the Members of the Committee for the study of the application of the principles of the Covenant the universal respect for minority rights.

Peace between the Races and Moral Disarmament

VIII. It is not only the treaties and the declarations of the minorities and the Resolutions of the Assembly, but also the spirit and the ideal of the League of Nations that the Jewish world has the right to invoke.

Equality between races, between nations and between men is a principle which, as the deliberations which preceded the creation of the League of Nations prove, is at the basis of the whole ideology and the action of the League of Nations. The Preamble to the Covenant requests the States Members to maintain open, just and honourable relations and to observe scrupulously the prescriptions of international law. Article 23 contains the obligation to assure and to maintain fair and humane conditions of labour for men, women, and children.

IX. The World Jewish Congress, in raising these different questions, does not lose sight of the fact that the Governments represented on the Committee for the study of the application of the principles of the Covenant desire, primarily, to reinforce the means for safeguarding peace. It is precisely because of this urgent task that the Executive Committee of the World Jewish Congress, which is the successor of the Committee of Jewish Delegations at the Peace Conference, feels impelled to insist on one of the most serious causes of international disorder at the present time.

The life of nations is constantly and profoundly troubled by the race doctrine and by the implacable fight carried on by a great and highly organised State not only against the Jews of its own country, but against the millions of Jewish citizens of other countries.

X. Moral disarmament is, rightly, required by all the Members of the League of Nations as a preliminary condition to the pacification of the world. The fanatical agitation maintained all over the world against one race, passionately attached to peace and to the ideas of international organisation must therefore be denounced as incompatible with the task assigned to the League of Nations and with the application of its principles.



AMERICAN JEWISH ARCHIVES



Ser. A

(8)

זכר אלה יעקב
וישראל

Geneva, October 10th, 1933.

LEAGUE OF NATIONS

**PROPOSAL FOR THE ORGANISATION ON AN INTERNATIONAL
BASIS OF ASSISTANCE FOR REFUGEES (JEWISH AND OTHER)
COMING FROM GERMANY**

REPORT BY THE SECOND COMMITTEE TO THE ASSEMBLY.

Rapporteur : M. GUANI (Uruguay).

The draft resolution submitted by the Netherlands delegation brought out the economic, financial and social nature of the problem of refugees, Jewish and other, coming from Germany, and the Assembly accordingly referred the question to the Second Committee. The latter was thus called upon to deal urgently with a practical situation, but not to enter into an examination of the causes that have led to it.

After an exhaustive discussion, the Committee concluded :

- (1) That the problem cannot be satisfactorily solved, except by international co-operation ;
- (2) That its solution is a matter of urgency.

In view of these two conditions, the Second Committee has come to the conclusion that the best way of speedily securing practical results would be to appoint a High Commissioner who should be allowed the fullest freedom of action.

The Committee has reason to hope that funds from various sources, including private sources, may be available for the High Commissioner's use. The best possible employment of these funds could be ensured by co-ordinating the different relief movements and centralising the funds from various sources. It is likewise essential that the High Commissioner should be able to keep in touch both with the Governments directly concerned with the problem and with those of any other countries, Members and non-members of the League of Nations, which might be able to contribute in any way to its solution.

It is therefore necessary — and the Second Committee feels that the Assembly ought to make this point clear — that the High Commissioner should be able to reckon immediately on the fullest possible co-operation both from Governments and from private organisations.

The High Commissioner should be assisted by a Governing Body, to which he would be responsible.

The High Commissioner and the Governing Body would constitute an autonomous organisation.

The High Commissioner would submit periodical reports on the fulfilment of his task, including financial administration, to the Governing Body alone, which would forward them to States likely to be able to assist in the action contemplated.

The Second Committee is of opinion that this relief work should be undertaken forthwith. It therefore recommends the League to make an advance to the High Commissioner of the initial funds essential for his work.

The following draft resolution has been framed on the basis of the considerations set forth in the present report :

“ The Assembly,

“ Having regard to the situation created by the fact that a large number of persons, Jewish and other, coming from Germany have, in recent months, taken refuge in several countries ;

“ Considering that their presence in those countries constitutes an economic, financial and social problem, which can be solved only by international collaboration :

“ Suggests that the Council should nominate a High Commissioner to negotiate and direct such collaboration, and particularly to provide, as far as possible, work for the refugees in all countries which are able to offer it ;

“ Requests the Council of the League of Nations to invite States and, if it thinks it advisable, private organisations best able to assist these refugees to be represented on a Governing Body of which the duty will be to aid the High Commissioner in his work, the High Commissioner having to submit periodical reports on the development and fulfilment of his task to the said Governing Body, which would forward them to the States likely to be able to assist in the action contemplated ;

“ Suggests further that the expenses of this collaboration and of the High Commissioner's office should be defrayed by funds contributed voluntarily from private or other sources ;

“ Recommends to the Council that, in accordance with Article 33, paragraph 2, of the Regulations for the Financial Administration of the League, it should approve that a sum not exceeding 25,000 francs should be advanced to the High Commissioner from the Working Capital Fund, it being understood that this advance will be refunded to the League out of the funds placed at the disposal of the High Commissioner ;

“ Is convinced that all Governments will assist the High Commissioner to the best of their abilities in the tasks defined above ; with this object, the present resolution will be communicated to States Members and to non-members of the League ;

“ Finally, the Assembly expresses the firm hope that private organisations will collaborate in every way with the High Commissioner for the success of this relief action. ”

accepted

SOCIÉTÉ DES NATIONS

DANS TOUTE COMMUNICATION PORTANT
SUR CE SUJET PRIÈRE DE RAPPELER LE

N° _____
ET D'ADRESSER À MONSIEUR LE SECRÉTAIRE
GÉNÉRAL DE LA SOCIÉTÉ DES NATIONS, GENÈVE

LEAGUE OF NATIONS

IN ANY FURTHER COMMUNICATION ON
THIS SUBJECT PLEASE QUOTE

N° M.L. 15. 1935. XII.
AND ADDRESS TO:— THE SECRETARY-
GENERAL, LEAGUE OF NATIONS, GENEVA.

INTERNATIONAL ASSISTANCE TO REFUGEES

X

The Secretary-General of the League of Nations has the honour to forward herewith copy of the report on International Assistance to Refugees adopted by the Assembly at its Sixteenth Ordinary Session (document A.64.1935). The Special Committee mentioned in this document will shortly be convened, probably for November 28th.

In the terms of the Assembly's report, this Committee should collect all useful evidence bearing on the problems of those groups of refugees which are at present dealt with by the Nansen International Office and the High Commissioner for Refugees coming from Germany.

7MB 2

The Secretary-General would be glad to receive from your organisation, before November 12th, a concise account of the experience acquired in the course of the work for refugees, special difficulties encountered and suggestions for improvement in the light of experience. The Committee proposes to hear oral evidence also, and if your organisation desires to comment its written report or make a verbal statement, an opportunity for doing so will be provided. The Secretary-General would like to know, before November 15th, whether your organisation wishes to avail itself of this opportunity. In view of the very limited credits at the Committee's disposal, the Secretariat can defray no expense in this respect.

Geneva, October 31st, 1935.

American Jewish Congress,
122 East 42nd Street,
New York, N.Y.

Geneva, September 26th, 1935.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

REPORT SUBMITTED BY THE SIXTH COMMITTEE TO THE ASSEMBLY

Rapporteur : H.E. M. MOTTA (Switzerland).

- (1) The Sixth Committee has examined the question of international assistance to refugees referred to the Assembly by the Norwegian Government.
- (2) It has found, first, that the Assembly has made arrangements for the winding-up of the Nansen International Office within a specified time-limit and according to definite budgetary rules.
- (3) It considers that the League of Nations has already done useful work in the matter of assistance to refugees, but realises the great complexity of the refugee problem, which has political, legal, humanitarian, administrative and financial aspects, and which requires further examination within the limits of the existing decisions of the Assembly.
- (4) It considers that, subject to any future decisions, this examination should be limited, for political and financial reasons, to the categories of refugees already under the Nansen Office and the High Commissariat in London.
- (5) The Sixth Committee also considers that no new additional expenditure should be incurred without explicit permission from the Assembly.
- (6) Having regard to the foregoing considerations, the Sixth Committee proposes that the Assembly should ask the Council to appoint a small committee of competent persons to report to it on the above-mentioned question. The committee should collect all useful evidence, particularly that of the Inter-Governmental Advisory Commission for Refugees. Once in possession of this report, the Council will be able to take any measures that it may think desirable, even before the meeting of the ordinary Assembly in 1936, to which, however, the question will have to be submitted.
- (7) In order to enable the above-mentioned committee to be set up, the Assembly leaves it to the Council to appropriate a sum of 5,500 Swiss francs from the budgetary allocation of the current financial year.

Genève, le 26 septembre 1935.

SOCIÉTÉ DES NATIONS

ASSISTANCE INTERNATIONALE AUX RÉFUGIÉS

RAPPORT PRÉSENTÉ PAR LA SIXIÈME COMMISSION A L'ASSEMBLÉE

Rapporteur : S. E. M. MOTTA (Suisse).

- 1) La sixième Commission a examiné la question de l'assistance internationale aux réfugiés, soumise à l'Assemblée par le Gouvernement norvégien.
- 2) Elle a constaté d'abord que l'Assemblée a prévu la liquidation de l'Office international Nansen dans un délai déterminé et d'après des règles budgétaires précises.
- 3) Elle estime que la Société des Nations a accompli déjà une œuvre utile d'assistance aux réfugiés, mais elle se rend compte de toute la complexité du problème des réfugiés qui présente des aspects politiques, juridiques, humanitaires, administratifs et financiers, et qu'il y a avantage à ce qu'il soit encore examiné, dans le cadre des décisions existantes de l'Assemblée.
- 4) Elle considère que, sous réserve d'autres décisions futures, cet examen devra être limité, pour des raisons politiques et financières, aux catégories de réfugiés dont s'occupent déjà l'Office Nansen et le Haut Commissariat de Londres.
- 5) La sixième Commission considère aussi qu'aucune nouvelle dépense supplémentaire ne peut être envisagée sans une autorisation expresse de l'Assemblée.
- 6) En tenant compte de ce qui précède, la sixième Commission propose à l'Assemblée de prier le Conseil de nommer un Comité restreint de personnalités compétentes chargé de lui présenter un rapport sur la question sus-indiquée. Le Comité devra recueillir tous témoignages utiles et, notamment, celui de la Commission intergouvernementale consultative pour les réfugiés. Une fois en possession de ce rapport, le Conseil pourra prendre toutes mesures qu'il jugera utiles avant même la réunion de l'Assemblée ordinaire de 1936, à laquelle la question devra cependant être soumise.
- 7) Afin de permettre la constitution du comité prévu, l'Assemblée s'en remet au Conseil du soin de prélever, sur les disponibilités budgétaires de l'exercice en cours, une somme de 5.500 francs suisses.

(Communicated to the Assembly,
the Council and the Members of
the League.)

Official No.: A.64. 1935. XII.
Erratum to the
English text

Geneva, September 27th 1935.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES.

Report submitted by the Sixth Committee to the Assembly.

The first line of the second paragraph should read:

"It noted, first, that the Assembly has contemplated arrangements " instead of:

"It has found, first, that the Assembly has made arrangements "

Geneva, October 9th, 1936.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

REPORT SUBMITTED BY THE SIXTH COMMITTEE TO THE ASSEMBLY.

Rapporteur : Viscount CRANBORNE (United Kingdom).

I.

In conformity with the terms of the resolution of the Council dated January 24th, 1936 (ninetieth session), the seventeenth Assembly of the League of Nations has had the duty of examining the report of the Committee on International Assistance to Refugees, and, in particular, has had the task of considering those parts of that report in which are set forth proposals regarding measures of a permanent nature (document C.2.M.2.1936.XII).

In approving measures of a provisional nature, the Council also instructed the temporary President of the Governing Body of the Nansen International Office for Refugees to present a special report to the Assembly with a revised programme embodying constructive measures to accompany the liquidation of the Office. Furthermore, the mandate which was entrusted to the High Commissioner for Refugees (Jewish and Other), coming from Germany contemplated that a general report on the problem of refugees coming from Germany should be drawn up for the use of the Assembly.

The Committee has thus had the task of examining the proposals and conclusions of the special report drawn up by Judge Hansson, temporary President of the Governing Body of the Nansen Office (document A.27.1936) and the report of Sir Neill Malcolm, High Commissioner for Refugees coming from Germany (document A.19.1936). Furthermore, the Committee has had to take note of the annual report of the Governing Body of the Nansen International Office for Refugees (document A.23.1936).

The Committee decided to hear Sir Neill Malcolm and Judge Hansson before opening the general discussion on the reports which had been submitted to it.

Sir Neill Malcolm emphasised that, if the League of Nations decided to continue its action with regard to refugees coming from Germany, it should be sufficient to set up a limited organisation and to provide it with a moderate budget. The principal task of the High Commissioner would be to extend and secure the general adoption of the arrangement which had already been concluded concerning the juridical protection of refugees. In the light of his experience, he had come to the conclusion that the task of the High Commissioner would best be undertaken by a person who was invested with the authority of the League of Nations. He indicated that this was a question for decision by the Assembly. An Advisory Committee of representatives of private organisations concerned with assistance to refugees had been set up, but the Assembly was free to decide whether this Committee should be officially recognised.

Judge Hansson emphasised the tragic situation of the refugees and the disparity between the task which the Nansen Office had to accomplish and the financial resources at its disposal. The economic crisis had reduced the sums which public charity had given to refugee work and governmental assistance had diminished for the same reason.

Judge Hansson was concerned to make it clear that the refugee problem would continue even after the liquidation of the Nansen Office, which it had been decided should take place at the end of 1938. He pointed out the necessity for maintaining beyond that date the international protection of refugees. He also enlarged upon the request for credits which were mentioned in his report; he drew the attention of the Committee to the position of the refugees from the Saar at present resident in France and proposed that 200 families of Saar refugees should be settled in Paraguay, for which 400,000 Swiss francs would be necessary. Judge Hansson expressed the view that the League of Nations had a responsibility for this category of refugees similar to that which it had assumed for the Assyrians of Iraq, a responsibility which it had recognised by voting for the latter a sum of £86,000.

He also drew the attention of the Committee to the desirability of sending a mission of two persons, a man and a woman, to the Far East, in order to study on the spot the very serious situation of the refugees of Russian origin in that area. In this connection, he recalled the state of refugee women in China, which had already on several occasions been before the League of Nations.

A sum of 15,000 Swiss francs would be required to put this plan into execution.

Turning to the budgetary position of the Nansen Office, the Acting President drew attention to the fact that he would be obliged to submit a request for supplementary credit in the course of the 1937 Assembly, in order to be able to carry out the liquidation of the Office in a satisfactory manner within the time-limit fixed by previous decisions of the Assembly. In this connection, he referred to the conclusion of the report of the Committee on International Assistance to Refugees (document C.2.M.2.1936.XII, pages 7 and 11).

II.

In the course of the general discussion, the delegates of the different countries formulated certain observations on the principles which should be followed by the League in dealing with the question of international assistance to refugees. The principal points of view expressed were as follows :

(a) It was observed in one quarter that it was desirable to establish certain principles in respect of the treatment of the refugee problem by the League of Nations, with a view to making it clear that responsibility for the settlement and relief of refugees did not fall upon the League. These general principles would have to be formulated at the latest by the end of the year 1938, so as to govern the attitude of the League of Nations towards such refugee problems as might persist or arise after the liquidation of the Nansen Office and the Office of the High Commissioner for German refugees.

(b) In other quarters, it was emphasised that the League should look upon the question of refugees as an international problem. International collaboration in this question had a double aspect. It should facilitate the task of Governments and better the condition of the refugees themselves. Moreover, there was a close interdependence between the humanitarian and political aspects of the question, and the problem should be considered, not from individual aspects, but as a whole.

(c) Another point of view put forward was that the refugee question should be settled in conformity with the decisions already taken by the League of Nations. The League had decided that the Nansen Office should be liquidated ; that this liquidation should definitely take place in 1938 ; and that the credits voted by the League for the Nansen Office should be reduced in accordance with a pre-determined plan. The League could not contemplate the increase of these credits except in special cases such as the case of the Saar refugees.

(d) Lastly, the view was expressed that the function of the League in dealing with the refugee problem was inevitably limited. There were three main elements in the problem : status, relief and settlement. The question of status was essentially an international problem. The questions of relief and of settlement depended largely on the economic situation in the countries of refuge and the League could not properly undertake responsibility for them. The League could promote agreement on a common measure of protection and a universal status for refugees which will be necessary for a long time to come ; provide the necessary administrative services for this purpose, and assist, through these services, to some extent in the co-ordination of the efforts of the private organisations in the work of settlement and relief. But it would not be proper to infringe the principle that the League budget should not be asked to provide funds for schemes for the settlement of refugees.

Reference was made in the course of the discussion to the difficulties which were created by the practice of certain States in withdrawing protection from their nationals residing abroad. The hope was expressed that the attention of all countries, both Members and non-members of the League, would be drawn to this serious problem, which might act as a disturbing factor in international relations.

The Committee unanimously recognised that a decision had been taken by the Assembly to liquidate the Nansen Office at the end of 1938. It was unanimous also in thinking that the organisation for dealing with refugees coming from Germany, which had been provisionally established by the Council, should be continued for a period of two years, so that the Assembly would be enabled in 1938 to come to a decision in regard to the problem of refugees as a whole.

It was generally agreed that whatever decision might be taken by the Assembly in 1938 as regards the future action of the League in refugee questions, it would be necessary to promote agreement on the question of the international regime of protection for these two categories of refugees.

In this connection, the Committee was unanimous to recommend that the Governments concerned should adopt the Convention of October 28th, 1933, relating to the International Status of Refugees and the Provisional Arrangement of July 4th, 1936, concerning the status of refugees coming from Germany. The delegate of France announced that his Government had recently ratified the Convention of 1933 and that a decree-law had been promulgated to give effect to the Provisional Arrangement of 1936. The United Kingdom delegate announced the intention of his Government of acceding to the Convention of 1933, and their signature of the Provisional Arrangement. The delegate of Poland made it clear that the adoption of a resolution on this subject by his Government would not imply a modification of their attitude towards the Convention of 1933 and the Provisional Arrangement of 1936. The delegate of the Union of Soviet Socialist Republics declared that, as his Government had not taken part in the negotiation of the above-mentioned agreements and of similar measures, they were obliged to make a general reservation in regard to them. Finally, the Netherlands delegate recalled that his Government was not in a position to adopt the Convention of 1933.

III.

As regards refugees (Jewish and other) coming from Germany, the Committee took note of the conclusions and proposals contained in the High Commissioner's report.

With reference to the proposal that the action of the League of Nations on behalf of refugees from Germany should be continued in its existing form until December 31st, 1938, the Committee unanimously agreed that the limitations of the League's action to a definite period could not be regarded as prejudicing in any way the decision which the Assembly of 1938 might be led to take.

The view was advanced that it was desirable to define more clearly the High Commissioner's task. For instance, it would not be desirable for a representative of the High Commissioner to embark on any initiative with regard to a scheme for establishment and colonisation without his having previously obtained the agreement of the Government concerned. Again, any action by the High Commissioner on such a point ought only to be taken as a result of a request addressed to him by a private organisation. It was further pointed out that a refugee only became a refugee on leaving his country of origin, and that the High Commissioner could, therefore, only enter into negotiation with the Governments of the countries of refuge. In the course of his subsequent reply, the High Commissioner said that he entirely agreed with the above interpretation of the conclusions of his report. He expressed the opinion that his most useful line of action would be to support with the Governments the initiative taken by private organisations, if a request for such action on his part was made by those organisations. Moreover, unless the Assembly otherwise directed, he agreed that the High Commissioner should only carry on negotiations with the Governments of countries of refuge.

As regards the problem of organising the High Commissioner's office, the view was expressed that the High Commissioner's task might be facilitated if he were given the assistance of a governing body of limited membership comprising solely representatives of the countries most directly interested. The presence of this body would obviate the need of long negotiations. The additional suggestion was made that there should be attached to the High Commissioner's Office a consultative body composed of representatives of the principal private organisations concerned with giving assistance to refugees, and of refugee organisations.

Alternatively, the suggestion was made that there should be set up a free relationship between the High Commissioner's organisation on the one hand and, on the other hand, an advisory committee of an international character which should be composed of representatives of private organisations. This would result in the establishment of an organisation which would correspond to the different responsibilities with which Governments and organisations concerned with refugees were respectively faced.

As against this, the view was expressed that it would be undesirable to give an official status to the advisory committee of private organisations which was referred to in the High Commissioner's report. Were an official status given to this consultative body, it would be contrary to the principle which had been many times expressed by the Assembly that the League of Nations could not assume a direct responsibility for assisting and settling refugees.

The view was also expressed that it was important to ensure an adequate representation of all the different groups of refugees on the advisory committee, in order to avoid any discrimination between them.

Finally, the question of the personnel of the High Commissioner was also raised. It was suggested that there should be added to the staff proposed an assistant thoroughly conversant with the social and economic conditions of the refugees in the different countries and with the legislation and administration of their country of origin. On this point, the reply was made that it was preferable to leave the question of personnel in the hands of the High Commissioner.

After further discussion, the Committee was of opinion that the recommendations of the High Commissioner in regard to the organisation of his office and of his work should be accepted.

In his reply on the question of the organisation of the High Commissioner's office, Sir Neill Malcolm laid emphasis on the international character of the Advisory Committee which had been set up. This Committee had co-opted representatives of organisations in other countries and he himself saw no obstacle to an enlargement of the membership of the Committee. But the Assembly was free to decide on the character to be given to this Committee. So far as the suggestion for the establishment of a Governing Body was concerned, the High Commissioner would himself prefer that the existing position should be maintained.

IV.

As regards the Nansen International Office, the Committee took note of the conclusions and proposals contained in the special report of the Acting President of the Governing Body.

The view was expressed that a detailed plan should immediately be elaborated, which would ensure the complete and final liquidation of the Nansen Office, in order that the Assembly of 1938 would not find it impossible to execute its previous decision. This plan of liquidation should take into account the observations contained in the report of the Committee on International Assistance to Refugees, which contemplated the

devolution of the tasks of the Nansen Office upon Governments and private organisations. It would be necessary to draw up the plan as soon as possible, in order that it might be submitted to the Council of the League of Nations at its session of January 1937, and subsequently communicated to the Governments of States Members of the League, so that it could be approved by the Assembly at its eighteenth ordinary session.

As regards the remarks made by the Acting President on the subject of the budgetary position of the Nansen Office, it was declared that the credits allocated by the League of Nations to the Nansen Office ought to be reduced in conformity with the plan of liquidation which had been drawn up and approved by the Assembly. The very strict economies imposed by circumstances on the League of Nations did not allow any increase of these credits. Reference was also made to the decision of the Twelfth Assembly regarding the progressive reduction of the Office's expenses, and the report adopted by the said Assembly was quoted as follows: "... the Office proposes that budgetary reductions should be accentuated during the last five years of the existence of the Office, thus enabling the Office during the early period of its existence to exert its maximum efforts and accelerate the liquidation of the material side of the refugee problem". It was also reminded that the Sixth Committee of the Twelfth Assembly had considered that the proposals of the Office were sound and reasonable.

On the other hand, it was also pointed out that it would not be possible to keep strictly within the budgetary limits laid down by previous decisions in the event of its proving that such limitation would hamper the liquidation of the Office by the date contemplated.

The request for a credit of 15,000 francs to enable the Nansen Office to send a mission to the Far East with the task of studying the situation of the refugees in that part of the world was a subject of careful examination. The Acting President of the Governing Body emphasised the large number of refugees in that area, and he pointed out that up to the present time the conditions of these refugees had not been adequately studied and that no adequate contact had been established with them. The Sub-Committee finally decided, by twelve votes to two, to transmit the request for credits to the Fourth Committee for favourable consideration. The minority considered that, as the Nansen Office would be liquidated at the end of 1938, the practical results likely to be achieved by the despatch of this mission did not appear to justify expenditure upon it.

The attention of the Committee was also drawn to the fact that the agenda of the forthcoming Conference of Central Authorities in the East, which is to be held at Bandoeng in February 1937, includes the problem of the position of women refugees of Russian origin.

The Committee subsequently took note of the decision of the Fourth Committee that any proposal for new missions should be rejected.

The request for a credit of 400,000 Swiss francs for the settlement of a part of the Saar refugees in France was the subject of a long discussion, in which divergent opinions were expressed. Certain delegations supported this request on the grounds that the League had incurred a special responsibility as a result of international decisions in which the League was concerned. The request might also be supported on the ground of international solidarity. It was further asserted that there was some analogy between the question of the Saar refugees and that of the Assyrians of Iraq.

On the other side, the view was expressed that to grant this credit would infringe the principle which the League had hitherto maintained — namely, that League funds should not be used for the settlement or relief of refugees. As regards the position of the League, it was pointed out that the League, though it had a long connection with the Saar Territory, could not be held to have responsibility for the decision reached in the plebiscite. There was no analogy between this question and the question of League action with regard to the Assyrians of Iraq, and it was recalled that the Assembly, at its last session, had emphasised that the Assyrian question was not a refugee problem but a political problem with a humanitarian aspect. A doubt was further expressed as to the wisdom of transferring inhabitants of a predominantly industrial area to a new home in Paraguay.

The President of the Governing Body understood this latter doubt, but observed that the decision in regard to the settlement of these refugees had been taken prior to his assuming responsibilities for the administration of the Office. He again emphasised the special position of the Saar refugees, in that they were in no way responsible for the situation which had obliged them to leave their native country.

Finally, the Committee, by twelve votes to seven, decided to transmit to the Fourth Committee, for favourable consideration, the request for a credit of 400,000 Swiss francs for the purpose of the transfer and final settlement in Paraguay of 200 families of refugees from the Saar now residing in France. The minority felt that they were unable to depart from the principle that League funds should not be employed for the purpose of settlement and relief of refugees.

The delegate of Bolivia formulated a general reservation to the proposal for settling refugees from the Saar in Paraguay.

On the proposal of the Chairman, the Committee unanimously recommended that a grant of 5,000 Swiss francs should be made to the President of the Governing Body of the Nansen International Office as representation allowance.

The Committee subsequently took note of the decision of the Fourth Committee to increase by 205,000 Swiss francs the grant to the Nansen International Office for the double purpose:

(1) Of giving to the President of the Governing Body of the Office the sum of 5,000 Swiss francs as representation allowance;

(2) Of facilitating the transfer and settlement in South America of Saar refugees residing in France. The Committee, while reaffirming the principle that the League does not accept any responsibility for the settlement and relief of refugees and without creating any precedent, considers that the peculiar position of these justifies the persons proposed grant.

* * *

The Committee proposes to the Assembly the adoption of the following resolutions :

I.

" The Assembly,

" Having examined, in the light of verbal explanations, the reports of the Acting President of the Governing Body of the Nansen International Office and of the High Commissioner for Refugees coming from Germany ;

" Having taken into account the recommendations of the Committee for International Assistance to Refugees :

" Thanks the Committee for their valuable report, and Judge Hansson and Sir Neill Malcolm for the work which they have done during their term of office."

II.

" The Assembly,

" Having weighed the many elements in the refugee problem ;

" Having noted that, in pursuance of previous decisions of the Assembly and in conformity with the recommendations of the High Commissioner for Refugees coming from Germany, the organisations created by the League of Nations on behalf of refugees will terminate at the end of 1938 ;

" Having taken account at the same time of the continuing difficulties of this problem and of the importance of ensuring as soon as possible a uniform regime of legal protection for the refugees :

" Recommends the Governments concerned to adopt the Convention of October 28th, 1933, relating to the international status of refugees, and the Provisional Arrangement of July 4th, 1936, concerning the status of refugees coming from Germany ;

" Recommends also that Governments concerned should participate in the negotiation of a Convention for the protection of the refugees from Germany ;

" Considers, further, that the Assembly should, at the latest at its ordinary session in 1938, determine the general principles which, after that year, should govern the attitude of the League towards the refugee problem as a whole."

III.

" The Assembly :

" Is happy to note that Governments have in certain cases been able to extend to refugees in their territories more liberal treatment than is provided for in the relevant international agreements, and having heard, with appreciation, the declaration made by the French delegation regarding recent measures adopted by the French Government in respect of refugees (legal status, joint committees, labour permits) ;

" Expresses the hope that all Governments will adopt as liberal an attitude as possible towards refugees in their territories ;

" Notes, on the other hand, that serious difficulties have been created by the practice adopted in certain countries of withdrawing protection from their nationals abroad ; and

" Expresses the earnest hope that this practice may be discontinued."

IV.

" The Assembly makes the following proposals in respect of the Nansen International Office and the High Commission for Refugees coming from Germany :

" *Nansen International Office.*

" The Assembly :

" Has taken note of the previous decision of the Assembly that the Nansen Office should be liquidated within a specified time and according to fixed budgetary rules, and, in execution of this decision :

"(1) Proposes that a President of the Governing Body of the Nansen Office should be appointed by the present Assembly until December 31st, 1938, with the following duties :

"(a) To carry on the administration of the Office, in accordance with the existing statute, until it has been liquidated, and to organise the activities of the Office during the period of liquidation, with the help of the technical services of the League of Nations ;

"(b) To draw up at an early date and, if possible, to submit to the Council at its next May session a detailed scheme for the liquidation of the Nansen Office ; in any event, the report should be in the hands of Governments before July 31st, 1937, in order that the scheme may be considered at the next ordinary session of the Assembly ;

"(c) To make recommendations in time for consideration by the Assembly at its ordinary session in 1938 on the best method of allocating the tasks undertaken by the Office up to the date of its liquidation in the light of the situation existing at that time ;

"(2) Notes the recommendations of the Acting President in regard to the settlement of different categories of refugees, especially those relating to the transfer of Armenian refugees to Erivan and to the position of the Armenian refugees settled in Syria.

"Approves, while accepting the reservations made by the Fourth Committee, an additional grant of 200,000 Swiss francs to the Nansen International Office for the purpose of facilitating the transfer and settlement in South America of Saar refugees residing in France.

"(3) Recommends that the following proposals of the Acting President should be brought to the notice of Governments for careful consideration :

"(a) The encouragement, so far as circumstances permit, of the naturalisation and absorption of refugees in countries in which they have been resident for many years ;

"(b) The issue of surcharged postage-stamps to assist the Nansen Office in its work ;

"(c) The general application of the principles of the Franco-Belgian Agreement of June 30th, 1928 ;

"Refugees coming from Germany (Jewish and Other).

"The Assembly recommends that a High Commissioner should be appointed until December 31st, 1938, for the purpose of liquidating, so far as possible, the problem of refugees coming from Germany, and that the High Commissioner's duties should include, in particular, the following :

"(1) As regards the improvement of the legal status of refugees : to approach Governments in order to obtain their accession to the Provisional Arrangement of July 4th, 1936, and to prepare an intergovernmental Conference for the adoption of an international convention on the status of these refugees ;

"(2) As regards questions of emigration and final settlement : to encourage initiative on the part of private organisations ; to support such initiative by negotiations with the Governments of the countries of refuge ; and, if necessary, to have definite plans for colonisation and emigration studied on the spot, in agreement with the Government concerned ;

"(3) To maintain contact with the various private organisations, in particular through the Liaison Committee of an international character which has already been set up ;

"(4) To submit an interim report to the Assembly at its next ordinary session and, at its session of 1938, to present a report on the situation of the refugees at that moment and on the progress made towards the final solution of the problem, and definite proposals in regard to the future.

"The Assembly :

"Recommends that a suitable appropriation to cover the administrative expenses of the High Commissioner should be provided by the competent organs of the League ; and

"Notes that the sum required for this purpose for the year 1937 amounts to 82,500 Swiss francs."

V.

"The Assembly,

"Having taken note of the report of the Governing Body of the Nansen International Office for the year ending June 29th, 1936 :

"Expresses appreciation at the satisfactory results of the general application of the Nansen stamp system in France, and hopes that a similar practice will be adopted in all countries ;

"Again urges Governments not to expel refugees until they have obtained entrance visas for another country ;

"Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories ; and

"Recommends Governments to consider the advantage of capitalising their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees."

VI.

"The Assembly,

"In order to give effect to the provisions of the present resolution :

"(1) In accordance with Article 6 of the Statute of the Nansen International Office for Refugees, appoints Judge Hansson as President of the Governing Body of the Office until December 31st, 1938, and grants him a credit of 5,000 Swiss francs for representation allowance for the year 1937 ;

"(2) Requests the Council to appoint, in the course of its present session, a High Commissioner for the Refugees coming from Germany (Jewish and other), until December 31st, 1938."



(Communiqué à l'Assemblée, au Conseil et aux Membres de la Société.)

Santh...
SEP 28 1938

No officiel: A. 27. 1938. XII.

Addendum.

Genève, le 13 septembre 1938.

SOCIÉTÉ DES NATIONS

ASSISTANCE INTERNATIONALE AUX REFUGIES

Le Secrétaire général de la Société des Nations a l'honneur de transmettre ci-joint à l'Assemblée la réponse du Gouvernement suédois, en date du 9 septembre 1938, à la lettre-circulaire C.L.98.1938.XII, du 9 juin 1938, lui transmettant pour observations le rapport du Comité du Conseil.

SUEDE.

En principe, le Gouvernement suédois n'a aucune objection contre la proposition du Comité de remplacer les deux organismes en faveur des réfugiés existants dans le cadre de la Société des Nations par une seule organisation sous la direction d'un Haut Commissaire pour les réfugiés placés sous la protection de la Société. En attendant le plan détaillé qui, d'après la résolution du Conseil du 14 mai 1938, doit être soumis à l'Assemblée, le Gouvernement se réserve d'exprimer, éventuellement par ses délégués à l'Assemblée, ses observations sur les fonctions de ladite organisation.

En ce qui concerne la compétence du Haut Commissaire, le Gouvernement suédois désire souligner, déjà par la présente, l'opportunité du contact entre le Haut Commissaire et le Bureau pour les réfugiés organisé à Londres par suite de la Conférence intergouvernementale à Evian, et de la définition de la compétence du Haut Commissaire d'une telle manière que son champ d'activité et celui du Bureau de Londres soient rationnellement séparés l'un de l'autre.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

The Secretary-General of the League of Nations has the honour to communicate herewith to the Assembly the Swedish Government's reply, dated September 9th, 1938, to the circular letter C.L.98.1938.XII of June 9th, 1938, transmitting to it, for observations, the report of the Council Committee.

(Translation.)

SWEDEN.

The Swedish Government has no objection in principle to the Committee's proposal that a single organisation under the direction of a High Commissioner for refugees placed under the protection of the League of Nations, should be set up to take the place of the two existing organisations for refugees within the framework of the League. Pending the appearance of the detailed plan, which, according to the Council resolution of May 14th, 1938, is to be submitted to the Assembly, the Government reserves the right to make known its observation on the functions of the said organisation, possibly through its delegates to the Assembly.

As regards the High Commissioner's powers, the Swedish Government desires at once to stress the desirability of contact between the High Commissioner and the Office for Refugees organised in London after the Intergovernmental Conference at Evian and the desirability also of defining the competence of the High Commissioner in such a way that his sphere of activity and that of the London Bureau may be kept rationally distinct.

Série de Publications de la Société des Nations

XII.B. BUREAUX INTERNATIONAUX
1938. XII.B. 3 Addendum

CONFIDENTIAL

N o t e

on the conversqtion of Dr. Goldmanna yith the Minister Plenipotentiary of Czechoslovakia H e i d r i c h at the Hôtel Beau-Rivage, Geneva, on September 16th 1938, at 10.30 a.m.

Dr. Goldmann, accompanied by the delegate of the Czechoslovak National Committee of the World Jewish Congress, Dr. Barber, opened the conversation by declaring that he came to discuss two matters. The less important one were the rumours concerning the decisions of the Conference of the Little Entente at Bled in connection with the emigration of the Jews from countries of eastern and central Europe. Dr. Goldmann reported on his conversations with Mr. Cretiano and Minister Commène concerning the summoning of a conference of the countries concerned with the participation of Dr. Goldmann as representative of the Jews. He expressed his doubts to Minister Commène, since the announcement of such a conference might result in making emigration more difficult, as was noted in the case of the Evian Conference. The World Jewish Congress was not opposed to an orderly settlement of Jewish emigration from certain countries, but such emigration should be a forced one (for instance in Poland) or result from a pressure conflicting with the principle of equality of all citizens. It was rumoured that Minister Krofta was dealing with the matter and the World Jewish Congress was anxious to get authoritative information concerning the decisions passed at Bled.

Minister Heidrich stated that the matter had been dealt with at Bled. He produced the minutes of the Bled Conference and read the passage concerning the Jewish problem in which it was stated that Jewish emigration was a matter of interest, the study of which was entrusted to Ministers Commène and Krofta who were to inform their Yugoslav colleagues. According to available information, Minister Krofta had accepted this course for two reasons. The advance of Hitlerism in central Europe was a fact which raised new problems in connection with Jewish emigration. The latter included the refugee problem. Czechoslovakia had not been represented at Evian and London and for this reason Minister Krofta was anxious to deal with the matter in order to avoid the reproach that Czechoslovakia took no interest in the refugee problem. In the second place, Dr. Krofta wished to act as an intermediary and to expound Jewish suggestions to the promoters of the conference, for it was not easy for the Jews to negotiate with the Rumanians. For the time being nothing had yet been done in the matter.

Concerning the chief object of the visit, Dr. Goldmann made the following statements:

1) The Jewish people the world over is strongly attached to Czechoslovak democracy. In this connection Dr. Goldmann referred to his conversations with Jan Masaryk, the Paris Legation and the interventions of Rev. Perlzweig in South Africa, in particular with General Smuts, the latter's letter to Neville Chamberlain, and the contemplated visit of Dr. Goldstein in the United States.

2) These sympathies have not been given wide publicity so as to give the lie to the nazi argument to the effect that "Czechoslovakia is ruled and maintained by Jews".

3) Whatever settlement may be adopted, the Jewish minority in Czechoslovakia wished to constitute an integrant part of the Czechoslovak State as national minority. Je Jews claimed no autonomy in an aggressive sense of the term, but only the possibility

of national life in the cultural and social field (schools, social institutions, youth welfare work with a view to occupational rehabilitation, etc.). Equality with other citizens was fortunately a fact beyond question in Czechoslovakia (declarations of Hodza, Masaryk, the Paris Legation).

4) Yet, the ~~xxx~~ migration of Jews from Sudeten German to other districts will have to be faced, and it was necessary to take measures with a view to their economic integration. The danger of anti-Jewish agitation must be firmly dealt with by the State.

Minister Heidrich declared in reply: the protection of minorities remained one of the main points of Czechoslovak policy. The freedom for the Jews to confess their nationality will be maintained. (Mr. Barber referred to the draft statute of nationalities which codified this right. Minister Heidrich confirmed his government's intention to maintain the text in question). The protection of minorities in the districts which may be granted Home Rule will be guaranteed; the guarantee is to apply also to German and Czech minorities. The claim of the Jewish minority (schools, social policy) had the sympathy of the government. (Mr. Goldmann recalled his visit to Dr. Benes and the latter's assurances in this connection). The Czechoslovak government was firm and had confidence in the population and the military forces of the country.

The conversation ended with a review of various problems of the day.

Geneva, August 25th, 1938.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

NOTE BY THE SECRETARY-GENERAL

In accordance with the resolution adopted by the Council on May 14th, 1938, the Secretary-General has the honour to transmit herewith to the Assembly:

- (1) The report of the Council Committee appointed to draw up a Plan for International Assistance to Refugees (page 1);
- (2) The replies received from Governments up to August 24th, 1938, to Circular Letter No. 98.1938.XII, dated June 9th, 1938, transmitting the report of the Council Committee to them for their observations (page 3);
- (3) The detailed report he was instructed by the Council to prepare, after consultation with the President of the Governing Body of the Nansen Office and the High Commissioner for Refugees coming from Germany, on the basis of the proposals contained in the report of the Council Committee (page 4).

I. REPORT OF THE COUNCIL COMMITTEE APPOINTED TO DRAW UP A PLAN FOR INTERNATIONAL ASSISTANCE TO REFUGEES, ADOPTED BY THE COUNCIL ON MAY 14TH, 1938

I

The Committee appointed by the Council on January 28th, 1938, in pursuance of the resolution adopted by the Assembly at its eighteenth ordinary session regarding the preparation of a plan for assistance to refugees, met in Paris on February 14th and 15th, 1938, and at Geneva during the hundred-and-first session of the Council.¹ The Committee heard statements by the High Commissioner for Refugees coming from Germany and the President of the Governing Body of the Nansen International Office for Refugees. It also noted the invitation addressed by the United States Government to a number of Governments in regard to the setting-up of a special committee, composed of representatives of a number of Governments, to deal with certain aspects of the refugee problem. The proposals mentioned hereunder are not intended to prejudice or to conflict with the work of the aforesaid committee.

From the information laid before the Committee, it appears that the number of refugees recognised as such by the League of Nations is approximately 600,000. In the case of the so-called Nansen refugees, emigration could only afford a partial solution, on account of the insufficiency of the capital available and the limited number of outlets. As was suggested in the special report submitted in 1936 by the President of the Nansen Office (document A.27.1936.XII), the real solution of the problem is rather to be found in the absorption of such refugees by their countries of refuge. Such absorption would appear to be already in progress, and, in the nature of things, must proceed in future even more rapidly.

As regards the refugees from Germany, emigration and settlement in oversea countries are proceeding. Of approximately 150,000 refugees who have so far left Germany, close upon 120,000 have already reached the countries in which they are to settle permanently.

Although the problems raised by the existence of two categories of refugees are of a different character, it would appear that both can be solved within a limited time.

II

I. The Committee noted that, under the decisions taken by the Assembly at its eighteenth ordinary session, the Nansen International Office for Refugees and also the Office of the High Commissioner for Refugees coming from Germany, are to be discontinued as from the end of 1938 but that, for the reasons set out above, the problem of refugees recognised as such by the League

¹ This Committee consists of the representatives of Bolivia, the United Kingdom and France.

of Nations cannot be regarded as solved at the present time. Many States Members of the League which have refugees in their territories consider that co-operation within the framework of the League is still indispensable.

2. The Committee took the view that a single organisation might be set up, for a limited period, to take the place of the two existing organisations.

3. The proposed organisation would be directed by a person designated by the League of Nations, as High Commissioner for Refugees under the protection of the League of Nations. The High Commissioner would be assisted by a small staff comprising neither refugees nor former refugees.

The High Commissioner's duties would be as follows:

(a) To superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938;

(b) To facilitate the co-ordination of humanitarian assistance;

(c) To assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

The League's financial contribution would be allocated to the High Commissioner's administrative expenses, and should not in any case be used for the relief or settlement of refugees. The creation of a single organisation may be expected to lead to economies in administrative expenditure.

4. The High Commissioner would be in continuous contact with the Governments concerned.¹

5. In the performance of his duties, the High Commissioner might also establish contact with Liaison Committees representing the private organisations dealing with refugee questions.

6. With the consent of the Governments concerned, the High Commissioner would be assisted by representatives in the principal countries of refuge.

The High Commissioner would be authorised to submit to such Governments the names of the persons best qualified, in his opinion, to undertake this work. These representatives should be neither refugees nor former refugees.

III

The Committee desires to draw the attention of the Council to the fact that a relatively short time will elapse between the decision which the Assembly is called upon to take in regard to the work of international assistance for refugees and the expiry of the mandate of the two League organisations now dealing with refugees.

The Committee therefore suggests that the Council should instruct the Secretary-General, after consultation with the President of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany, to draw up, for consideration by the Assembly, a detailed plan on the basis of the proposals contained in the present report.

The Committee also recommends that the Assembly, if it approves the foregoing conclusions, should proceed, at its next session, to nominate a High Commissioner, in order to facilitate the transfer of powers.

IV

The Committee has the honour to submit to the Council the following resolution:

The Council,

Having examined the report of the Committee appointed to draw up a plan for international assistance to refugees:

Takes note of the proposals contained in the report which has been submitted to it;
Instructs the Secretary-General:

(1) To transmit this report, for observations, to the Governments of the States Members of the League of Nations and, for information, to the Governments of the United States of America and the United States of Brazil;

(2) To prepare, after consultation with the President of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany, a detailed plan on the basis of the proposals of the present report;

(3) To transmit the present report, together with the detailed plan, to the Assembly, with any observations he may have received from Governments.

¹ An intergovernmental commission, on which all the interested Governments would be represented, might be set up to work in liaison with the High Commissioner.

2. REPLIES FROM GOVERNMENTS

United Kingdom

The United Kingdom Government "are in general agreement with the report of the Committee of the Council appointed to draw up a plan for international assistance to refugees.

" 2. His Majesty's Government in the United Kingdom are of the opinion that the organisation to be set up in execution of this report should be as simple as possible, and that its administrative budget should not exceed the total of the existing budgets of the Nansen Office and the High Commission for Refugees coming from Germany.

" 3. As regards the question of the transfer or disposal of the financial assets of the Nansen Office, it appears that there are two possibilities; these funds could either be transferred intact to the future High Commissioner's organisation, or they could be as far as possible liquidated and the assets and revenue divided *pro rata* among Governments. It appears to His Majesty's Government that the proposal to divide these funds among Governments would be difficult to put into execution, and that it would be undesirable to deprive the High Commissioner of the control of substantial sums which could be used for relief or settlement purposes, provided that a method of administration could be devised which would not be unduly cumbersome and expensive. His Majesty's Government in the United Kingdom consider that it should be possible for these funds to be transferred intact to the new organisation without creating a necessity for any larger staff than that available to the President of the Nansen Office. It should be possible for the funds to be administered under the High Commissioner's direction by an accountant with the necessary clerical staff. The accounts could, as in similar cases, be examined at appropriate intervals by the Supervisory Commission.

" 4. His Majesty's Government in the United Kingdom reserve the right to submit further observations on the report of the Council Committee at a later date."

Denmark

The Danish Government states that it has no objection to the problems concerning the different categories of refugees being transferred to a High Commissioner's Office under the auspices of the League of Nations.

Estonia

No observations.

Greece

The Greek Government reserves the right to make its observations on the plan of assistance at a later date, but "deems it necessary to express at present its opinion on one of the points in the report of the Council Committee".

The Greek Government, in so far as it is concerned, cannot share the opinion of the Committee that "the solution of the problem is rather to be found in the absorption of such (Nansen) refugees by their countries of refuge.

"Without in the least under-estimating the beneficent efforts of the Nansen Office, the refugees dependent on that institution who are at present in Greece have been and are a very heavy burden on the country. Their number is entirely disproportionate to the economic resources of the country, especially as Greece has already had to give a home to more than 1,300,000 national refugees. Greece cannot therefore think of definitely absorbing the Nansen refugees.

"As it has stated on several occasions, especially through the medium of its representative on the Refugees Sub-Committee of the 1937 Assembly, the Greek Government firmly hopes that this question, which is daily becoming more serious for it, may, in the near future, be solved by the departure of the largest possible number of Nansen refugees."

India

No observations.

Netherlands

The Netherlands Government points out that in general they approve the proposals contained in the Committee's report. The Netherlands Government "attaches very great importance to the future functions of the High Commissioner mentioned under 3 (c)—namely, to assist the Governments and private organisations in their efforts to promote emigration and permanent settlement".

Switzerland

The Swiss Government points out that it has been "learnt with satisfaction in Switzerland that the continuance of the work of international assistance to refugees seems to be henceforward assured". It considers, however, that it should, "on this occasion, express the hope that the duration of the assistance should not be subject to any limitation incompatible with the task entrusted to the new High Commissioner".

3. REPORT BY THE SECRETARY-GENERAL ON INTERNATIONAL ASSISTANCE TO REFUGEES

INTRODUCTION

The detailed report which the Secretary-General was instructed by the Council to submit to the Assembly, after consultation with the Nansen International Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany, was to be based, according to the Council's resolution, upon the "proposals set out" in the report of the Council Committee adopted on May 14th, 1938.

Those proposals were as follows:

"1. The Committee noted that, under the decisions taken by the Assembly at its eighteenth ordinary session, the Nansen International Office for Refugees and also the Office of the High Commissioner for Refugees coming from Germany, are to be discontinued as from the end of 1938 but that, for the reasons set out above, the problem of refugees recognised as such by the League of Nations cannot be regarded as solved at the present time. Many States Members of the League which have refugees in their territories consider that co-operation within the framework of the League is still indispensable.

"2. The Committee took the view that a single organisation might be set up, for a limited period, to take the place of the two existing organisations.

"3. The proposed organisation would be directed by a person designated by the League of Nations, as High Commissioner for Refugees under the protection of the League of Nations. The High Commissioner would be assisted by a small staff comprising neither refugees nor former refugees.

"The High Commissioner's duties would be as follows:

"(a) To superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938;

"(b) To facilitate the co-ordination of humanitarian assistance;

"(c) To assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

"The League's financial contribution would be allocated to the High Commissioner's administrative expenses, and should not in any case be used for the relief or settlement of refugees. The creation of a single organisation may be expected to lead to economies in administrative expenditure.

"4. The High Commissioner would be in continuous contact with the Governments concerned.

"5. In the performance of his duties, the High Commissioner might also establish contact with Liaison Committees representing the private organisations dealing with refugee questions.

"6. With the consent of the Governments concerned, the High Commissioner would be assisted by representatives in the principal countries of refuge.

"The High Commissioner would be authorised to submit to such Governments the names of the persons best qualified, in his opinion, to undertake this work. These representatives should be neither refugees nor former refugees."

To bring out the scope and character of the proposed organisation, it will be well to begin by examining the main points of the foregoing proposals one by one.

I. CESSATION OF THE ACTIVITIES OF THE NANSEN INTERNATIONAL OFFICE AND OF THE OFFICE OF THE HIGH COMMISSIONER FOR REFUGEES COMING FROM GERMANY

The report on the liquidation of the Nansen Office submitted by the President of the Office to the Assembly at its eighteenth ordinary session in 1937 (document A.11.1937.XII), and the report of the Governing Body of the Office to the Assembly (document A.21.1938.XII) show that the activities of the Office are to come to an end by December 31st, 1938, at the latest. Before liquidation is completed, the Nansen Office must have disposed of all funds and other property under its charge for purposes of assistance to refugees, and have freed itself from all legal obligations entered into by reason of such assistance. The Office is invested with the legal capacity required for taking the appropriate steps (Statutes of the Office, Article 15).¹ Basing

¹ "Article 15. — The Nansen International Office for Refugees shall have full powers in respect of all matters relating to its administration and activities. The Nansen International Office for Refugees shall alone be responsible for its own activities."

itself on precedent, the Governing Body, in its capacity as "supreme authority of the Office" (Statutes, Article 7),¹ will doubtless appoint one or more liquidators suitably empowered to act after the dissolution of the Office (December 31st, 1938). These liquidators will submit to the Assembly, for information, a final report on their activities.

The mandate of the present High Commissioner for Refugees coming from Germany expires at the end of 1938, and the functions of his staff come to an end on the same date.

II. CREATION OF A SINGLE ORGANISATION

The creation of a single organisation for the protection of certain classes of refugees under the ægis of the League of Nations would, in effect, mean placing the following classes of refugees under the care of a single authority:

- (1) Refugees coming from Germany;
- (2) Russian refugees;
- (3) Armenian refugees;
- (4) Saar refugees, etc.

The *refugees coming from Germany*, not including those from what was formerly Austrian territory, number some 35,000. This total only includes those falling within the terms of the provisional Arrangement of July 4th, 1936, and the Convention of February 10th, 1938. They are at present living in various European States. In this connection, it should be pointed out that approximately 120,000 German refugees have already emigrated to oversea countries.

The *Russian refugees* have been estimated to number 300,000. They are living in various countries, particularly Belgium, Bulgaria, China, Czechoslovakia, France, Poland, Roumania and Yugoslavia. As was emphasised by the Council Committee in its report, the real solution of the problem is rather to be found in the absorption of such refugees by their countries of refuge.

The *Armenian refugees*, numbering approximately 120,000, are at present living in Bulgaria, France, Greece and Syria. They are not capable of absorption by their countries of refuge to the same extent as the Russian refugees. The Greek Government, indeed, has intimated that the absorption of Armenian refugees by Greece cannot be contemplated.

As regards the *refugees from the Saar* (4,000), a grant of 200,000 Swiss francs was, as an exceptional measure, voted to the Nansen Office by the Assembly, with a view to their settlement.

The functions of the Office of the High Commissioner for Refugees coming from Germany and those of the Nansen Office, which deals with Russian, Armenian and other refugees, differ from each other in one essential particular. Under the mandate conferred on it by the Assembly at its seventeenth ordinary session (1936), the High Commissioner was made responsible for the political and legal protection of refugees coming from Germany. Questions of assistance and settlement were left to private organisations, the High Commissioner's functions being confined to the co-ordination of their efforts in these matters. The Nansen Office, on the other hand, has a Humanitarian Fund which enables it to undertake not only the relief but even the settlement of refugees. As regards relief, the Council's proposals did not contemplate that the new High Commissioner should be required to do more than facilitate the co-ordination of this humanitarian work. In its letter to the Secretariat dated July 29th, 1938,² the United Kingdom Government discusses, among other points, the possibility of transferring the Nansen Office fund to the new High Commissioner's Office and thus providing the latter with a certain sum for use in relief and settlement work. In the view of the United Kingdom Government, this fund might be administered by a method which would not involve costly and complicated machinery requiring the employment of a larger staff than that of the Nansen Office.

In the chapters that follow, the Secretary-General has confined himself to the instructions he received from the Council, which asked him to make a detailed report based on the proposals set out in the report of the Committee of the Council. As stated above, those proposals do not include direct assistance by the future High Commissioner to refugees. The establishment of a single organisation is contemplated for a limited period only. Since, however, the monies administered by the Nansen Office for the benefit of Russian and Armenian refugees are constituted in part by a revolving fund that does not return to its origin for some considerable time, the system of direct assistance to refugees which the Nansen Office has hitherto followed might, if adhered to by the new organisation, confront the Assembly with the same problems as the Nansen Office is now called upon to meet.

¹ "Article 7. — The Governing Body shall be the supreme authority of the Nansen International Office for Refugees and, as a general rule, the competent authority. It may delegate its powers to the Managing Committee, or to the President, or, at the latter's request, to another member of the Governing Body.

"The Governing Body—or, in the event of delegation of its powers, the Managing Committee or President—shall appoint the persons entitled to sign letters or commit the Office."

² See page 3.

III. STRUCTURE OF THE NEW ORGANISATION

Under the Council Committee's report, the proposed organisation would be directed by a High Commissioner, assisted by a *small staff* comprising neither refugees nor former refugees. The expression "small staff", which is in the nature of a general guide, will be reconsidered in connection with the High Commissioner's functions.

IV. FUNCTIONS OF THE HIGH COMMISSIONER

(a) According to the report of the Council Committee, the new High Commissioner's first duty would be:

"To superintend the entry into force and the application of the legal status of refugees as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938."

This function, as defined above, should be so interpreted as to include the semi-consular functions provided for in paragraph 1 of the Arrangement of June 30th, 1928, relating to the general status of refugees, with whom the League was at that time concerned, and also in Article 1 of the Agreement of the same date, dealing with those functions, to which Belgium and France are at present parties. Under the terms of these instruments, the functions in question were conferred upon the League of Nations High Commissioner for Refugees. When the High Commissioner's Office was abolished and the Nansen Office created, they were treated as coming under the legal and political protection of refugees, and were transferred to the "regular organs of the League" (Assembly resolution of September 30th, 1930). In practice, however, and as it had been understood would be the case when the Assembly's resolution was adopted, they have always been performed by the local representatives of the Nansen Office, in virtue of a special annual authorisation from the Secretary-General.

(b) The second function with which the Council contemplated entrusting the new High Commissioner was:

"to facilitate the co-ordination of humanitarian assistance".

In the Council Committee's proposals, it is not contemplated that the new Organisation should afford direct assistance to refugees, as is at present the case with the Nansen Office. The solution recommended by the Committee was that which has been adopted since 1936 in regard to refugees coming from Germany, and which conforms to the principle laid down by the Assembly, that the League of Nations cannot assume direct responsibility for assistance to refugees and their settlement. It may be useful to outline the work done by the Nansen Office in this field during 1937.

The Nansen Office's direct assistance to Russian, Armenian and other refugees is financed out of its own "Humanitarian Fund". This Fund has been largely built up out of the proceeds of the stamps affixed to Nansen passports by the various Governments, the sale of postage stamps in France and Norway, and the repayment of advances, together with sundry other receipts and contributions.

As at June 30th, 1938, the Fund showed a balance of 356,979.20 Swiss francs.

From June 1937 to June 1938, advances and grants totalled 321,341.10 Swiss francs.¹

Furthermore, a sum of 121,703.10 Swiss francs was expended in grants to organisations.

The proceeds of the sale of Nansen stamps amounted to 285,005.90 Swiss francs, and of the sale of postage stamps in France and Norway to 72,788.90 Swiss francs.

The sums received by way of repayment of former advances totalled 52,964.55 Swiss francs.

Direct assistance in the shape of advances and grants, which, as has just been seen, totalled 321,341.10 Swiss francs, would appear to have been on too small a scale for it to be possible to assume responsibility for the final settlement of refugees in a general way. Numerically speaking, its importance is further reduced by the large number of advances and grants made available. The system of a working capital fund whereby the settlement of refugees can be financed through the repayment of former advances would at first sight appear to be excellent, but considering in the first place that sometimes repayment cannot be expected for a long time, and in the second place that the new organisation will only be set up for a limited period, the question whether the new High Commissioner should or should not be entrusted with the provision of direct assistance for certain classes of refugees only must be examined in all its aspects.

One of the objections to the system of direct assistance to refugees is that it is liable to give rise to the idea that the funds are used for purposes other than purely humanitarian assistance. The jealousy between individual refugees and between groups of refugees, and the suspicion with which the activities of refugees in their countries of refuge are viewed by their countries of origin, inevitably surround any organisation dispensing direct assistance with an atmosphere of distrust. Further-

¹ To this figure should be added a sum of 121,703.10 Swiss francs distributed directly to the organisations in France and Roumania (see document A.21.1938.XII, page 18).

more, the management of a working capital fund represents a great deal of work from the point of view both of accountancy and of the minimum guarantees which must be obtained in these matters, and would necessitate the services of a staff at least as numerous as that formerly employed by the Nansen Office.

It was no doubt these reasons which led the Council to contemplate the creation of a High Commissioner's Office which would not be concerned with direct assistance and would only require a small staff. In the last place, the differential treatment of the various classes of refugees would scarcely be conceivable, as the nature and extent of the protection afforded under the ægis of the League should be the same for all. Such being the case, it is presumably the local committees which would have to undertake the provision of direct assistance, under the auspices of their respective Governments. In certain countries, there are organisations responsible for the management of certain funds. Could not these organisations be entrusted with the work of refugee relief? For if, as the Council Committee points out, the solution of the problem of the Russian refugees is to be found in their absorption by their countries of refuge, relief and settlement work should surely be placed under the supervision and direct responsibility of the countries concerned. This method is discussed by the United Kingdom Government in its communication to the Secretariat,¹ where it is suggested that the Nansen Office's Humanitarian Fund might be placed *pro rata* at the disposal of the various Governments. The second solution considered by the United Kingdom Government—that (as stated above) of placing the Fund at the disposal of the future High Commissioner for the relief and settlement of Russian and Armenian refugees—might be thought to go beyond the Council Committee's proposals of May 14th last.

On being obliged to wind up its representation in Germany, the Office made over its assets to two Russian humanitarian organisations, the Russian Red Cross and the Union of Disabled Servicemen, on condition that these two bodies distributed 50% of the proceeds of the realisation of these assets among the other Russian humanitarian organisations. Might not a similar method be followed in other countries?

As regards the Near Eastern Fund, a scheme has already been worked out, the execution of which has been entrusted to the competent local authorities. Another scheme has been adopted in regard to the funds used for the settlement of Armenian refugees in Greece.

Under the Council Committee's proposal with regard to assistance, the High Commissioner's duties would include that of *facilitating* the co-ordination of humanitarian assistance. But who should be responsible for the co-ordination of such work? If what is meant is co-ordination in the several countries concerned, this duty should devolve, it would seem, upon the local committees. If, on the other hand, the work of co-ordination is to embrace all the countries concerned, that would imply the existence of a co-ordinating authority. That authority might be an independent body consisting of representatives of Governments and private organisations. Such a solution would, however, appear to be out of all proportion to the duties of a co-ordinating authority whose aims would be on a relatively small scale. The private organisations with which the future High Commissioner will have to maintain direct contact in whatever way may seem most appropriate might well be asked to act as a co-ordinating, or at least an advisory, body.

(c) The third function with which the Council contemplates entrusting the new High Commissioner is:

“to assist the Governments and private organisations in their efforts to promote emigration and settlement”.

Questions relating to emigration and settlement, like those relating to direct assistance, are not included in the functions of the new Organisation. Under sub-paragraph (c) of the Council Committee's proposals, it would be the duty of the future High Commissioner to *assist* the Governments and private organisations in their efforts to promote emigration and settlement. The Government of the Netherlands has intimated that it attaches very great importance to the duties assigned to the High Commissioner in this respect.

The problem of the settlement of Russian refugees and of a section of the Armenian refugees is not the same as that raised by the settlement of refugees from Germany. In the case of the latter, the problem is rather one of emigration and, such being the case, the maintenance of contact with the organisations dealing with emigration takes on a certain importance. It will be for the future High Commissioner to establish such contact in the manner and through the machinery which he may judge most appropriate. Government action may be either individual or collective. An example of collective action is to be found in the Intergovernmental Committee which met at Evian last July and was attended by the representatives of thirty-two States. It adopted a resolution recommending “full co-operation” with the “services of the League of Nations”. The above-mentioned proposal of the Council Committee would enable the future High Commissioner to co-operate with the Intergovernmental Committee, whose headquarters are in London.

Paragraph II of the same proposal provides, moreover, that “the League's financial contribution would be allocated to the High Commissioner's administrative expenses and should not in any case be used for the relief or settlement of refugees. The creation of a single organisation may be expected to lead to economies in administrative expenditure”.

¹ See page 3.

As, under the Council's proposals, the future High Commissioner's functions would not include direct assistance to refugees or their settlement and emigration, the new organisation might be constituted as follows:

- 1 High Commissioner;
- 1 Assistant High Commissioner;
- 2 secretaries;
- 4 shorthand-typists;
- 1 office-keeper.

In regard to this outline of the organisation of the new High Commissioner's Office, it may be explained that:

(a) The Assistant High Commissioner should co-operate with the High Commissioner in all matters of a general character and be capable of representing him in his absence.

(b) The High Commissioner's Office would be divided into two sections, each of which would be directed by one of the Secretaries. One of these sections would deal with matters relating to Russian, Armenian, and other refugees, and the other with refugees from Germany.

As regards the budget, a total credit¹ of approximately 194,500 Swiss francs might be provided, and allocated as follows:

	Swiss francs
High Commissioner	45,000
Assistant High Commissioner	28,000
Staff	40,000
Travelling expenses	26,500
Rent, office and sundry expenses	30,000
Representatives abroad	25,000
	<hr/>
	194,500

A provision of 25,000 francs is made for the High Commissioner's representatives abroad, and this represents a decrease of more than three-quarters as compared with the similar expenditure of the Nansen Office. As far as possible, the new High Commissioner's representatives should be nominated by the Governments concerned, in agreement with the High Commissioner, from among the officials of the competent Government departments. A small allowance might be made to them to cover certain expenses which they would incur when acting as the High Commissioner's representatives.

It is suggested that the Supervisory Commission should approve the insertion of this total credit of 194,500 Swiss francs in the 1939 Budget. Bearing in mind that in the years 1937 and 1938 the average budget of the Nansen Office and of the Office of the High Commissioner for Refugees coming from Germany was 378,487 Swiss francs, it will be seen that in 1939 it will be possible to make a saving of 183,987 francs in the chapter relating to international assistance to refugees.

As the staff of the High Commissioner for Refugees coming from Germany numbers four, and as the proposed staff of the new organisation would number only eight, it will be seen that full effect will be given to the Council Committee's proposal that the staff of the new High Commissioner's Office should be small and include neither refugees nor former refugees. It is understood that the High Commissioner would himself be invited to submit his budget estimates for 1940.

Provision should further be made for the future High Commissioner's travelling expenses and salary in the event of his taking up his duties in October 1938. Provision should therefore be made, for the year 1938, of a credit of approximately 20,000 Swiss francs, to be added to the budget for 1939.

V. CONTACT WITH GOVERNMENTS

The High Commissioner should maintain continuous contact with the Governments, either directly, by means of visits to the various capitals, or through diplomatic agents, or through the High Commissioner's representatives abroad, to whom he might delegate certain duties in the performance of which they might establish contact with the national authorities. The maintenance of such contact is no doubt the most important of the High Commissioner's tasks. The Governments which he will require to approach will be those of the countries of refuge, in regard to such matters as improvements in the legal status of refugees or failure to carry out the Arrangements and Conventions concluded for their benefit. He might further request Governments to consider proposals put forward by other Governments or even by private organisations, with a view to the co-ordination of the work of humanitarian assistance and the promotion of the emigration and final settlement of refugees.

¹ These estimates are based on the assumption that the new organisation's headquarters will not be in Geneva.

But such continuous contact might also be ensured—and even strengthened—by an intergovernmental commission on which all the interested Governments would be represented. A proposal to this effect was put forward in the Council Committee, but received only cursory consideration. An Intergovernmental Committee, having in the meanwhile been summoned to meet at Evian to deal with the problem of refugees from Germany, the Council Committee thought it preferable that the matter should be held over. Reference has already been made to the Intergovernmental Committee's resolution regarding "full co-operation with the services of the League of Nations". Co-operation with the new international body would indeed be of the highest value, as the task it has set itself may rightly be regarded as complementary to the League's work on behalf of refugees from Germany. May it not be doubted whether—in view more particularly of its composition and the fact that it is to deal only with refugees from Germany—this body could take the place of an intergovernmental commission such as was suggested by the Council Committee? It will be for the Assembly to decide this point.

VI. CONTACT WITH THE ORGANISATIONS.

In addition to contact with the Governments, contact is also to be maintained with the private organisations. The Council Committee recommends that this should be done through Liaison Committees. The High Commissioner should in all probability be left very wide latitude in this respect. He will have to keep in touch with organisations representing all the different classes of refugees, each of which has its own peculiar characteristics. Methods suiting one class might be unsuitable for others. At the same time, it must be borne in mind that the Committees through which the High Commissioner could establish contact with the organisations would be of an unofficial character. They might set up sub-committees to deal with purely technical matters whenever necessary.

VII. MISCELLANEOUS QUESTIONS

Though the Council Committee considered that the High Commissioner should only be appointed for a very limited period, that period has not been fixed. The Swiss Government has expressed the view that the duration of the assistance should not be limited in any manner incompatible with the High Commissioner's task. The appointment might be made for four, or at the outside five, years. The High Commissioner would be required to submit an annual progress report to the Assembly. For this purpose he would be given the technical assistance of the Secretariat. He would choose his own staff. His representatives abroad, nominated in the manner described above, would receive their instructions from him. In the event of his appointment by the Nineteenth Assembly, the High Commissioner should enter immediately upon his duties so that the new organisation might be in being by the end of the year. During these three months of preparatory work, the High Commissioner might receive secretarial assistance from the High Commissioner's Office in London and the Nansen Office.

Geneva, September 28th, 1938.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

Report of the Sixth Committee to the Assembly

Rapporteur : His Excellency M. A. LOUDON (Netherlands).

The Assembly has referred the question of international assistance to refugees to the Sixth Committee.

The Sixth Committee has set out the results of its discussions in the following five draft resolutions and in the brief remarks that precede them.

I

1. In accordance with the Assembly resolutions on the question, the Office of the High Commissioner for Refugees coming from Germany and the Nansen International Office for Refugees are to be discontinued as from December 31st, 1938.

The Nansen Office is legally empowered to wind itself up, and has sole responsibility for the measures to be taken for that purpose. In accordance with custom, the Governing Body of the Office will doubtless appoint one or more liquidators duly qualified to act after the dissolution of the Office.

The High Commissioner, whom it is proposed to appoint under Resolution No. 1 below, represents a new appointment entirely independent of the institutions which are to be discontinued at the end of this year. In particular, he is not the legal successor of those institutions. He may accept any sums in cash offered to him by the Nansen Office; but he will have no power to agree to the transfer to him of all or part of the Office's liabilities or claims.

2. Paragraph 1 of resolution No. 1 provides that the future High Commissioner shall deal with refugees hitherto coming under the Nansen Office and the Office of the High Commissioner for Refugees coming from Germany.

The latter was empowered by a resolution of the Council of the League of Nations, dated May 14th, 1938, "to interpret his mandate as applying to refugees coming from Austria, until a final decision on the subject has been taken by the Assembly at its next session".

If it approves this report, the Assembly will at the same time be confirming the above Council resolution, so that both the mandate of the High Commissioner for Refugees coming from Germany and that of the future High Commissioner will have to be interpreted as covering the refugees referred to in the said resolution of May 14th, 1938.

3. In Paragraph 4 of the aforesaid resolution No. 1, it is provided that the future High Commissioner shall maintain such contact as may seem necessary with the Intergovernmental Committee in London.

Here it should be pointed out that the resolution adopted by the Intergovernmental Committee at Evian on July 14th, 1938, which was communicated to the League on July 15th (document C.244.M.143.1938.XII), was further elucidated at a meeting of the Committee in London on August 4th, 1938. It now appears that the League of Nations High Commissioner will be invited to be represented at the meetings of the Committee at which questions concerning the admission of involuntary emigrants into countries of refuge and settlement, and questions concerning the work of the private organisations, are under discussion.

4. It is provided in paragraph 6 of resolution No. 1 that the High Commissioner shall be assisted by a Deputy High Commissioner and a small staff.

It may here be suggested that the organisation might be somewhat as follows: Deputy High Commissioner; two secretaries; four shorthand-typists; one office-keeper.

5. The annual League grant, to which the League's financial assistance to the High Commissioner is limited for the current year, covers the salaries of the Deputy High Commissioner, staff and foreign representatives, together with all the High Commissioner's

other expenses, such as travelling expenses, rent and office expenses. It also covers such expenses as may be occasioned by representation abroad.

It will be seen from paragraph 2 of resolution No. 2 that the amount of the grant for the year 1939 is 224,500 Swiss francs. In future, the High Commissioner will submit his proposals to the Assembly in regard to the annual League grant.

6. Between the present session of the Assembly and January 1st, 1939, when the future High Commissioner will take up his office, there will be a transitional period which the High Commissioner can use for taking steps to set up the new organisation. This point is dealt with in resolution No. 3. The sum therein mentioned is intended to cover the future High Commissioner's emoluments and all his necessary expenses.

The Nansen Office and the High Commissioner for Refugees coming from Germany will doubtless give the future High Commissioner every assistance in their power during this transitional period.

II

Resolution No. 1.

"The Assembly,

"Having regard to its previous resolutions under which the Nansen International Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany are to be discontinued as from December 31st, 1938 ;

"Adopts the following arrangements :

"1. A High Commissioner of the League of Nations shall be constituted to deal with refugees hitherto coming under the Nansen International Office and the Office of the High Commissioner for Refugees coming from Germany.

"2. The High Commissioner's duties will be as follows :

"(a) To provide for the political and legal protection of refugees, as entrusted to the regular organs of the League by paragraph 3 of the Assembly's decision of September 30th, 1930 ;

"(b) To superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938 ;

"(c) To facilitate the co-ordination of humanitarian assistance ;

"(d) To assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

"3. The High Commissioner shall report to the Assembly annually on his work.

"4. In the performance of his duties :

"(a) The High Commissioner shall keep in close touch with the Governments concerned and the competent official bodies, and shall maintain relations with the Intergovernmental Committee in London ;

"(b) He shall establish contact, in such manner as he may think best, with private organisations dealing with refugee questions.

"5. The High Commissioner shall have no power to enter into any legal commitment whatsoever on behalf of the League of Nations : the League assumes no responsibility, legal or financial, in respect of his activities.

"6. The High Commissioner shall appoint a Deputy High Commissioner and a small staff to assist him. The Deputy High Commissioner shall not have the same nationality as the High Commissioner.

"The High Commissioner shall consult the Governments of the principal countries of refuge as to the need for appointing representatives therein. Should they agree, he may appoint to those countries representatives approved by them.

"Neither the members of the High Commissioner's staff nor the aforesaid representatives or their assistants may be refugees or former refugees.

"7. The grant from the League of Nations shall be appropriated for the High Commissioner's administrative expenses, including the emoluments of the Deputy High Commissioner, the staff and the representatives, if any. It may in no case be employed for the relief and settlement of refugees. It shall be fixed by the Assembly ~~year~~ by year.

"8. The High Commissioner may accept funds from Governments or private sources ; he may likewise accept any sums that may be offered to him by the Nansen International Office for Refugees.

" He shall not himself directly provide assistance to refugees, but shall allot the aforesaid funds among such organisations and such official bodies, if any, as he may consider best qualified to administer such assistance.

" The accounts in respect of these funds shall be periodically audited by the Auditor of the League of Nations. For the information of the Assembly, the High Commissioner shall include in his annual report a statement of his activities in this field.

" 9. The High Commissioner and his organisation shall have their headquarters in London.

" 10. The High Commissioner shall be appointed for five years from January 1st, 1939."

Resolution No. 2.

" The Assembly,

" Having regard to its resolution No. 1 adopted to-day, concerning international assistance to refugees :

" Adopts the following arrangements :

" 1. The High Commissioner's annual salary shall be 45,000 Swiss francs.

" 2. The grant made by the League for the year 1939 under paragraph 7 of the aforesaid resolution is fixed at 224,500 Swiss francs."

Resolution No. 3.

" The Assembly,

" Having regard to its resolutions Nos. 1 and 2 adopted to-day concerning international assistance to refugees :

" Allots to the future High Commissioner an inclusive allowance of 20,000 Swiss francs to cover his expenses and emoluments for the period that will elapse between the date of this resolution and January 1st, 1939, when he takes up the duties of High Commissioner."

Resolution No. 4.

" The Assembly,

" Having examined the reports of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany :

" Expresses its appreciations of the tireless energy and devotion displayed by Judge Hansson, Sir Neill Malcolm, and their assistants, in the performance of their mission for the benefit of the refugees, and tenders to them its heartiest thanks for their distinguished services ;

" Pays a like tribute to the members of the Managing Committee and the Governing Body of the Nansen Office, who have made an effective contribution to the work of assistance ;

" And expresses the hope that the utmost possible use will be made by the future High Commissioner of the experience gained by the officials of the Nansen Office and the Office of the High Commissioner for Refugees coming from Germany, and that, if possible, places may be found in the Secretariat of the League of Nations or the International Labour Office for those of them of whose services the High Commissioner is unable to make use."

Resolution No. 5.

" The Assembly,

" In view of its resolutions Nos. 1, 2 and 3, taken to-day regarding international assistance to refugees :

" Adopts the following provisions :

" (1) Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E., is appointed High Commissioner of the League of Nations for Refugees ;

" (2) This appointment is made for five years as from January 1st, 1939."

-Refugees

[Communicated to the Assembly,
the Council and the Members
of the League.]

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Official No.: **A. 18 (a).** 1939. XII. *Ref.*

Geneva, October 20th, 1939.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

SUPPLEMENTARY REPORT

**SUBMITTED TO THE TWENTIETH ORDINARY SESSION OF THE ASSEMBLY OF
THE LEAGUE OF NATIONS BY SIR HERBERT EMERSON, G.C.I.E., K.C.S.I., C.B.E.
HIGH COMMISSIONER FOR REFUGEES**

1. Since the war must cause many changes in the problem of refugees, it is desirable to supplement my report dated July 24th, 1939, by an appreciation of the new conditions. It is, however, only possible at the present time to make a very provisional estimate of how the war may affect the activities of the League regarding those refugees already under its protection. It is impossible to forecast, except in general terms, the new categories which the war will create, and the new problems which will arise in regard to them.

2. The refugees now under the protection of the League of Nations consist of two main classes—namely, those previously under the Nansen Office and those from Greater Germany. Of the former, it is necessary for the present purpose only to consider the Russians and Armenians. Subject to developments which at present cannot be foreseen, it may be assumed that the war will have little effect on their political position, and that the Governments concerned will wish to continue their previous policy towards them. The economic position of many, however, is likely to deteriorate, and this is particularly the case as regards the poorer classes of Russians. More cases of distress are likely to arise, and a greater strain will be put on the resources of the private organisations. Already the evacuation of children from Paris, and their maintenance in outside settlements, has increased the necessity for relief. The disturbance of social life inseparable from a war will add to the difficulties of individuals and is likely to increase the number of applications for legal assistance. Generally, however, and in the absence of unfavourable developments, the work of the High Commissioner seems likely to continue along much the same lines—namely, to secure political and legal protection of refugees, to facilitate the co-ordination of humanitarian assistance and to co-operate closely with the Governments concerned. On the humanitarian side, it will be necessary to use the resources of the Humanitarian Fund to the best possible advantage, to discourage schemes which require capital expenditure, and to give prompt assistance so far as this is possible to urgent cases requiring relief.

3. The problem of refugees from Greater Germany requires fuller examination, and in order to appreciate the present position, it will be relevant to give certain facts and figures relating to the problem as it existed just before the outbreak of hostilities, and which, owing to later information, are more reliable than those contained in my original report to the Assembly.

(a) It is estimated that at the end of August 1939 the number of confessional Jews in Germany was 250,000 and in Austria 63,000, making a total of 313,000. Had the war not occurred, it would have been necessary to emigrate 167,000 of these from Germany and 42,000 from Austria.

(b) The total number of non-Aryan Christians in Greater Germany was 190,000, at a rough estimate, of whom 127,000 would have had to be evacuated.

(c) According to an estimate made by the Council for German Jewry, the total emigration of confessional Jews from Greater Germany between April 1933 and July 1st, 1939, was as follows :

From Germany.	215,000
From Austria	97,000
From Czecho-Slovakia	<u>17,000</u>
Total	329,000

Those evacuated from Czecho-Slovakia consisted almost entirely of Jewish refugees from Germany, Austria and the Sudetenland. On the assumption that the emigration of non-Aryan Christians has been roughly one-fifth of that of full Jews, and allowing for emigration since the Council for German Jewry made this estimate, it may be assumed that 400,000 refugees have emigrated from Greater Germany since 1933.

(d) It has been estimated that, of the number of full Jews who had emigrated from Germany up to July 1st, 1939, 150,000 were in European countries, that, of these, 50,000 could be considered as settled, and that not less than 100,000 were awaiting re-emigration. To these may be added 20,000 non-Aryan Christians and about the same number of Czechs and political refugees from the Sudetenland. Further, of those who had found refuge in countries outside Europe, 16,000 would have to be re-emigrated.

Had there been no war, the problem of emigration of refugees from Greater Germany would have been as follows :

(1) To be emigrated from Germany (confessional Jews)	167,000
(2) To be emigrated from Austria (confessional Jews)	42,000
(3) To be emigrated from Greater Germany (non-Aryan Christians)	127,000
(4) To be re-emigrated from European countries of temporary refuge	140,000
(5) To be re-emigrated from non-European countries of temporary refuge	16,000

(e) While the number of persons to be evacuated from Germany was continuously decreasing, the number of Jews to be re-emigrated from countries of temporary refuge was continuously increasing. The number of these at the end of August was 156,000, of whom 140,000 were in European countries. This latter number was not the total in those countries, which was nearer 200,000. Of the total, at least 60,000 were dependent for maintenance on charitable organisations, and this was also the case with the majority of the 16,000 who would have to be re-emigrated from non-European countries of temporary refuge. On the other hand, had there been no war, a considerable number of those in European countries would have been able to finance their own emigration, had openings been available, and the Council for German Jewry put the number of these as high as 50,000.

(f) Even before the war, the problem of refugees in countries of temporary refuge was a serious one. It was an embarrassment to the Governments concerned, it was viewed with suspicion by organised labour, and, although much of this suspicion was founded on false economics, it none the less increased the danger of anti-Semitism. Further, it placed a tremendous strain on the resources of the private organisations, which were finding themselves unable to furnish the funds for maintenance and at the same time to finance emigration. In the Netherlands and Belgium, the State had been obliged to come to the assistance of the organisations in maintaining the refugees.

4. The above are the main facts and figures relating to the past. An attempt may now be made to estimate the changes in the problem caused by the war.

(a) For various reasons, it does not seem possible under present circumstances for the Organisms of the League of Nations to concern itself with any of the categories (1), (2) or (3) mentioned in paragraph 3 (d) above.

(b) There will then remain those who have already left Greater Germany and who have not found permanent homes elsewhere. Their position may be considered with reference to whether the country of temporary refuge is (1) a belligerent country, (2) a neutral European country or (3) a neutral non-European country.

(c) The belligerent countries of temporary refuge are the United Kingdom and France. The policy adopted by the British Government is to regard Czech refugees as friendly aliens, and German and Austrian refugees as *technically* enemy aliens, with an initial presumption that they are friendly disposed. There is at present no intention to follow a policy of general internment. While the safety of the State is the first consideration, and individuals are liable to internment, the intention is to allow as many as can be safely allowed to take up employment as opportunities occur, and even to do some forms of national service. A number of tribunals have been established, which will classify the refugees according to their reliability. It is too early to give more than an indication of how this policy is likely to work in practice. An uncertain factor is the attitude of the public towards persons of German origin or nationality, even although these persons are the victims of Nazi oppression. Public opinion on the whole has so far been favourable, and, if there is no serious change in this respect, a large number of refugees now in Great Britain should be absorbed in remunerative employment, but there will be a time lag of several months before employment is general, and, during this period, there will be a severe strain on the resources of the private organisations for maintenance and support.

It is unlikely that the United Kingdom will be able to admit more refugees of enemy origin, except in very special cases.

(d) No official information has been received regarding the policy of the French Government towards refugees in France. It appears from private sources, however, that, in the first place, male Austrian and German refugees have been interned, but that their cases will be examined by Commissions, and that, following this examination, use will be made in various forms of employment, including national service, of those in regard to whose reliability there is no doubt. It is not known whether the French Government will desire to emigrate some of the refugees if openings and facilities are available.

(e) Little information is at present available regarding the position in the neutral countries of Europe. The three countries mainly affected are the Netherlands, Belgium and Switzerland, but there is practically no neutral country which has not got refugees, either legally admitted or through illegal entry. As already mentioned, their presence, even before the war, was the cause of much embarrassment to the Governments, and was placing a very heavy strain on the private organisations. The common desire was to emigrate as many as possible, and as quickly as possible. The war cannot fail to increase the difficulties of the Governments and of private bodies, who may be expected to urge that the emigration of refugees be pressed forward.

(f) Before the war, the position of refugees in non-European countries of temporary refuge—e.g., Shanghai—was deplorable. They were dependent for support on private charity, and the opportunities for re-emigration were small. The problem in their case will be to continue private relief and to find permanent means of livelihood.

5. So far, then, as refugees from Greater Germany are concerned, the problem of finding new homes will now be reduced to the re-emigration of a certain number of persons from countries of temporary refuge. At the end of August 1939, the total number of these was approximately 156,000, of whom 140,000 were in European countries. It is as yet impossible to say how far the war will modify this number. Much depends on the policy of Great Britain and France, and the demand for labour both during and after the war in these countries. All that can be predicted at present is that the problem of emigrating refugees now in neutral countries of refuge will be as urgent as before the war.

It is very difficult at this stage to forecast how the war will affect the problem of finding permanent homes for refugees of German origin or nationality by re-emigration. It seems inevitable, however, that it will reduce the number of openings previously available. The belligerent countries will now have to give first and foremost consideration to political factors, and to determine questions of immigration into their territories with primary reference to the effect it may have on the general situation. In so far as immigration may still be possible, considerations of safety may be expected to prevail, and it may be anticipated that the selection of immigrants of German origin or nationality will have to be carried out far more rigorously than before the war. So far as neutral countries of permanent settlement are concerned, it may be hoped that circumstances will not arise which will make it necessary to restrict the generous policy which they have hitherto pursued, and that they may be able even to extend the openings previously available. Should this prove to be the case, a large measure of success can be achieved in finding at least a war-time solution of the problem of refugees from Greater Germany as it has been modified by a state of war.

6. In my original report to the Assembly, I said that the financial position gave cause for anxiety, and that, unless new sources of finance became available, it was difficult to see how the various schemes of large-scale settlement could be financed. Subsequent to the preparation

of that report, the representative of His Majesty's Government in the United Kingdom, at the meeting of the Intergovernmental Committee in London in July last, made the following declaration :

" His Majesty's Government are, for their part, examining the manner and extent to which private subscription to an international fund to assist in defraying the expenses of overseas emigration of refugees might be encouraged by Government participation, possibly on a basis proportionate to the amount of private subscription, and I would earnestly invite my colleagues to lay these considerations before their Governments and to communicate their views to me without delay. If other Governments are prepared to agree to this change of principle, and to co-operate in such participation, His Majesty's Government in the United Kingdom will take the initiative in proposing a scheme for the purpose."

It is understood that, in view of the war, the British Government finds it impossible to contemplate any new financial commitments which are not directly related to its prosecution, and that therefore it cannot usefully proceed at present with the formulation of the scheme for financial assistance above mentioned. In these circumstances, it seems unlikely that governmental financial assistance will be forthcoming in excess of that already given, except in so far as the internment of refugees may involve a charge on the Governments concerned.

In belligerent countries, and particularly in Great Britain and France, the war cannot fail to have the most serious effect on the extent to which private resources will be available for assisting the refugee problem. The natural inclination of the public in those countries, including the Jews of British and French nationality, will be to regard it as their first duty to assist with their resources towards the prosecution of the war and to take the view that they are not justified in accepting new commitments unless these can be shown to be directly relevant to the furtherance of the war. The flow of private charity will be directed towards objects inseparably connected with the war, such as Red Cross activities, and there will be little, if any, disposition to divert assistance to other channels. Little information has been received of the effect of the war on the private contributions in neutral European countries of temporary refuge. The countries mainly affected are the Netherlands, Belgium and Switzerland. It is to be apprehended that the private organisations of those countries will find it more difficult to raise the funds necessary for maintenance and support, that they will have to seek greater help from external bodies such as the Joint Distribution Committee, the well-known American organisation, and, at the same time, to seek relief through emigration to countries of permanent settlement. It may be hoped that, in addition to the United States of America, the neutral countries, and, in particular, the Scandinavian countries, will maintain the splendid humanitarian traditions of the past.

7. While the conditions of the problem have changed, and will continue to change, the duties of the High Commissioner will remain the same as defined by the Assembly in the course of its nineteenth ordinary session, held in September 1938. In particular, it will be desirable for him to work in the closest co-operation with the Governments concerned and the private organisations. It will also be essential that he should maintain intimate contact with the Intergovernmental Committee. It is of importance in this connection that President Roosevelt has decided, notwithstanding the war, to proceed with the Conference on refugee problems which was arranged previous to the war. The Conference will be held at Washington on October 16th and 17th, and invitations have been issued to the Chairmen of the Committee as representative of the British Government, and to the Vice-Chairman of the Committee as representatives of the United States of America, France, the Netherlands, and the Republics of the Argentine and Brazil. The High Commissioner of the League of Nations will attend in his capacity as Honorary Director of the Intergovernmental Committee. The various problems relating to refugees from Greater Germany will be discussed, and it may be expected that, as a result of the discussion, the present problems will be more clearly defined and the means and facilities for solving them fully explored.

8. So far, I have confined attention to the categories of refugees in existence before the war, and who were included in the protection of the League of Nations. It is already apparent that the war will create new categories, and that there will be very large numbers of persons who, for political, racial or religious reasons, are unable to live in their own countries. Thousands have already fled from Poland into neighbouring countries, and, although at the time of writing (September 23rd, 1939) the position is too confused for an appreciation to be made, it appears inevitable that the necessity for relief will be on a huge scale. It will be for the Assembly to consider, if proposals to this effect are made by any Member, how far it should extend its protection, and how far the assistance it may be able to give can be effective. It may be assumed that private organisations will seek to pursue on similar lines the magnificent humanitarian work they did during the great war, and that such bodies as the International Red Cross, the Save the Children Fund, and the Joint Distribution Committee of the United States of America will be able to organise relief measures on a large scale. Since these will be directly connected with the war, they are likely to make a greater appeal to private charity

than the problem of pre-war refugees. It may be that some Governments may be prepared to give financial assistance, although at present there is no indication of this.

Private organisations, however, will be able to do little towards the political and legal protection of the refugees.

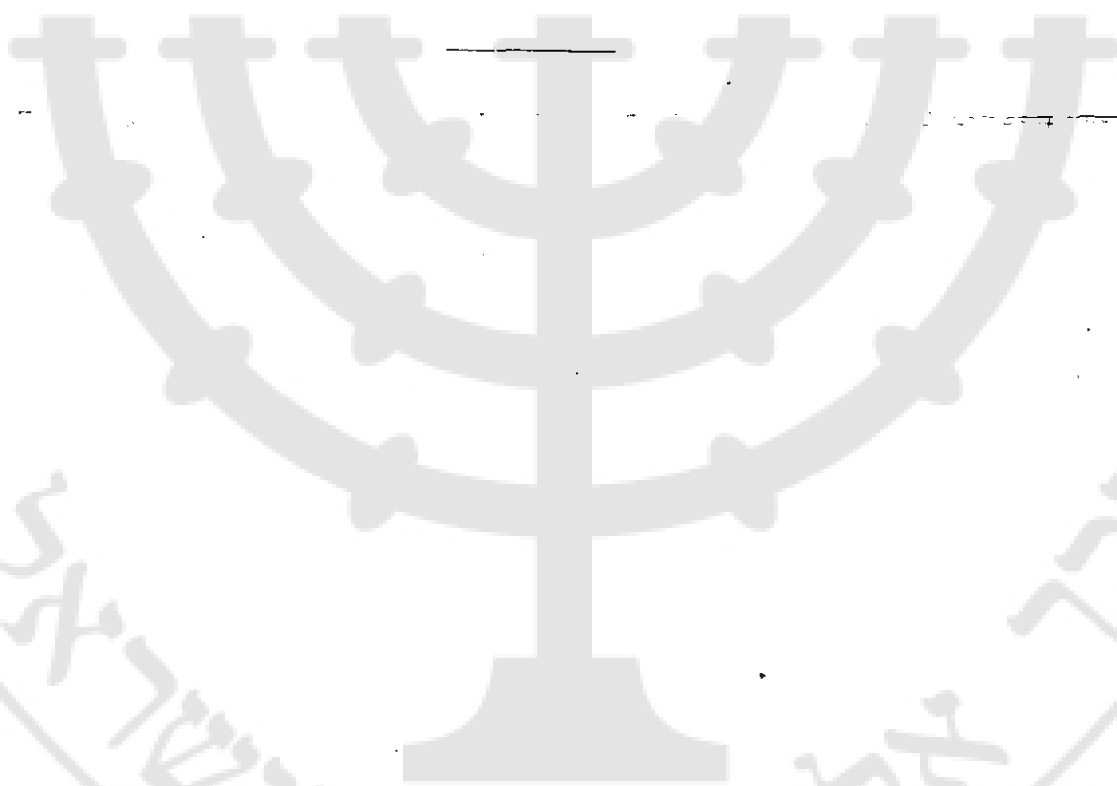
The extent to which the League of Nations could give effective assistance would appear to be conditioned by the following considerations : (1) the agreement and active co-operation of the Governments of the countries of refuge ; (2) the acceptance in principle, though not necessarily by formal convention, of certain provisions for the protection of the refugees ; (3) the presence in the countries concerned of an active and influential representation of the High Commissioner, who could co-operate on the spot with the Government and with the private organisations.

If these conditions were satisfied, the League would be able to give assistance of the same character as, previous to the war, was being given to refugees under its protection. This would involve an increase, though not necessarily large, to the administrative budget. On the other hand, if the League is to take an effective and direct part in measures of relief, the provision of large humanitarian funds must be made.

London, September 23rd, 1939.

H. W. EMERSON.

AMERICAN JEWISH
ARCHIVES



זכר אלה יעקב
ישראל

BERICHT über die EXPERTEN-KOMMISSION
in der Flüchtlingsfrage

Zu unserem Bericht in der Flüchtlingsfrage vom 31. Oktober 1935 korrigieren wir einen Irrtum in den Namen der Experten, die unser Genfer Korrespondent uns irrtümlich übermittelt hat.

Die Experten sind die folgenden:

Sir Horace Rumbold, früherer britischer Botschafter Grossbritanniens in Berlin und Warschau;

Marcel Rollin, Bürgermeister von Strassburg;

Stephen Ossusky, tschechoslovakischer Gesandter in Paris und Vorsitzender der Kontroll-Kommission des Völkerbundes (das ist die Kommission, die das administrative Budget des Völkerbundes gemäss strengen Regeln der Sparsamkeit überwacht und daher weist die Ernennung Ossuskys in das Expertenkomitee darauf hin, dass man eventuelle Empfehlungen der Experten auf eine Erhöhung der Ausgaben für den Flüchtlingssechutz im Vorhinein hemmen will)

Prof. Hanson, (Norweger) früherer Vorsitzender des Internationalen Gerichtshofes in Kairo und Kandidat für den künftigen Vorsitzenden des Nansenamtes.

Das Völkerbundssekretariat hat sich auch mit einem Rundschreiben (siehe Beilage) an alle Privatorganisationen mit der Bitte um Einsendung schriftlichen Materials für die Experten gewandt. Dieses Rundschreiben ist an alle jüdischen und nichtjüdischen Organisationen ergangen, die sich auf der Liste des Beirates des MacDonald-Kommissariats befinden.

Ausserdem überreichen wir Ihnen beiliegend den Bericht über die Sitzung des Nansen International Office, der von der League of Nations herausgegeben wurde.

LEAGUE OF NATIONS

INTERNATIONAL ASSISTANCE TO REFUGEES

The Secretary-General of the League of Nations has the honour to draw the attention of the Government of _____ to document A.64.1935, on International Assistance to Refugees. In conformity with this report, a committee for the study of the refugee problem is being set up, which, in view of the urgency of the question, is to meet on November 28th.

The Committee will make a study of the problem in the light of evidence which the Governments concerned, private relief organisations and representative bodies of refugees may submit to it, and of evidence furnished by the Inter-Governmental Advisory Commission for Refugees, the Nansen International Office and the High Commissioner for Refugees coming from Germany.

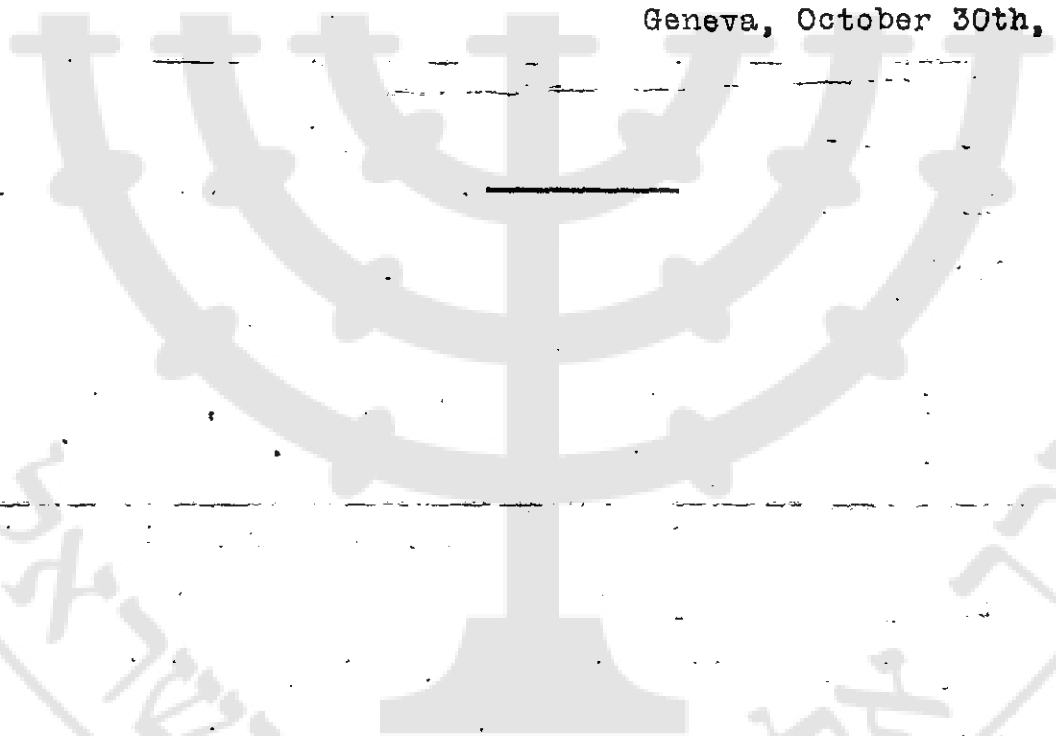
The Secretary-General would be grateful to receive for transmission to the Committee, any information bearing on the problem which the Government of _____ desires to give. The Committee would particularly welcome information on the methods adopted for dealing with refugees in general (whether by one Government department, inter-ministerial committees or bodies consisting of representatives of both official

administrations and private organisations), the working of the Nansen passport system, the various identity papers for German refugees, solutions found for labour and unemployment problems, relief, co-operation with private organisations working for refugees, etc.

The Secretary-General would be glad to receive any such written information before November 15th.

The Committee will also hear oral evidence and the Secretary-General requests the Government of _____ to inform him, before November 15th, whether they desire also to submit any such evidence.

Geneva, October 30th, 1935.



LEAGUE OF NATIONS

INFORMATION SECTION

No. 7619

November 2nd, 1935.

The Governing Body of the Nansen International Office has just finished its twelfth session, which was presided over by H.E. M. Antoniadu (Rumania). The session was preceded by a meeting of the Board of Directors and of the Finance Committee of the Office (Mixed Committee).

Among the different questions that came before these meetings were the resolutions of the sixteenth Assembly and of the Council of the League on the subject of international assistance to refugees. The Governing Body agreed with the views of the Intergovernmental Advisory Commission on Refugees, which, in view of past experience, considers that the body dealing with assistance must have sufficient international authority, and be assured of adequate funds, enjoy the necessary freedom of action for its task and provide for direct cooperation between representatives of Governments, of private organisations and of organisations of refugees.

A long statement was made on the settlement of Armenian refugees in Syria. The fact was recalled that out of about 120,000 Armenian refugees who reached Syria in 1921, there remain, at the beginning of 1935, only 11,000 in the temporary quarters at Aleppo and Beyrout; all the rest have been settled in various parts of Syria. Amongst these latter, homes had been found for more than 30,000 through the direct assistance of the office and with the aid of small loans amounting in all to about 12 million French francs. It is to be expected that at the end of the year all the camps will be evacuated, except that at Aleppo where there will remain 340 necessitous families which it would be very desirable to settle. It was accordingly decided to make a last effort and to issue a general appeal for the funds necessary to enable the camps to be finally evacuated.

As 1200 Armenian refugees from France might shortly be admitted into the Republic of Erivan, the Governing Body authorised the Office to place funds at the disposal of the Armenian organisations to cover the cost of transport of these refugees. The French Government is also considering the possibility of bearing some of this expenditure.

The negotiations in progress for the evacuation of refugees to overseas countries were considered, and special attention was drawn to the question of the naturalisation of 1600 Russian refugees in Turkey, which was subject to the evacuation of about 150 refugees to whom Turkey would not grant that privilege.

The Governing Body and the Mixed Committee were informed of the present position as regards accessions to the 1933 Convention and as regards the extension of the Nansen passport for Saar refugees and the proposed issue of surcharged postage stamps to secure funds for refugee work.

The Advisory Committee also appointed M. Rubinstein a member of the Board of Directors and of the Finance Committee to fill the vacancy caused by the death of M. Goulkévitch.

Communicated to the Council

LEAGUE OF NATIONS

C.72.1936.XII.
Geneva, January 23rd, 1936.

INTERNATIONAL ASSISTANCE TO REFUGEES

Report by the Representative of Ecuador.

In accordance with the proposals which I had the honour to submit to it at its meeting on the morning of January 20th, 1936, the Council, having taken cognisance of the report of the Committee on International Assistance to Refugees, decided to refer this report as a whole to the Assembly, to refrain from pronouncing on the suggestions contained therein regarding measures of a lasting character, and to confine itself at the present session to the measures of a provisional character recommended by the Committee. These measures, like all those which are referred to in the report, refer on the one hand to the Nansen International Office for Refugees and the categories of refugees dealt with by it, and on the other hand to refugees coming from Germany.

In connection with the measures regarding this latter category of refugees, the Council at its meeting on the morning of January 22nd set up a Committee of seven of its members for the purpose of submitting practical proposals to it. An account of the work of the Council Committee is given in Chapter II of the present report.

I.

Refugees dealt with by the Nansen
International Office.

As regards the provisional arrangements concerning the Nansen International Office, I announced my intention to proceed to certain consultations with a view to suggesting to the Council the appointment of a personality who might provisionally be asked to act as President of the Governing Body of the Nansen International Office for Refugees until the Assembly's next session.

In the draft resolution which accompanies the present report I have the honour to submit to the Council's approval the appointment of M. Michael HANSSON (Norway), former President of the Mixed Court of Appeal of Egypt, member for Norway of the Permanent Court of Arbitration at The Hague, member of the Rumano-Hungarian Mixed Arbitral Tribunal, who has served as member of the Committee on International Assistance to Refugees.

II.

Refugees coming from Germany.

Work of the Council Committee

As regards Jewish and non-Jewish refugees coming from Germany, the Council on my proposal appointed, as I have

mentioned, a Committee of seven members consisting in addition to the Rapporteur, of the representatives of the United Kingdom, Denmark, France, Italy, Poland and the U.S.S.R.

This Committee's task was to suggest those steps which between now and the Assembly's next session would enable the League of Nations to solve or at least to prepare a solution of the most urgent problems which have engaged its attention. The proposals given below only apply to this period.

The Committee first of all recognised that the action of the League of Nations in favour of refugees should be confined to persons having left their country of origin.

After hearing the Secretary-General's explanations and opinion, the Committee proceeded to a very thorough exchange of views on the methods of applying the measures suggested by the Committee on Assistance to Refugees.

It considered the appointment of a personality to deal with questions concerning refugees coming from Germany.

The Committee also took steps to define this person's status and to fix the nature and extent of his mission, on the basis on the one hand of the suggestions of the Committee on Assistance to Refugees, and on the other hand of the observations made in the course of its discussions.

It seemed to the Committee that the High Commissioner's mission should be confined to seeking the assistance of Governments, in order to find solutions for the problems raised in connection with the legal status of the refugees and to study the conditions of finding them homes and employment.

The Committee considers that the various tasks connected with the assistance of refugees are in the province of the private organisations, with which, however, the High Commissioner may set up any system of liaison which he may consider effective.

At the same time the Committee considered the administrative and financial steps which should be taken before the Assembly's next session.

It found that, without infringing the recommendation made by the Assembly at its Sixteenth Session that all additional expenditure should be avoided, it would be possible to meet the outlay involved by this new activity by means of the credits at the Council's disposal.

The decisions which it submits to the Council for approval on these different points will be found in the second part of the resolution given below.

Draft Resolution.

The Council of the League of Nations

Having taken cognisance of the report of the Committee on International Assistance to Refugees, expresses its satisfaction at the work done by this Committee;

Being anxious not to anticipate in any way on the decisions which will have to be taken by the Assembly itself;

Confines its present decisions to measures of a strictly provisional character;

Refers to the Assembly the report of the Committee on International Assistance to Refugees and particularly those parts of this report setting forth proposals relating to measures of a lasting character;

Decides as follows:

A. As regards the International Nansen Office for Refugees

The Council appoints M. Michael HANSSON to act for the time being as President of the Governing Body of the Nansen International Office for Refugees, without prejudice to the Assembly's prerogatives as regards the subsequent appointment of this President in accordance with the Office's statute.

The mission of the Acting President of the Governing Body is defined in the Committee's report.

During this provisional period the Acting President of the Office, with a view to the drawing up of the revised programme of liquidation recommended by the Committee, may have recourse to the technical assistance of the services of the Secretariat, and may occasionally procure the advice of experts.

The duties of the Acting President of the Office shall begin on February 1st, 1936, and shall terminate as soon as the Assembly takes its decision.

B. As regards Jewish and non-Jewish Refugees coming from Germany

The Council,

Taking note of the resignation offered by the High Commissioner, Mr. James G. McDonald, in his letter of December 27th, 1935; thanks him for the services which he has rendered in the performance of his mission;

Emphasizing the importance of the economic and social problems with which many countries are faced owing to the presence of a large number of refugees from Germany;

Noting that, among the provisional measures proposed by the Committee on International Assistance to Refugees, some present a character of more particular urgency and should therefore engage special attention during the period which will elapse between the present session of the Council and the next session of the Assembly;

The Council authorises its President to appoint, with the approval of the Members of the Council, a High Commissioner of the League of Nations to deal, until the next session of the Assembly, with questions connected with refugees coming from Germany.

The High Commissioner will be provided with the assistance of the technical services of the League of Nations according to procedure to be agreed upon between him and the Secretary-General.

The Council authorises the Secretary-General to draw on the credits provided in Item 2 (c) (i) of the 1936 budget (Unforeseen expenditure subject to a special vote of the Council: Political) for the sums necessary for the execution of the Council's present decision, up to a maximum of 50,000 francs.

The Council relies on the High Commissioner, in agreement with the Secretary-General, to take all necessary steps of an administrative character for the performance of this task as defined in the following paragraphs:

It shall be the High Commissioner's duty:

a) To prepare and arrange, in agreement with the Secretary-General, for the meeting of an inter-governmental conference with a view to arranging a system of legal protection for refugees coming from Germany;

The States Members of the League of Nations, as well as the United States of America and the United States of Brazil, shall be convened to this conference by the Secretary-General in agreement with the High Commissioner;

b) To undertake consultations by the most suitable method with the different Governments regarding the possibilities and conditions of finding employment and homes for refugees.

c) To establish such liaison as he may consider desirable, and in the manner which may appear most suitable, with the private associations dealing with assistance to refugees and with their emigration and employment, the activities of these associations being recognised to be useful by the League of Nations.

III. GENERAL PROVISIONS.

a) The Council requests the Secretary-General to take all necessary steps to give effect to the present resolution and to contribute to the execution of the provisional programme recommended by the Council until the next session of the Assembly.

b) The Council requests the Secretary-General to place at the Assembly's disposal, in addition to the report of the Committee of Assistance to Refugees and Mr. James G. McDonald's letter of resignation, the reports and resolutions of the Council together with the report of the Acting President of the Governing Body of the Nansen International Office for Refugees and the report of the High Commissioner for Refugees coming from Germany.



AMERICAN JEWISH ARCHIVES

Ser. C M

(21)

זכר אלה יעקב וישראל

Geneva, January 3rd, 1936.

LEAGUE OF NATIONS
COMMITTEE ON INTERNATIONAL ASSISTANCE
TO REFUGEES

REPORT BY THE COMMITTEE
SUBMITTED TO THE COUNCIL OF THE LEAGUE OF NATIONS

SUMMARY.

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In virtue of the Assembly's decision of September 28th, 1935, based on the report of its Sixth Committee,¹ the Committee on Assistance to Refugees met at Geneva on November 28th.

In accordance with the decision taken by the Council of the League of Nations, the Committee was composed as follows:

- M. Michael HANSSON (Norway), former President of the Mixed Court of Appeal of Egypt, Norwegian Member of the Permanent Court of Arbitration at The Hague, Member of the Roumano-Hungarian Mixed Arbitral Tribunal;
- His Excellency M. G. DE MICHELIS, Senator, Italian Ambassador, former Commissioner-General of Emigration;
- His Excellency M. Štefan OSUSKÝ, Czechoslovak Minister at Paris, Chairman of the Supervisory Commission of the League of Nations;
- M. P. ROLAND-MARCEL, Councillor of State, former Prefect of Bas-Rhin (France);
- The Rt. Hon. Sir Horace RUMBOLD, Bart., P.C., G.C.B., G.C.M.G., former Ambassador.

¹ Report adopted by the Assembly.

(1) The Sixth Committee has examined the question of international assistance to refugees referred to the Assembly by the Norwegian Government.

(2) It noted, first, that the Assembly has contemplated arrangements for the winding-up of the Nansen International Office within a specified time-limit and according to definite budgetary rules.

(3) It considers that the League of Nations has already done useful work in the matter of assistance to refugees, but realises the great complexity of the refugee problem, which has political, legal, humanitarian, administrative and financial aspects, and which requires further examination within the limits of the existing decisions of the Assembly.

(4) It considers that, subject to any future decisions, this examination should be limited, for political and financial reasons, to the categories of refugees already under the Nansen Office and the High Commissariat in London.

(5) The Sixth Committee also considers that no new additional expenditure should be incurred without explicit permission from the Assembly.

(6) Having regard to the foregoing considerations, the Sixth Committee proposes that the Assembly should ask the Council to appoint a small committee of competent persons to report to it on the above-mentioned question. The committee should collect all useful evidence, particularly that of the Inter-Governmental Advisory Commission for Refugees. Once in possession of this report, the Council will be able to take any measures that it may think desirable, even before the meeting of the ordinary Assembly in 1936, to which, however, the question will have to be submitted.

(7) In order to enable the above-mentioned committee to be set up, the Assembly leaves it to the Council to appropriate a sum of 5,500 Swiss francs from the budgetary allocation of the current financial year.

The Committee elected as its Chairman M. Štefan Osuský and as its Rapporteur M. Pierre ROLAND-MARCEL. It sat until December 7th, 1935.

INTRODUCTION.

I. PREPARATORY WORK OF THE COMMITTEE.

The Secretariat placed the following documents at the disposal of the members of the Committee:

(a) Documents concerning the organisation and working of the official bodies appointed to deal with refugees—namely, the Inter-Governmental Commission, the Governing Body of the Nansen Office for Refugees and the High Commission for Refugees coming from Germany (Annex 1).

(b) Documentary material obtained from the Governments who were consulted either because they were represented on the official bodies or because some of them were particularly interested in the question (Belgium, United Kingdom, Bulgaria, China, Colombia, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Italy, Latvia, Lithuania, Netherlands, Poland, Roumania, Sweden, Switzerland, Union of Soviet Socialist Republics, United States of America, Uruguay, Yugoslavia). It should be added that the following Governments sent a reply but declared that they did not wish to be heard by the Committee: Belgium, United Kingdom, Czechoslovakia, Denmark, Estonia, Finland, France, Italy, Latvia, Poland, Sweden, Switzerland, Union of Soviet Socialist Republics, United States of America.

(c) Documentary material obtained from relief organisations which deal with (1) refugees in general, (2) more particularly the categories of refugees assisted by the Nansen Office, and (3) more particularly with Jewish refugees coming from Germany (Annex 2).

II. THE COMMITTEE'S METHOD OF WORK.

After acquainting themselves with all these documents, the members of the Committee decided to hear immediately, on the one hand, the representatives of the international bodies of an official character and, on the other hand, those of the associations and groups which maintain relations with those bodies.

These representatives were invited to comment on the memoranda which they had drawn up and to reply to any questions which might be put to them in order that all the points judged important by the Committee should be fully gone into.

Accordingly, the Committee heard in turn the representatives of (a) the Inter-Governmental Commission for Refugees (M. Antoniadé (Roumania), M. de Reffye (France), M. François (Belgium), M. Rubinstein (expert) and Mr. Johnson (Secretary-General of the Nansen Office)); (b) the Governing Body of the Nansen Office (M. Antoniadé, M. de Reffye, Mr. McKenzie, M. Rubinstein and Mr. Johnson); and (c) the High Commission for Refugees coming from Germany (Mr. McDonald, High Commissioner).

In this way, accurate information was obtained on the working of these bodies, the execution of the programmes which had been assigned to them, and their relations with Governments and charitable associations and with the refugees themselves. These representatives, too, were authorised to make any recommendations which their experience might suggest to them.

Special reference should also be made to the great courtesy shown by the representatives of these three bodies and to the clear and accurate nature of the information they supplied.

The Committee also heard, in the order arranged in advance, the representatives of a considerable number (a) of private organisations engaged in work for the assistance of refugees and (b) of associations of the refugees themselves who, generally speaking, were conspicuous for their moderation and the readiness with which they laid before the Committee all the details that the latter considered necessary for its information (see list of these associations in Annex 2).

III. PRELIMINARY OBSERVATIONS.

Having taken four days to perform this initial part of its task, the Committee proceeded to an exchange of views on the points which appeared to be of equal interest to all the persons heard, and on the necessity of drawing a methodical distinction in its subsequent work between the different categories of refugees, and particularly between those dealt with by the Nansen Office and exiles from Germany.

The Committee then unanimously adopted the following observations:

(a) When, in 1928, the League of Nations carried out a general revision of its work concerning refugees, an important task had already been accomplished which is greatly to

its credit from the humanitarian point of view. The name of Dr. Nansen will ever be associated with this great work.

(b) Later, two events of exceptional gravity supervened—namely, the world economic depression and the appearance of new waves of emigration, which both complicated and extended the sphere of action of the international organisations, the Governments concerned and the charitable associations. In this way, difficult and complex new problems arose.

IV. PRESENT SCOPE OF THE REFUGEE PROBLEM.

The Committee felt that the greatest caution was advisable in regard to the figures compiled by the official bodies of an international character, the Governments and the representatives of the refugees.

A. *Refugees dealt with by the Nansen Office* (approximate figures):

(a)	Russian	700,000–800,000
(b)	Armenian	240,000
(c)	Assyrian and Assyro-Chaldean	7,000
(d)	Turkish	150
(e)	Saar	3,000–4,000

B. *Refugees coming from Germany* 80,000–100,000

The above figures being accepted with every reservation, the Committee wishes to point out that (a) they may be taken as a basis in principle when dealing with the legal part of the problem to be solved, (b) they do not give a true idea of what the refugee problem still means from the point of view of commitments in respect of relief, the finding of employment, etc. The Committee regrets that on this point it has not been able to obtain sufficiently exact data.

The events referred to above explain why:

(1) The *League of Nations* was obliged to set up the High Commission in London two years ago, and subsequently to appoint this Committee to submit to the Council, and afterwards to the Assembly, proposals for a settlement of the serious questions at issue;

(2) The majority of *Governments*, which have applied the right of asylum in a liberal spirit, have found that their obligations in the matter of assistance, already complicated by unemployment, were further increased by the influx of the refugees, and that there was an inextricable network of countless general and individual cases in connection with the admission of refugees, public safety and police regulations, identification, housing, temporary or extended residence, the elementary right to subsistence (*i.e.*, either to relief or to employment), provision for the sick, children, the infirm and the old, conveyance to other countries, and even refusals of admission and deportations;

(3) The *private associations* had to cope with a flood of applications, complaints, moving appeals and extreme cases of poverty without any commensurate increase in their resources and with no adequate co-ordination of their charitable and political activities, notwithstanding the great generosity that they displayed.

Thus the situation as depicted in the documents and oral evidence submitted to it appeared to the Committee to be extremely serious, if only on account of its complexity. It was therefore necessary to give close consideration to the question in the various aspects which the Assembly had been careful to enumerate—viz., its political, legal, humanitarian, administrative and financial aspects.

PART I. — VARIOUS ASPECTS OF THE PROBLEM.

I. THE POLITICAL ASPECT.

The Committee found that, in the view of the authors of the memoranda and all the persons who gave evidence, no solution of the problem would be satisfactory unless it were based on the principle of close co-operation between all States, whether Members of the League or not. Any other view would, it was felt, represent a retrogression from the moral and humanitarian ideal and, indeed, would be the negation of civilisation.

It was held that the countries of the world might be divided into those which, being geographically situated next to the countries whence the exiles came, were under obligations in connection with the right of asylum and necessary transit; those which, being sparsely populated and in a relatively early stage of development, could more easily provide facilities for the settlement

of a certain number of exiles in their territories; those which, while less likely to receive refugees direct, had sufficient resources to help to relieve their misfortunes, and, lastly, those whose internal political upheavals had, for one reason or another, led to the departure of all those refugees and which could not regard with indifference the difficulties encountered by other members of the international community—quite apart from the question of voluntary exiles.

This political aspect of the matter has been fully realised by the League. The Committee accordingly thought it necessary to record these statements, which were unanimous.

2. THE LEGAL ASPECT.

Similar desires are finding forcible expression among the public throughout the world, and among refugees of every class.

There are too many exiles, and even foreigners long absent from their countries, who are deprived of their nationality by decisions of the Governments of the countries of which they once were nationals. Hence there is an imperative need of legal protection, though the nature of this might vary in detail in different countries. It seems essential, however, that such identity papers and passports should be issued as may secure to every exile a certain minimum of "personality", stability, freedom of movement and freedom to return, if desired, to the point whence he came.

A distinction must be drawn between refugees of the categories coming under the Nansen Office and refugees coming from Germany.

In the case of the former, the following series of arrangements and agreements have been concluded:

- (1) Arrangement of July 5th, 1922, with regard to the issue of certificates of identity to Russian refugees (51 accessions);
- (2) Arrangement of May 31st, 1924, relating to the issue of identity certificates to Armenian refugees (35 accessions);
- (3) Arrangement of May 12th, 1926, relating to the issue of identity certificates to Russian and Armenian refugees, supplementing and amending the previous arrangements (23 accessions);
- (4) Arrangement of June 30th, 1928, concerning the legal status of Russian and Armenian refugees (14 accessions);
- (5) Arrangement of June 30th, 1928, concerning the extension to other categories of refugees (Assyrian, Assyro-Chaldean and Turkish) of certain measures taken to assist Russian and Armenian refugees (13 accessions);
- (6) Agreement of June 30th, 1928, concerning the functions of the representatives of the League of Nations High Commissioner for Russian and Armenian refugees (2 accessions);
- (7) Franco-Belgian Agreement of June 30th, 1928;
- (8) Convention of October 28th, 1933, relating to the international status of refugees (3 ratifications and 3 signatures);
- (9) Arrangement of May 24th, 1935, concerning the issue of a certificate of identity for refugees coming from the Saar (17 accessions).

Turning to the 1933 Convention mentioned above, it will be found that it has been the subject of a large number of statements, negotiations and comments. Moreover, its adoption was recommended by the Assembly as one of the essential stages in the winding-up of the Nansen Office. The Committee accordingly devoted particular attention to this Convention. A special report dealing with the matter and with certain particular aspects of the legal question has been drawn up personally by M. Michael Hansson and is included as an annex to the present report.

As regards the refugees coming from Germany, no inter-governmental arrangement has as yet been concluded, and the High Commissioner in London has not succeeded in his attempts to secure the adoption of measures answering to the real needs of these exiles. It should be added that the fact that most of them still possess national passports is of no importance, in view of the precarious nature of the documents in their possession and the fact that, as a rule, it is impossible for them to get their passports extended.¹

Practical measures, based on the experience acquired, are therefore urgently called for.

Moreover, certain of the statements made have brought out the urgent necessity of ensuring that the Government of the State from which the refugees have emigrated should authorise, without obstacles or conditions, the transmission of identity and other documents with a view to facilitating the heavy task devolving on the countries in which they have taken refuge.

¹ In this connection, it should be noted that the complexity of the problem is increased by the fact that various States no longer regard as such certain of their nationals who left their territory at a more or less distant date.

3. THE HUMANITARIAN ASPECT.

Innumerable cases of hardship were reported to the Committee. Some are inherent in the peculiar situation of the refugees, while others are mainly due to the economic depression.

The means of relieving all this moral suffering, material privation and physical degradation necessarily vary considerably both in number and in efficacy.

Lastly, the very nature of the sufferings of the different categories of exiles varies according to the country from which they come, their origin, their intellectual and social upbringing, their age and state of health. Many of their number are old, sick or infirm. Cases of the most terrible degradation were reported. The impossibility, in the case of so many men, women and young people, of adaptation to the conditions of a new existence seems to have led in too many cases to suicide.

This state of chaos is a menace to the future of two generations, and, at the same time, raises a painful, if not a dangerous, problem of a moral and material nature in States which have accorded the right of asylum to a large number of refugees.

The Committee certainly found that a considerable amount of work had already been done in the humanitarian field, either by international organisations, by certain Governments, or by a large number of private associations. Nevertheless, there are a number of different tasks of great importance still to be accomplished as regards the distribution, placing, re-adaptation and partial assistance of refugees.

(a) *Distribution and Placing of Refugees.*

As was only natural, the refugees first flocked to neighbouring countries or to countries which have adopted a liberal policy in the matter of the right of asylum, and it is to these countries that they are still moving.

Their concentration in these countries gives rise to thorny questions as regards their distribution—i.e., the placing of the refugees either in the country of asylum or their emigration to other countries which are more or less prepared to receive them.

The work of placing and arranging for the emigration of the refugees under the protection of the Nansen Office, which has already been carried out, has been of the greatest value and, after examining the initial figures, the Committee found that the number of refugees who have still to be placed or transferred has declined considerably.

The various reports submitted and the opinions heard show that, in this connection, valuable services can be rendered by an international organisation which, thanks to its many and varied sources of information and to the close contact it maintains with different countries through its correspondents, is able to encourage emigration in the best interests of all concerned and is in a more favourable position in this respect than any Government acting alone.

Consequently, the persons consulted were anxious that the international organisations should pay special attention to this part of the work on behalf of refugees. None of them, moreover, has failed to realise the difficulties which have to be overcome in view both of the cuts in the budget of the League of Nations and of the effects of the world depression even on private generosity.

As regards the refugees coming from Germany, there is a unanimous desire that the action of the international official organisations should be directed to at least identical ends, more particularly since special possibilities are open to those of Jewish origin in the matter of settlement either in Palestine or elsewhere, thanks to the Jewish settlement organisations.

For this reason, the following suggestions were laid before the Committee:

- (1) More specific agreements with the Governments in whose territories larger numbers of refugees might be received as settlers;
- (2) Training of refugees for the exercise of new callings;
- (3) Agreements to enable refugees to obtain the transference of a substantial part of their property from their country of origin to their country of settlement; this would ensure them a better reception and make it easier for them to begin a new life.

(b) *Assistance.*

In this connection also, a distinction should be drawn between the assistance available for those categories of refugees which are cared for by the Nansen Office and refugees coming from Germany.

(1) In the case of the former, the Nansen Office affords direct assistance, either through its central services or through its representatives in the various countries, thanks more particularly to the funds accruing from the Nansen stamp. Furthermore, it co-ordinates to some extent the activities of various associations (those, that is to say, with general humanitarian aims and those expressly formed for the relief of refugees) whose achievements would be even greater if additional efforts were made to co-ordinate their work.

(2) In the case of refugees coming from Germany, relief work, the cost of which is borne more particularly by the numerous Jewish associations, is, of course, especially active. It would therefore appear that the principal aims of the official organisation should be to promote the highest possible degree of co-ordination.

There remain the special requirements of refugees of the "intellectual" classes, who have to face the overcrowding of the professions together with the difficulties of obtaining recognition for their degrees and diplomas and of adapting themselves to new occupations. In this matter, the obstacles are so great that only slight results have been obtained.

4. ADMINISTRATIVE ASPECT.

This question has both a national and an international side.

The majority of the States affected by the immigration of refugees into their territories have done their duty in a humanitarian spirit which is deserving of all praise. Their administrative methods, however, have necessarily been very different on account of their varying laws, interests and possibilities—a circumstance which has led to regrettable divergencies. In this matter, no doubt, the work of the Nansen Office and that of the High Commissioner for Refugees coming from Germany have provided remedies the efficacy of which it would be unfair to deny. Nevertheless, very comprehensible measures of self-defence are beginning to be taken in certain countries, with the result that there is an increasing number of appeals to international solidarity within the framework of Geneva.

From the point of view with which the Committee is in the main concerned, the position is as follows: Under resolutions adopted in 1931 and 1932, the League Assembly decided that the Nansen Office was to be wound up not later than December 31st, 1938. Furthermore, the High Commissioner for Refugees coming from Germany has resigned as from the end of this year and his organisation will be wound up during January 1936.

In these circumstances, the Committee should endeavour to ascertain from the numerous private organisations dealing with (a) the so-called Nansen Office refugees and (b) refugees coming from Germany their opinion regarding the work done by the Nansen Office and the latter's liquidation, and, secondly, regarding the consequences of the abolition of the High Commission in London in the near future as well as the value of what it has accomplished.

A great many of the persons whose opinion was taken emphasised the need for maintaining the Nansen Office, though certain others criticised its operation.

The representatives of the groups concerned were also virtually unanimous in the view that though perhaps the High Commission in London had not entirely fulfilled expectations, this was to be explained by the fact that it was not placed under the authority of the League of Nations and was obliged to act, as it were, outside it.

The High Commissioner himself said that the experience of the past two years showed that his own efforts and the recommendations addressed by the Governing Body to the Governments of the countries in which refugees are living lacked the necessary authority. It was thus impossible for him to obtain fair legal treatment for those exiles.

In addition, a considerable number of delegates of organisations asked that, for legal as well as all other purposes, a central organisation should be set up. The latter would deal both with Nansen Office refugees and with refugees coming from Germany; it should either form an integral part of the League or keep in the closest possible touch with the League, and have at its head a strong personality who would inspire general confidence.

According to some of the opinions given, the refugee problem was complicated by two factors: (1) the gradual winding-up of the Nansen Office, which was said to be reducing its efficiency and giving rise to a sense of uncertainty among the refugees with whom it is concerned; (2) the forthcoming winding-up of the High Commission in London.

The Committee is anxious, however, to preserve complete impartiality in regard to the statements made to it, and therefore feels bound to add that some of the persons who gave evidence did not recommend that the two organisations should be amalgamated or even that they should continue to exist in co-ordination; on the contrary, they laid stress upon the difference between the problems to be dealt with by the Nansen Office and those raised by the influx of refugees coming from Germany. The chief subject of their concern is that, by January 1936, the refugees from Germany will be deprived of all international protection, and that it is therefore urgently necessary to find a substitute for the London High Commission, whereas the Nansen Office has still to continue its work within a field clearly defined by the Assembly and must make gradual preparations for its own dissolution.

5. FINANCIAL ASPECT.

Being anxious to adhere strictly to the Assembly's decision that no fresh expenditure shall be incurred without its formal authorisation, the Committee rejected all financial proposals that might involve the granting of supplementary credits, and accordingly made an inventory of the resources at present available. These are as follows:

A. Nansen Office:

1. League contributions (decreasing).
2. Regular contributions from certain Governments for such purposes as the maintenance of delegations of the Office in their countries (Bulgaria; previously also Austria, Germany, Poland and Syria)—total, 1925-1935: 373,922 Swiss francs.

3. Extraordinary contributions from Governments:

Swiss francs

- (a) The *United Kingdom* Government (1922): £150,000, less £40,000 returned by the High Commissioner (for the settlement of Denikin refugees) (£110,000) 2,761,000
- (b) The *German, Polish* and *Czechoslovak* Governments—payments to Working Capital Fund (1928-1929) 151,430
- (c) The *French* and *Syrian* Governments—payments for the settlement of Armenian refugees in Syria (1927-1930) (6,000,000 French francs) . . . 1,200,000
- (d) Contributions from various Governments for refugees in Constantinople (1921-1926)

The <i>United Kingdom</i> Government (1922)	£ 20,000
Other Governments	15,000

Total £ 35,000 878,500

(e) Sundry contributions for relief work in Asia Minor:

The <i>United Kingdom</i> Government (£19,208)	482,121
<i>Japanese</i> Government	
<i>Swiss</i> Government	
<i>Brazilian</i> Government	
<i>Canadian</i> Government	
<i>Danish</i> Government	
<i>New Zealand</i> Government	
<i>Swedish</i> Government	
<i>Norwegian</i> Government	
<i>Spanish</i> Government	
<i>Luxemburg</i> Government	
(1921-1922) (£19,208)	482,121

- (f) Contribution by the *Indian* Government for the evacuation of refugees to Brazil (1935) (£2,580) 38,958
- Total 5,994,130

French Government: Advance of 9,000,000 French francs for refugees from the Saar.

4. Funds derived from the operation of the Nansen stamp system,¹ income for 1934 132,027 francs.

Income for the first nine months of 1935: 285,261.05 francs.

5. Issue of special stamps surcharged, in particular in Norway.

6. Expenditure by States out of their own budgets in connection with the indirect charges arising out of the grant of the right of asylum. (In order to give an idea of what this charge may involve for Governments, reference may be made to the calculations made in 1926, which showed extraordinary charges devolving on ten Governments as a result of the presence of refugees in their territory to a total amount of 20,000,000 gold francs.)

7. Funds of private organisations: Income and expenditure for 1934 (see Annex 3).

Note. — In the course of the oral evidence given, a suggestion was made to the Committee that, if the time-limits fixed for the winding-up of the Nansen Office are adhered to strictly, it may be advisable, in compensation for the comparatively short duration of the action proposed, to arrange for a slight addition to the funds available, in order to increase the efficacy of the proposed action, in view of the difficulties caused by the prolongation of the depression.

B. *High Commission for Refugees coming from Germany.*

1. Receipts consisting of gifts from private individuals or organisations.

2. An extraordinary contribution from the Swedish Government of £500 in 1935.

The budget estimates for 1935 were: Receipts and expenditure, 215,000 Swiss francs.²

Note. — Certain facts noted have convinced the Committee that the substitution of a new body for the High Commission for Refugees coming from Germany would certainly bring in

¹ In the countries which have adopted the system, the Nansen stamp of a value of 5 gold francs (or less in the case of indigent persons) is affixed to the passport or residence permit of the refugee. It represents a fee charged for the benefit of the Revolving Fund for the Establishment and Settlement of Refugees.

² These provisions refer only to the administrative budget of the High Commission. According to information supplied by the High Commissioner, a sum of nearly £2,000,000 has been collected and distributed on behalf of refugees coming from Germany since April 1933. The greater part of this sum was furnished by Jewish organisations.

fresh funds from very numerous private associations, particularly during the period of administrative transition, which will in all probability continue until September 1936.

PART II. — CONCLUSIONS.

After examining the general mass of information collected, the Committee thinks it desirable to draw attention to the following points:

1. The refugee problem has a national and an international aspect, and will continue to arise in this twofold aspect as long as the causes which have created it remain. The international aspect of the problem will, however, be the more pronounced the more acute the problem is. The solidarity existing between members of the international community requires them:

- (a) To assist those States that are most heavily burdened on this account;
- (b) To help to ensure the gradual re-absorption of refugees;
- (c) To prevent the problem from taking a more acute form.¹

Consequently, it is the recognised mission of the League of Nations to assist the States concerned when they find themselves in difficulties owing to a fresh influx of refugees into their territory. Such an influx may occur on the top of some former wave of immigrant exiles who arrived some time previously and have settled down but have not yet been assimilated or provided with employment.

This part of the League's activities should of course become lighter as increasing efficacy of method—in other words, of League action—enables the States concerned more readily to overcome their special difficulties and to share the burden more equitably with the other countries.

This evolution will necessitate, on the one hand, a very wide appeal to official and private assistance and a better co-ordination of effort among the various bodies engaged in relief work and, on the other, appropriate negotiations with the States directly concerned (country of origin, country of refuge, country in which the refugee finds employment and country of immigration).

2. The fact that the Nansen Office will be wound up before December 31st, 1938, imposes certain specific duties on the League, because the economic depression has placed fresh obstacles in the way of finding employment, of emigration and of assistance in general. Consequently, the Inter-Governmental Commission and the directing organs of the Nansen International Office for Refugees should so order their action that the liquidation of the Office will assume a constructive character—that is to say, its responsibilities in the matter of assistance and finding employment will be handed over on a working basis either to States or to the private associations and groups which are prepared to accept them.

The task of the Office will therefore be to discover the desired solutions before December 31st, 1938. In view of the magnitude of the work accomplished, it is essential that the end of this work should not connote increased distress among the refugees.

3. At the present time, the number of refugees coming from Germany is far smaller than that of the other categories of exiles, and many of them are also far better supplied with means of assistance.

Nevertheless these refugees are entitled to the particular care of the League because their numbers may increase in the future and also because their arrival in many countries follows on former waves of immigration which have already entailed much official and private effort. The liquidation of the London High Commission undoubtedly involves for the League certain responsibilities of which it cannot divest itself. It is therefore essential that an immediate remedy should be found for the situation thus created, particularly as, in their generosity, the Jewish organisations are prepared to make a very liberal contribution to the League's present and future efforts on behalf of this category of refugees.

The situation therefore calls both for provisional measures and for measures of a more permanent character in all spheres—administrative, financial and legal.

4. The fate of the 1933 Convention is of capital importance to those refugees for whom the Nansen Office is responsible and who already enjoy the benefits of the various arrangements concluded. The reasons which have militated against the general adoption of this Convention make it imperative that the Nansen Office and the organs under whose authority it is placed should explore without delay every possibility of establishing a system that would be acceptable to the greatest possible number of States. The essential point is to ensure the permanency of those indispensable guarantees that are now afforded to these categories of refugees by the Nansen Office.

5. Refugees coming from Germany have as yet no international juridical status. This situation should be remedied without delay. In this connection, very wide use should be made of the experience gained since 1921.

The Committee, in fact, believes that it is neither possible nor even desirable to contemplate a system of international juridical protection differing from that which has already been accorded to other categories of refugees in some countries. The task of national public administrations should not be complicated by excessive diversity, and the progress made in unification should

¹ On this point see reference to loss of citizenship: Footnote on page 4.

be turned to the benefit of the refugees coming from Germany. It is to be hoped, in fact, that finally a unified juridical regime applicable to all exiles will be evolved.

6. In the case of some categories of refugees—such as Armenian refugees—there exist certain possibilities of finding work. The Committee has, in fact, been informed by the representatives of Armenian refugees' associations that the authorities of the Union of Soviet Socialist Republics would not be opposed to settling certain groups of these refugees, if such external help were forthcoming as would make this possible.

7. The problem of settling and finding work for refugees in the countries which first gave them shelter varies in proportion to the economic situation of the country in question.

The Committee is convinced that, while the action of international bodies may be decisive in certain cases, such action is not of itself sufficient. International bodies should be prepared to intervene in many different ways according to the special conditions and, above all, the economic resources of each country.

Action can in fact be taken only in concrete cases, and cannot be moulded into any universal form.

8. The emigration of refugees also depends to a very great extent on the economic conditions in "countries of immigration"—i.e., those countries which, in view of the state of their evolution, would be prepared to receive refugees. The Committee is of opinion that the executive organs of the Nansen Office should, before its liquidation, make every effort to secure the settlement of its refugees in these countries of immigration. As far as the refugees coming from Germany, and in particular Jewish refugees, are concerned, the Committee has noted that relative facilities for colonisation in Palestine, South America and elsewhere open out wide prospects. The object of official international action in this sphere should be to second the very encouraging efforts made by private organisations and accord the required facilities for the transfer of capital.

9. The refugee problem has, as its corollaries, the problems of assimilation and naturalisation in the countries of asylum or immigration. This is a very complex question, because it involves both the sovereignty of the State that is either prepared or not prepared to grant its citizenship to these exiles and the sincerity of the immigrants' determination to become loyal citizens of another country.

To make general recommendations to States on this subject is therefore entirely out of the question. Every State must itself decide each individual case.

Lastly, the Committee believes that it is in the interests of the refugees themselves to encourage among their children the idea that they should become citizens of the country in which they have settled. The second generation will thus be spared the hardships of exile.

10. Official action will never remedy all the evils that have been brought to its notice, but there can be no doubt that private organisations, including organisations founded by the refugees themselves, have already achieved good results.

At the same time, the Committee cannot lay too much stress on the need for all these associations to harmonise their efforts, so as to prevent duplication of work, and thus to enlarge the scope of an activity which will be the more effective if it continues to be conducted on purely philanthropic lines.

11. The Committee was particularly impressed by the position of the intellectuals who have been forced to emigrate—not only members of the liberal professions, including a number of world-famous scientists, authors and artists, but also students, whose education has been abruptly broken off. This is a special problem which, though not equally acute for all the different classes of refugees, affects them all, and to neglect it might endanger the essential interests of civilisation.

12. In the Committee's unanimous opinion, the funds available for assisting refugees should be increased, at all events temporarily.

It is felt that an approach might be made to the Nobel Prize Committee, which would doubtless give favourable consideration to the idea of assigning one or more of the Nobel prizes to the refugee work, as being a contribution to peace and international solidarity.

PART III. — PROPOSALS.

Having thus stated its conclusions, the Committee unanimously decided to formulate the following proposals:

I. PROPOSALS RELATING TO TEMPORARY MEASURES.

1. *An outstanding personality to be appointed provisionally* to undertake until the next session of the Assembly the following duties:

- (a) To act as temporary President of the Nansen International Office for Refugees;
- (b) To initiate any reforms or adaptations which may be required in the internal management of the Office or its representation abroad, as also in connection with its general

activities (relations with Governments, settlement, emigration and assistance, juridical status,¹ etc.);

(c) To submit a special report to the Assembly with a revised winding-up programme on constructive lines.

2. *Another personality to be appointed* who, with the co-operation of the League's technical services, would be responsible during the period between the next session of the Council and the next ordinary session of the Assembly for the discharge of the following duties:

(a) Ensuring the continuity of the London High Commission's work in favour of Jewish and other refugees coming from Germany;

(b) Preparing for and summoning an inter-governmental conference with a view to establishing a general system of legal protection for refugees from Germany and possibly for all refugees;²

(c) Consulting Governments by means of an enquiry with a view to ascertaining the extent to which they would be prepared to receive and find employment for new refugees;

(d) Establishing a programme on the basis of such an enquiry with a view to facilitating the emigration of refugees from Germany to countries prepared to receive them (Palestine, South America, etc.), with due regard for the measures to be taken for the transfer—such transfer being considered indispensable—of (1) all necessary identity documents and (2) as much capital as possible;

(e) Reporting to the Assembly on the general problem of refugees from Germany.

II. PROPOSALS RELATING TO A SUBSEQUENT ORGANISATION.

A. *Main Proposal.*

The Committee recommends by four votes to one the following proposal for adoption by the Council of the League of Nations:

1. An outstanding personality to be appointed, in accordance with the Statutes of the Nansen Office, to act as President of that Office and to attach thereto, in the form of an additional but separate service, a special organisation for refugees coming from Germany.

As regards the Nansen Office:

2. To entrust to the personality appointed the task of winding up the Nansen Office within the prescribed period in accordance with a plan to include:

(i) A scheme for the transfer to Governments of certain of the duties at present performed by the Office;

(ii) A scheme for the transfer of others of these duties to the private organisations;

(iii) A scheme laying down the details of execution of these transfers, in order that the burden of the responsibilities normally devolving on the Nansen Office should not be left to the Governments concerned or to the private groups after December 31st, 1938.

3. The activities of the Office to be organised during the period of liquidation with the help of the technical services of the League of Nations—namely (a) the Legal Section, (b) the Social Section (questions of child welfare and the protection of young people), (c) the Transit Section as regards passport questions, (d) the Intellectual Co-operation Organisation as regards the employment of intellectuals and assistance to students, (e) the International Labour Office as regards the employment and transfer of artisans, workmen and agricultural labourers.

4. A decision to be taken that the Assembly, at its session before the end of 1938, will finally review the work done and will make all necessary recommendations to the Governments and private organisations, particularly to those which, like the Red Cross, for example, might be willing to undertake the task of co-ordinating and even centralising certain forms of assistance.

As regards the Additional Service for Refugees coming from Germany:

5. The administration of the proposed service to be entrusted to a Committee consisting of the representatives of Governments with power to speak and vote and representatives of the Jewish and non-Jewish groups concerned in an advisory capacity.

¹ As regards juridical status, cf. footnote 2 relating to the Inter-Governmental Conference.

² The Committee is of opinion that this Conference might be asked to examine and to endeavour to solve the problem in its widest aspects (see the supplementary observations concerning legal questions (page 11) and M. Hansson's report, Annex 4).

6. The special service for refugees coming from Germany to be administered in such a way as to ensure, when the Nansen Office is no longer in existence, the conversion of this service into an autonomous body placed under the auspices of the League, in accordance with statutes to be determined subsequently.

7. The financial resources and budget of the Office to be determined.

B. *Subsidiary Proposal.*

The Committee decided by four votes to one to lay before the League Council the following alternative in the event of the latter's rejecting the previous proposal:

(a) *As regards the Nansen Office:*

1. The President of the Governing Body to be elected in accordance with the Statutes of the Office.
2. Increased powers of action and control to be given to the President appointed for the final period of liquidation.
3. A decision to be taken as to the enforcement of all administrative, financial and other reforms, and a programme of constructive liquidation to be drawn up similar to that of which particulars are given under points (i), (ii) and (iii) of paragraph 2, and paragraphs 3 and 4 of the first proposal.

(b) *As regards Refugees coming from Germany:*

1. An autonomous international organisation to be set up and placed under the auspices of the League of Nations in accordance with statutes to be determined subsequently.
2. A person to be appointed to act as President of the Governing Body, possibly with the title of High Commissioner.
3. The administration of this organisation to be entrusted to a Board consisting of the representatives of Governments with power to speak and vote, and representatives of the Jewish and non-Jewish groups concerned in an advisory capacity.
4. The financial resources and budget of the organisation to be determined.
5. The seat of the organisation to be decided upon.

C. *Minority Proposal.*

Lastly, the Committee took note of the following proposal submitted by one of its members and rejected by four votes to one:

1. The questions relating to the juridical status of refugees to be settled by the means advocated in the first two proposals (inter-governmental conference, etc.).
2. The tasks of assisting and finding employment for refugees to be entrusted, not to official or semi-official bodies, but to the existing private organisations or to organisations to be set up for this purpose;
3. An international committee for assistance to be set up, entrusted with the duties of co-ordinating, supervising, directing and giving practical assistance to the private organisations in question.
4. The international committee for assistance to keep in close touch with all the technical organs of the League of Nations, the latter to grant the committee the support of its authority.
5. (The administrative organisation and methods of operating the general system contemplated above will not give rise to any special difficulties and could easily be determined.)

D. *Additional Clause concerning Legal Questions, adopted unanimously by the Committee.*

Lastly, the Committee lays stress on the importance which it attaches to the establishment of as uniform and favourable a regime as possible to regulate the legal situation of the refugees (identity documents, passports, etc.), either by means of a single convention or of two conventions, or by any other means (declarations).

It specially emphasises the importance of the general adoption of such a regime in favour of the categories dealt with by the Nansen Office, before the winding-up of that Office as provided for by the Assembly in 1931. As an illustration, the Committee stresses the value of the 1933 Convention, and recommends all measures and negotiations likely to bring about fresh accessions to that instrument.

(Signed) OSUSKÝ,
Chairman.

(Signed) ROLAND-MARCEL,
Rapporteur.

Annex 1.

REPORTS ON THE ORGANISATION AND OPERATION OF THE OFFICIAL BODIES.

A. ASSEMBLY DOCUMENTS.

- A.29.1926.VIII. Conference on Russian and Armenian Refugee Questions. Report by the High Commissioner and Report by the Belgian Representative presented to the Council.
- A.33.1928.VIII. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees. Report to the Ninth Ordinary Session of the Assembly.
- A.23.1929.VII. Russian, Armenian, Assyrian, Assyro-Chaldean, and Turkish Refugees. Report to the Tenth Assembly.
- A.28.1930.XIII. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees. Report by the Secretary-General on the Future Organisation of Refugee Work.
- A.34.1930.XIII. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees. Report by the Inter-Governmental Advisory Commission attached to the High Commissioner for Refugees.
- A.27.1931. Nansen International Office for Refugees. Report by the Governing Body to the Twelfth Assembly of the League of Nations.
- A.31.1931. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees. Report by the Inter-Governmental Advisory Commission for Refugees on its Fourth Session.
- A.24.1932. Nansen International Office for Refugees. Report of the Governing Body.
- A.19.1933. Nansen International Office for Refugees. Report of the Governing Body.
- A.12.1934. Nansen International Office for Refugees. Report of the Governing Body for the Year ending June 30th, 1934.
- A.22.1935.XII. Nansen International Office for Refugees. Report of the Governing Body for the Year ending June 30th, 1935, on the Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish Refugee Problems.
- A.13.1935.XII. Proposal by the Norwegian Government.
- A.36.1935.XII. Petition signed by a Number of International Organisations regarding the Question of Refugees.

B. COUNCIL DOCUMENTS.

- C.650(I).M.311(I).1933. Convention relating to the International Status of Refugees, Geneva, October 28th, 1933.
- C.650(a).M.311(a).1933. *Id.* Final Act.
- C.266.M.136.1933. Report of the Inter-Governmental Advisory Commission for Refugees on the Work of its Fifth Session and Communication from the International Nansen Office for Refugees.
- C.126.M.47.1934. Report of the Inter-Governmental Advisory Commission for Refugees on the Work of its Sixth Session.
- C.137.M.71.1935.XII. *Id.* Work of its Seventh Session.
- C.L.120.1935.XII. Refugees from the Saar: Extension of the Nansen Passport System to these Refugees.
- A.VI./P.V.2 and 7.1935. Sixteenth Ordinary Session of the Assembly. Minutes of the Sixth Committee.

C. DOCUMENTS SUBMITTED BY THE NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

- Ref./General/I-1931. Inter-Governmental Arrangements dated 1922, 1924, 1926 and 1928, relating to Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees.

- P.15.1935. History and Competence of Nansen International Office.
P.16.1935 Note par les représentants de la Commission intergouvernementale
(in French only). consultative pour les réfugiés.
P.17.1935 Note des représentants du Conseil d'Administration de l'Office inter-
(in French only). national Nansen.
P.18.1935 Note des représentants de la Commission intergouvernementale consul-
(in French only). tative et de l'Office international Nansen.

D. DOCUMENTS SUBMITTED BY THE HIGH COMMISSION FOR REFUGEES COMING FROM GERMANY.

- Report on the Second Meeting of the Governing Body, held in London,
May 2nd, 3rd and 4th, 1934.
— Report on the Third Meeting of the Governing Body, held on November 1st
and 2nd, 1934.
— Report on the Fourth Meeting of the Governing Body, held on July 17th,
1935.
C.A.I.R.40. Extract from a Survey by the High Commissioner for Refugees coming
from Germany on the Work done on behalf of German Refugees.
— "A Crisis in the University World". A pamphlet with a foreword by
the High Commissioner.

Annex 2.

LIST OF ORGANISATIONS HAVING SUBMITTED A REPORT TO THE COMMITTEE.

A. PRIVATE ORGANISATIONS DEALING WITH REFUGEES.

- C.A.I.R.1. World Alliance of Young Men's Christian Associations, Geneva.
C.A.I.R.38. Society of Friends (Germany Emergency Committee), London.
C.A.I.R.2. Quakers' Refugee Aid International Service, Paris.
C.A.I.R.4. World Alliance of Young Women's Christian Associations, Geneva.
C.A.I.R.8. League of Red Cross Societies, Paris.
C.A.I.R.22. European Central Office for Inter-Church Aid, Geneva.
C.A.I.R.35. Save the Children International Union, Geneva.
C.A.I.R.25. Save the Children Fund and Armenian (Lord Mayor's) Fund, London.
C.A.I.R.29. Academic Assistance Council, London.
C.A.I.R.36. International Migration Service, Geneva.
C.A.I.R.39. International Red Cross Committee.
C.A.I.R.50. International Committee to secure Employment for Refugee Professional
Workers, Geneva.
C.A.I.R.56. International Students' Service, Geneva.

B. ORGANISATIONS DEALING WITH REFUGEES UNDER THE NANSSEN OFFICE.

- C.A.I.R.3. Commission centrale pour l'étude de la condition des réfugiés russes, Paris.
C.A.I.R.5. Union des Associations des émigrés ukrainiens en France, Paris.
C.A.I.R.11. Comité de protection des émigrés russes en Pologne, Warsaw.
C.A.I.R.12. Comité central de patronage de la jeunesse universitaire russe à l'étranger,
Paris.
C.A.I.R.13. "Zemgor" Association in Yugoslavia, Belgrade.
C.A.I.R.14. Comité d'Emigration et Colonisation juive, Paris.
C.A.I.R.15. Russian Zemstvos and Towns Relief Committee for Russian Citizens abroad,
Paris.
C.A.I.R.26a. *Id.*
C.A.I.R.16 and 26. Fédération des invalides mutilés de guerre russes à l'étranger.
C.A.I.R.18. "Comitetul Ukrainian pentru Asistentă emigratilor Ucrainieni in Romania",
Bucharest.

- C.A.I.R.19. Union générale arménienne de bienfaisance, Paris.
 C.A.I.R.20 and 26. Union des Médecins russes à l'étranger, Paris.
 C.A.I.R.21 and 26. Ancienne Organisation de la Croix-Rouge russe.
 C.A.I.R.23. Office central des réfugiés russes en France.
 C.A.I.R.46. Haut Conseil des émigrés ukrainiens.
 C.A.I.R.49. Action orthodoxe, Paris.
 Comité central des réfugiés arméniens, Paris.

C. ORGANISATIONS DEALING WITH REFUGEES COMING FROM GERMANY.

- C.A.I.R.6. Hias-Jca Emigration Association "Hicem", Paris.
 C.A.I.R.7. Jewish Colonisation Association, Paris.
 C.A.I.R.9. Notgemeinschaft Deutscher Wissenschaftler im Ausland, Zurich.
 C.A.I.R.10. Central British Fund for German Jewry, London.
 C.A.I.R.24. Jewish Agency for Palestine, London.
 C.A.I.R.30. Jewish Refugees Committee, London.
 C.A.I.R.33. Comité voor Bijzondere Joodsche Belangen, Amsterdam.
 C.A.I.R.34. Comité d'aide et d'assistance aux victimes de l'antisémitisme en Allemagne, Brussels.
 C.A.I.R.37. Comité des délégations juives, Paris.
 C.A.I.R.42. Comité allemand (Information Office for Emigrants and Refugees from Germany), Paris.
 C.A.I.R.43. Comité national de secours aux réfugiés allemands victimes de l'antisémitisme, Paris.
 C.A.I.R.44. International Federation of Trade Unions, Paris.
 C.A.I.R.45. Union of Universally Organised Orthodox Jewry "Agudas Israel", London.
 C.A.I.R.48. Czechoslovak National Committee for Refugees from Germany, Prague.
 C.A.I.R.41. Assistance médicale aux enfants des émigrés, Paris.
 C.A.I.R.51. Jewish Committee for the Relief of Refugees from Germany, Warsaw.
 C.A.I.R.52. American Joint Distribution Committee.
 C.A.I.R.58. Fédération des émigrés d'Allemagne en France, Paris.
 Schweiz Israel Gemeindebund, St. Gall.

Annex 3.

INCOME AND EXPENDITURE OF THE NANSSEN OFFICE IN 1934.

ADMINISTRATIVE BUDGET FOR THE YEAR 1934.

<i>Income:</i>	Swiss francs	Actual budget Swiss francs
Contributions from League of Nations	300,000.00	
Contributions from Governments	9,000.00	
Other income	10,182.80	
		319,182.80
		319,182.80
<i>Expenditure:</i>		
Central Service	149,569.80	
Delegations	125,649.40	
Miscellaneous	1,500.00	
Contributions to a Compensation Fund	13,579.20	
		290,298.40
Surplus on the financial year 1934		28,884.40
		319,182.80

ASSISTANCE BUDGET.		Actual budget Swiss francs
I. <i>Income:</i>		
Sale of Nansen stamps		132,027.00
Ordinary and special contributions		119,526.00
Repayments on advances		252,369.65
Miscellaneous receipts		12,408.80
Balance in hand on January 1st, 1934		335,604.90
Total funds administered		851,336.35
II. <i>Expenditure:</i>		
Advances and subsidies (including grants to organisations in France under the Law of May 7th, 1934)		435,335.95
Evacuations paid for out of special contributions		120,357.45
		555,693.40
Miscellaneous expenses		31,386.35
Total expenditure		587,079.75

* * *

The relief granted to refugees in cash (advances and subsidies) by the High Commission and the Nansen International Office for Refugees in the years 1927-1934 amounted to 2,683,549 Swiss francs.

In addition, the Caisse nationale de Crédit agricole in France granted loans, guaranteed by the Office, to Russian refugees, to the amount of 348,000 French francs.

The amount advanced for the settlement of Armenian refugees in Syria in the years 1927-1934 was 11,000,000 French francs.

Annex 4.

SURVEY OF THE PRINCIPAL LEGAL ASPECTS OF THE REFUGEE QUESTION AT THE PRESENT TIME, SUBMITTED BY M. MICHAEL HANSSON.

CHAPTER I. — STATUS OF THE REFUGEE.

Stress has been laid in the report on the necessity for refugees to possess a juridical status, identity documents, and, if necessary, a passport to enable them to lead a normal life from the legal standpoint.

The question might be settled by the Convention of October 28th, 1933. Moreover, the legal protection accorded to refugees under that Convention might be supplemented in certain respects. Lastly, failing the accession of States to the 1933 Convention, a minimum juridical status should be accorded to refugees by adequate means.

Section I. — Convention of October 28th, 1933.

1. *Theoretical Value of the Convention.*

The Convention of October 28th, 1933, relating to the international status of refugees, which was drawn up with the greatest care, is the result of efforts and studies made under the auspices of the League of Nations, with the assistance of its organisations and the Governments concerned, during the previous twelve years.

The Convention does not merely provide refugees with a normal juridical status, but also guarantees them certain economic and social rights which place them on the same footing as nationals, or at any rate as foreigners enjoying most-favoured-nation treatment.

The Convention represents as it were a goal to be striven for; it confers upon refugees the maximum legal advantages which it has been considered possible to afford them in practice.

2. *States which have acceded to the Convention: States which have not yet done so.*

At the present time, two years after its conclusion, the Convention is binding upon only three States—Bulgaria, Norway and Czechoslovakia. Three other States—Belgium, Egypt and France—have signed it. The importance of this result should not be underrated, since there is every reason to believe that it will not be long before those States that have signed the Convention will ratify it. Six States, the accession of some of their number being of very great importance, will thus be bound by the Convention and the latter will then be of definite practical value.

The number of States mainly concerned in the refugee problem is limited. The accession of the following eight States is particularly desirable—Austria, Estonia, Finland, Greece, Latvia, Lithuania, Poland, Roumania, Switzerland.

Mention should, however, be made of two factors which restrict the practical value of the Convention of October 28th, 1933. The first is inherent in the actual terms of the Convention, which applies (Article 1) only to certain categories of refugees (mainly Russian refugees). A further decision would have to be taken to enable refugees coming from Germany to benefit by the treatment established by the Convention.

The second factor arises out of the reservations accompanying the States' signatures. Those reservations are fairly numerous. They relate chiefly to the articles regarding the social and economic rights of refugees (Chapters IV to IX). Some, however, relate to the juridical status of refugees in the proper sense of the term (Chapters II and III)—*i.e.*, to the essential part of the Convention. As a rule, however, the scope of these last-named reservations is limited.

3. *Reasons why Certain States have not acceded to the 1933 Convention.*

It is possible that, in the normal course of events, other States will accede to the 1933 Convention, although there is reason to believe that certain States which have hitherto held aloof have no intention of changing their attitude.

The two main reasons why States have adopted this attitude are as follows:

(a) Certain States are unwilling to grant refugees the treatment provided for in the Convention of October 28th, 1933;

(b) Certain States which, in principle, are not opposed to granting refugees the advantages provided for in the 1933 Convention are reluctant to undertake an international obligation in the matter which, if new circumstances should arise, would prevent them from modifying their policy without denouncing the Convention—a denunciation which could not take effect immediately.

4. *Possible Solutions.*

In the first place, an appeal could and should be made to Governments with a view to obtaining further accessions to the 1933 Convention, although the results obtainable by this means will necessarily be limited.

Secondly, two other solutions might be examined, one consisting in making the 1933 Convention more flexible, and the other in binding States which are determined to hold aloof from the 1933 Convention by some other means.

5. *Possibility of making the 1933 Convention more flexible.*

It may seem strange to speak of making the 1933 Convention more flexible, as, in certain respects, it is remarkably elastic.

Article 23 provides that:

"The Contracting Parties may at the moment of signature or accession declare that their signature or accession shall not apply to certain chapters, articles or paragraphs, exclusive of Chapter XI (General Provisions), or may submit reservations . . ."

This article allows States to make as many reservations as they may think fit.

Nevertheless, Governments hesitate to give their accession if it is to be accompanied by so many reservations that the States acceding appear to lay more stress on what they refuse than on what they accept. It might perhaps have been better to provide that the Convention should come into force "by stages" (like the General Act of September 26th, 1928), so that States could accede to it wholly or in part, as it would then have been unnecessary for Governments to formulate so many reservations.

Another means of making the Convention more flexible would be to allow it to be denounced within a short period, say six or three months. The present Article 21 stipulates that the Convention may not be denounced for the first five years after its entry into force. Thereafter the denunciation will take effect one year after the receipt of the notification.

From the point of view of procedure, the Convention could be modified only with the consent of the States at present parties to it. It might be expedient, however, to summon a meeting of the representatives of States already bound by the Convention, of States that have merely signed it, and of States whose accession is desirable, for the purpose of considering whether it would be easier to obtain further accessions if the Convention were modified.

6. *Another Means of inducing Governments to undertake Certain Obligations.*

If it is desired to induce Governments which still refuse to accede to the Convention to undertake certain obligations, those Governments might be asked to make declarations the tenor of which would be more or less similar to those embodied in the 1933 Convention, or which would refer to that Convention. Those declarations, which might be received, for instance, by the Council of the League of Nations, would specify the policy which the Governments intended to adopt in regard to refugees, without binding them in the same way as they would be bound

by an international convention. In order to induce Governments to make such a declaration, it would be necessary to provide that the latter could be modified or withdrawn by the Governments concerned.

7. *Extension of the Benefits of the Convention to Refugees coming from Germany.*

As stated above, the 1933 Convention, in view of the wording of Article 1, does not apply to refugees from Germany.

Some appropriate means of extending the application of the Convention to these refugees must therefore be found. For instance, the Council or Assembly of the League of Nations might agree that an additional protocol be concluded dealing specially with the case in question, or that declarations should be obtained from Governments that are prepared to apply the Convention to refugees coming from Germany, or, again, that States should simply be asked to base their policy on the Convention.

Section II. — Protection of Refugees from Arbitrary Expulsion Orders.

The question of the expulsion of refugees is governed by Article 3 of the 1933 Convention. There can be no question of abolishing or restricting the right which this article accords to States to expel refugees in certain cases.

Nevertheless, it has been strongly urged in various quarters that refugees should be allowed to be heard before an expulsion order is made against them. It sometimes happens that a decision to expel a refugee is taken without his having any knowledge of the reason for his expulsion, and that the decision may be due to a material error, slanderous information or the biased reports of petty officials. The refugee should be informed of the complaints against him, should be allowed to defend himself, and, if necessary, to vindicate his character before an independent and impartial administrative or judicial authority.

Section III. — Proof of the Identity and Status of Refugees.

The refugee's first requirement is proof of his personal identity and status. It is the duty of the Government of the country in which the refugee is staying and of other States, particularly the Government of his country of origin, as far as possible to help the refugee to obtain proof of his identity and status. The Franco-Belgian Agreement of June 30th, 1928, which does not duplicate the Convention of October 28th, 1933, appears to contain all the stipulations that are desirable in the matter. Article 1 of this Agreement, which is open to the accession of all States, provides for the following operations:

- "(a) Certifying the identity and the position of the refugees;
- "(b) Certifying their family position and civil status, in so far as these are based on documents issued or action taken in the refugees' country of origin;
- "(c) Testifying to the regularity, validity and conformity with the previous law of their country of origin of documents issued in such country;
- "(d) Certifying the signature of refugees and copies and translations of documents drawn up in their own language;
- "(e) Testifying before the authorities of the country to the good character and conduct of the individual refugee, to his previous record, to his professional qualifications and to his university or academic standing;
- "(f) Recommending the individual refugee to the competent authorities, particularly with a view to his obtaining visas, permits to reside in the country and admission to schools, libraries, etc."

In any case Governments, even if they are not parties to the 1933 Convention, should see that the essential need of the refugee to prove his identity and civil status is met.

CHAPTER II. — CERTAIN LEGAL ASPECTS OF THE PROBLEM OF THE SETTLEMENT OF REFUGEES.

Section I. — Distribution of Refugees.

The status of refugee is not, of course, a permanent one. The policy followed in regard to refugees should aim at getting rid of that status.

The refugee ceases to be one, and once more comes under one of the normal categories, when he is either repatriated to his country of origin or becomes naturalised.

Unfortunately, in most cases, repatriation appears to be a purely theoretical solution, since the reasons which led the refugee to leave his country of origin prevent him from returning, unless there is a change in the situation.

If repatriation is impossible, as is usually the case in practice, the naturalisation of the refugee in the country that received him must be the final solution, although, of course, it requires the consent of both parties—the refugee and the State concerned. As a rule, their consent is not obtainable until after a certain time has elapsed. Meanwhile, the refugee must be enabled to live under conditions which are as satisfactory as possible both to him and to the country of refuge.

In this connection, it appears necessary to facilitate the emigration to other countries of refugees who, only too often, are concentrated in excessive numbers in States bordering on the country of origin. In this way, the burdens resulting from an influx of refugees, which it is unfair for a few countries to have to bear almost exclusively, would be distributed among them all.

At the same time, it is much easier for the refugees to adapt themselves to new conditions if they are allowed to settle in a country where their abilities can be turned to account and in which the labour market is not overcrowded. In this way, the refugee, instead of being a burden, may become an asset to the country that receives him.

The statements made before the Committee show that a considerable number of refugees have already been settled in the Near East and in overseas countries through the Nansen Office and private organisations. A liberal policy in the matter of emigration should be adopted.

Section II. — Assistance to Refugees.

It is not sufficient to give a refugee a juridical status in order to enable him to lead a normal life. A very liberal status, which will make it possible for him to obtain employment and extend to him the benefit of social laws, will, of course, help to improve his material circumstances and keep him from want. But the refugee, like any other individual, must find work if he is to live in security. In certain cases, this is a very difficult matter, owing to the unemployment among nationals of the country itself caused by the existing economic depression, and it is not possible to give work to refugees in preference to nationals. A suitable distribution of refugees among the different countries might help to solve the problem.

The settlement of certain refugees would be greatly facilitated if they were able to dispose of the property belonging to them in their country of origin. In view of the heavy burden placed on the countries of refuge, the Committee considers it an international duty for the countries of origin of the refugees at least to alleviate, to some extent, the burdens imposed by the presence of the refugees in the territory of other States. The country of origin of the refugees should enable them to liquidate and transfer their assets under suitable conditions, so as to facilitate their settlement in the countries of refuge and their emigration, if necessary, to countries other than that in which they first found refuge. In this way, the cost of assisting emigrants without means, old people and those who are infirm or sick would not have to be borne entirely, without any compensation, by the countries which receive the refugees.

A fortiori, the country of origin of the refugees cannot refuse to transmit legal documents of every kind—and, in particular, documents relating to civil status—of importance to the refugee and consequently to the country in which he is residing.

Section III. — Private Organisations for Assistance to Refugees.

Private organisations have an essential part to play in protecting, settling and assisting refugees. A great deal has already been done by these associations.

If their efforts are to be fully effective, they should be more closely co-ordinated, and the organisations should, if possible, be amalgamated and re-grouped.

In order to facilitate the work of the private organisations and to increase their authority, the League of Nations might confer upon such organisations as it may deem fit a sort of international recognition of public utility.

CHAPTER III. — SUGGESTED CONCLUSIONS.

(1) Governments should be urged to furnish a refugee with proof of his identity and status, and the refugee's country of origin should be urged to grant the necessary facilities.

(2) An appeal should be made to Governments to ratify the 1933 Convention and to accede to the Franco-Belgian Agreement of 1928.

(3) The advisability of convening a meeting of representatives of States bound by the 1933 Convention, States signatories of that Convention, and States whose accession is deemed to be desirable should be considered, and such representatives should study the means of inducing other States to accept the Convention.

(4) The benefits of the 1933 Convention should be extended to refugees coming from Germany by means of a special protocol or declarations on the part of Governments.

(5) An arrangement should be negotiated with the German Government to enable refugees to liquidate their assets in Germany and transfer them abroad, and to grant them the necessary facilities for the communication of all legal documents relating to them.

Genève, le 25 janvier 1936.

SOCIÉTÉ DES NATIONS

COMITÉ POUR L'ASSISTANCE INTERNATIONALE AUX REFUGIÉS

Rapport du Comité soumis au Conseil de la Société des Nations

A la page 6, première ligne du quatrième alinéa du chapitre intitulé:

"4. Aspect administratif," au lieu de
".... le Comité devrait rechercher" lire
".... le Comité devait rechercher"

LEAGUE OF NATIONS

COMMITTEE ON INTERNATIONAL ASSISTANCE TO REFUGEES

Report by the Committee submitted to the Council of the League of Nations

On page 6, first line of fourth paragraph of the chapter entitled:

"4. Administrative aspect", read
".... the Committee endeavoured" instead of
".... the Committee should endeavour"

Geneva, January, 1941.

JUN 23 1941

LEAGUE OF NATIONS

**INTERNATIONAL ASSISTANCE
TO REFUGEES**

**Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,
High Commissioner for Refugees.**

I. PRELIMINARY

This report is submitted in accordance with the resolution of the Assembly of the League passed at its nineteenth ordinary session held in September 1938. Since the last annual report,¹ dated July 24th, 1939, was written, I have submitted a supplementary report dated October 20th, 1939,² and an intermediate report dated April 17th, 1940.³ The present report should be read in connection with these.

II. NANSSEN REFUGEES

At the end of April and the beginning of May 1940, a few days before the invasion of Belgium and the Netherlands, Dr. Kullmann, Deputy High Commissioner, and I visited the Netherlands, Belgium and France, and were able to discuss with the Governments of the two last-named countries and with the voluntary organisations various matters connected with Nansen refugees.

1. In Belgium, M. Victor Keyren, the new representative, was taking an active and sympathetic interest in the welfare of the refugees, whose confidence and that of the Government he had already gained. We visited several institutions in and near Brussels, discussed the few outstanding problems with the Government authorities and the representative, and sanctioned suitable grants from the Humanitarian Fund.

2. In Paris, two days were spent in visiting different institutions, and I was thus able to form a personal opinion of the work that was being done. While the standards varied considerably, the general impression they left with me was very favourable. The work was inspired by a spirit of selfless devotion, and full use was being made of the slender resources at the disposal of the organisations. Although the distress among the refugees was less than during my previous visit in December 1939, there was still much need for relief among the aged, the infirm, and the children. The necessity for evacuating some of the children had placed a heavy strain on resources.

In the intermediate report, mention was made of an arrangement by which the half-yearly distribution of grants from the Humanitarian Fund to Russian organisations other than the Ukrainian was to be made after personal consultation with a small Committee formed for the purpose and composed of a representative from each of the three main bodies and of a few prominent workers from other committees invited by myself to join the Committee. The first half-yearly distribution for 1940 was made in accordance with this scheme. The experiment was a complete success. The Committee dealt with the various claims efficiently, impartially and promptly, and its deliberations were characterised by a spirit of co-operation and mutual trust. The advice of the Committee was accepted without any modification

¹ Document A.18.1939.XII.

² Document A.18 (a).1939.XII.

³ Document C.63.M.56.1940.XII.

whatever, and the sum of French francs 166,200 (Swiss francs 14,791.80) was distributed between the various organisations. I have no hesitation in recommending that this system be resumed as soon as circumstances permit.

We had valuable discussions with the French authorities regarding the few questions that remained to be settled, and I take the opportunity of placing on record my appreciation of the cordial co-operation with which the Ministries concerned approached these problems, and the practical assistance they gave in reaching a solution.

Within a few days of our visit, military events completely changed the situation and I have had little authoritative information regarding the position of Nansen refugees in occupied or unoccupied France. I have been informed by the French Government in Vichy that my representative, M. Marcel Paon, is carrying on the work and that he has opened a branch office in Pau for the non-occupied zone. I hope that I shall receive from him in due course a report on the present and future arrangements.

3. Little information has been received regarding Nansen refugees in other countries, owing to the difficulty of communications. I have, however, been informed that the representation in Yugoslavia is continuing its work along normal lines. Since the resumption of official diplomatic relations with the Union of Soviet Socialist Republics, the Yugoslav Government has worked out new regulations for Russian refugees, who maintain their previous status and have been granted additional facilities for naturalisation. The representations in Greece and Roumania are likewise continuing their work.

In Lithuania, M. Timinskis, the honorary correspondent, had been recognised by the Government as the representative of the High Commissioner, but, following later events, he submitted his resignation. After the cession of the territory of Vilna to Lithuania, my representative was called upon to assist several thousand Russian Nansen refugees in that area. Special grants-in-aid were made from the Humanitarian Fund with a view to supplementing the generous assistance accorded by the Government.

Many Russian refugees vacated the portion of Finland which was occupied by the Soviet Government. I have requested the Government of Finland, through its Minister in London, that they may be given, so far as practicable, the same consideration as Finnish subjects who have had to leave the territory. I gratefully acknowledge the financial assistance which the Tolstoy Foundation of America has been able to give.

In the April distribution from the Humanitarian Fund, the following grants were made to Russian institutions :

	Swiss francs		Swiss francs
Belgium	1,506.50	Lithuania	3,368.—
Bulgaria	1,100.—	Switzerland	1,000.—
Finland	6,000.—	United Kingdom	531.—
Greece	2,190.—	Yugoslavia	12,710.—

4. Many of the problems concerning Armenian refugees are identical with those of the Russian refugees, and the representations made to the French Government and the sympathetic response given to them affected them equally. When I visited Paris in May last there was comparatively little distress among the Armenian refugees in France. The economic background of the Armenians is much stronger than that of the Russians and they are better able to adapt themselves to changing conditions. Men of military age had been called to the Colours and there was little unemployment. In the intermediate report, it was stated that the chief problem among Armenian refugees was that of finding accommodation for a group of persons settled in temporary quarters in Athens. No solution of this has yet been found and, in the meantime, the Greek Government has generously consented to the postponement of evacuation.

I have received three generous gifts, amounting in all to £2,000, from Miss Frances Roberts for the benefit of Armenians in Syria. These gifts were made in memory of her late sister, Miss Edith Roberts, who did such splendid work during her lifetime. In accordance with Miss Roberts' wishes, I arranged for the money to be transferred to the workers named by her, but the transaction is outside the Humanitarian Fund, as my mandate does not cover Armenian refugees in Syria.

The following grants were made in April last to Armenian organisations in :

	Swiss francs
France	2,848
Greece	810
Switzerland	900

5. Many male Saar refugees were interned in France at the outbreak of the war in the same manner as refugees from Greater Germany. Those between the ages of 20 and 35, however, were authorised to enlist in the regular forces of the Metropolitan Army. Subsequently, at the request of the Saar refugees themselves, the Ministry of War authorised the enrolment of older men.

Military service or internment of the breadwinner and the compulsory evacuation of Saar refugees from some of the eastern districts caused much distress. Following suggestions

made by my representative and M. Max Braun, President of the Saar Office, I made special grants, amounting to French francs 118,000 (Swiss francs 11,229) to the "Comité d'assistance aux réfugiés" and to the "Service social d'aide aux émigrants" as well as to the above-named office out of the balance of the Saarlander Fund.

III. THE HUMANITARIAN FUND¹

6. The statements attached to this report show the income and expenditure of the Humanitarian Fund for the year ending December 31st, 1939. Among the receipts, special mention may be made of the following items :

(a) The amount transferred to me from the Nansen Office was Swiss francs 421,580.35, and not Swiss francs 406,544.25, as stated in my annual report dated July 24th, 1939.

(b) The contribution of Swiss francs 103,750 in the receipts represents a gift of £5,000 earmarked by the donor for the purpose of subsidising the training of refugees from Greater Germany who had obtained asylum in Belgium. The sum was accordingly paid for this purpose to the leading refugee organisation in that country and, during my visit in May last, I was able to satisfy myself that it had been properly and usefully expended.

(c) The balance of the Fund on January 1st, 1940, was :

- (i) Swiss francs 416,167.95 in the Humanitarian Fund, and
- (ii) 81,583.90 in the Saar Account.

Of the former sum, grants had been sanctioned of

Swiss francs 10,000

before the close of 1939, but were not realised until the beginning of 1940.

The accounts for the current year will be included in next year's report. Meantime, some general observations may be made regarding the position of the fund. As explained in the intermediate report of April 17th, 1940, the occupation of Norway has resulted in the immobilisation of a large part of the fund, the amount involved being approximately 275,000 Norwegian kroner. This has very seriously reduced the total resources of the fund. At the same time, the greater part of the income is in suspension. For the time being, nothing can be expected from Belgium and Norway, while the position in France requires clarification. Fortunately, I was able to make liberal grants just before the occupation of France and, while I hope that these will have gone some way towards meeting the increased necessity for relief, they made a further inroad on the balance of the fund. Owing to the difficulties of communication, it is not possible to give an accurate statement of the balance now in hand, since I have not up-to-date information regarding the balances in the hands of the representatives. On October 1st, 1940, there were credits of :

		Swiss francs
Lloyds Bank, Ltd., London	Gold bar	60,917.30
Lloyds Bank, Ltd., London	£123 17s. 7d.	2,205.—
Lloyds Bank, Ltd., Geneva		1,119.—
Banque Franco-Bulgare, Sofia	Levas 72.000	3,960.—
Bank of London and South America, New York :		
Humanitarian Account	\$ 9,656.70	43,155.15
Saar Account	\$15,757.75	70,349.90

While paying equitable regard to the claims of refugees in those countries from which receipts are still being received, such reserves as exist will have to be husbanded in so far as emergent demands for relief will permit.

IV. REFUGEES FROM GREATER GERMANY

Maintenance and Support.

7. An early consequence of the war was greatly to increase the difficulty of maintaining the large number of refugees from Greater Germany who had obtained asylum in various European countries. The ability of the voluntary organisations to find the necessary funds was immediately affected, while the demand for relief became more insistent. The task would have been impossible had it not been for the assistance given by the various

¹ Note by the League Treasury.

These accounts were audited by M. U. A. J. Brunskog, the League Auditor, who reported to the Supervisory Commission that "the audit which he had made did not call for any observation".

Governments and by American organisations, in particular by the Joint Distribution Committee. The last-named body largely increased the subventions which it had been previously making to the voluntary bodies in France, the Netherlands, Belgium and Switzerland, and, at the end of 1939, it was in some cases meeting as much as 75 % of the total expenditure. At the same time, the Committee had new calls on its resources arising out of the invasion of Poland and the dispersal of Jewish refugees to adjacent countries. Large as the response was to its appeals for funds, it was unable to bear this double strain and, early in the present year, it had to curtail the assistance it was giving in the four countries above mentioned. This created a crisis in the affairs of the voluntary bodies, which had to turn to the Governments concerned for increased financial assistance.

In Switzerland, the Federal Government decided to establish labour camps for approximately 800 refugees, and granted a credit of 1½ million Swiss francs for the purpose. The refugees are fully maintained, insured against sickness and accidents, and receive allowances of 1 franc a day.

The Government of Belgium, which was already giving much help, was able at once to increase the subvention it was making, and when I visited Brussels at the end of March last, anxiety regarding the future had been greatly relieved. While many of the refugees had to live on a bare subsistence allowance, the distress was not acute and the conditions in the camps which I visited were good. This was particularly the case at Marneffe, where a large family camp containing about 700 persons had been established and was being maintained at the expense of Government. Under an able and sympathetic Commandant, the organisation was excellent. The adults were employed in useful occupations, special care was taken of the children, and there was a general atmosphere of contentment and happiness.

During my visit to the Netherlands, I spent the greater part of a day at Westerbork in the Province of Drenthe, close to the German frontier, where the Government, at its own expense, had constructed a well-planned camp. It contained adequate and comfortable residential quarters, excellent kitchens and medical arrangements, a school for children, various workshops, and facilities for recreation and amusement. There were then between 600 and 700 persons in the camp, but the fear of invasion was preventing many of the refugees from enjoying the full value of the physical and moral amenities which the camp provided. Within a few days of my visit their fears were realised, and the inmates were again seeking places of refuge, many of them without success.

The finance of the voluntary organisations was precarious, and, after discussion with them, I represented the case to the Minister of Justice, who gave me a very sympathetic hearing. The proposal for a subsidy on a 50 % basis was under consideration by the Government when military events completely transformed the situation.

The case was much the same in France. The early difficulties arising out of the war were in process of solution. Conditions in the internment camps had greatly improved; their population had been much reduced by the release of the older men and many women; many youths had already enlisted in the special unit of the Foreign Legion; a large number of the men had been drafted into Labour Corps under the system of civil conscription, and, apart from those whose detention was necessary on security grounds, the release of the remainder was well within sight. Some of the voluntary organisations and, in particular, the Comité d'assistance, had been able fully to resume their activities and, working in close co-operation with the Government and through the generous assistance of the Joint Distribution Committee, they had been able to relieve the worst cases of distress. Here also, however, finance was a stumbling-block. The organisations were very near the end of their resources and, in consultation with them, I represented the case to the French authorities. While the Government had not then reached a decision on the matter, I understood that it was prepared to accept, in principle, the necessity for direct Government assistance.

8. Military events have closed this chapter of refugee history in the Netherlands, Belgium and France. Each of these countries gave asylum to thousands of refugees from Greater Germany, regardless of the economic and political embarrassment which their ingress might cause. The Governments and people more than maintained the high traditions of liberty and humanity which have been a marked feature of their history, and by giving sanctuary to and caring for those who had no other refuge, they did a service which will be long remembered.

* * *

9. In the United Kingdom, thanks to the liberal attitude of the British Government, the problem of maintenance has been dealt with *pari passu* with the circumstances of the voluntary bodies. Soon after the commencement of the war, an arrangement was reached with Government by which the latter contributed on a 50 % basis towards the expenditure of the organisations as authorised by an unofficial Central Committee responsible for the proper and economic expenditure of the Government grant. An important function of this Committee is to encourage the voluntary movement, to which the Government rightly attaches great importance, and, with the financial assistance provided from public funds,

the voluntary bodies have so far been able to carry on their work unimpaired. Changing circumstances have created many new and troublesome problems, often involving disappointments and setbacks and placing a heavy strain on the devotion and courage of the workers. No praise is too high for the manner in which difficulties have been met or for the spirit and practical enthusiasm with which they have been overcome.

The cost of maintenance and other activities has remained high, and it has been necessary for the organisations to approach Government with the request for a larger measure of public assistance. Proposals are now under consideration which, if accepted, will involve the full maintenance by Government at assessed rates of those in need of relief, and a larger contribution from public funds towards other expenses. The new arrangement will allow the voluntary bodies to continue the work they are doing, which relieves Government of a number of administrative and executive tasks which the official machine is less well adapted to perform than voluntary agencies. An exception to the general assistance from Government is that of the Refugee Children's Movement. Owing to the generous contributions made from the Baldwin Fund, the Movement is still able to carry on its work largely independent of Government support.

* * *

Internment.

10. As I pointed out in my intermediate report, the French Government, at the outbreak of the war, interned most of the male refugees from Greater Germany. A "Commission interministérielle de triage", working through regional branches, was entrusted with the task of enquiring into the political reliability of the internees, and those who passed the Commission in a satisfactory manner were then either released if they were older men, or given the choice of enrolling in the Foreign Legion for the duration of the war or of joining labour corps.

Subsequently, however, on May 16th, 1940, the military authorities ordered the internment of all refugees of both sexes except people of advanced age and mothers with children under their care.

11. In Belgium, a considerable number of refugees who had entered the country without permission were already in internment camps administered by the Government. When the German invasion occurred, the other male refugees were also interned.

12. In the Netherlands, much the same policy as in Belgium had been followed and, as already mentioned, a large camp had been established at the expense of Government, in which it was intended to accommodate the majority of those whose continued internment was considered necessary.

13. Writing in last April, I said that the British Government had been able, with the necessary safeguards, to continue its liberal policy towards German and Austrian refugees, and had not found it necessary to deprive more than a few persons of their liberty. As a consequence of the sudden and grave deterioration of the military and political situation, the Government revised its policy. Successive measures were taken during May and June the effect of which was to replace the policy of individual detention by a policy of internment on a wide scale. Even so, the internment of enemy aliens was by no means general. Children under 16 years of age were unaffected: those women who had been placed by the Tribunals in the "C" Category (and they were the majority) were left at liberty, and for various reasons a considerable number of the males also were not interned. It was made clear that the action so taken was precautionary, that it did not imply any deterioration in the conduct or attitude of the persons concerned, or involve any moral stigma or disgrace to the individual whose conscience was clear, or impugn the loyalty of the great majority towards the cause for which the United Kingdom was fighting. It was explained that little was known about most of the refugees and that, having regard to the gravity of the crisis, the Government could not take risks which previously it had been able to take. These measures of internment inevitably caused hardship and inconvenience to many persons against whom nothing adverse was known, and the anxiety of relatives was increased by the removal to Canada and Australia not only of prisoners of war and those civilian internees about whom there were definite grounds for suspicion, but also many young men whose conduct and loyalty were not open to the same doubt. Moreover, the sudden character of the crisis which had occasioned these measures, the large number of persons involved, the entry of Italy into the war, involving a new class of enemy aliens, and the heavy strain in all directions on the departments of Government, prevented effect being given to the policy with the efficiency and smoothness to be expected in more normal times. Admittedly, many mistakes were made. There were just complaints regarding the initial conditions in some

of the internment camps ; some of the restrictions imposed were unnecessarily severe, facilities for communicating with friends and relatives were inadequate ; and there was, in some cases, delay in tracing the whereabouts of individuals who had been sent to Canada and Australia, a number of whom, as future events showed, could well have been left in England. On the other hand, there was general agreement that the attitude of the Camp Commandants and officials towards the internees was most humane and considerate. The defects of administration aroused wide criticism and much sympathy with the refugees, and action was taken by Government to repair the mistakes that had occurred. While the general policy was maintained that the internment of certain classes of enemy aliens should be the rule and release the exception, it was tempered by considerations of humanity, unusual hardship, and of utility to the national cause. An Advisory Committee of three members, presided over by Justice Sir Cyril Asquith, was appointed by Government, whose chief term of reference was to advise the Government regarding the creation of categories qualifying for release within the existing policy of Government. Sir Neill Malcolm, my predecessor as High Commissioner for Refugees from Germany, and myself were invited to serve on the Committee as representing the interests of refugees. Largely on the recommendations of this Committee, a number of categories have been prescribed, inclusion in any of which, subject to security safeguards, qualifies for release. The same principles apply to those who have been sent to Canada and Australia, but, except for those emigrating to other countries, the internees who qualify for release within the categories will be brought back to England and there released. In addition, a revision of the cases of women internees, classified as " B " by the Tribunals, is being carried out, and those who are reclassified as " C " will be eligible for release. As a result of this creation of categories qualifying for release, more than 6,000 German and Austrian internees, the great majority of whom are refugees, had been released by the end of October, and the process continues, although on a diminishing scale. At that time, the figures relating to Germans and Austrians were roughly as follows :

Interned overseas : 6,800 men.

Interned in the United Kingdom : 6,000 men, 4,000 women.

At liberty in the United Kingdom : 19,000 males, 39,000 females, including children.

These figures include both refugees and non-refugees. In practice, internment has thus become the exception and not the rule.

At the same time, the Government appointed a larger body, known as the Council on Aliens, with Lord Lytton as Chairman and myself as Vice-Chairman, to advise on various matters affecting both friendly and enemy aliens. Among subjects of reference was the improvement of conditions in internment camps, a matter to which the Council has given almost continuous attention. It has kept in touch with the voluntary organisations, and in particular with the Central Department for Interned Refugees and the Joint Committee on Welfare of Internees and Prisoners of War, both of which bodies have done excellent work in practical measures of relief. Partly on the recommendations of the Council on Aliens and partly on the initiative of the Government itself, large and effective improvements have been made in the camps, although there are still some directions, particularly as regards employment in the camps, in which more remains to be done. While devoting much time and thought to conditions of internment, the Council on Aliens has also been able to take up successfully many other questions affecting the interests of aliens, and therefore also of refugees.

I may say that I had no hesitation in accepting the invitation to serve on these two advisory bodies. My membership is of course honorary and in no way affects my independence of opinion or judgment, while it has, I hope, enabled me to contribute something towards the partial solution of problems vitally affecting the interests of refugees.

Emigration and Settlement.

14. The difficulty of overseas connections between the Continent and countries of immigration, and the inadequate shipping facilities from England, have greatly reduced the volume and rate of emigration. A considerable number of refugees have been able to get to America *via* Lisbon, where the Government of Portugal has shown great humanity in giving asylum to thousands of persons who would otherwise have been left without any means of escape. Many war refugees have found refuge in Russia, which has also given shelter to some Austrians and Germans who had fled to adjacent countries before the war. There is also a small drift through Siberia to America. Palestine is still open to a limited extent, but transport difficulties are delaying the emigration of many who have entry certificates. There has been a steady but irregular flow of refugees from Greater Germany to the United States of America from the United Kingdom, and many are awaiting their turn for passages. The scheme of refugee settlement in San Domingo is proceeding well. The Settlement Association, which has its headquarters in New York, very generously offered

to take 400 refugees from the United Kingdom, and to meet all expenses, except those of transport. As Director of the Intergovernmental Committee, I am acting as a liaison between the Association and the voluntary organisations, and in particular I am supervising and co-ordinating the selection of the emigrants. Under the personal direction of Dr. Rosen, who has had wide experience of settlement in Russia and Palestine, a good start has been made at Sosua in San Domingo, where the first settlement is being made. The early settlers, who came mostly from European countries, are very favourably impressed with the climate and the prospects and are urging their relations to join them. Operations will necessarily be on a comparatively small scale for some time to come, since it will take several years before the economic possibilities are developed and their permanent value assessed; but if the early promise of success is fulfilled, San Domingo may well become a large and important field for refugee emigration and resettlement. I acknowledge with gratitude the practical help and active co-operation which I have received from the Settlement Association, and in particular from the Chairman, Mr. James Rosenberg.

In the work for re-emigration and final settlement, I considered it my duty to impress upon all those concerned the desirability of offering a fair share of opportunities to refugee trans-migrants in the small countries, especially Belgium, the Netherlands and Switzerland. This refers more particularly to the grant of immigration visas for Brazil on the so-called "Vatican Quota" for non-Aryan Christians, the grant of immigration certificates to Palestine, and the selection of candidates for the Dominican Settlement scheme.

Prior to the invasion of the Low Countries and France, I arranged with the Governments concerned for the transit of *bona fide* refugees from Greater Germany desirous of emigrating overseas or to Palestine.

Moreover, my office has been able to obtain currently, through the good offices of the European Headquarters of the International Migration Service in Geneva, civil documents from Germany required by the immigration officers of the countries of final settlement.

War Refugees in the United Kingdom.

15. Following the invasion of the Low Countries and France, about 25,000 civilians fled from those countries to England. They included about 15,000 Belgians, 2,400 Dutch, 2,550 French, 2,800 Poles, and small groups of many other nationalities. Among them were a few German and Austrian refugees, all of whom were interned. Some of the remainder were also interned on individual grounds, and some had resources on which to maintain themselves. The rest, about 18,000 in number, were billeted by the British Government through the local authorities, mainly in the London boroughs, and Government has accepted responsibility for their board and lodging in accordance with scales corresponding to those for British subjects in distress. Local war refugee committees have been formed which are responsible for the welfare and social care of the refugees living in their areas, and these committees have done, and are doing, very valuable work. A representative Central Committee was appointed by the Ministry of Health, and this Committee acts as a liaison between the Ministry and the local bodies, and assists in co-ordinating the work of the latter. I was invited by the Ministry to act as Chairman of the Central Committee and, although the refugees concerned do not come within my mandate as High Commissioner, I felt that the Assembly would wish me to do what I could in assisting these unfortunate people who are nationals of Member States of the League. Dr. Kullmann, Deputy High Commissioner, is Honorary Secretary of the Committee, to whose service he is giving much of his spare time. It has been possible to create a small Central Relief Fund from which to supplement the financial help given by Government and assist the local Committees in social welfare and other work. In addition, the Governments established in the United Kingdom of the nations concerned are taking an active interest in the welfare of their subjects and are doing work of great value in solving individual difficulties and in contributing towards the solution of general problems.

* * *

The Present Position.

16. Since May last, there has been little reliable information regarding the position of German and Austrian refugees in the Netherlands, Belgium and France. Many fled from the first two countries into France, joining the stream of other refugees from those countries. Indirect information has been received that in the Netherlands some of the voluntary organisations have been allowed to continue their work among those who remain. The same may be true of Belgium.

The accounts received from France are very disquieting and indicate great distress, both among those who have been interned and those who are free. Most of the refugees

in France managed to reach the unoccupied zone. Some who had valid visas for the United States of America or for other countries overseas were able to reach Lisbon, where they are endeavouring to obtain shipping facilities. The International Jewish Emigration Service (Hicem), which maintained its headquarters in Paris, was able to continue its useful work by opening a branch office in Lisbon. The American Joint Distribution Committee also removed its offices to this town. In France, Mr. Howard E. Kershner, of the American Friends Service Committee, Vice-President and Director of the International Commission for the Assistance of Child Refugees, undertook at my request to assist stranded refugees from Greater Germany.

The League of Red Cross Societies has been able to give some relief within its resources, but this has probably only touched the fringe of the problem.

In June, I drew the attention of President Roosevelt's Advisory Committee on Refugees to the plight of refugees in Southern France, and suggested the grant of visitors' visas to individuals especially endangered or of special literary or scientific distinction.

Further efforts are being made to establish contact and to obtain more accurate information from those organisations which are carrying out relief.

* * *

THE ADMINISTRATIVE ACCOUNT¹

17. The statement attached gives an abstract of my administrative account. My budget allotment was Swiss francs 269,500. Of this sum, I was credited with Swiss francs 122,555.45 and £6,000 11s. 11d., and received in addition miscellaneous receipts to the amount of Swiss francs 75.60 and £128 3s. 4d. My total expenditure was less than the sum received by Swiss francs 16,333.80 and £393 17s. 7d., making a saving of, roughly, Swiss francs 24,600 at the rate of exchange of Swiss francs 21 to the pound. In addition, there was an undrawn balance with the Treasury at Geneva, so that the total saving on my budget allotment was approximately Swiss francs 45,000. This saving was effected partly by strict economy and partly because, when Lord Duncannon resigned his position as Secretary in order to take up military service, the appointment remained vacant and still remains vacant.

* * *

CONCLUSION

18. Although the number of individual cases has declined owing to the lack of means of communication, they are still numerous and often complicated. In seeking a solution of them, Dr. Kullmann shows great sympathy, patience and perseverance, and I wish to thank him not only for this important work, but also for the ability and efficiency with which he carries out many other duties. My small staff is fully occupied, and I gratefully acknowledge the cheerfulness and loyalty with which they carry on, often in difficult conditions.

¹ Note by the League Treasury.

It is understood that this account has not yet been audited. The position regarding saving, as visualised from League Headquarters, is as follows :

	Swiss francs
Saving on remittances made from Geneva	16,333.80
£393 17s. 7d. =	6,950.—*
Balance "of credit" undrawn" on "December 31st, 1939, remitted by the League Treasury in January 1940	26,580.65
Total saving	<u>49,864.45</u>

* At rate of exchange on December 31st, 1939, of £1 = Swiss francs 17.645.

SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1939
(Administrative Account)

Allocated by the League of Nations Assembly to the High Commissioner
for his expenditure during 1939..... Swiss francs 269,500

Of this amount the following provisional allotments were made :

- (1) High Commissioner's salary and expenses of
representations Swiss francs 135,000
- (2) Balance (134,500 Swiss francs at 21 Swiss francs
to the £) for Head Office and travelling expenses. £6,400 (approx.)

	Disbursements				Receipts			
	Swiss francs	£	s.	d.	Swiss francs	£	s.	d.
<i>Receipts</i>								
Remitted from Geneva					122,555.45	6,000	11	11
Sundry receipts (e.g., return of unused advances on travel, pay- ment by Inter-governmental Com- mittee for accommodation, etc.)...					75.60	128	3	4
<i>Disbursements</i>								
High Commissioner's salary	45,000.—							
Head Office salaries		3,333	7	8				
London office : Rent, heating, cleaning, electricity		902	18	1				
Sevenoaks office : Rent, rates, coal, gas		75	10	2				
Travelling expenses	407.—	634	3	5				
Office expenses (purchase of equip- ment, petty cash, removals, etc.) .	3,334.00	617	2	5				
Telephone and telegrams, postage stamps		168	13	5				
Printing of Nansen stamps	1,208.00							
Sundries (banking expenses, etc.) ...	188.45	3	2	6				
Representations abroad :								
Belgium	1,833.30							
Greece	7,700.00							
France	24,391.50							
Czecho-Slovakia	1,965.00							
Lithuania	600.00							
Roumania	5,690.00							
Yugoslavia	13,980.00							
Total expenditure	106,297.25	5,734	17	8				
Excess of credits from Geneva over expenditure	16,333.80	393	17	7				
	122,631.05	£6,128	15	3	122,631.05	£6,128	15	3

HUMANITARIAN ACCOUNT, 1939

Receipts		Expenditure	
Description	Swiss francs	Description	Swiss francs
1. Balance transferred from the Nansen Office :		Grants :	
(a) Nansen refugees other than Saar Refugees .	339,996.45	(a) For Nansen refugees other than from the Saar	105,856.35
(b) Saar Refugees	81,583.90	(b) For refugees from the Saar	—
2. Subsequent receipts from the Liquidator of the Nansen Office	25,512.95	(c) For refugees from Greater Germany	105,313.—
3. Income from Nansen stamps	180,476.75	(d) "Allocations aux organisations en France"	61,509.15
4. Income from sale of postage stamps :		(e) "Allocations aux organisations en Roumanie" . .	8,360.—
(a) France	8,274.85		281,038.50
(b) Norway	45,994.55	Miscellaneous expenses :	
5. Private contributions to Humanitarian Fund for :		(a) Bank charges	134.20
(a) Nansen refugees	1,114.10	(b) Representation in Czecho-Slovakia (loss of balance)	364.50
(b) Refugees from Greater Germany	103,750.—	(c) Loss on exchange	8,115.15
			289,652.35
		Grant of Swiss francs 10,000* made in 1939 (December) to refugees in France, but paid in 1940	10,000.—
		Total of expenditure . .	299,652.35
		Balance in hand on December 31st, 1939 :	
		(a) Humanitarian Fund . .	416,167.95
		(b) Saar Account	81,583.90
			797,404.20
		Less : Swiss francs 10,000* and Swiss francs 500.65 to be paid to Administrative Account.	10,500.65
	786,903.55		786,903.55

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1939

Country	1938 (Nansen stamps sold in 1938 but paid in 1939)	1939
	Swiss francs	Swiss francs
Austria	104.65	—
Belgium	591.50 (December)	5,555.25 (December not included)
Bulgaria	—	(amount kept by the authorities)
Cuba	—	—
Denmark	—	130.—
Eire	—	—
France : Refugees other than refugees from the Saar	37,186.15 (last	76,453.25 (first three
Saar refugees	1,681.80 quarter)	3,575.95 quarters)
Greece { 5,569.— for 1937-38 }	7,716.15	(paid in 1940)
{ 2,147.15 for 1938 }	13.95	73.15
India (surcharge)	—	(paid in 1940)
Luxembourg	—	(paid in 1940)
Norway	468.—	12,500.—
Roumania	—	7,700.—
Switzerland	350.—	2,072.20
Sweden	—	4,259.70 (first three
United Kingdom (surcharge)	654.05 (last	quarters)
Yugoslavia	—	19.391.—
Total	48,766.25	131,710.50
	Sw. Fr. 180,476,75	

STATEMENT OF GRANTS FROM THE HUMANITARIAN FUND, 1939

Country	Categories of Refugees			Total
	Russian	Armenian	Refugees from Greater Germany	
	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Belgium	1,788.—	303.50	104,790.—	106,881.50
Bulgaria	5,955.20	—	—	5,955.20
Czecho-Slovakia	1,600.—	—	—	1,600.—
Estonia	400.—	—	—	400.—
France	28,041.70	7,997.10	—	36,038.80
" : Emergency Relief	13,588.—	—	—	13,588.—
Greece	10,540.60	2,050.75	523.—	13,114.35
Hungary	4,500.—	—	—	4,500.—
Lithuania	—	—	—	—
Luxembourg	1,479.50	—	—	1,479.50
Poland	400.—	—	—	400.—
Roumania	(50 % sale of Nansen stamps : Swiss francs 8,360)			—
Switzerland	1,500.—	1,200.—	—	2,700.—
Turkey	2,000.—	—	—	2,000.—
Yugoslavia	22,512.—	—	—	22,512.—
Total	94,305.—	11,551.35	105,313.—	211,169.35

October 18th, 1940.
I.O.

STATEMENT OF GRANTS, 1939

Country	Character of Relief				Total
	(1) Relief to aged, sick and infirm (including Red Cross)	(2) Youth	(3) Vocational Re-training	(4) Miscellaneous grants in aid	
	Swiss francs	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Belgium	1,788.—	—	104,790.—	303.50	106,881.50
Bulgaria	4,145.—	1,810.20	—	—	5,955.20
Czecho-Slovakia	—	1,000.—	—	600.—	1,600.—
Estonia	—	400.—	—	—	400.—
France	12,062.40	18,096.70	109.10	5,770.60	36,038.80
" : Emergency Relief	(granted because of the war)			13,588.—	13,588.—
Greece	1,162.70	—	—	11,951.65 ¹	13,114.35
Hungary	4,500.—	—	—	—	4,500.—
Lithuania	—	—	—	—	—
Luxemburg	—	—	—	1,479.50	1,479.50
Poland	—	—	—	400.—	400.—
Roumania	(50 % sale of Nansen stamps : Sw. fr. 8,360.—)				—
Switzerland	—	400.—	—	2,300.—	2,700.—
Turkey	—	—	—	2,000.—	2,000.—
Yugoslavia	9,199.—	9,913.—	—	3,400.—	22,512.—
	32,857.10	31,619.90	104,899.10	41,793.25	211,169.35

¹ Amount to be distributed amongst all private organisations in Greece.

October 18th, 1940.
I.O.

Geneva, February 1942.

LEAGUE OF NATIONS

**INTERNATIONAL ASSISTANCE
TO REFUGEES**

**Report submitted by Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,
High Commissioner for Refugees.**

I. PRELIMINARY

This report is submitted in accordance with the resolution adopted by the Assembly of the League of Nations at its nineteenth ordinary session held in September 1938.

II. NANSEN REFUGEES

Owing to the extension of the war in 1940 and 1941, most of the Russian and Armenian refugee colonies in Europe were unable to maintain direct connection with the office of the High Commissioner. This applied also to my representatives in various countries of refuge.

With the invasion of the Low Countries and France in May-June 1940, relations were severed with my representatives in Belgium and France.

Soon after the establishment of a demarcation line between occupied and unoccupied France, I was informed that a branch office of my French representative had been set up in Pau, while the main office was understood to continue its work in Paris. It will be remembered that the bulk of the Russian refugee colony lives in Paris and in the industrial regions of the north and the east, while smaller colonies are established in Marseilles and Lyons and on the French Riviera. At the time of the mass flight from Paris, only a small number of Russian refugees left the city, as they neither had sufficient resources to abandon gainful employment nor did they possess relatives in the south who could give them hospitality.

Various attempts made to get in touch with the French Government, first in Bordeaux and then in Vichy, were of no avail. Other attempts to establish communications through neutral channels with the representative also failed. Subsequently, it was learned that the High Commissioner's office had been transformed into a "Haut Commissariat français pour les Réfugiés" and, in the light of the Vichy Government's withdrawal from the League, it is permissible to assume that this measure denotes a desire to sever connection with the High Commissioner.

The same trend is revealed in the latest measure of the French Government. On December 13th, Admiral Darlan, acting as Minister for Foreign Affairs, informed the Secretary-General of the League of Nations that the French Government denounced the Accord franco-belge dated June 30th, 1928. This agreement provided that civil documents duly legalised by the High Commissioner's representative would have legally binding character as evidence when produced in French Courts. Neither the Intergovernmental Arrangement of the same date nor previous arrangements, nor the Convention concerning the International Status of Nansen Refugees dated October 28th, 1933, have been denounced, so that it may be assumed that the Vichy Government does not wish to deprive this group of refugees of their status. However, the denunciation of the Accord franco-belge has created a serious lacuna in the system of legal protection evolved under the League's auspices, and steps have been taken to ascertain what measures have been taken to provide for this.

France was the only country where the Nansen stamp system providing funds for relief work was fully applied by law. According to information at hand, the Nansen stamp duty is still imposed when identity cards are issued to refugees or upon renewal. Prior to the outbreak of war, allocation committees composed of leading members of the Russian and Armenian emigration distributed 50% of the Nansen stamp product to voluntary refugee assistance bodies, while the other 50% was allocated by the High Commissioner himself. As the French law provided that, in the event of the winding-up of the High Commissioner's activities, the total product of the Nansen stamp would be distributed by the allocation committees referred to above, it may be assumed that this is now the case.

Unemployment amongst refugees is more widespread in unoccupied France. The large proportion of old, sick and infirm people is particularly affected by war conditions. The American Friends Service Committee in Marseilles has given help to a certain extent.

After the German attack on Russia, a certain number of Russian refugee leaders, amongst them M. Maklakoff, head of the Central Office of Russian Refugees in Paris, were arrested and interned either in camps of occupied France or in the disciplinary camp of Le Vernet. Latest information indicates that there have been releases in a few cases.

Owing to the racial legislation of the French Government, Russian refugees of Jewish origin have joined the general refugee movement towards countries overseas. At the time of his visit to Lisbon, the Deputy High Commissioner was informed by the Hicem that preparations had been made for a group of seventy persons of Jewish Russian origin who were unable to obtain transit visas through Portugal. The Deputy High Commissioner intervened with the head of the Portuguese Security Police, whereupon transit was granted as an exceptional measure.

The German occupation of Roumania and the conquest by the Axis Powers of Yugoslavia and Greece severed my connection with my representatives in those countries. In view of the fact that the arrangements made prior to the war implied normal communications between the High Commissioner and the countries concerned, and effective control of the work of the representatives, I was compelled to notify the Governments concerned and the representatives through neutral diplomatic channels that I was unable to assume any responsibility, financial or other, for the representatives, as from the date when *force majeure* intervened.

After the occupation of Bulgaria by Axis troops, communications were also severed with the Bulgarian Government Commission dealing with Russian and Armenian refugees.

In the Baltic States, I had an honorary representative in Lithuania who took an active part in dealing with the difficult refugee situation which arose in Vilno Territory after the withdrawal of Soviet troops and the cession of this territory to Lithuania. The connections with that country, as well as with the Russian refugee colonies in Estonia, were severed when Soviet Russia incorporated the Baltic States in her own territory. It is to be feared that a number of Russian refugees were arrested and others deported into the interior of Russia during the time of the Soviet occupation. Nothing is known of the fate of Nansen refugees under German occupation.

III. THE HUMANITARIAN FUND

The statements attached to this report show the income and expenditure of the Humanitarian Fund for the years 1940 and 1941.

The balance of the Fund was, on January 1st, 1941 :

- (i) Swiss francs 402,233.80 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

The balance of the Fund on January 1st, 1942, is :

- (i) Swiss francs 411,902.65 in the Humanitarian Fund, and
- (ii) Swiss francs 68,665.90 in the Saar Account.

It will be noted that, in the balance shown under (i), an amount of Swiss francs 274,965.30 is included, which is blocked in a bank in Oslo.

Owing to the extension of the war to the Balkan States, connections between the High Commissioner and his representatives were severed, and control over the receipts from the sale of Nansen stamps was lost. The latest information, received before communications were severed with representatives in territories now under occupation, showed the following amounts held by them on account of the Humanitarian Fund :

	Swiss francs
France (May 1940).	11,908.60
Greece (April 1941).	1,032.80
Roumania „	73.50
Yugoslavia „	10,823.50
Total.	23,838.40

On January 1st, 1942, there were credits of :

		Swiss francs
Lloyds Bank, Ltd., London	Gold bar	60,917.30
Lloyds Bank, Ltd., London	£392 2s. 7d.	5,693.10
Lloyds Bank, Ltd., Geneva		3,969.30
Lloyds Bank, Ltd., Geneva (<i>compte bloqué</i>)		126.35
Den Norske Creditbank, Oslo	Kr. 274,965.27	274,965.30
Bank of London and South America, New York :		
Humanitarian Account.	\$ 9,811.86	42,330.90
Saar Account	\$15,757.75	67,915.90
Bank of London and South America, Lisbon, (at the disposal of Dr. J. Schwarz, American Joint Distribution Committee).		62.—

While, up to May 10th, 1940, allocations to voluntary relief bodies in the principal country of refuge (France) could still be made as in pre-war days, the extension of the war made impossible the continuation of this policy and deprived the Humanitarian Fund of its normal sources of income from the Nansen stamp.

In Bulgaria, in view of impending events, the balance of levas 70,570 held by a Bulgarian bank was allocated to various relief bodies in February 1941.

The countries in Europe still collecting the Nansen stamp and remitting its product to the Humanitarian Fund are : Ireland, the United Kingdom, Sweden and Switzerland.

Grants-in-aid to relief bodies in Switzerland have been augmented owing to the increased state of destitution of some of the Nansen refugees in that country.

At a suggestion of the British Embassy in Ankara, a special grant-in-aid was made to the small number of destitute Nansen refugees in Turkey who had not obtained Turkish naturalisation before the outbreak of the war.

An act of refugee solidarity deserves special mention. German refugees interned in the Isle of Man raised between themselves the amount of £25 6s. 0d., or Swiss francs 438.95, for their more unfortunate comrades in French internment camps. The sum of Swiss francs 412.95 was transmitted by the High Commissioner through the clearing account with France of the American Joint Distribution Committee in Lisbon.

Fees collected from applicants desirous of obtaining either denationalisation certificates, or civil documents, from Germany, are credited to the Humanitarian Account. As regards civil documents, the Fund has to reimburse the humanitarian agency in Geneva for the cost incurred in procuring these documents from the German authorities.

IV. REFUGEES FROM GREATER GERMANY

Movement of Refugees.

The year 1941 saw a bitter accentuation of the sufferings of refugees from Germany. Many of the political refugees who had obtained temporary asylum have again fallen into German hands and are interned in concentration camps, often in appalling conditions. The immediate consequence of occupation or control of territory by Germany has been the persecution of the Jews. In one country after another, measures have been taken against them, so that over the greater part of Europe the distinction between the Jewish refugees and the Jewish nationals is fast disappearing. One result of this is to increase the difficulty, which in any case would be considerable, of obtaining accurate information regarding the Jewish refugees from Greater Germany, since nationals of other countries are concerned in similar movements. Broadly, however, there have been four main movements, since the war began, of Jewish refugees of German and Austrian nationality.

First, there has been the forcible and organised removal of Jews from the German Reich to occupied territory. Most of these have been sent to Poland, but some thousands have also been sent to France. Total deportation is the aim of the German Government, although its execution is suspended from time to time.

Secondly, there has been some emigration direct from the German Reich to overseas countries. During the early months of the war this was on a considerable scale, but, with the closing of the Dutch, Belgian, Italian and Balkan ports, transport facilities became restricted in practice to sailings from Portuguese and Spanish ports, with an occasional ship from Marseilles. During 1940 and the first five months of 1941, about 20,000 Jews emigrated from Germany and about 9,000 from Austria. Until the entry of the United States of America into the war, there was an appreciable though intermittent flow from Lisbon, and

the extension of the war caught more than a thousand with visas waiting for ships. Most of the emigrants direct from the Reich have gone to the United States of America, but some have found refuge in countries of South America.

Thirdly, there has been the movement from one country of temporary refuge to another. Following the occupation of Poland, there was a big migration of Jews to Russia or the Russian-occupied part of Poland, but this mainly involved Polish nationals, few refugees of German or Austrian nationality being included. Later, with the occupation of the Low Countries, there was a movement southwards. Some of the refugees in the Netherlands, and many of those in Belgium and the northern portion of France, escaped to unoccupied France. The fortunate ones reached Portugal and eventually went overseas; but the majority did not get beyond unoccupied France, where many are in internment.

Fourthly, there has been some emigration from countries of temporary refuge to permanent homes. During the first eight months of the war, a considerable number were able to leave the Netherlands, Belgium and Switzerland, but after June 1940 there has been no emigration from the first two countries, and very little from the third. In addition, a few thousands have escaped via Russia and the Far East, and illegal emigration to Palestine has been considerable. The emigration of those who had found a temporary refuge in the United Kingdom has depended on two main factors: first, on the immigration policy of the United States of America; and secondly, on shipping facilities. From the beginning of the war to the end of 1941, about 7,000 refugees were able to emigrate, of whom all but a few hundred went to the United States. The great majority of these left before the middle of 1941, when the procedure for admission to the United States was made more rigorous, and it became increasingly difficult to obtain visas, especially for those who had near relatives in Germany and Austria or in territory occupied or controlled by Germany.

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Position in Unoccupied France and North Africa.

According to information from various reliable sources, there were in midsummer 1941 some 30,000 German and Austrian refugees in unoccupied France made up of persons who had stayed in France since the outbreak of the war, or had fled from the Low Countries and Luxemburg. The number of Poles was about 20,000. Czech refugees still in France were about 3,000 and there was the same number of former members of the International Brigade having fought in Spain. Moreover, in the winter of 1940/41, the German Government expelled some 7,500 to 10,000 Jews from the Palatinate and other regions of the Reich adjoining the Rhine, to the unoccupied zone. At the same time, 10,000 Jews from Alsace and Lorraine were evacuated from their homes. All in all, and exclusive of the remnant of Spanish refugees, there were still 75,000 to 85,000 refugees in the free zone. Out of this total number, approximately 60,000 were Jewish refugees.

Many of these refugees or evacuees were destitute and, as no work could be found for them, the French authorities interned a large number in camps, some of which had been previously used for the Republican Spaniards. In midsummer 1941, from 27,000 to 30,000 persons were in internment. The camps are roughly divided into three main categories: disciplinary camps or "camps de répression", residential camps or "camps d'hébergement", and re-emigration camps or "camps d'embarquement" for those in the process of completing their re-emigration formalities.

The welfare of the non-interned Jewish refugees is in the hands of the Comité d'assistance aux Réfugiés, which functioned formerly in Paris and has established eighteen local branches in the free zone, maintaining 3,500 persons.

A number of refugees were transferred to French North Africa after the Armistice. They comprise refugees living in France prior to the outbreak of the war who volunteered for military service in the Foreign Legion, non-combatant Auxiliary Labour Corps members or so-called "prestataires", deportees from disciplinary camps, stranded refugees for the Western Hemisphere unable to proceed on their sea voyage via the Martinique route. The Algerian camps of Djelfa, Boghari and Colomb-Bechar comprise from 7,000 to 8,000 persons used on road construction and other work. The Moroccan camps, except one, were organised for people in transit.

Sanitary arrangements, heating and nutrition in all these camps were very unsatisfactory. Some improvement has been effected by the untiring efforts of the refugee bodies collaborating in Marseilles, which organised a supplementary food-parcel system for the camp inmates, provided medical attendance and supplies, looked after the children, and maintained sufficient staff to visit the camps regularly. The Joint Committee of the International Red Cross Committee and the International League of Red Cross Societies also supported the work.

In addition, the voluntary bodies in Marseilles assisted the refugees in preparing and completing their re-emigration. The largest contribution in this work was made by the

American Joint Distribution Committee, the American Friends Service Committee and the Hicem. The latter body had arranged for the departure overseas of 1,500 persons by the middle of 1941.

Position in Switzerland.

Some interesting information has recently been received regarding the position in Switzerland. For economic and other reasons, the Federal Government has been unable to allow the admission, save in exceptional cases, of further refugees to the country, but in some cases visas have been granted, or illegal entrants have been allowed to stay. Among the exceptions, the Government has been prepared to examine with sympathy the cases of persons over 65 years of age. Similar sympathy has been shown in regard to cases of reunion of parents with children already in Switzerland, and cases of wives wishing to join their husbands.

Of those already in the country, from 1,500 to 2,000 persons have been able to emigrate since the outbreak of war. The great majority of these went to the United States of America and some to Palestine and the Latin-American States. Most of them were able to leave during the first eighteen months of the war, but since July 1941 the difficulties have greatly increased and, since the entry of the United States of America into the war, emigration to that country has practically ceased.

The Federal Government has opened work camps for destitute male refugees between the ages of 15 and 50, and there are now about 900 refugees in these camps. The daily rate of pay varies from Swiss franc 1.50 to 1.80. Out of this wage, 25 centimes are put daily in a savings account for the benefit of the refugee. Leave is regularly granted on a generous basis. Working-clothes and equipment are issued by the Government, which also undertakes to supply civilian clothing when necessary. Facilities are given in the camps for study and recreation. In the winter, courses of lectures are given on various subjects, and there are compulsory language courses, so as to train refugees for re-emigration. Physical training and games are provided under qualified instructors. In addition to the work camps, provision has been made for vocational training and retraining. This includes instruction and practical training in agriculture, tailoring, carpentry, shoemaking, market-gardening and metalwork. Although the refugees, when trained, are not allowed to compete in the labour market in Switzerland, these courses are of great value in maintaining *morale*, and in preparing the men for useful careers in the countries of final settlement.

By an Order of the Federal Council dated March 18th, 1941, refugees who have sufficient means are taxed for the benefit of refugees, the proceeds being given to the voluntary bodies working in the country. A capital charge of Swiss francs 200 is imposed on refugees having capital of Swiss francs 20,000, the rate of tax progressively increasing with the capital. In addition, income tax is imposed on those refugees who have a regular income. This is also progressive, the maximum being 10% of the average yearly income.

The Federal Government is thus pursuing a humanitarian and practical policy towards the refugees, designed to maintain their self-respect while preparing them for re-emigration when this is possible.

* * *

General Position.

The general position at the end of 1941 may be briefly described as follows. On the Continent of Europe there are no countries of temporary asylum except Switzerland and Sweden. The position of Portugal has been that of a country of passage, and a very warm tribute is due to the humanitarian attitude of the Portuguese Government, which has shown great humanity and tolerance towards those who have taken refuge there and who have had to wait, often for many months, before they could obtain shipping facilities. The same spirit of humanity will no doubt be shown towards those whose departure may be further delayed by the entry of the United States into the war. Now that the latter country and some of the South-American States are belligerents, the outlets for emigration from Europe have been practically closed. Moreover, the fine work which American organisations, and especially the Joint Distribution Committee, have been doing on the Continent may be greatly restricted, if it does not altogether cease. The work of relief will depend on such voluntary organisations as the Nazi authorities will allow, supplemented by the assistance of the Red Cross.

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The Convention of 1938.

One of the duties imposed upon me by the Assembly resolution of September 28th, 1938, was to superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th,

1938. The Convention of 1938 was signed at Geneva on February 10th, 1938, by the representatives of Belgium, the United Kingdom, Denmark, France, the Netherlands, Norway and Spain. It was to enter into force thirty days after the receipt by the Secretary-General of the League of the second instrument of ratification by a State having either signed the Convention or having decided later to accede to it. The Belgian Government ratified the Convention on September 1st, 1938, and the United Kingdom on September 26th of the same year. These two ratifications were duly notified to the League, and the Convention accordingly came into force. Previous to the commencement of the war, these were the only Governments which had ratified the Convention. But, with certain reservations made by them, the other Governments which had signed the Convention were in fact observing it in spirit. Owing to the war, it has not been possible to make any progress towards the ratification of the Convention by any Government which has not already ratified it.

The only other matter concerning the Convention in regard to which it is necessary to make any observation is the contention to which publicity has been given, put forward by certain refugees and some of their friends, that the internment and other measures taken by the British Government in the summer of 1940 were contrary, first, to the express provisions of the Convention and, secondly, to the spirit of the Convention. Although this claim has been put forward only in regard to action taken by the British Government, the arguments and considerations supporting it have equal application to similar action taken by the Governments of France, Belgium and the Netherlands, which signed the Convention of 1938.

When this matter was brought to my notice, I at once examined the case with my colleague Dr. Kullmann, and took advice regarding it, since, had there been a breach in fact or in spirit, it would clearly have been my duty to make representations to the British Government. After very careful examination, I reached the conclusion that, so far as the Convention was concerned, there were no grounds on which a representation could be justified. The allegations regarding the supposed breach of the Convention are briefly : first, that, in accordance with its provisions, no more restrictions can be placed on the freedom of movement of refugees of German or Austrian nationality than on any other alien ; and secondly, that it is contrary to its provisions to exercise the powers of the Prerogative of the Crown in regard to such refugees.

The relevant provisions of the Convention are contained in Article 2 and Article 5 (2), which read as follows :

“ *Article 2.* — Without prejudice to the power of any High Contracting Party to regulate the right of sojourn and residence, a refugee shall be entitled to move about freely, to sojourn or reside in the territory to which the present Convention applies, in accordance with the laws and internal regulations applying therein. ”

“ *Article 5.* — (2) Without prejudice to the measures which may be taken within any territory, refugees who have been authorised to reside therein may not be subjected by the authorities to measures of expulsion or reconduction unless such measures are dictated by reasons of national security or public order. ”

Article 5 (2) was subject to the following reservation by the British Government :

“ Paragraph (2) of this Article will not be applicable to refugees who have been admitted to the United Kingdom for a temporary visit or purpose. The term ‘ public order ’ is deemed to include matters relating to crime and morals. ”

On the face of it, it would appear from the text of Article 2 — and I am advised that this is the effect — that, first, the power is reserved to regulate the rights of sojourn and freedom of movement, and secondly, that such rights are limited by the internal laws and regulations of the country concerned. In other words, while the Convention was intended to protect, and did protect, the refugees concerned from arbitrary measures outside the laws and regulations of the countries concerned, it was not intended to, and did not in fact, remove them from the operation of existing laws and regulations, or fetter the power of a Government adhering to the Convention to make laws regarding them.

My colleague, Dr. Kullmann, as an official of the League Secretariat, acted as General Secretary to the diplomatic conferences at which the Provisional Arrangement of July 1936 and the International Convention of February 1938 were discussed and framed. He has no doubt whatever that the intention was as above stated.

The reservation contained in Article 5 (2) in regard to measures dictated by reasons of national security is so explicit as to leave no doubt regarding its intentions.

The restrictions on persons of German and Austrian nationality in the United Kingdom fall broadly into three categories : first, the restrictions under the Aliens Order applicable to all aliens, together with certain additional restrictions, imposed under the same order,

to which persons of enemy nationality are liable; second, certain powers of detention and internment under the Defence Regulations; third, the power of detention and internment under the Prerogative of the Crown. All these provisions have the force of law, and action under them is therefore reserved under Article 2 of the Convention. The same is true of similar action taken in the countries previously mentioned. — I am unable, therefore, to give support to the contention that those Governments which signed the Convention thereby either bound themselves to exclude from the existing laws the refugees who come within the scope of the Convention, or renounced the power to legislate in regard to them.

The question of a breach of the spirit of the Convention is mainly a matter of fact with which the High Commissioner is intimately concerned. The Convention of 1938 was largely due to the untiring efforts of my predecessor. It was signed in February 1938, before I took over the appointment of High Commissioner on January 1st, 1939. But it was my duty to superintend its application and to endeavour to persuade the Governments concerned to ratify it or, failing this, to act in accordance with the spirit of its provisions. It was also part of my work — indeed, my most important duty — to find countries of asylum for the refugees who were forced to leave Germany in hundreds of thousands. I took over at a time when Europe was on the brink of war and when one event after another steadily reduced the prospects of peace. None the less, many countries continued to give asylum to refugees of German and Austrian nationality. Among them were two countries whose Governments had ratified the Convention of 1938 and several others who had consented to observe the spirit of its provisions. It is clear that no European Government would, in the then political condition of Europe, have given asylum to refugees of German and Austrian nationality in accordance with the Convention had it accepted the interpretation which is now sought to be placed on its provisions. Nor would I, as High Commissioner, have been justified in persuading them on the one hand to give asylum to such refugees and, on the other hand, to adhere to the provisions of the Convention had I believed the effects of adherence, in the event of war, to be such as is now claimed. There was, in fact, no question of the Governments concerned being fettered by the Convention, should war break out, in the measures which they might find it necessary to take in the interests of national security, except in so far as the Convention required that such measures should be according to law. My predecessor was in no doubt on this point; nor was my colleague, Dr. Kullmann, who, as already explained, was present during the discussions which led up to the Convention; nor was I myself, whose function it was to superintend its application. The refugee organisations did not raise any such question, nor did the refugees themselves. It was not raised when internment took place before or during the war in France, Belgium and the Netherlands. Such being the facts, I have been unable to give any countenance to the suggestion that there has been any breach of the spirit of the Convention. On the contrary, I have not hesitated to express the view that attempts, however well intentioned, to strain the interpretation of the Convention itself and to question the good faith of the Governments which subscribed to it are not in the real interests of the refugees.

The above relates to the relevance of the Convention to matters of internment and restriction. The question of policy in regard to them is an entirely different matter, involving other considerations, about which it has been possible and proper to make representations, not without a considerable measure of success. The issues would only have been confused by appeal to the Convention, which in my considered view did not affect them.

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Refugees in the United Kingdom.

General Position.

In my last report¹, written about the end of 1940, I described the position of the refugees in the United Kingdom, the measures of internment that had been carried out, and the subsequent survey of cases, with a view to the release of those whose continued internment was considered unnecessary. During the period now under review, there has been continuous improvement in the situation, which, at the end of 1941, was very satisfactory. Most of the early defects in internment camps had been remedied before the end of the previous year, and those that remained were corrected shortly after. In May 1941, provision was made for interned couples in the Isle of Man. Up to that time, husbands and wives had been kept in separate camps, but most of them have now been united, and live in boarding-houses in Port St. Mary, within which place they are allowed to move freely. Conditions in the other camps in the island have given no cause for complaint for many months. Medical arrangements are adequate and efficient; the facilities for exercise, recreation, entertainment and cultural activities are good; work in the camps or on land in the island is sufficient to keep most of the internees employed; there is an officer whose sole duty it is to look after the welfare of the internees; and housing, food and clothing are all very satisfactory.

¹ Document C.7.M.7.1941.XII.

The process of release has gone on continuously under the various categories and has been accelerated by administrative arrangements supplementing them. An office of the International Branch of the Ministry of Labour has been opened in the Isle of Man, which receives applications for employment from internees, and if there is no security objection, tries to place the applicant in suitable work. When this is found, he is released. Separate figures of release are not available for refugees and non-refugees, but I had occasion to make an estimate of the position about the middle of August last. I was then satisfied that, of the male refugees who had been interned and not sent overseas, at least 95 % had been released. The percentage of women released has probably been a little less, but, as "C" class women were not interned, the internees contained a higher proportion than did the men of cases which were regarded as doubtful or suspicious. Even so, the number of women refugees still in internment at the end of the year was probably not more than 200. At that time, releases of both sexes were approaching the limit, and although some remained who have been unfortunate hitherto not to secure release, the number was small. With very few exceptions, those released are placed in the "C" category, if they have not already been so classified, the practical result of which is that they are exempt from all restrictions except those which apply to all aliens, including those of Allied nationalities. By the end of 1941, there were at least 60,000 adult refugees of German or Austrian nationality or origin at liberty in the United Kingdom under no more restrictions than those affecting Belgians, Dutch, Norwegians and other nationals.

Employment.

Early in the war, restrictions on the employment of refugees were relaxed. They were allowed to obtain employment through the Labour Exchanges, with the proviso that they could be engaged in particular posts relating to war work only if a special permit was given. The principle was also maintained that an alien should not be given employment if there were a British subject available for it; and although this principle has never been revoked, the demand for labour has been so keen, first in particular kinds of work and later generally, that the observance of this principle has had a decreasing effect, and it is now in practice inoperative. During the first four months of 1940, over 10,000 employment permits were given to persons of German and Austrian nationality, about two-thirds being given to women and the rest to men or youths. Previous to the policy of internment, about 3,000 refugees were enlisted in the Auxiliary Military Pioneer Corps. Some of them went to France, where they gave an excellent account of themselves. Later, about 2,000 have enlisted from among the internees. Those directly concerned with the Corps have a very high opinion of the spirit, discipline and industry of the refugee members.

The measures of internment taken subsequent to May 1940 removed a large number of refugees from civil employment. Apart from those who were interned, it had an adverse effect on those who remained, many of whom were dismissed. Fortunately, this effect was only temporary, and the demand for those available soon became apparent.

The absorption of refugees was assisted by the creation of an International Branch of the Ministry of Labour, whose function it was to deal with all aliens, including refugees, available for civil employment. During the summer of 1941, measures were taken to register all persons of Belgian, Czech, Netherlands, Norwegian, Polish, French, German, Austrian and Italian nationality for the purpose of employment. While separate figures are not available for Austrians and Germans, it has now been stated that, of the total number who registered, no less than 85.7 % were already found to be in employment. The distribution by industry shows that the largest number are in the clothing and textile industries, in engineering, shipbuilding and aircraft work, in building and reconstruction, agriculture and fishery, clerical and professional occupations, the hotel industry and the distributive trades. Since the registration was made, the position has still further improved and absorption has reached a high percentage.

Previous difficulties and delays in obtaining the necessary permits for war work have been mitigated by less rigorous restrictions, and the British Government has made it clear that it is its policy to engage in useful work as many aliens as possible. Those who are still unemployed but fit for employment are composed largely of persons of more than middle age, belonging to the professions — *e.g.*, law and journalism — for whose specialised services there is not a big demand, and who are too old to adapt themselves to, or to be readily trained for, other work. There is also a nucleus of persons who are not capable of employment because of advanced years, illness or infirmity.

On the whole, it may be said that, by the end of 1941, the great majority of Austrian and German refugees, men and women, at liberty in the United Kingdom were doing useful work — in the Auxiliary Pioneer Corps, the Auxiliary Territorial Service, Civil Services and industries contributing directly to the war effort, or in other employment making an indirect contribution.

Maintenance.

In my last report I mentioned that the British Government was contributing half of the expenditure incurred by voluntary organisations towards the maintenance, welfare and other expenses of refugees, and on the administration of the organisations themselves. With effect from October 1st, 1940, Government, at the request of the voluntary bodies, increased its assistance to 100% in the case of maintenance, and to 75% in the case of other expenses. The rate of maintenance is assessed for each individual by the Assistance Board, and voluntary bodies are not allowed to supplement these rates, except in special cases. If they wish to do so, they have the option of contracting out for the individual concerned, in which case 50% only, instead of 100%, of the assessed rate is granted, but restrictions on supplements out of the resources of the committee itself are relaxed. The grant is administered by a Central Committee, which is composed entirely of non-official members, grants being made by this Committee, in accordance with their actual expenditure, to the various refugee organisations which make the payments for maintenance direct to the refugees or on their behalf. The voluntary system has thus been kept alive, and the generous attitude of Government is greatly appreciated by the bodies concerned. As Chairman of the Central Committee, I have had much to do with the various negotiations with Government that have taken place, and with the administration of the grant. Apart from the intrinsic interest of the work, it has enabled me to learn a great deal about the private organisations and the excellent work they are doing. The value of the system itself lies in the combination of State aid with voluntary funds and voluntary service, and it may well be worthy of adoption in other countries after the war, during the period when private resources will certainly not be adequate for the relief of distress.

The Council on Aliens.

The Council on Aliens has continued to act as an advisory body to Government. It has taken up many questions in the interests of refugees, and has been particularly interested in matters relating to internment, releases, conditions in camps, and emigration. It has given considerable time to the protection of the interests of those sent overseas.

Emigration, and Internees in Canada and Australia.

Many difficulties have arisen during the year regarding the emigration of refugees. Apart from the scarcity of shipping, most countries have shown an increasing reluctance to admit German and Austrian refugees. For the first six months of the year, the United States of America was an exception and, as already mentioned, it continued to take a considerable number from European countries. The regulations were then revised, and a new procedure was introduced involving a more careful examination of the antecedents and credentials of those seeking admission, especially when they had close relatives in Greater Germany or in any country occupied or controlled by Germany. Even so, there was, it is understood, no intention of closing the door, and deserving cases would still have received sympathetic consideration. The change of procedure, however, involved considerable delay, since applicants had to start afresh the process of securing the necessary evidence and documents; and before it was fully in operation, the entry of the United States into the war changed the position. While there is still no absolute bar to the immigration of German and Austrian nationals, no visa will be granted without the special permission of the State Department.

In another direction, difficulties have arisen in regard to the emigration to the United States of persons who have been interned. As a result of representations made by the American Legion, a practical ban was placed on their entry, which is still in operation. I have given much time and thought to this question in discussions with the British Government, in representations to the American authorities, and in trying to present the actual facts regarding internees, and I was not without hope, previous to December last, that there might be some modification of the ban. In this and other connections, my contact, as Director of the Intergovernmental Committee, with the President's Advisory Committee and American organisations has been of much value. The difficulty regarding internees has been particularly hard on those who were sent overseas to Canada and Australia. These included a considerable number who either had got visas for the United States or were on the waiting list, but whose internment not only deprived them for the time being of the chances of emigration, but also acted as a bar against emigration on release, although the examination of their cases might show that there was no security objection. Indeed, since those of the "B" and "C" classes sent to Canada and Australia were of the same antecedents and character as those not sent overseas, it is a reasonable assumption that, had they remained in England, at least 90% of them would have been released, without any more restrictions on their liberty than those applicable to all aliens. The disabilities under which they labour are further complicated

by the fact that both Dominion Governments had accepted the custody of these internees on the understanding that there should be no question of their release in Canada or Australia respectively. With rare exceptions, therefore, they could only secure their release on return to England, and, owing to shipping difficulties and the inevitable delay in examination of their cases, the rate of release has been less rapid than in the case of those who were not sent overseas. At the end of 1941, about 900 had returned from Canada and about 800 from Australia, but there were many in both countries, including some who did not wish to incur the risks of the sea voyage, *prima facie* eligible for release, but whose release could not be arranged. Both as Chairman of the Council on Aliens and independently, I have made many efforts to obtain a solution of what has proved to be the most intractable problem arising out of internment. There have been recent indications that both Dominion Governments may be willing to allow releases in their countries on certain conditions and for certain kinds of employment. Indeed, both Governments have already released a few for work in war industries, while the Dominion Government of Canada has authorised the release of seventy-one students. The combination of release overseas with the return of those to the United Kingdom against whom there is no security objection offers the best solution.

I have been able to keep in touch with the problems of internees in Canada through Senator Cairine Wilson, who is Chairman of the Central Committee for Interned Refugees, a body which is officially recognised by the Dominion Government as a link between it and the refugees. This lady has been kind enough to act as my honorary representative, an appointment which has been recognised by the Dominion Government, and I take this opportunity of acknowledging the services she and her Committee are performing for the internees.

Since the above was written, the following statement was made in the House of Commons by the Home Secretary :

"The Commonwealth Government have recently announced that plans have been completed for using on a voluntary basis the labour and skill of civilian internees sent to Australia who wish to participate in the common effort... The Commonwealth Government have expressed their agreement to the enlistment of fit men of military age in labour units of the Australian military forces, and the employment of specialists and technicians in work of national importance. They are also prepared to agree to release of youths under the age of 18 to continue their education and studies or to learn occupations such as farming, provided that they have adequate means of support, and to the release of aged and infirm internees subject to the same condition. The release of these internees will for administrative reasons be gradual, and each case will be referred to me to ensure that there is no objection on security grounds; and it has been made clear by the Commonwealth Government that release will not in any case imply that the individual concerned will be allowed to remain in Australia after the war. I am sure that the House will share my gratification that, at a time when the Commonwealth Government is preoccupied by the many urgent problems arising from the extension of the war through the Pacific, it has been found possible to make these arrangements."

The liberal policy now adopted by the Commonwealth Government should go far to solve the problem so far as Australia is concerned.

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Miscellaneous Work.

The High Commission is called upon to examine a large number of individual cases.

As regards the United Kingdom, refugees are generally registered with one of the recognised voluntary refugee bodies, usually that body under whose auspices they were able to gain admission into the United Kingdom prior to the war. Current questions relating to their maintenance and their welfare, or to internment, are dealt with by those bodies. Problems of employment are referred to the special employment exchange set up by the International Labour Branch of the Ministry of Labour and National Service. All arrangements concerning re-emigration come under the Overseas Settlement Department, which is a joint service of the various voluntary bodies.

As a rule, the High Commission refers therefore any individual request coming under one or the other of the above-named headings to the responsible voluntary body or department in Bloomsbury House.

The voluntary bodies, however, themselves refer to the High Commission individual cases which cannot be settled without previous clarification of a question of general policy. Again, cases are referred to the High Commissioner if it is considered that his intervention with a Government Department would be advisable. Lastly, there are numerous cases when voluntary bodies or refugees themselves seek his assistance in matters concerning either the

Dominions, British Possession overseas, or for ign countries. Many of these cases relate to the fate of relatives outside the United Kingdom — *e.g.*, emigration possibilities for people in Greater Germany, stranded refugees in occupied territories, in unoccupied France, Spain, North Africa or Soviet Russia, or the release of persons interned in British territories.

Since the events of 1940 and the spring of 1941, the number of requests from individual refugees or from voluntary bodies overseas has greatly declined, although a number are still forthcoming from unoccupied France, North Africa and Portugal. In such cases, the High Commission can generally initiate action by referring the matter to the voluntary bodies in Marseilles or Lisbon or by representation to the Portuguese Government.

Few requests relate to the application of the provisions of the 1938 International Convention. Most of them deal with special circumstances arising from the war.

The High Commissioner's office maintains a Civil Document Service for German and Austrian refugees in the British Empire. These persons need, as the occasion arises, birth certificates, police certificates of good conduct, divorce decrees, etc., and are unable to obtain them from Germany themselves. Many do not wish to approach the Special Division of the Swiss Legation in charge of German interests in the British Empire, as they feel that such request would impair their status as bona fide refugees from Germany. On the other hand, the Swiss Legation has informed the High Commission that it would welcome such service being maintained by the High Commissioner. In the period under review, 350 applications were dealt with and 300 documents secured.

The High Commissioner's office also issues denationalisation certificates to individuals deprived of German nationality by individual decree, whose names can be traced in the German Official Gazette.

In November, my assistance was asked in the case of eighty-five German and Austrian refugees who, after having been stranded for some months in Morocco, obtained passages on board the steamer *Cabo de Hornas* to South America. On arrival there, their visas were held to be out of order and they were unable to obtain admission to any country. In these circumstances, they were faced with the prospect of having to return to Europe, with the probable consequence of internment. As a result of representations to the Government of the Netherlands, they were given permission to land in Curaçao, on the condition that the American Joint Distribution Committee would assume responsibility for their maintenance during their stay there, and would make early arrangements for their settlement elsewhere. By the end of December 1941, thanks to the co-operation of the State Department in Washington, nineteen refugees had already received advisory approval of immigration visas to the United States, while the cases of fifty-two more were under sympathetic consideration by the State Department. The rest wish to join relatives in Latin-American States, but, if they are unable to do so, it is hoped that admission will be obtained for them to San Domingo. I wish in this connection to record my appreciation of the humanitarian and liberal attitude of the Netherlands Government, and of the prompt and practical assistance given by the Joint Distribution Committee.

With the support of Lord Winterton, Chairman of the Intergovernmental Committee, the Ambassador of the Argentine in London was approached in regard to certain refugees who wished to join their relatives in the Argentine and had obtained provisional permits, subject in each case to confirmation by the Argentine Embassy in London. As a result of the discussions, it is hoped that visas will be granted to elderly persons who have close relatives already established in the Argentine able and willing to undertake their full support.

Visit of the Deputy High Commissioner to Portugal.

In July 1941, Dr. Kullmann, the Deputy High Commissioner, spent a fortnight in Lisbon in order to ascertain the effect of the new American immigration regulations on the refugee movement from Central Europe through Portugal and Morocco and to re-establish closer collaboration with the voluntary bodies operating in Lisbon and Marseilles.

In conversations with the Secretary-General of the Portuguese Foreign Office, he was able to clear up various points of policy and received an assurance that Portugal would continue to maintain her liberal attitude towards refugees, although they could only be admitted as transmigrants for the purpose of reaching a country of final destination. So far, Portugal has been successful in carrying out this policy, as, out of 50,000 refugees who had gained admission into the country since the invasion of France and the Low Countries up to August 1st, 1941, less than 1,500 had remained in the country.

Dr. Kullmann was also able to have a full exchange of views with the head of the Portuguese Police responsible for Security and for the Defence of the State. In the course of this interview, he learned with satisfaction that arrangements were being made to transfer all stranded refugees detained in prison for over-staying their permits to a "résidence forcée" in Caldas da Rainha, a healthy little watering-place close to the sea, some 60 miles north of Lisbon. He was also able to pay a visit to the refugees in that locality, where the Portuguese Jewish Committee, together with other refugee assistance bodies, were looking after their

welfare and maintenance. The refugees live in small apartments and, except for the obligation imposed upon them not to leave the locality, they are free to move about. Facilities are liberally granted for travel to Lisbon for the purpose of completing re-emigration formalities.

At the request of the Polish Government, the Deputy High Commissioner gave special attention to the problem of several hundred Polish refugees still in Portugal. This problem has wider implications, as the maintenance of Lisbon as the last open Western-European gate for the emigration of refugees overseas depends in no small measure on the extent of the assistance the Portuguese Government receives in the pursuance of its present policy of admitting refugees only for a short stay as transmigrants. On return to England, Dr. Kullmann, in close collaboration with the Polish Government, took the matter up with the British Government and, as a result, arrangements were made for the transfer of the remaining Polish Jewish refugees, numbering 163 persons in all. A definite maintenance guarantee for the period of one year was given by the American Joint Distribution Committee in New York to the Governor of Jamaica, together with an assurance that the Committee would do everything in its power to continue to support these refugees so long as they might be compelled to stay on that island. Arrangements were also made for sea transport and the refugee assistance bodies undertook to pay the passages. The Polish Government gave the British Government a subsidiary guarantee of maintenance together with an assurance that the group would be repatriated to Poland at the end of the conflict.

The Deputy High Commissioner also supported with success a request of the Polish Government to the American authorities with regard to the transit through the United States of a group of some seventy Polish refugees stranded in Portugal, holders of Canadian immigration visas.

The most important voluntary assistance bodies for Jewish refugees, the American Joint Distribution Committee and the Hicem (Hias-Jea Emigration Association), who previously had their European headquarters in Paris, were able to transfer their offices to Lisbon before the occupation of Paris. Mr. Morris C. Troper, late European Director of the American Joint Distribution Committee, informed the Deputy High Commissioner that, in the first half of 1941, from 2,000 to 3,000 refugees had sailed monthly from Western-European ports. Approximately two-thirds of these persons were transmigrants coming straight from Greater Germany, while one-third were persons who had previously taken refuge in unoccupied France, Switzerland, or a Western-European country.

In order to combat the exploitation of refugees by "racketeering" on the ship's passage market, the American Joint Distribution Committee had been compelled to modify its policy and to arrange directly for so-called "block bookings" of all accommodation on neutral Spanish and Portuguese steamers. Arrangements had also been made with the Hicem dealing with all Jewish re-emigration cases except those from Greater Germany, with the American Friends Service Committee, the Unitarian Refugee Service and other relief bodies, whereby the American Joint Committee would deal as a sole agent on the passage market and allot accommodation to the various bodies concerned as the need arose. On the other hand, the refugees were warned that they could expect no financial assistance from these relief bodies making re-emigration preparations if they were to secure passage from other sources. This wise measure led to a substantial drop in the passage rates charged to refugees; nevertheless, present rates are at least four to five times above the pre-war level, and the type of accommodation offered bears no comparison with the measure of comfort offered before the war.

In its policy, the American Joint Distribution Committee has consistently refused to transfer U.S. dollar amounts for its work in Axis or Axis-controlled territory. The intending Jewish emigrant from Greater Germany leaves the balance of his assets, after payment of the special taxes, to the sole Jewish welfare body recognised by the German Government. These funds are used for welfare work on behalf of the Jewish communities in Greater Germany and Poland, the American Joint Distribution Committee opening a U.S. dollar credit for the equivalent amount, out of which the maintenance and travelling expenses of the intending emigrant are paid from the Spanish frontier onward. For the work in unoccupied France, the American Joint Committee operates through a clearing account whereby payment in U.S. dollars in America is made for the release by the Banque de France of an equivalent amount of blocked French francs held by the latter on behalf of American firms and individuals.

In order to obtain legal status, the Hicem was incorporated in Portugal as the Emigration Branch of the Jewish Portuguese Committee. This local body, financed by the American Joint Distribution Committee, has undertaken to provide for the maintenance and welfare of stranded and destitute refugees in Portugal and intervenes on their behalf with the authorities. Provision for the welfare and maintenance of refugees coming straight from Greater Germany is entrusted to a special Transmigration Department under the auspices of the American Joint Distribution Committee.

The American Joint Committee and the Hicem also made arrangements to have the Spanish and Portuguese boats taking transmigrants from Central Europe and refugees from unoccupied France call at Casablanca in order to take aboard stranded refugees in Morocco

who had failed to reach their destination during the winter of 1940/41 owing to the breakdown of the French steamer service to Martinique and the Latin-American countries.

As regards the new American immigration regulations, the Deputy High Commissioner had conversations with the United States Consul-General and the Director of the American branch of the International Migration Service. As a result, representations were later made by the High Commissioner to the American authorities.

* * *

Settlement.

The war has inevitably prevented, for the time being, the undertaking of any plans for the orderly emigration and settlement of the refugees. However, the scheme for settlement in San Domingo, mentioned in my previous report, is still proceeding and, by September 1941, 413 settlers were at Sosua, including seventy-eight from England. The plan is, of course, still at the experimental stage, and is limited in the first place to the settlement of 500 families, since it is necessary to ascertain whether persons from Central Europe can do hard manual work under sub-tropical conditions, and whether commercial crops can be grown on a sufficient scale to enable them to become self-supporting. The Dominican Republic Settlement Association has devoted much thought and care to the settlement and has done a good deal of preliminary work in regard to the breaking up of land, the erection of farm and other buildings, the introduction of new crops, and the physical health of the settlers. The ultimate success of the settlement will probably depend on the ability of the Association to find the necessary capital to cover the heavy expenditure during the early years until new crops are produced on a commercial basis. Previous to the entry of the United States into the war, the prospects were, on the whole, favourable, and it is hoped that they will not be adversely affected.

* * *

War Refugees in the United Kingdom.

In my last report I mentioned that, following the invasion of the Low Countries and France, about 25,000 civilians fled from those countries to England, considerably more than half of them being Belgians, while about two-thirds of the remainder were Dutch, French and Poles, roughly in equal numbers. An advisory Central Committee for War Refugees was set up by the Minister of Health in the summer of 1940, with myself as Chairman, and Dr. Kullmann, the Deputy High Commissioner, as honorary secretary. The Committee was enlarged so as to secure representation of the Belgian, Dutch and Polish Governments. During the early part of the year, a considerable amount of work devolved on the honorary secretary, especially in connection with the Relief Fund, for which approximately £11,500 was collected, this being made up from contributions by the Allied Governments and by war charity funds in the Empire and from individual donations. Nearly half of the fund was appropriated for the purpose of clothes, and a special clothing depôt was set up with the assistance of the Women's Voluntary Services. In addition, some £3,000 was allocated for the social welfare work of the local war refugee committees. The Committee was able to assist in certain arrangements between the Allied Governments and the British authorities.

The absorption of most of these refugees into employment has inevitably led to their dispersal from the London boroughs in which they were originally billeted and their location in small groups all over the country, with the result that the majority of the local committees originally formed have now little, if anything, to do. By the autumn of 1941, at least 85% of the males were in employment, thanks largely to the efforts of the International Labour Branch of the Ministry of Labour, which set up an Anglo-Belgian and an Anglo-Polish Labour Exchange, acting in collaboration with the officials of the Belgian and Polish Governments. Children of school age have been absorbed in British schools, special provision being made for instruction in their own language, and the history and geography of their own country. Numerous adult English-language classes have been organised, and a number of social and recreational clubs set up. In this work, the British Council has taken a prominent part, acting in association with the Board of Education and the Allied Governments.

Many Belgian and French fishermen with their families have settled in the fishing-ports in the south-west of England and, as a result of a tour of the district made by Dr. Kullmann and the head of the Refugee Section of the Women's Voluntary Services, a local war refugee committee was set up and is doing valuable welfare work among the settlers.

Generally, the situation has so much improved that it is now almost a misnomer to describe this group as "refugees". The great majority of them are self-supporting and, with independent means of livelihood, they regard themselves as temporary exiles who are playing a useful part in the service of their own country and of the country of their adoption.

POST-WAR PROBLEMS

I have been in touch with various authorities and organisations interested in post-war problems and, in particular, with the Allied Post-War Requirements Bureau. I hope to give particular attention to this matter in the near future.

THE ADMINISTRATIVE ACCOUNT

The two statements attached give abstracts of my Administrative Account for the years 1940 and 1941 respectively. The accounts have been audited up to the end of May 1941, but not for the period after that date.

My budget allotment for the year 1940 was Swiss francs 224,450. During the year, I transferred part of my account to an American bank, and this complicates the calculation of my actual expenditure. Taking the official rates of exchange as Swiss francs 4.32 to the dollar (the rate at which the transfer from Geneva to New York was effected), and of Swiss francs 17.90 to the pound sterling (on January 1st, 1940), my expenditure was :

	Swiss francs
	47,581.20
\$7,863.27 at 4.32	33,969.33
£4,161 3s. 8d. at 17.90	74,485.18
	<hr/>
	156,035.71

as against a budget allotment of Swiss francs 224,450, representing a saving on that allotment of Swiss francs 68,414.29.

For 1941, my budget allotment was reduced to Swiss francs 150,000, and I was subsequently asked to effect as great economy as possible within this sum. As a result, my expenditure was kept to the minimum. On the basis of Swiss francs 4.33 to the dollar, and of Swiss francs 17.35 to the pound sterling (being the official rates of exchange on January 1st, 1941), my total expenditure amounted to :

	Swiss francs
	25,454.94
\$5,878.74 at 4.33	93,908.26
£5,412 11s. 7d. at 17.35	<hr/>
	119,363.20

which represented a saving of Swiss francs 30,636.80 on the allotment of Swiss francs 150,000.

CONCLUSION

I have again to express my warm appreciation of the excellent work of my colleague, Dr. Kullmann. He has been of the greatest assistance to me in dealing with a number of complicated questions ; on his own initiative, he has taken up cases with the Governments concerned, and this has resulted in direct benefit to many refugees. He enjoys the full confidence of the refugee organisations and voluntary workers, with whom his relations are most cordial.

I wish also to thank my past representatives in various countries for the work they have done for refugees, and to express my regret that by force of circumstances our relations have been severed — to be renewed, I hope, in happier conditions.

My staff has been reduced to the minimum and now consists of only five members. I have again to acknowledge the efficiency and cheerfulness with which they meet all calls made on them.

SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1940

(Administrative Account.)

Allocated by the League of Nations Assembly to the High Commissioner for his expenditure during 1940 Swiss francs 224,450

Of this amount, the following provisional allotments were made :

(1) High Commissioner's salary and expenses of representations Swiss francs 110,000

(2) Balance (Swiss francs 114,450 at 21 Swiss francs to the £) for Head Office and travelling expenses £5,450

	Disbursements			Receipts		
	Swiss francs	U.S. dollars	£ s. d.	Swiss francs	U.S. dollars	£ s. d.
<i>Receipts.</i>						
Remitted from Geneva :						
Swiss francs 97,689.45, of which (and converted into dollars 50,108.25						
				47,581.20	\$11,352.01	4,893 17 7
<i>Disbursements</i> (appropriate deduction having been made in each item for sundry receipts — e.g., return of unused advances on travel, payment by International Committee for accommodation, etc.) :						
High Commissioner's salary	17,810.—	4,452.—	200 8 8			
Head Office salaries			2,613 5 0			
London office : Rent, heating, cleaning, electricity, air-raid shelters			700 7 11			
Sevenoaks emergency office : Rent, rates, water rates, coal, gas			140 14 9			
Travelling expenses	1,194.50		96 7 8			
Office expenses (purchase of equipment, removals, etc.)			155 14 10			
Petty cash (including wages of Sevenoaks cleaner and fares of staff between London and Sevenoaks)			105 0 0			
Telephone and telegrams, postage stamps		129.95	144 12 7			
Printing of Nansen stamps	545.—					
Auditing	245.—					
Banking expenses	173.85	97.20	4 12 3			
Representatives :						
Belgium (ceased at end of April)	1,083.45					
France (ceased at end of May)	10,814.40					
Greece	4,753.20	804.58				
Lithuania	1,676.00	171.38				
Roumania	2,305.80	693.13				
Yugoslavia	6,980.00	1,515.03				
Total expenditure	47,581.20	7,863.27	4,161 3 8			
Excess of credits from Geneva over expenditure	—	3,488.74	732 13 11			
	47,581.20	11,352.01	4,893 17 7	47,581.20	11,352.01	4,893 17 7

SUMMARY OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1941

(Administrative Account.)

Allocated by the League of Nations Assembly to the High Commissioner for his expenditure during 1941	Swiss francs	150,000
Of this amount the following provisional allotments were made :		
(1) High Commissioner's salary and expenses of representations .	Swiss francs	75,000
(2) Balance (Swiss francs 75,000 at 17.70 Swiss francs to the £) for Head Office and travelling expenses	£4,237	

	Disbursements			Receipts		
	U.S. dollars	£	s. d.	U.S. dollars	£	s. d.
<i>Receipts.</i>						
Received from the Treasury of { the League of Nations {				\$5,878.74	5,322	0 8
					137	10 0
<i>Disbursements</i> (appropriate deduction having been made in each item for sundry receipts — <i>e.g.</i> , return of unused advances on travel, payment by Intergovernmental Committee for accommodation, etc.):						
High Commissioner's salary	2,968.—	1,527	7 0			
Head Office salaries		2,680	14 0			
London office : Rent, heating, cleaning, electricity, air-raid shelter contributions		546	4 7			
Travelling expenses		199	17 0			
Office expenses (purchase of equipment, removals, insurance, etc.)..		296	12 1 ¹			
Petty cash		53	2 11			
Telephone and telegrams, postage stamps		106	1 10			
Printing of Nansen stamps	201.05					
Banking expenses	65.70	2	12 2			
Representatives :						
Greece (ceased at end of May).	814.80					
Roumania (ceased at end of April)	346.88					
Yugoslavia (ceased at end of April)	835.84					
Transfer of U.S. dollar balance to sterling	646.47				159	18 4
<i>Total expenditure</i>	5,878.74	5,412	11 7			
Excess of credits from Geneva over expenditure		206	17 5 ²			
	5,878.74	5,619	9 0	5,878.74	5,619	9 0

¹ The greater part of this sum, namely £221 2s. 4d., is expenditure arising directly out of the destruction by enemy action of equipment and furniture at the High Commissioner's previous office at 16, Northumberland Avenue, London. This expenditure, however, does not correspond to the actual amount of damage done. Replacement has necessarily been only partial, and the claim presented to the District Valuer representing actual damage amounts to £451 3s. 6d.

² Of this balance, a certain amount, probably about half, will be offset by bills for 1941 expenditure which have not yet been received — *e.g.*, for telephone, cables, gas, electricity.

SUPPLEMENT TO STATEMENT OF ADMINISTRATIVE ACCOUNT FOR THE YEAR 1941

	£	s.	d.
Balance shown in 1941 statement	206	17	5
<i>Subsequent refunds on 1941 out-payments:</i>			
From Intergovernmental Committee on account of electric light during second half of 1941 and telephone calls during third quarter of 1941	1	17	0
From a member of the staff on account of a personal telegram....	1	5	
<i>Subsequent disbursements covering 1941 expenditure:</i>			
London Office : Heating, electricity	14	14	11
Office expenses : Equipment (ordered in November 1941, but delayed by war conditions); contribution to Fire Prevention Committee Block M.5.17/18.	25	9	4
Telephone (calls during fourth quarter of 1941) ...	5	18	8
Banking expenses.....	1	1	0
	47	3	11
<i>Final balance</i>	161	11	11
	208	15	10
	208	15	10

HUMANITARIAN ACCOUNT, 1940

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
1. Balance in hand on January 1st, 1940	416,167.95	<i>Grants:</i>	
Less:		(a) For Nansen refugees (other than from the Saar)	70,193.15
1939 grant paid		(b) For refugees from Greater Germany	—
in 1940	9,725.—	(c) "Allocations aux organisations en France"	29,672.10
Administrative account.....	500.65	(d) "Allocations aux organisations en Roumanie" ...	—
	10,225.65		
	405,942.30		99,865.25
2. Subsequent receipt from the Liquidator of the Nansen Office.....	1,000.—	<i>Miscellaneous expenses:</i>	
3. Income from Nansen stamps	90,908.30	(a) Bank charges	298.60
4. Income from sale of postage stamps:		(b) Loss on exchange	7,298.40
(a) France	28.75		107,462.25
(b) Norway	11,755.80	Grants made in 1939 and 1940 but not paid	1,385.—
5. Private contributions to Humanitarian Fund for:			108,847.25
(a) Nansen refugees	16.35	Balance in hand on December 31st, 1940	403,968.80
(b) Refugees from Greater Germany	44.55		512,816.05
		<i>Less:</i>	
		Received on deposit for Civil documents	1,014.—
		Grants made but not paid	1,385.—
		To be paid to the Administrative Account	721.—
			3,120.—
	509,696.05		509,696.05

SAAR ACCOUNT, 1940

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
Balance in hand on January 1st, 1940	81,583.90	Grants to Saar organisations in France	10,470.—
		Miscellaneous expenses :	
		(a) Bank charges	5.—
		(b) Loss on exchange	2,443.—
			12,918.—
		Grants made in 1940 but not paid	750.—
			13,668.—
		Balance in hand on December 31st, 1940 :	
		Bank	67,915.90
		Representative	750.—
			82,333.90
		Less: Grant made in 1940 but not paid	750.—
	<u>81,583.90</u>		<u>81,583.90</u>

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1940

Country	1939 (Nansen stamps sold in 1939 but paid in 1940)	1940
	Swiss francs	Swiss francs
Belgium	164.20 (December)	962.05 (end April)
Bulgaria	(amount kept by the authorities)	
Cuba	60.—	—
Denmark	—	75.—
France : Refugees other than refugees from the Saar	58,280.20 (last quarter)	— (no statement since May 1940)
Saar refugees	532.—	— do.
Great Britain (surcharges)	75.85 (last quarter)	425.75 (first three quarters)
Greece : for 1938 fr. 922.— for 1939 fr. 303,15 }	1,225.15	—
India (surcharges)	6.60	4.55
Ireland	—	—
Luxemburg	100.75	—
Norway	(no payment received)	675.—
Roumania	—	—
Sweden	—	2,010.30
Switzerland	—	6,300.—
Yugoslavia	—	20,010.90
Total	<u>60,444.75</u>	<u>30,463.55</u>
	Total : 90,908.30	

STATEMENT OF GRANTS FOR 1940

Country	Russian	Armenian	Total
	Swiss francs	Swiss francs	Swiss francs
Belgium.....	1,506.50	—	1,506.50
Bulgaria.....	1,100.—	—	1,100.—
Finland.....	6,000.—	—	6,000.—
France.....	30,104.65	2,848.—	32,952.65
Great Britain.....	531.—	—	531.—
Greece.....	1,440.—	810.—	2,250.—
Lithuania.....	3,368.—	—	3,368.—
Switzerland.....	1,750.—	1,700.—	3,450.—
Yugoslavia.....	19,035.—	—	19,035.—
	64,835.15	5,358.—	70,193.15

STATEMENT OF GRANTS — CHARACTER OF RELIEF

Country	(1) Relief to aged, sick and infirm (including Red Cross)	(2) Youth	(3) Vocational re-training	(4) Miscellaneous grants-in-aid	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Belgium.....	—	—	—	1,506.50	1,506.50
Bulgaria.....	—	1,100.—	—	—	1,100.—
Finland.....	—	—	—	6,000.—	6,000.—
France.....	15,605.50	11,476.—	267.—	5,604.15	32,952.65
Great Britain....	—	—	—	531.—	531.—
Greece.....	90.—	—	—	2,160.—	2,250.—
Lithuania.....	—	—	—	3,368.—	3,368.—
Switzerland.....	—	900.—	—	2,550.—	3,450.—
Yugoslavia.....	7,400.—	9,385.—	—	2,250.—	19,035.—
	23,095.50	22,861.—	267.—	23,969.65	70,193.15

HUMANITARIAN ACCOUNT, 1941

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
1. Balance in hand on January 1st, 1941	403,968.80	<i>Grants:</i>	
<i>Less:</i>		(a) For Nansen refugees (other than from the Saar)	9,203.25
Civil documents . . . 1,014.—		(b) For refugees from Greater Germany	412.95
Administrative Account	721.—	(c) "Allocations aux organisations en France"	—
	1,735.—	(d) "Allocations aux organisations en Roumanie"	—
	402,233.80		
2. Subsequent receipt from the Liquidator of the Nansen Office	758.30	Miscellaneous expenses :	9,616.20
3. Income from Nansen stamps	17,201.15	Bank charges	363.35
4. Private contributions :			9,979.55
(a) Nansen refugees	—		
(b) Refugees from Greater Germany	17.35	Grants made in 1939 but not yet paid	1,385.—
(c) Assistance to German refugees in camps in unoccupied France ...	438.95		11,364.55
(d) Fees for denationalisation certificates	170.70	Balance in hand on December 31st, 1941	411,902.65
5. Profit on exchange	12.45		423,267.20
		<i>Less:</i>	
		Civil documents ...	1,012.20
		Miscellaneous	37.30
		Grants made but not paid	1,385.—
			2,434.50
	<u>420,832.70</u>		<u>420,832.70</u>

I. T.
21.I.42. (Note. — This account has not been audited.)

SAAR ACCOUNT, 1941

<i>Receipts.</i>		<i>Expenditure.</i>	
	Swiss francs		Swiss francs
Balance in hand on January 1st, 1941 :		Grants to Saar organisations in France	—
Bank	67,915.90	Miscellaneous expenses	—
Representative	750.—	Grant made in 1940 but not paid.	750.—
		Balance in hand on December 31st, 1941 :	
		Bank	67,915.90
		Representative	750.—
			69,415.90
		<i>Less:</i> Grant made in 1940 but not paid	750.—
	<u>68,665.90</u>		<u>68,665.90</u>

STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1941

Country	1940 (Nansen stamps sold in 1940 but paid in 1941)	1941	1942 (Paid in 1941 for Nansen stamps to be used in 1942)
	Swiss francs	Swiss francs	Swiss francs
Belgium	—	—	—
Bulgaria	(amount kept by the authorities)		
Cuba	—	—	—
Denmark	—	—	—
France	—	—	—
Great Britain (surcharges)	255.90 (last quarter)	225.55 (first three quarters)	—
Greece	—	—	—
India (surcharges)	—	24.70	—
Ireland	20.85	—	—
Luxemburg	—	—	—
Norway	—	—	—
Roumania	—	—	—
Sweden	—	1,980.65	—
Switzerland	—	5,600.—	5,600.—
Yugoslavia	—	3,493.50 (for January and February)	—
Total	276.75	11,324.40	5,600.—
Total : 17,201.15			

STATEMENT OF GRANTS FOR 1941

Country	Russian	Armenian	German	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Bulgaria	3,888.40	—	—	3,888.40
Unoccupied France (Camps)	—	—	412.95	412.95
Switzerland	2,400.—	1,900.—	—	4,300.—
Turkey	614.85	—	—	614.85
Yugoslavia	400.—	—	—	400.—
	7,303.25	1,900.—	412.95	9,616.20

STATEMENT OF GRANTS — CHARACTER OF RELIEF

Country	(1) Relief to aged, sick and infirm (including Red Cross)	(2) Youth	(3) Vocational re-training	(4) Miscellaneous grants-in-aid	Total
	Swiss francs	Swiss francs	Swiss francs	Swiss francs	Swiss francs
Bulgaria	3,888.40	—	—	—	3,888.40
Unoccupied France (Camps)	—	—	—	412.95	412.95
Switzerland	—	900.—	—	3,400.—	4,300.—
Turkey	—	—	—	614.85	614.85
Yugoslavia	—	400.—	—	—	400.—
	3,888.40	1,300.—	—	4,427.80	9,616.20