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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

March 11th, 1946.

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. The last report was dated June 25th, 1945, and so covered the first five months of 1945.¹ The present report covers the rest of 1945 and the first two months of 1946.

II. NANSEN REFUGEES

In the last report, an account was given of the resumption by the High Commissioner of the responsibility for Nansen refugees in France, which took effect from April 1st, 1945. M. Henri Ponsot, former Ambassador of France in Ankara, was appointed *Délégué général*, and the former representative, M. Marcel Paon, was appointed *Délégué général adjoint*. Good progress has been made in restoring normal activities. Many of the archives relating to Nansen refugees were concealed, during the occupation, in various French towns. These have been collected and re-grouped; a few which were damaged have been restored. The result is that the records are complete — a matter of great importance, since many of them relate to the status and personal interests of individual refugees. During the occupation, many lost their certificates of status, or for reasons of safety had to destroy them, this being particularly the case in regard to those who were deported or had to flee from France. There have therefore been many applications for the issue of new certificates, the majority of them genuine, and these it has been possible to substantiate from the old records. There have also been some applications from displaced persons unwilling to return to their own countries, who hope to conceal their nationality by securing Nansen certificates. These have required very careful examination, which has been carried out by the Delegation, no claim being admitted unless it was satisfactorily established. The disturbance of normal conditions created by the war was also responsible for an abnormal number of applications for exemption from identity fees and the tax on Nansen certificates. For similar reasons, there has been a progressive increase in the number of civil documents which have been presented for authentication. For some months immediately following the liberation, economic conditions in France were specially unfavourable to the refugees. The scarcity of raw materials, the dislocation of transport, the return of large numbers of prisoners of war and deportees caused much unemployment in the civil population. The refugees were inevitably among the first to suffer and, while the various departments of the Government have been sympathetic towards the many representations made by the Delegation, there has been a great deal of distress. This has decreased to some extent as general conditions improved, but it is still serious. Its effects are accentuated by the hardships suffered by many of the refugees during the occupation. The need for relief has been greatest among children, the aged and the sick. No distinction has been made by the French Government between refugees and nationals who

¹ See document C.79.M.79.1945.XII.

were deported or taken prisoners of war. On repatriation, all have been entitled, in principle, to the same benefits from the State, but in other respects the refugees have been far worse off than French citizens. On return they often had no homes to which to go, no relations to help them, and no reserves of clothes or other necessaries. In some cases they had not the necessary means to use the food coupons distributed to all repatriates. Many of the intellectuals of the Russian migration lost their means of livelihood during the war, and few of them have been able to find new ones. This class contained a number of Jews who were the victims of ruthless persecution, and only those remain who were able to conceal themselves or leave the country. The aged also have suffered severely, but the Government now gives assistance towards the upkeep of approved homes for the aged and the maintenance of the occupants. Several homes have been approved, but the number is only sufficient to provide for a small proportion of those requiring relief. On the whole, the Armenians are better off than the Russians, since they have access to larger private resources both inside and outside France. There is, however, some distress among them, particularly among the aged and infirm.

Most of the private refugee organisations which did such good work before the war have resumed their activities, but they have been much hampered by the lack of funds. It will be remembered that the income from the Nansen stamps is allocated for humanitarian purposes, one-half being credited to the Humanitarian Account of the High Commissioner and the other half to the Allotment Committees. These have been re-established since the end of the war, there being one for Russian refugees and another for Armenians. During the occupation, the Nansen stamp was replaced by a stamp bearing another title, but the Nansen stamp has now been restored. The sum of nearly 2 million francs had remained unallocated from the proceeds of the former stamp, and the French Government generously placed this again at the disposal of the Delegation for distribution. The income from the Nansen stamps for the half-year beginning April 1st, 1944, was just over 1 million francs. Figures for the last quarter of 1945 are not yet available. The sums which are thus made available for distribution to voluntary organisations are of great assistance and without them they would have great difficulty in continuing their work, but they are only sufficient to relieve the worst needs.

As mentioned in the last report, the Central Offices for Russian and Armenian refugees have been re-opened. These enjoy an independent status, although they are under the administrative system of the French Government and the High Commissioner. They are concerned with the general interests of the refugees and, in particular, they do much of the preliminary work of checking applications for the issue of new documents and in the examination of documents requiring authentication. Previous to the war they were self-supporting, their funds being derived from private sources. These funds were exhausted during the war, and the reconstitution of the offices has been made possible only by the generosity of the French Government.

During the war, the Saar refugees were dispersed throughout France, most of them in hiding. The majority of them wish to return to the Saar, and some have already done so. Some assistance has been given from the Humanitarian Fund of the High Commissioner, and it is proposed to give more in order to enable those who wish to do so to return to their own country. Help is also being given towards the relief of urgent needs.

Soon after the end of hostilities in Europe, reports were received that there were groups of Russian Nansen refugees among the displaced persons in the zones of Western Germany and that many of these were in need of assistance. It was therefore decided to appoint a representative whose first duty would be to make a survey of the situation. We were very fortunate in obtaining the services of Captain Yves Le Vernoy, who has a most distinguished record of service in the Resistance Movement, being awarded the highest decorations. He was quick in establishing cordial relations with the military and occupation authorities and with U.N.R.R.A., and was able to make a very valuable estimate of the position. He found considerable groups of Nansen refugees in the American zones of Germany and Austria, small groups in the other zones and scattered units throughout Western Germany. There has not yet been a full enumeration, but the total number of refugees is not less than 20,000 and may be as high as 25,000. Less than half are in assembly centres, the remainder living usually in groups, but sometimes in family units among the German or Austrian population. They have been displaced from Yugoslavia, Czechoslovakia, Roumania and the Balkan States, and from their former places of residence in Germany and Austria. They are a cross-section of Russian refugee society; there is a small element of intellectuals, a few doctors, teachers and other professional men, quite a large number of engineers, technicians and skilled artisans and a big group of lumbermen; the rest, representing the majority, are agriculturists and unskilled labourers. Generally, they do not wish to return to their former countries of origin or settled residence.

The fact that the groups are scattered over large areas complicates the organisation of an efficient service for them, and it has been necessary to establish several centres. These are at Rastatt, Munich and Salzburg, each centre being in charge of a *chef de poste* with an

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SOCIETE DES NATIONS

ASSISTANCE INTERNATIONALE AUX REFUGIES

Rapport soumis par Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E.,
Haut Commissaire pour les Réfugiés.

E R R A T A

Page 2, 2ème alinéa, 12ème ligne:

Lire 1er avril 1945 *au lieu de* 1944.

5ème alinéa, 16ème ligne:

Lire Ils ont été déplacés ... *au lieu de* Ils ont été chassés ...

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XII. B. BUREAUX INTERNATIONAUX
1946. XII. B. 1. Errata

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E R R A T U M

Page 2, 2nd paragraph, 11th line :

Read April 1st, 1945 *instead of* 1944.

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XII. B. INTERNATIONAL BUREAUX
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assistant, so that when one of these officers is on tour the other can be at the local office. The headquarters of Captain Le Vernoy himself is at Munich. He spends a great part of his time on tour, visiting the camps, getting into touch with the outside groups and supervising the work of the *chefs de poste*. Since the staff also does work for the Intergovernmental Committee on Refugees, the expenditure is shared.

No responsibility has been assumed for material relief, but a considerable amount of clothing has been made available out of an allotment from the National Clothing Collection of the United States. Those inside the camps are better off than those outside as regards food, shelter and clothes, but, none the less, the majority prefer to remain independent and the morale is higher in spite of their impoverished condition. There are gratifying signs of a spirit of self-help. Some of the engineers have started small private enterprises; many of the young men are keen on vocational training and a beginning has been made with this; the teachers have organised schools or classes for the children; Captain Le Vernoy has been able to conclude contracts with some timber firms in Luxemburg which have given employment to a thousand lumbermen in the Black Forest; and although there is considerable reluctance to take work under the Germans, there is the desire to become self-supporting. These are the bright spots, but the general picture is sombre. There is insufficient employment with inevitable demoralisation; families have been broken up and there is great anxiety regarding the fate of relatives; material conditions are little, if any, above subsistence level and, above all, there is the uncertainty regarding the future. Most of the refugees wish to leave Germany or Austria, and many would like to leave Europe. Captain Le Vernoy has succeeded in obtaining the sanction of the French Government for the admission to France of a number of detached children and of a few adults. Otherwise, the work of re-settlement has hardly begun. The first step will be the registration and thorough survey of the refugees, with special reference to the matters which affect settlement — *e.g.*, education, qualifications, previous occupations, etc. A standard form has been approved and a sufficient supply of printed copies has just become available, so that the registration can now be put in hand. It will be carried out under the supervision of the staff, but the manual labour will be done by refugees themselves trained for the purpose. During the course of the registration, a thorough examination will be carried out of the question of status, since most of those claiming to be Nansen refugees are without documents and, although there is no doubt regarding the status of the majority, there will certainly be some false claims. This group of Nansen refugees displaced from their former countries of settled residence undoubtedly presents the most serious single problem, both as regards the protection of their political and legal rights and their future settlement.

There is a similar but much smaller problem in Italy. Previous to the war, there were about 500 Nansen refugees permanently resident in that country, most of whom were self-supporting. As a result of the war, some have lost their employment, and there is a good deal of distress. Following the surrender of Italy, there has been infiltration of several thousands of Russian displaced persons from other countries, mainly Yugoslavia and Czechoslovakia. These include perhaps 500 Nansen refugees. Some of them are in U.N.R.R.A. camps and are being cared for by that organisation, but there are some who are not being helped by U.N.R.R.A. and who are entirely without means of support. The Representative of the Intergovernmental Committee on Refugees in Italy (Colonel Tomlin) has been kind enough to watch the interests of the Nansen refugees on behalf of the High Commissioner, and during 1945 he distributed grants placed at his disposal from the Humanitarian Fund. Approximately £3,000 was spent during the year, and adjusted after its close, on the relief of some 80 families. A special grant was also made towards the education of children. Further contributions have been made during the past two months, but cannot be continued much longer for lack of funds.

An interesting development has been the grant of Italian citizenship to some 40 Nansen refugees and their families.

III. HUMANITARIAN FUND

Statement 2 attached shows the receipts and expenditure of the Humanitarian Fund during 1945, so far as they have been brought to account. They do not, however, represent the complete transactions of the year, since figures have not yet been received relating to (a) revenue from Nansen stamps in France for the fourth quarter of the year and (b) the final distribution during the year of grants to voluntary organisations. The adjustment of the grants made towards the relief of Nansen refugees in Italy, amounting approximately to £3,000, was not made until after the end of the year. These grants, therefore, do not appear in the statement. It will be seen that the receipts from Nansen stamps were greater than for some years, but collections in France were still below the normal, although they are tending to increase.

Statement 5 shows the amount standing to the credit of the Humanitarian Fund in the various accounts according to the latest advices. They amount to 180,685.85 Swiss francs, and 319,451.68 Norwegian Kroner. Taking the exchange value of the Kroner at approximately 20 to the pound sterling, the total of the Fund, as shown in the bank advice accounts, is approximately 460,000 Swiss francs. Allowing for the items not included in those accounts, it is probable that the actual amount at the disposal of the High Commissioner at the beginning of the year was about 400,000 Swiss francs. The whole of this is, however, not immediately available, since, although the release of the considerable sum in Den Norske Creditbank, Oslo, has been agreed to in principle, the whole will not become available for several months. Since the end of the year, a sum of 100,000 Norwegian Kroner has been released and remitted to the account of the Fund in London. The Treasurer of the League kindly gave advice regarding the best disposition of the Fund, a large part of which had, during the war, been held in the United States. Action has been taken on that advice and, since the end of the year, the accounts in New York, both of the Humanitarian and the Saar Funds, have been transferred to Geneva. With the release of the funds formerly blocked, it will be feasible to make distributions during the present year on a more generous scale than has lately been possible and, since the need for relief in several directions is urgent, this will be done. The amount to the credit of the Saar Account at the end of the year is shown as 70,349.90 Swiss francs. Of this, the sum of 400,000 French francs has been placed at the disposal of the Delegation in Paris in order to assist Saar refugees in meeting the expenses of their return to the Saar, and also in meeting urgent cases of distress. It is probable that further grants will be necessary for these purposes.

IV. REFUGEES COMING FROM GERMANY, AUSTRIA AND THE SUDETENLAND

In my last report, I gave an appreciation of the problem, as it then appeared, of refugees from Germany, Austria and the Sudetenland. At least 90% of those who are still unsettled are Jews, and I may bring last year's appreciation up to date by giving extracts from a memorandum which I recently submitted to the Joint Anglo-American Committee of Enquiry, before which I gave oral evidence.

"...Previous to the war, about 250,000 of this group had been permanently settled. During the war perhaps 100,000 more have been permanently established. In September 1939, there was a large number in various countries of temporary asylum, and there was a considerable number left in Germany and Austria. Some were able to escape during the war either to neutral countries or to countries which were not occupied by the Germans. Many, however, were caught in occupied countries, and it is certain that a large proportion of these were exterminated. Some thousands, however, were able to conceal themselves with the assistance of friendly nationals.

"Members of this category who have survived but are not yet permanently settled, in the sense that they have not acquired a new nationality, are composed of:

"(i) Two large groups, (a) in the United Kingdom, and (b) in Shanghai;

"(ii) Smaller groups in various countries of Europe and elsewhere.

"(i) (a) The group in the United Kingdom is between 45,000 and 60,000. Recently, the British Government has announced its policy in regard to naturalisation and it is hoped that many of them will be absorbed.

"(i) (b) The group in Shanghai was believed to be between 20,000 and 25,000. Recent reports suggest it may be less than 20,000.¹ Their circumstances are now under investigation by the representatives of U.N.R.R.A. and of the Intergovernmental Committee on Refugees. It is probable that the majority will wish to leave Shanghai for countries of permanent settlement.

"(ii) Approximate estimates in various European countries are as follows:

Belgium	6,000
France	20,000
Italy	4,000
Netherlands.	5,000
Spain and Portugal	1,000
Sweden.	5,000
Switzerland	15,000
Germany and Austria	20,000-30,000
(including those who never left)	

¹ Still more recent reports indicate that the number of German and Austrian refugees in Shanghai is less than 10,000.

“There are also a few thousands, say 10,000 at a maximum, scattered in other countries, European and elsewhere. The size of the remaining problem, including the large group in the United Kingdom, may therefore be put at something between 160,000 and 200,000. As will be mentioned presently, this total number tends to exaggerate the nature of the remaining problem.

“

“The normal methods of attempting a solution of any refugee problem are the following:

- “(a) Return to the country of origin or settled residence;
- “(b) Absorption in the country of temporary asylum;
- “(c) Individual emigration to other countries;
- “(d) Large-scale or group settlement.

“(a) *Return.* With regard to the first, I hold very strongly the view that the return should be voluntary and that forcible repatriation is not only contrary to humanitarian principles, but incapable of translation into practice on a considerable scale. Voluntary return can give a considerable contribution to a solution only if the internal conditions are favourable. There should be security of life and property, full rights of citizenship, opportunities for re-establishment and reasonable prospects of being able to lead a useful and happy life. Where these conditions are satisfied, return is to be encouraged, but not enforced.

“(b) *Absorption.* Absorption has played a large part in the solution of refugee problems in the past, and should prove an important factor in the future. Naturalisation is usually preceded by a period of residence which in some cases may be unduly prolonged.

“(c) *Individual emigration* or infiltration has been the most important means by which migration and refugee problems have been solved.

“(d) *Large-scale or group settlement.* This is very expensive, and normally the cost is prohibitive. Many Governments dislike it and, usually, it has been successful only in exceptional circumstances — *e.g.*, where the refugees belonged originally to the country of settlement (Greeks from the territory acquired by Turkey after the Greco-Turkish war and settled in Greece), or in the case of Palestine, for Jews, where religious, historical and ideological influences inspire the colonists and encourage large contributions of capital.

“The practical application of the above methods may be illustrated by the category of Jewish refugees coming from Germany, Austria and the Sudetenland.

“(a) *Return.* The question of return has arisen only with the defeat of Germany. The general position at present is that very few Jews are willing to return to Germany, but there are a few who are willing. As economic conditions improve and a sense of security is established, there may be more, especially if provision is made for restitution. Up to the present, there has been little inducement to Jews to return.

“There is much greater willingness to return to Austria in spite of prevailing conditions in that country. About 2,000 are said to be willing to return from the United Kingdom, much the same number from France and smaller numbers from the Western countries of Europe. Given favourable conditions, this movement should increase.

“(b) *Absorption in countries of temporary asylum.* The Governments of Australia and Canada have made declarations of policy which should result in the absorption of those German and Austrian refugees who were admitted on a temporary basis. The Government of the United Kingdom has recently declared its policy on naturalisation, which, though not exhaustive, should result in very considerable absorption. The countries of Western Europe have not declared their policies. Since the end of the war, they have shown a liberal attitude in allowing refugees to stay and in receiving back those previously resident there who were displaced by the war. One hopes that ultimately there will be considerable absorption. The prospects in Sweden are definitely good. Italy has offered rights of citizenship on a selective basis, but little advantage has been taken so far of this offer. Switzerland has always made it clear that she could not absorb those to whom she had given asylum. On the whole, absorption has been, and may still be, an important factor.

“(c) *Individual migration or infiltration with a view to, and prospects of, early citizenship.* This has made by far the largest contribution up to date towards the permanent establishment of about 350,000 individuals of this category, of whom at least 90% are

Jews. Many countries have contributed — the United States, the countries of South America, the British Empire and Colonies, various countries of Europe, etc. Even where, as in the case of Australia, the Government agreed to take a fixed number over a period of years, the process was by individual selection and establishment and not by group settlement.

“(d) *Large-scale or group settlement.* Palestine alone has made a contribution of any size. Many other schemes were examined before the war, but they were found to be either too expensive or impracticable for other reasons, or could not be put into operation because of the outbreak of hostilities.

“I stated above that the size of the remaining problem of this category might be put at something between 160,000 and 200,000. A large number of these, however, are in process of absorption; some at least of those still in Germany and Austria (20,000 to 30,000) will wish to stay there; the re-opening of emigration to the United States will be of great assistance since the quota for Germany and Austria is approximately 27,000; some will return to Austria and a few to Germany; facilities for the reunion of families will assist some, and it may be hoped that others who wish to go to Palestine will get certificates. There will remain difficult pockets in some places — *e.g.*, Switzerland and Shanghai — and a complete solution will take time, but a solution of the problem of this category is attainable and would be almost within sight if it stood alone.

“Some words of caution are, however, necessary before the experience of this category is applied to other Jewish categories. Migration from Germany began soon after 1933. It was intense after 1937. It has taken at least ten years to achieve the results secured. The persons were the victims of a persecution which shocked the conscience of the world, and which resulted in a very considerable response to appeals for asylum. Continuing persecution is not a well-marked feature of the prevailing situation. Moreover, hard as the facts are, it would be misleading not to recognise that, for various reasons, there are many countries which are reluctant to increase the Jewish element in their population, and that group settlement of Jews does not appear to be a practical proposition except in Palestine. Moreover, the reluctance of Governments is apt to increase in proportion to the size of the problem. The wishes of the individuals themselves are also a relevant factor.

“The problem of German and Austrian refugees may prove to be more tractable than that of other categories, because they were, and are still, less intent on a single destination — namely, Palestine — than some of the new groups. Many of those who wished to go there were able to satisfy their wishes while certificates were still obtainable. The information available goes to show that, among those belonging to this group and not yet permanently established, there are comparatively few who give Palestine as their first choice. A survey carried out by voluntary organisations in the United Kingdom gave the following results. About 75% wished to stay in the United Kingdom; of the remaining 25% about one-half elected for emigration to the United States or Canada and the remaining half, namely 12½%, for Palestine. A comprehensive survey carried out by the International Migration Service in Switzerland showed a surprisingly low proportion of German and Austrian refugees who gave Palestine as their first choice, but probably the lack of facilities had something to do with this, since there was a similar low proportion in regard to the United States of America. Of those now in the Western countries of Europe, the majority wish to stay there if they have the opportunity, with the United States as the second priority; of those who wish in any case to leave these countries, the United States is the first priority. The choice of Palestine depends on individual religious and ideological convictions. The majority of those now in Sweden wish to stay there, with the United States as the second priority. Of those in Switzerland, Portugal and Spain, the order of preference is probably: (i) the countries of Western Europe if they were there previously to the war, (ii) the United States, (iii) Palestine.

“The above is a broad generalisation subject to individual exceptions, and also dependent on facilities available.”

Although, as regards numbers, the residual problem of this particular category of refugees is not large, there has inevitably been great distress among those who, during the war, were in countries occupied by the Germans. As a rule, their survival was due only to the fact that they were able to remain in concealment. They lost their homes, their occupations and their property and so have been most adversely affected by the economic conditions which succeeded liberation. Although the Governments concerned have been sympathetic, employment has been difficult, and for those who were previously in business or trade, rehabilitation is a slow process. Very substantial assistance has been given by the Intergovernmental Committee on Refugees, which is carrying out programmes of relief in Belgium,

France, Italy, the Netherlands, Portugal and Spain. It is also assisting in the transportation of those who are able to obtain opportunities for settlement elsewhere. Until recently, the opportunities for emigration have been few, and the movement has been mainly in the form of return of refugees to countries of asylum in which they were resident before the war. Within the past few months, however, the Government of the United States of America has relaxed the restrictions which were enforced during the war and the pre-war quota is now operative. For persons whose countries of origin are Germany and Austria, this quota is in excess of 27,000 per annum and, although classes other than refugees are eligible, it is expected that many refugees will benefit. Towards the end of 1945, the Government of the United Kingdom declared its policy regarding naturalisation. While this will be on a selective basis and will, in particular, affect those who joined the military forces or otherwise assisted in the war effort or established industries in Great Britain, there is reason to hope that a considerable proportion of the large group now in the United Kingdom will gradually be absorbed. The Government of the United Kingdom has also granted special facilities to persons in Europe to join their near relatives in the United Kingdom. The Intergovernmental Committee on Refugees has commended this example to other Governments, and it is hoped that there will be a favourable response. As regards children, there have been more offers of asylum than the number of children available, and, on the whole, it may be said that the position in regard to them is very satisfactory.

The voluntary agencies have continued to do admirable work during a year that has placed a great strain on their financial resources, and also on the physical energies of the many workers.

V. GENERAL

It is desirable to explain the present position regarding the refugee problem in general. On the initiative of the Government of the United Kingdom, the question was raised in the First Session of the General Assembly of the United Nations. A long and interesting debate took place on various aspects, and a resolution was adopted by the General Assembly referring the problem to the Economic and Social Council with certain recommendations. The Economic and Social Council in turn considered the reference by the General Assembly and adopted a resolution, the substance of which is cited below:

“THE ECONOMIC AND SOCIAL COUNCIL,

“1. Considering that the General Assembly, on February 12th, 1946, adopted a resolution in the following terms:

“ ‘THE GENERAL ASSEMBLY,

“ ‘Recognising that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognising the necessity of clearly distinguishing between genuine refugees and displaced persons, on the one hand, and the war criminals, quislings, and traitors referred to in paragraph (d) below, on the other:

“ ‘(a) *Decides* to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the Agenda for the First Session of the Council and for report to the Second Part of the First Session of the General Assembly;

“ ‘(b) *Recommends* to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and

“ ‘(c) *Recommends* to the Economic and Social Council that it take into consideration in this matter the following principles:

“ ‘(i) This problem is international in scope and nature;

“ ‘(ii) No refugees or displaced persons who have finally and definitely, in complete freedom, and after receiving full knowledge of the facts including adequate information from the Governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognised or established as a result of the report

referred to in paragraphs (a) and (b) above, except in cases where the Government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;

“(iii) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above;

“(d) Considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings, and traitors, in conformity with present or future international arrangements or agreements;

“(e) Considers that Germans being transferred to Germany from other States or who fled to other States from Allied Troops do not fall under the action of this declaration in so far as their situation may be decided by Allied Forces of Occupation in Germany, in agreement with the Governments of the respective countries;”

“ESTABLISHES A COMMITTEE ON REFUGEES AND DISPLACED PERSONS.

“2. The function of the Committee shall be to carry out promptly a thorough examination in all its aspects of the problem of refugees and displaced persons of all categories, and to make a report thereon to the Council at its Second Session.

“3. In making this examination and in preparing its report, the Committee shall take into consideration the principles set forth in paragraphs (c), (d) and (e) of the resolution of the General Assembly cited above. It shall take into account the verbatim records with regard to refugees of the Third Committee of the General Assembly. It shall further take into account the unanimous expression in the Report of the Third Committee of the General Assembly of its sympathy with the Spanish Republican refugees, and its strong view that the Economic and Social Council should examine their case with particular care and attention.”

It will be seen that a special Committee of Enquiry has been set up which is to carry out a thorough examination in all its aspects of the problem of refugees and displaced persons. The Special Committee is to report to the Economic and Social Council, which in turn is to report to the Second Part of the First Session of the General Assembly, which, as at present arranged, will be convened on September 3rd, 1946. Decisions on policy are therefore not likely to be reached until some time in September and, assuming that an international body is established or recognised as responsible for refugees and displaced persons, it is unlikely to commence operations much before the end of the year.

The Special Committee consists of twenty Governments and, as Director of the Intergovernmental Committee on Refugees, I have been invited to attend its sessions in a consultative capacity.

During the debates in the General Assembly, the Nansen refugees were mentioned on several occasions, and there is no reason to suppose that they, and also the category of refugees from Germany, Austria and the Sudetenland, will not be included within the mandate of the international body that may be recognised or established. It will be my duty, as High Commissioner, to see that the interests of these groups are fully represented before the Special Committee. It may be expected that, through the new refugee organisation, the continuity of international protection of refugees which was the creation of the League of Nations will be preserved. This, indeed, should be among the most important functions of any international authority and the principle is so well established that its acceptance may be assumed. During the transitional period before the international body assumes charge, the group of German and Austrian refugees will continue within the mandate of the Intergovernmental Committee, and their interests are therefore safeguarded. There is no corresponding provision for the Nansen refugees, and for this reason it has been suggested that, if feasible, the functions of the High Commissioner should continue, within the sanctioned budget allotment for 1946, until the end of 1946, or until such earlier date as the new international body may assume responsibility.

VI. ADMINISTRATIVE ACCOUNT

A summary of my Administrative Account for the year 1945 is given in statement 1 attached. My original allotment was 115,700 Swiss francs, but when, after the liberation of France and Belgium, it became possible to resume activities in those countries, I applied for a supplementary grant of 67,000 Swiss francs, which was approved by the Supervisory Commission. My total budget allotment was thus 182,700 Swiss francs. My expenditure was equivalent to approximately 169,000 Swiss francs, leaving a saving of 13,700 Swiss francs.

VII. CONCLUSION

I wish again to record my high appreciation of the work done during the year by the officers and staff. Dr. Kullmann, Deputy High Commissioner, has an international reputation in all matters relating to refugee questions, and I hope that advantage will be taken of his services in any new arrangements that may result from the examination of the general problem which is about to take place. The Delegation in France has had a great deal of work to do in restoring normal procedure and activities, and it has done it well. Captain Le Vernoy, the Representative in Germany and Austria, has shown great energy and administrative ability in dealing with the problem of Nansen refugees in those countries. I wish to thank my personal assistant, Miss Shapland, for her excellent work.

(Signed) H. W. EMERSON.

1. STATEMENT OF RECEIPTS AND EXPENDITURE FOR THE YEAR 1945
Administrative Account.

	<i>Receipts.</i>			<i>Expenditure.</i>		
	Swiss francs	£	s. d.	Swiss francs	£	s. d.
<i>Receipts:</i>						
Balance on January 1st, 1945		123	2 11			
Remittances from Geneva {						
1— to Headquarters			6,500 0 0			
2— to Paris	51,024.30					
3— to Brussels	3,488.—					
Sale of stamps {						
1— France	13,328.90					
2— Belgium	265.95					
<i>Expenditure:</i>						
<i>Headquarters:</i>						
High Commissioner's salary				2,262	0	0
Head Office salaries				3,304	16	8
Rent, cleaning, heating, lighting				309	15	9
Travelling expenses				60	18	4
Office equipment				125	8	10
Petty cash				37	0	0
Telephone, telegraph, stamps, etc.				59	7	11
Banking expenses					16	0
<i>Representatives:</i>						
Western Zones of Germany and Austria				380	0	0
Greece (balance due for 1940/41)				70	8	8
France	51,828.20					
Belgium	2,413.35					
Total expenditure				54,241.55	6,610	12 2
<i>Balances on January 1st, 1946:</i>						
Headquarters					12	10 9
France	12,525.—					
Belgium	1,340.60					
	<u>68,107.15</u>	<u>6,623</u>	<u>2 11</u>	<u>68,107.15</u>	<u>6,623</u>	<u>2 11</u>

2. Humanitarian Fund — RECEIPTS AND EXPENDITURE DURING THE YEAR 1945

<i>Receipts.</i>		<i>Expenditure.</i>	
Income from Nansen stamps:	Swiss francs	<i>Grants :</i> Swiss francs	
Sold in Geneva	11,200.—	To Nansen refugees other than in France	7,465.07
„ „ United Kingdom	2,070.18	Allocations to organisations in France	40,814.10
„ „ France	34,152.60 ¹	Banking charges (including printing of Nansen stamps)	822.33
	<hr style="width: 100%;"/>	Refund Civil documents	26.02
Civil documents	8.66	„ Cables	8.67
Cables	160.69		
Denationalisation certificates	351.53		
	<hr style="width: 100%;"/>		
	47,422.78		
	520.88		
	<hr style="width: 100%;"/>		
Total	<u>47,943.66</u>	Total	<u>49,136.19</u>

¹ Statement for fourth quarter of 1945 not yet in hand.

3. Humanitarian Fund — STATEMENT OF RECEIPTS FROM SALE OF NANSEN STAMPS, 1945

Date	Country	Swiss francs
January 16th	United Kingdom (for Sweden)	1,980.65
February 1st	„ „ (for Ireland)	48.57
March 26th	Switzerland	5,600.—
March 27th	United Kingdom (for India)	7.15
May 24th	„ „ „ „	4.54
October 1st	„ „ „ „	29.27
December 3rd	Switzerland	5,600.—
Second and third quarters ¹	France	34,152.60
	Total	<u>47,422.78</u>

¹ Statement of sale for fourth quarter of 1945 not yet in hand.

4. Humanitarian Fund — STATEMENT OF GRANTS FOR 1945 ¹

Date	Country	Russian Swiss francs	Armenian Swiss francs	Sundry Swiss francs	Total Swiss francs
1945					
April 27th	Turkey	1,430.07			1,430.07
May 31st	Switzerland	1,650.—	500.—		2,150.—
July 24th	Cyprus	1,735.—			1,735.—
December 4th	Switzerland	1,650.—	500.—		2,150.—
Second and third quarters ²	France	23,645.10	16,575.—	1,594.—	40,814.10
		<hr style="width: 100%;"/>	<hr style="width: 100%;"/>	<hr style="width: 100%;"/>	<hr style="width: 100%;"/>
		30,110.17	15,575.—	1,594.—	48,279.17

¹ Grants made for relief in Italy are not included.

² Statement of grants for fourth quarter of 1945 not yet in hand.

5. Humanitarian Fund — BANK BALANCES

	Swiss francs
Lloyds & National Provincial Foreign Bank Ltd., London £196 3s. 8d.	3,395.55
Lloyds & National Provincial Foreign Bank Ltd., London — Gold bar	60,917.30
Lloyds & National Provincial Foreign Bank Ltd., Geneva	4,861.90
Lloyds & National Provincial Foreign Bank Ltd., Geneva (<i>compte bloqué francs belges</i>)	126.35
Lloyds & National Provincial Foreign Bank Ltd., Geneva (<i>compte bloqué dollars</i>)	947.50
Bank of London & South America, New York:	
Humanitarian Account ¹	40,087.35
Saar Account ²	70,349.90
	<hr style="width: 100%;"/>
Total: Swiss francs	180,685.85
Den Norske Creditbank, Oslo ³	Kr. 319,451.68

¹ The balance of 40,087.35 Swiss francs has since been remitted to Geneva.

² Of the balance of 70,349.90 Swiss francs in the Saar Account, a sum of 400,000 French francs has been placed at the disposal of the High Commissioner's representative in Paris, with Lloyds & National Provincial Foreign Bank Ltd., Paris Branch, and the remainder remitted to Geneva.

³ Of the balance of Kr. 319,451.68, a sum of Kr. 100,000 was remitted to the High Commissioner's Humanitarian Fund, in London, in February 1946.

