

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 report<sup>1</sup>, 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.

<sup>1</sup> 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.

\* \* \*

#### *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.

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#### *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
\$5,878.74 at 4.33 . . . . .	25,454.94
£5,412 11s. 7d. at 17.35 . . . . .	93,908.26
	<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.
17,810.—		4,452.—	200 8 8 2,613 5 0	47,581.20	\$11,352.01	4,893 17 7
1,194.50			700 7 11 140 14 9 96 7 8 155 14 10 105 0 0 144 12 7			
545.— 245.— 173.85		129.95 97.20	4 12 3			
1,083.45 10,814.40 4,753.20 1,676.00 2,305.80 6,980.00		804.58 171.38 693.13 1,515.03				
47,581.20 —	7,863.27 3,488.74	4161 3 8 732 13 11				
47,581.20	11,352.01	4,893 17 7		47,581.20	11,352.01	4,893 17 7

Total .....  
Ex

## 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 <sup>1</sup>		
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 <sup>2</sup>		
	5,878.74	5,619	9	0	5,878.74	5,619 9 0

<sup>1</sup> 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.

<sup>2</sup> 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>	
<i>Less:</i>		(a) For Nansen refugees (other than from the Saar) .....	70,193.15
1939 grant paid in 1940 .....	9,725.—	(b) For refugees from Greater Germany .....	—
Administrative account.....	500.65	(c) " Allocations aux organisations en France " .....	29,672.10
	405,942.30	(d) " Allocations aux organisations en Roumanie " ...	—
2. Subsequent receipt from the Liquidator of the Nansen Office.....	1,000.—		99,865.25
3. Income from Nansen stamps	90,908.30	Miscellaneous expenses :	
4. Income from sale of postage stamps :		(a) Bank charges .....	298.60
(a) France .....	28.75	(b) Loss on exchange .....	7,298.40
(b) Norway .....	11,755.80		107,462.25
5. Private contributions to Humanitarian Fund for :		Grants made in 1939 and 1940 but not paid .....	1,385.—
(a) Nansen refugees .....	16.35		108,847.25
(b) Refugees from Greater Germany .....	44.55	Balance in hand on December 31st, 1940 .....	403,968.80
			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

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 NANSSEN 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.—	1,225.15	—
for 1939 ..... fr. 303,15 }		
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>	
Less :		(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		9,616.20
3. Income from Nansen stamps	17,201.15	Miscellaneous expenses :	
4. Private contributions :		Bank charges .....	363.35
(a) Nansen refugees .....	—		9,979.55
(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
		Less :	
		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
		Less: Grant made in 1940 but not paid .....	750.—
	<u>68,665.90</u>		<u>68,665.90</u>



## STATEMENT OF RECEIPTS FROM SALE OF NANSSEN STAMPS, 1941

Country	1940 (Nansen stamps sold in 1940 but paid in 1941)	1942 (Paid in 1941 for Nansen stamps to be used in 1942)	
	Swiss francs	Swiss francs	
Belgium .....	—	(amount kept by the authorities)	
Bulgaria .....	—	—	—
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





