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Geneva, August 30th, 1930.

LEAGUE OF NATIONS

RUSSIAN, ARMENIAN, ASSYRIAN,  
ASSYRO-CHALDEAN AND TURKISH REFUGEES.

REPORT BY THE SECRETARY-GENERAL  
ON THE FUTURE ORGANISATION OF REFUGEE WORK.

[*Translation.*]

INTRODUCTION.

THE ASSEMBLY'S DECISION.

In the course of the tenth ordinary session of the Assembly, the Sixth Committee again dealt with the question of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish refugees. The Committee considered it necessary to continue international work for these refugees for a certain time. It clearly expressed the opinion, however, that the refugees' organisation should be wound up as soon as possible, the maximum period contemplated being ten years.

The Sixth Committee then considered what form of administration would lead most surely to this result. The points which chiefly engaged its attention were:

- (1) To find a means of winding up the work in the most practical and rapid manner, with due regard to the interests of the refugees;
- (2) To relieve Dr. Nansen to some extent of the enormous burden placed upon him.

The Committee considered two solutions which had been submitted to it. The first emanated from the Advisory Commission for Refugees, and provided for the incorporation of the Refugees Service in the Secretariat as a temporary department. The other, which was preferred by the Supervisory Commission, involved the creation of an independent autonomous organisation.

The Fourth Committee, on being consulted, considered that both solutions raised administrative and financial questions, most of which called for exhaustive enquiries that could not be undertaken and completed during the Assembly, and it chose a provisional solution.

As a result of its proposal, which was adopted by the Assembly, the Central Service for Refugees was placed for a period of one year, and as an experiment, under the administrative authority of the Secretary-General, who was requested to report to the next Assembly on the results of the experience thus obtained and to make proposals for the administration of the Refugees Organisation during the whole period in which it is being wound up.

It is in fulfilment of these instructions that the Secretariat has the honour to submit the present report to the Assembly.

## CATEGORIES AND NUMBER OF REFUGEES.

The object of the League of Nations in its work for the refugees is to take certain measures for protecting, placing and assisting persons who have lost their nationality as a result of the war or of events directly connected with the war. At the beginning, the League concerned itself only with Russian refugees; later on the work was extended to other classes of refugees.

The categories of persons at present coming within the purview of the Organisation were defined by inter-governmental conferences convened by the League High Commissioner for Refugees and the definitions thus agreed upon were adopted by the Council and the Assembly. They are as follows:

### 1. *Arrangement of May 12th, 1926:*

*Russian Refugees.* — Any person of Russian origin who does not enjoy, or who no longer enjoys, the protection of the Government of the Union of Soviet Socialist Republics and who has not acquired another nationality.

*Armenian Refugees.* — Any person of Armenian origin, formerly a subject of the Ottoman Empire, who does not enjoy, or who no longer enjoys, the protection of the Government of the Turkish Republic and who has not acquired another nationality.

### 2. *Arrangement of June 30th, 1928:*

*Assyrian, Assyro-Chaldean and Assimilated Refugees.* — Any person of Assyrian or Assyro-Chaldean origin, and also, by assimilation, any person of Syrian or Kurdish origin, who does not enjoy, or who no longer enjoys, the protection of the State to which he previously belonged and who has not acquired, or does not possess, another nationality.

*Turkish Refugees.* — Any person of Turkish origin, previously a subject of the Ottoman Empire, who, under the terms of the Protocol of Lausanne of July 24th, 1923, does not enjoy, or no longer enjoys, the protection of the Turkish Republic and who has not acquired another nationality.

The present number and geographical distribution of the refugees will be found in the tables annexed to the present report (Annex 1).

## ADMINISTRATIVE ORGANISATION.

On January 1st, 1930, from which date the Secretary-General has had the administrative responsibility for the refugee organisation, the administrative machinery dealing with the refugees question was composed as follows:

1. *The League of Nations High Commissioner for Refugees.* — This post was occupied by Dr. Nansen from the outset. On September 23rd, 1929, Dr. Nansen informed the Council that, in view of the difficulty of continuing the task which he had undertaken, he intended to appoint, on his own responsibility, Mr. Lodge to assist him in his work. At its meeting on September 25th, 1929, the Council noted Dr. Nansen's communication.

2. *The Inter-Governmental Advisory Commission for Refugees.* — Established by the Council, on the Assembly's proposal, on December 14th, 1928, and composed of representatives of Germany, Bulgaria, China, Estonia, France, Great Britain, Greece, Italy, Latvia, Poland, Roumania, Czechoslovakia and Yugoslavia. This Commission's first duty was to present to the Assembly in 1929 a general report on the reorganisation of refugee work. It carried out this task at its session in May 1929. The Commission must also advise the High Commissioner on the current administration of refugee work.

3. *The Central Service for Refugee Organisations.* — This Service is composed of a temporary staff consisting of a Chief of Section, two "B" Members of Section and five lower officials.

The 1930 budget provided 151,550 francs for the expenditure of the Central Service as a contribution from the League, and 14,375 francs as accessory receipts from certain fees, making a total of 165,925 francs.

4. *The High Commissioner's Delegates.* — Appointed in the following countries: Germany, South America, Austria, Belgium, Bulgaria, China, France, Greece, Poland (with Baltic States), Syria, Czechoslovakia, Turkey (Stamboul), Yugoslavia. For the maintenance of these delegations, the 1930 budget provides 182,250 francs, to which must be added subsidies from certain Governments amounting to 48,749 francs (Austria, 7,200; Poland, 2,800; Germany, 18,577<sup>1</sup>; Bulgaria, 15,132; Syria, 5,040) and accessory receipts of 27,260 francs from certain fees, a total of 258,259 francs.

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<sup>1</sup>The German Government has not paid in this subsidy.

5. *The Advisory Committee of Private Organisations for Refugees.* — This Committee, created by the High Commissioner, is composed of representatives of certain important organisations of Russian and Armenian refugees and certain benevolent associations which have supplied the High Commissioner with funds for the settlement of refugees. This Committee is purely advisory. It has several auxiliary organs including a *Financial Sub-Committee*, which advises on the administration of the High Commissioner's funds other than those provided by the budget voted by the Assembly, and the *Armenian Committee* which deals with settlement of Armenian refugees in Syria.

In view of the nature of the instructions given him and the provisional character of the solution adopted by the last Assembly, the Secretary-General did not think it advisable to undertake any reorganisation of this administrative machinery. Accordingly he merely took over *en bloc*, for the year 1930, the staff of the central service formerly attached to the International Labour Office, and confirmed in their functions for the same period the external delegates accredited to the various Governments by the High Commissioner for Refugees.

## PRESENT ACTIVITY AND FUTURE POSSIBILITIES.

The work of the refugees organisation may be divided into two main categories:

- A. Questions concerning the status of refugees;
- B. Relief work.

### A. QUESTIONS CONCERNING THE STATUS OF REFUGEES.

#### *Inter-Governmental Arrangements.*

In 1929, the Advisory Commission for Refugees clearly indicated that the characteristic and essential feature of the problem was that persons classed as "refugees" have no regular nationality and are therefore deprived of the normal protection accorded to the regular citizens of a State.

A final solution of the refugees problem can accordingly only be furnished by naturalisation in the countries in which the refugees reside, or by restoring their original nationality to them. As neither of these alternatives is possible at the moment, it has been necessary to institute a provisional system of protection which is embodied in the Inter-Governmental Arrangements of 1922, 1924, 1926 and 1928.

It will no doubt be useful to summarise the principal provisions of these Arrangements

1. *The Arrangement of July 5th, 1922*, deals with the issue of identity certificates to Russian refugees. These "Nansen passports" are issued by the competent national authorities in each country. It is thus an Arrangement between Governments intended to ensure certain action on the part of the authorities of these Governments for the benefit of the refugees. This Arrangement is applied at the present time by fifty-one States and is thus practically universal. In some countries, the passports are issued on the recommendation of the High Commissioner.

2. *The Arrangement of May 31st, 1924*, extends the provisions of the Arrangement of July 5th, 1922, to Armenian refugees. Up to the present, thirty-eight Governments have signed it.

3. *The Arrangement of May 12th, 1926*, contains, in the first place, an exact definition of the terms "Russian refugee" and "Armenian refugee". It recommends certain improvements (return visas, amount of national fees to be collected, total exemption in some cases from these fees) in the certificates established in accordance with the two previous Arrangements. It also provides for an annual fee of five gold francs, payable by all refugees who are not destitute; the sums thus collected go to the revolving fund created by the High Commissioner for the settlement of refugees. These "Nansen stamps" are issued by the High Commissioner and cancelled by the national authorities in each country when the identity certificates are issued.

It will thus be seen that the execution of this Arrangement is also entrusted in the first place to the national authorities in each country. The Arrangement, however, contains certain recommendations for co-operation between the national authorities and the International Labour Office (to which the Refugees Section at that time belonged) and its delegations. The Governments are requested to give favourable consideration to these recommendations, which may deal with special facilities for the conveyance of refugees from one country to another and the issue of identity certificates free of charge or at reduced rates. This Arrangement is at present applied by twenty-two countries. Several of these countries, however, have not accepted the system of "Nansen stamps" but have consented to make definite contributions for the evacuation of the refugees. A few countries ask the High Commissioner's delegate to assist them in issuing the Nansen stamps.

4. *The Arrangement of June 30th, 1928, regarding the Extension to Other Categories of Refugees of Certain Measures taken for the Benefit of Russian and Armenian Refugees* contains definitions of "Assyrian, Assyro-Chaldean and Turkish refugees", and, as the title indicates, provides for the extension to the above-mentioned categories of the provisions of the Arrangements of 1922, 1924 and 1926. The total number of adhesions to this Arrangement is at present twelve.



5. *The Arrangement of June 30th, 1928, regarding the Legal Status of Russian and Armenian Refugees* aims at giving a stable legal status to the refugees concerned.

Point 1 recommends that the High Commissioner for Refugees should provide for the following services by the appointment of representatives, in so far as these services are not reserved to the national authorities:

- (a) To certify the identity of the refugees;
- (b) To certify their civil status;
- (c) To attest the regularity and legality of documents issued in their country of origin;
- (d) To legalise the signatures of the refugees and of documents drawn up in their own language;
- (e) To attest, *vis-à-vis* the authorities of the various countries, the character and good conduct of the refugees, their previous records of service and their professional and academic qualifications;
- (f) To recommend the refugees to the competent authorities, particularly for obtaining visas, *permis de séjour*, admission to schools and to libraries.

Small fees may be charged for rendering these services.

Points 2 to 9 of the Arrangement contain recommendations to the national authorities on the following matters:

2. Definition of the personal status of refugees.
3. Enjoyment of certain rights usually granted to foreigners subject to reciprocity.
4. Benefit of free legal assistance.
5. Recommendation that restrictive regulations concerning foreign labour be not rigorously applied to the refugees.
6. Relaxation of expulsion measures.
7. Taxation equality with nationals.
8. Facilities for obtaining and prolonging passports and visas and for freedom of movement.
9. Validity of identity certificates for return into the country which has issued them.

The total number of adhesions is nine.

The High Commissioner's delegates exercise (entirely or in part) the functions mentioned in point 1 of the Arrangement in six countries (Germany, Austria, Bulgaria, Estonia, Switzerland and Yugoslavia).

6. *The Agreement of June 30th, 1928, concerning the Functions of the Representatives of the High Commissioner for Refugees* embodies in an international instrument the recommendations contained in point 1 of the Arrangement of June 30th, 1928. It has been ratified by France and Belgium.

All these Arrangements were the result of intergovernmental conferences convened by the High Commissioner for Refugees. This international action has thus been promoted inspired and guided by the League of Nations.

#### *Execution of the Inter-Governmental Arrangements as shown by the replies of Governments.*

We have seen that the practical application of the Inter-Governmental Arrangements is primarily in the hands of the authorities of the countries where the refugees reside. The Governments may, however, in certain matters, ask for the assistance of the delegates of the League High Commissioner.

In order to give the Assembly a full and accurate account of the present working of this system and its future possibilities and a comprehensive view of the present position of the refugees problem, the Secretary-General thought it desirable to enter into direct communication with the Governments concerned. With this object he addressed a circular letter to them on May 12th, 1930, the text of which is reproduced in Annex 2. The Governments' replies are contained in Annex 3.

As regards the legal protection of refugees these replies may be summarised as follows:

*Germany.* — The Inter-Governmental Arrangements are being applied in accordance with the legislative and administrative provisions of the country. The High Commissioner's delegate is co-operating in accordance with point 1 of the 1928 Arrangement. As regards the future, however, the question might be considered whether the present duties of the High Commissioner's delegate should not be transferred to an internal authority of the country.

*Austria.* — The Inter-Governmental Arrangements are applied subject to certain reservations, and the High Commissioner's delegate is co-operating in their Execution, particularly as regards Article 12 of the 1926 Arrangement and point 1 of the 1928 Arrangement.

This position gives entire satisfaction to the Austrian Government, which considers that the maintenance in Austria for this purpose of the High Commissioner's delegate is highly desirable.

*Belgium.* — The international arrangements are usually applied by the national authorities. The duty of the High Commissioner's delegate is:

- (a) In the case of Russian refugees, to legalise or visa documents issued by the Russian Refugees Office established at Brussels;

(b) In the case of Armenian, Turkish, Assyrian, Assyro-Chaldean and assimilated refugees, to discharge the duties mentioned in point 1 of the Arrangement of June 30th, 1928.

In future, the execution of the Arrangements might be provided for in the same way as at present, although the High Commissioner's delegate has not yet been in office long enough for the Government to be in a position to give a definite opinion as to the necessity of maintaining the delegate.

*Bulgaria.* — The Inter-Governmental Arrangements are being applied with the assistance of the High Commissioner's delegate, who discharges the duties mentioned in point 1 of the 1928 Arrangement. The Bulgarian Government does not see any reason why the present system should be changed or why it should lose the assistance in future of the High Commissioner's delegate.

*Estonia.* — The Inter-Governmental Arrangements are being applied, subject to certain reservations. The High Commissioner's delegate discharges the duties mentioned in the 1928 Arrangement (point 1). In future, the Arrangements will continue to be executed under the same conditions as hitherto.

*France.* — The national authorities and the High Commissioner's representative co-operate in applying the Inter-Governmental Arrangements. The High Commissioner's representative is responsible, in particular, for the issue of "Nansen stamps" and carries out the duties mentioned in the Arrangement of 1928. The assistance of the High Commissioner's representative is essential.

*Greece.* — The Inter-Governmental Arrangements are applied exclusively by the national authorities. The maintenance of a High Commissioner's delegate does not therefore seem to be essential in this country.

*Latvia.* — The Inter-Governmental Arrangements are applied by the competent authorities without the assistance of the High Commissioner's delegate.

*Poland.* — The Inter-Governmental Arrangements are applied by the administrative authorities of the country without the assistance of the High Commissioner's delegate.

*Czechoslovakia.* — The Inter-Governmental Arrangements are being applied by the national authorities in accordance with the laws of the country without the assistance of the High Commissioner's delegate.

*Yugoslavia.* — The Inter-Governmental Arrangements are applied in the main by the Government authorities and institutions. The duties of the High Commissioner's delegate are:

(a) In respect of Russian refugees, to discharge the duties mentioned in point 1 of the 1928 Arrangement, subject to certain restrictions and in conjunction with the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia;

(b) In respect of Armenian refugees to discharge all the duties mentioned in point 1 of the 1928 Arrangement.

As regards the future, the Government authorities and the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia are able, in most cases, to meet the refugees' needs in matters affecting their legal status, and the High Commissioner's delegate merely supplements this work.

#### *The Future.*

Thanks to the action of the League and Dr. Nansen's work, some hundreds of thousands of men have recovered the use and enjoy the protection of their civil rights. In accordance with a common plan, laid down in international agreements, most States have, in the exercise of their sovereign rights, granted a legal status to the refugees. It is natural that, so long as this exceptional position exists, the League of Nations should not abandon its work, but should continue to be a moral support and refuge for these persons, pursuing and regularising the application of the agreements, with the help of the Advisory Commission, and arranging if necessary, for their revision. This function of the League of Nations is to a great extent political, in that it implies relations maintained in its name with the Governments and their competent departments for the purpose of applying international agreements initiated by the League. It would therefore appear to be unnecessary to contemplate any modification of this aspect of the question.

Apart from the general supervision of the problem of the legal protection of the refugees, there is also, however, the question of the day-to-day application of the Arrangements in particular cases. Several Governments thought that the League of Nations should be associated with the administration of these international agreements in their countries. The system created by the agreements presupposes the intervention of the High Commissioner's delegate as regards the duties stipulated in the Agreement of June 30th, 1928, and in point 1 of the Arrangement of the same date. These countries are:

For the Agreement of 1928: Belgium and France.

For the Arrangement of 1928: Germany, Austria, Bulgaria, Estonia, Switzerland and Yugoslavia.

It should be noted that, as regards France, the application of the Agreement of June 30th, 1928, is greatly facilitated by the work of the Russian Refugees Offices. The documents required by the refugees are drawn up by these offices, and the High Commissioner's delegate merely checks and visas them in order to legalise them as required by French law. But the delegate cannot interfere in the working of the Refugees Offices; he cannot issue documents in their stead

nor legalise any other documents than those coming from them. It is thus a matter simply of legalisation by an external authority. The position is more or less the same in Belgium and Yugoslavia.

The Governments of Austria, Bulgaria, Estonia and France have stated that they consider it essential to maintain delegates in their countries for the execution of the instruments in question. Belgium has not yet given a definite opinion. Germany has stated that the transfer of the delegate's duties to a national authority might be considered.

The Governments of Greece, Latvia, Poland, Czechoslovakia and Yugoslavia have expressly stated that, in the application of the international agreements, some of them have already dispensed with the services of the High Commissioner's delegate and others considered these services to be unnecessary.

As a result of the Governments' replies, it is therefore evident that the day-to-day execution of the Arrangements would not necessitate maintaining special delegates except in a small number of countries (Austria, Bulgaria, Estonia, France, and perhaps Belgium). Could not the delegation for carrying out these Arrangements be entrusted, as is already the case in some countries, to an official of the country? This official would make periodical reports on his work. It would furthermore be desirable that the maintenance of these delegates should be considered as a temporary measure.

## B. RELIEF WORK.

If the organisation of the Refugees Section was solely intended to provide for the legal protection of the refugees — which is undoubtedly its essential purpose — the solution of the problem would be easy. We must now examine the other part of its task — that is to say, refugee relief — and consider how and to what extent this relief work, as illustrated by the measures that have been taken, can be continued and how it should influence the solution of the problem.

This work may be divided into two categories:

- I. Finding of employment for refugees;
- II. Relief to unemployed.

### I. *Finding of Employment for Refugees.*

The relief work of the Refugees Section, carried on thanks to the untiring generosity of Dr. Nansen, was mainly directed to settling the refugees. For these persons, who were grouped together in certain countries to which the accidents of their tragic fate had first led them, employment could only be found by moving them elsewhere. From 1922 to 1928, according to the High Commissioner's statistics, the total number of refugees whose settlement was assisted by the High Commission amounted to 98,558. Even now, however, the groups of refugees formed at the very beginning continue to exist. The question arises as to whether these should still be regarded as temporary, and capable of being dissolved or reduced through emigration schemes, or whether we are obliged to regard them as in fact permanent. This question can only be solved by a study of economic circumstances and financial resources.

Now that most countries are seriously affected by unemployment, do economic circumstances allow us to contemplate the introduction into those countries of considerable numbers of foreign workers? Recently, such measures have been possible hardly anywhere save in France and in Syria. This is a question on which the replies of the Governments will throw some light.

What are the financial resources available? In order to meet its requirements, the Refugees Section has had at its disposal: (a) credits voted in the budget of the League of Nations and intended solely to meet administrative expenditure; (b) contributions from national or international associations and private persons, grants from certain Governments, and sums derived from the sale of "Nansen stamps".

Some of these contributions have been given in the form of loans not bearing interest, repayable wholly or in part. Of the donations, some have been given on the condition that the donors should be consulted with regard to the final use of sums that might eventually be available.

Let us now consider:

- (a) What work is at present being done?
- (b) What financial resources are, or will be, available?
- (c) What are the views of the Governments chiefly concerned?
- (d) What are the prospects for the future?

#### (a) *Work at present being carried on.*

1. *Work in Syria.* — The settlement of Armenian refugees in Syria may be regarded as a separate undertaking. Up to the present, nearly 12,000 refugees in all have been settled. During the year 1929, the result of the settlement work was as follows:

Urban settlements . . . . .	3,330
Agricultural colonies . . . . .	963
	4,293
Total	4,293



Genève, 30 octobre 1930.

SOCIÉTÉ DES NATIONS

RÉFUGIÉS RUSSES, ARMÉNIENS  
ASSYRIENS, ASSYRO-CHALDÉENS ET TURCS

**Rapport du Secrétaire général sur l'organisation  
future de l'œuvre des réfugiés.**

**ERRATA**

*TEXTE FRANÇAIS*

Page 7 — Note au bas de la page.

*Pays de provenance.*

Allemagne . . . . .	155	(au lieu de 115).
Autriche et Hongrie . . . . .	117	(au lieu de 157).
Estonie. . . . .	531	(au lieu de 331).

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LEAGUE OF NATIONS.

RUSSIAN, ARMENIAN, ASSYRIAN  
ASSYRO-CHALDEAN AND TURKISH REFUGEES.

**Report by the Secretary-General  
on the Future Organisation of the Refugee Work.**

**ERRATUM.**

*ENGLISH TEXT*

Page 7 — Footnote.

*Country left.*

Estonia. . . . .	531	(instead of 331).
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The subsidiary bodies assisting the High Commissioner in this settlement work have been:

- (i) The Armenian Committee set up in November 1926, including representatives of the mandatory Power, the Armenian refugee organisations, the International Red Cross and other private international and national organisations interested in the fate of the Armenian refugees;
- (ii) A committee for finding employment for refugees at Beirut, consisting of representatives of the High Commissioner of the mandatory Power, the local authorities, the High Commissioner for Refugees and the International Labour Office;
- (iii) Sub-committees of the Beirut Committee at Aleppo and at Alexandretta.

The funds necessary for this settlement work are derived from grants made by the French Government and the Government of the Lebanon, and from donations from certain associations and private persons. On December 31st last, the donations received amounted to £32,030. Since then the French Government has paid in a sum of 3,000,000 French francs. At the end of 1929, the funds received by M. Burnier, the High Commissioner's delegate in Syria, had reached a total of £28,569; the accounts which have reached Geneva showed that, out of that amount, £26,257 had been spent. This last sum was divided up as follows:

	£
Agricultural settlements . . . . .	16,758
Urban settlements. . . . .	8,207 <sup>1</sup>
Administrative expenses . . . . .	1,298

Is it possible to consider this work as completed? Or should it be continued, and if so for how long? The mandatory Power has promised to submit certain suggestions on this point, and when these suggestions are received, the Assembly will perhaps be able to decide as to the best solution of this problem.

2. *Other Work.* — According to the figures supplied by the Refugees Section, 6,339 refugees were moved from one country to another during the year 1929.<sup>1</sup> The work consisted of (a) finding employment for refugees on the basis of industrial or agricultural contracts, (b) settlement of Russian métayers in France, and (c) finding various kinds of employment.

To understand the rôle of the High Commissioner, certain explanations are necessary:

(a) The employment obtained on the basis of industrial or agricultural contracts was mostly with certain French industrial establishments. In 1929, 1,580 refugees coming from Bulgaria, Yugoslavia, Estonia and Czechoslovakia were engaged for these firms. This work has been carried on in such a manner that the firms desiring to recruit labour among refugees have applied to the High Commissioner, forwarding to him funds representing the cost of transport and the expenditure required for a given number of refugees. The High Commissioner transmitted these funds to his delegates, who engaged the workers and arranged for their conveyance in groups. Advances to refugees have also been made out of the "Nansen Stamps" Fund.

(b) There has been a certain amount of recruiting of agricultural métayers (52) for France under similar conditions. The advances necessary for these métayers were, however, made to them in certain cases by the Crédit Agricole de France, under the guarantee of the High Commissioner.

(c) Furthermore, refugees who have themselves found work in another country or who are in a position to take the risk of obtaining work, have been assisted by the High Commissioner in various ways to leave the country in which they were residing. In most cases, he advanced them the cost of their journey. He also approached the competent authorities on their behalf in regard to the issue of passports and visas, reduced fares and passage-money, etc.

These activities show that over and above the moral support given by the Section and the representations it makes on their behalf, the financial assistance furnished by it to the refugees chiefly takes the form of advances. These are made out of a fund chiefly derived from the sale of "Nansen stamps". Refugees are obliged to sign an undertaking for repayment by instalments during a longer or shorter period. In most cases, the High Commissioner obtains additional guarantees from third persons who are financially solvent. Advances are increased by 10 per cent,

<sup>1</sup> The geographical distribution of the persons moved was as follows:

Country of destination	Country left	
France (including French possessions in North Africa) . . . . .	Germany . . . . .	155
Other European countries . . . . .	Austria and Hungary . . . . .	117
North America . . . . .	Belgium . . . . .	2
South America . . . . .	Bulgaria . . . . .	2,094
Africa, Asia and Australia . . . . .	China . . . . .	349
	Estonia . . . . .	331
	France . . . . .	32
	Greece . . . . .	974
	Lithuania . . . . .	2
	Poland . . . . .	187
	Roumania . . . . .	1
	Czechoslovakia . . . . .	138
	Turkey (Stamboul) . . . . .	881
	Yugoslavia . . . . .	824
		6,287
	Add the métayers in France . . . . .	52
		6,339

which goes to an " emergency " fund intended to meet certain administrative expenses not covered by the contribution from the League budget.

" Nansen stamps " are sold in all countries which have accepted the clause on this matter in the 1926 Arrangement. The German Government does not use the Nansen stamp in Germany, but has stated that it is prepared to make advances to Russian refugees evacuated from Germany up to an amount not exceeding 100,000 marks. The Czechoslovak Government is also prepared to grant advances to Russian refugees transferred from its territory up to an amount not exceeding £37,500.

Up to December 31st, 1929, the High Commissioner had granted advances to 2,099 refugees amounting (with the additions) to a sum of 525,897.35 Swiss francs, and during the period from January 1st to July 31st, 1930, to 673 refugees, amounting to a total of 102,979.10 Swiss francs. He has also contributed a sum of 30,592.50 francs for the evacuation of Russian refugees from Stamboul.<sup>1</sup>

(b) *Financial resources.*

1. *Work in Syria.* — We have seen above that the donations received by the High Commissioner for the settlement of Armenian refugees in Syria are almost exhausted. The Section has therefore at present only the grant recently allowed them by the French Government, which amounts to 3 million French francs.

2. *Other Work for placing Refugees.* — The funds which are or will be available for this work are the following:

(a) *Recoverable Advances.* — The High Commissioner's " Nansen stamp " accounts show, under the date of July 31st, 1930, as a recoverable advance, and therefore as a realisable asset, a sum of 402,824 francs, which is owed by several thousand persons scattered over all countries in the world.<sup>2</sup> Should this amount be regarded as an asset which can in practice be realised and counted upon for continuing or developing refugee work? It is impossible to predict the amounts which may be repaid in future. In some cases the Refugees Section has no accurate information as to the present position, or even the addresses, of the persons owing the money. Furthermore, a question of principle arises. Is it desirable to contemplate the possibility of taking legal proceedings or enforcing judgment on behalf of the League of Nations against the unfortunate persons whom it has assisted? Or should we regard the undertaking to repay as a moral obligation?

(b) *Private Fund.* — According to the report submitted by the High Commissioner to the tenth ordinary session of the Assembly (document A.23.1929.VII), the High Commissioner had at his disposal a private fund of £9,000. The Secretary-General has no information as to the origin, composition and employment of this fund. The death of Dr. Nansen makes it necessary to take a decision as to how it will be used and who will be authorised to deal with it.<sup>3</sup>

(c) *Contributions from Private Associations and Persons.* — We have already mentioned that the High Commissioner had in the past received contributions from certain international or national philanthropic associations and from private persons. These resources having been exhausted, the last Assembly authorised the High Commissioner to make a fresh appeal to the associations and persons in question. In view of the death of Dr. Nansen this appeal has not yet been made. The Assembly will therefore have to decide whether a fresh appeal to private generosity should be made.

(d) *Sale of " Nansen stamps ".* — This sale has yielded:

	Swiss francs
In 1926 . . . . .	88,305
1927 . . . . .	66,635
1928 . . . . .	89,570
1929 . . . . .	104,000
1930 (first 7 months) . . . . .	58,265
Total . . . . .	406,775 <sup>4</sup>

<sup>1</sup> An American Committee supplied the sum of \$100,000 for this evacuation.

<sup>2</sup> The sum of 85,735.30 francs was repaid up to December 31st, 1929, and 50,317.15 francs between January 1st and July 31st, 1930.

<sup>3</sup> This fund is at present deposited with Mr. Lodge (see document A.23(a).1929.VII).

<sup>4</sup> The following is the division by countries for the years 1928 and 1929:

	Number of stamps sold (at 5 gold francs)	
	1928	1929
Austria . . . . .	328	346
Belgium . . . . .	1,124	1,061
Bulgaria . . . . .	3,978	3,510
Denmark . . . . .	129	124
Finland . . . . .	35	350
France . . . . .	3,571	4,498
Greece . . . . .	10	—
Luxemburg . . . . .	73	104
Norway . . . . .	100	104
Roumania . . . . .	2,000	5,000
Sweden . . . . .	258	282
Switzerland . . . . .	1,245	1,305
Syria . . . . .	216	—
Yugoslavia . . . . .	3,163	2,851
Various . . . . .	189	13
	16,419	19,548

The sale of "Nansen stamps" is at present the only source which may be regarded as providing a regular revenue and which might perhaps be further developed.

(e) Nature of the Supervision exercised. — Since January 1st, 1930, the Secretary-General has done everything in his power to administer the High Commissioner's funds in accordance with the financial regulations and the various principles laid down by the Supervisory Commission. The Treasury first of all reorganised these accounts on practical and scientific lines. These efforts were successful as regards the funds other than those concerning settlement in Syria. In this last case, a statement showing cash in hand has been drawn up, but it has not yet been possible to prepare a statement of assets and liabilities. Steps have, however, been taken to collect full information on this matter, and a statement will be drawn up in due course. The private fund account remained under the personal control of Dr. Nansen.

The Secretary-General's supervision, even though it is exercised in accordance with the Financial Regulations, can, however, only be a formal one, since work is here being carried on outside his sphere of intervention and frequently in distant countries and by outside agents. The Supervisory Commission laid great stress on this point in its report on July 31st, 1929 (document A.5(a).1929.X.).

(c) *Views of the Governments.*

On being consulted by the Secretary-General's Circular Letter, dated May 12th, 1930, with regard to the problem of finding employment for refugees (see Annex 2), the Governments chiefly concerned replied as follows:

*Germany.* — The number of unemployed refugees is large and is constantly increasing. It is difficult for them to find work in Germany itself. Their removal to other countries renders the co-operation of the League of Nations desirable.

*Austria.* — The very numerous Russian refugees in Austria only earn their living with great difficulty and by casual work. It is difficult to transport them to other countries and the co-operation of a representative of the High Commissioner is required.

*Belgium.* — There are no unemployed refugees.

*Bulgaria.* — The number of unemployed varies between 4,000 and 9,000. It is desirable that they should be transported to other countries and, for this purpose, the co-operation of a representative of the High Commissioner would be required.

*Estonia.* — The number of unemployed refugees varies according to the season, and it would be desirable that they should be transferred to other countries. The League of Nations could carry out this work satisfactorily and in a short time.

*France.* — All able-bodied refugees on French territory can find employment. The co-operation of the High Commissioner's representative would still be desirable, but provision might be made for decentralisation of the existing services, and there would be no objection to the setting-up for this purpose of a commission with official connections.

*Greece.* — The Greek Government is desirous of evacuating the 30,000 Armenian refugees still residing in its territory whom it regards as not capable of being assimilated. The High Commissioner's delegate might co-operate in the evacuation of these persons should the League of Nations have a scheme for their transport to other countries.

*Latvia.* — There are several hundred unemployed whom it would be necessary to transfer elsewhere, and this is the only task which would justify the maintenance of the High Commissioner's delegate.

*Poland.* — The number of unemployed is fairly large and the assistance of the High Commissioner's delegate with a view to their transfer continues to be desirable. It is not for the Polish Government to indicate the territories in which the refugees might find work.

*Czechoslovakia.* — The majority of the refugees are employed. So far as evacuation is concerned, the Czechoslovak Government does not require the assistance of the High Commissioner's delegate since the emigrant organisations make satisfactory provision for it.

*Yugoslavia.* — Most of the refugees have found work. There are, of course, a certain number who are without work or are unsuitably employed, but this, is also true of nationals of the country. So far as finding work for refugees in foreign countries is concerned, the co-operation of the High Commissioner's delegate might be of some use in the future.

(d) *Prospects for the Future.*

It follows from the replies of the Governments and from the statistics given in the table shown in Annex 1, that the chief countries in which there is a large number of unemployed refugees are the following (with the exception of Syria, which, as has been said, constitutes a separate problem):

Bulgaria . . . . .	}	2,900 Russians
China . . . . .		2,500 Armenians
Estonia . . . . .		25,000 Russians
Finland. . . . .		2,800 Russians
Greece . . . . .		10,800 Russians
Latvia . . . . .		30,000 Armenians
Lithuania . . . . .		600 Russians
Poland . . . . .		1,500 Russians
		39,000 Russians



We have, therefore, to deal with a total of about 114,000 Russians and 33,000 Armenians. These figures, however, include, not only persons wholly unemployed, but also refugees employed in casual or temporary work.

It would appear that the only country which still seems to be able to absorb refugees is France, including her colonies. Unemployment, however, is becoming worse everywhere, and even in the case of France it is not certain that the amount of employment available may not be reduced or even disappear altogether.

It will be for the Assembly, which has thus the problem laid before it, to take a decision. A clear distinction should moreover be made between the various aspects of the question. If the intention is to secure, so far as economic and political considerations allow, the negotiation of agreements which would give the refugees residing in a country the same facilities for emigration as those given to the nationals of the country in question (as suggested by the Polish Government), it would seem to be the bounden duty of the League of Nations to recommend such agreements. If, however, it is proposed to set on foot a scheme of collective or individual emigration, the question arises whether, in view of economic circumstances and financial resources the League of Nations can expect in future years to retain the hope of transferring the refugees and finding employment for them and continue to assume responsibility for this work? The reply to this question, which is in itself an important one, will have great influence on the decisions to be taken with regard to the administration of refugee work. It is clear that operations such as those which have been explained above are hardly compatible with the normal rules governing the activities of the Secretariat. If they are continued, should they not be entrusted to some other organisation? Moreover, consideration should be given to the question whether the delegates should be maintained in those countries which have only expressed the desire for this retention in the hope of using their services to assist in the emigration of the refugees.

## II. *Measures for the Relief of Refugees unable to work.*

It will be seen from the table given in Annex 1 of the present report that, among the refugees, there are about 70,000 persons unable to work. These are disabled ex-service men, civilians in bad health, old persons and children.

With the assistance of the refugee organisations, the High Commissioner carried out several enquiries into the position of persons suffering from tuberculosis, disabled ex-service men and children of refugees, but he was unable to do much to assist refugees unable to work, since the funds which he had at his disposal were entirely taken up by measures for the settlement of refugees. On the proposal of the Advisory Inter-Governmental Commission, the last Assembly authorised the High Commissioner to devote part of the funds from the sale of the "Nansen stamps" to relief work for infirm refugees. The High Commissioner however, was unable to avail himself of this authorisation, the negotiations with several Governments concerning the extended application of the "Nansen stamp" system not having yet led to any result.

It should be noted, however, that several Governments do to a large extent give refugees unable to work the same treatment as their own nationals, by granting them pensions, etc. The refugee organisations are also doing a great deal of work in this field.

According to the replies from Governments to the Secretary-General's letter dated May 12th, 1930, the present position in the various countries is as follows:

*Germany.* — Refugees are treated in the same way as nationals of the country. In definite cases, however, it might be useful for the High Commissioner's delegate to approach the competent authorities.

*Austria.* — Refugees can, if necessary, claim poor relief from the communes in which they reside. The co-operation of the High Commissioner's delegate would be of value.

*Belgium.* — The question does not arise.

*Bulgaria.* — Relief is mainly organised by the Russian and Armenian refugee associations. The Bulgarian Government gives these associations large grants (about 13 million levas yearly). This action might be usefully extended if the High Commissioner were able to supply funds.

*Estonia.* — Relief work is organised by the Government on the same basis as public relief to nationals.

*France.* — There is very little relief work, which should be organised without delay. The organisation to be set up should, it seems, be based upon Russian and Armenian charitable organisations, which should be given financial resources mainly from the sums derived from the general distribution of "Nansen stamps" in France.

*Greece.* — There is no need to organise special measures. Old and infirm refugees are treated in the same way as nationals of the country.

*Latvia.* — Relief is given at the expense of the State and may be regarded as adequately organised.

*Poland.* — Relief for refugees is given in the form of invalidity pensions or unemployment benefit, or else in the form of accommodation in homes and charitable institutions. The Polish Government would not object to collaboration with the High Commissioner's delegate if he had at his disposal the necessary means to carry out such work.

*Czechoslovakia.* — Relief work is organised by the Government without the assistance of the High Commissioner's delegate.

*Yugoslavia.* — Relief work is organised by the Government Commission for Russian Refugees. The co-operation of the High Commissioner's delegate would be desirable, should he have at his disposal the necessary means for such work.

From the replies of the Governments, it would seem that relief work for refugees unable to work would need to be extended in several countries. What most of these countries desire is not so much the assistance of the High Commissioner's delegates in the carrying out of this work as fresh funds. As has been said above, such funds could probably be obtained from the extended sale of the "Nansen stamps", part of the sums derived from which might be earmarked for this purpose and placed at the disposal either of the local authorities or of the Armenian and Russian refugees associations. Such an extension of the use of "Nansen stamps" is, however, itself dependent on the decisions of several Governments.

#### CONCLUSION.

In submitting the above observations to the Assembly, the Secretary-General has endeavoured, in accordance with the instructions he received, to show the results of experience acquired during the term of his provisional administrative authority.

Being furthermore called on "to make proposals for the administration of the refugees' organisation during the whole period in which it is being wound up", he has examined the two alternative solutions which the Sixth Committee of the tenth Assembly had contemplated during its discussions:

(a) The incorporation in the Secretariat of the Refugees Section as a temporary department;

(b) The setting up of an independent and autonomous organisation.

The Fourth Committee, when consulted, was very properly of opinion that both alternatives raised administrative and financial questions which called for exhaustive examination.

I. First of all, what should be understood by an "autonomous organisation"? This expression, which, in ordinary practice, is applied to the Court of Justice and the Labour Organisation, would appear to have a meaning which is limited to a definition of their financial regime. In fact, these two institutions, which are independent in the exercise of their respective duties, are dependent on the Assembly so far as concerns their financial administration.

The text of the financial regulations reads as follows:

"Autonomous Organisations include the International Labour Organisation, the Permanent Court of International Justice and any autonomous organisation hereafter created by the Assembly.

"The word 'autonomous' has reference solely to the separation of the financial administration of such organisations from that of the Secretariat and does not imply any wider consequences."

This means that, so far as concerns their financial administration, they remain subject to the budgetary and administrative regulations fixed by the Assembly and to the action of its supervisory organisations.

Does the difference between the two solutions contemplated last year merely consist in entrusting the administration of the Refugees Section to the Secretary-General or handing it over to another authority set up for that purpose, only dependent on the Assembly from a financial point of view?

Or has the term "independent and autonomous organisation" a much wider meaning, involving an organisation of another type independent of the Assembly and therefore subject neither to its control nor to its financial regulations, and receiving a large grant for the purpose of meeting its administrative expenditure?

This is a question of principle to which the Secretary-General first draws the attention of the Assembly.

II. Furthermore, ought the Refugees Section to be regarded as an indivisible whole, all the functions of which should be entrusted to the Secretary-General or transferred *en bloc* to another organisation?

In the course of the investigation, an account of which has been given above, and particularly when the replies of the Governments reproduced in the annexes were carefully examined an endeavour was made to characterise and classify the various powers and duties of the Refugees Section, and to give figures which make it possible to estimate their importance.

In the first place it would appear obvious that, so far as concerns the status and legal protection of the refugees, the League of Nations cannot assume an attitude of indifference to the application of the International Arrangements, concluded at its suggestion, which created the status and provided for the protection in question. To what extent, however, should an administrative organisation be maintained at the expense of the League of Nations in order to supervise such application? This would appear to be essentially a question of fact. Several Governments have stated either that they were already providing, or that they were prepared to provide, such protection by means of their national authorities alone. Other Governments, basing their action on the International Arrangements, have established a legal system which requires the intervention of the League of Nations.

It would seem to be here that we must seek the criterion which would make a decision possible.

Furthermore, it may be questioned whether correspondence with Governments or with Government departments in regard to the application of the agreements and any modifications or revisions of these agreements, could be properly entrusted to an organisation independent of the League.

Should the Assembly think it desirable, the Secretary-General would see no administrative objection to this part of the duties of the Refugee Section being transferred to the Secretariat.

III. A decision to this effect would, however, necessarily raise the question as to the possibility of dividing up the present powers and duties of the Refugees Section.

The relief work as described above would not, indeed, appear to be compatible with the regulations for the financial administration of the Secretariat and its means of supervision.

Other points which will doubtless occur to the Assembly are: Are the available resources and economic circumstances such as to justify the assumption that the removal and transfer of all or part of the groups of refugees now existing are probable or possible? To what extent is the Assembly prepared to maintain this hope and to assume responsibility for it?

At present, apart from the settlement of Armenians in Syria, the only relief work on a large scale consists in advances to refugees. This work has the character of individual assistance rather than collective relief work. It should be noted that the funds for this purpose are almost entirely derived from the refugees themselves—sale of "Nansen stamps", repayment of former advances. It may be asked whether this character of mutual relief could not be extended by means of a suitable organisation, which might further develop relief to sick persons and the unemployed.

The Assembly will have to decide whether it desires to see such an organisation set up.

Annex 1.

PRESENT NUMBER AND DISTRIBUTION OF REFUGEES.

The report submitted to the tenth ordinary session of the Assembly on refugee work (document A.23.1929.VII) contained a table showing the number and geographical distribution of the refugees. There has been no important change in the general position in this respect, but it may be of interest to note the modifications which have taken place in the last year. The following table thus gives the present number of refugees classified according to the country of residence and category, account being taken of refugees for whom employment was found in 1929:

Country	Total number of refugees		Number of refugees capable of work but unemployed or employed in casual or temporary work		Number of refugees incapable of earning their living (including disabled ex-service men and children)		
	Russian	Armenian	Russian	Armenian	Russian	Armenian	
Austria . . . . .	2,401	263	53	—	298 (160) <sup>1</sup>	65 (20)	
Belgium . . . . .	No statistics available						
British Empire: . . .	No recent statistics available						
Gt. Britain. . . . .	No recent statistics available						
Cyprus . . . . .	40	2,500	—	—	—	—	
Iraq . . . . .	28	2,000	—	—	—	—	
Palestine. . . . .	30	—	—	—	—	—	
Bulgaria . . . . .	23,848	22,000	2,906	2,500	3,431 (2,459)	6,900 (5,500)	
China . . . . .	119,294	500	25,400	—	10,425 (8,650)	—	
Czechoslovakia . . . .	23,800	200	15,800	20	4,500 (3,000)	30 (20)	
Danzig . . . . .	269	—	27	—	10 (10)	—	
Denmark . . . . .	300	—	—	—	—	—	
Estonia . . . . .	16,822	—	2,822	—	6,000	—	
Finland . . . . .	14,314	—	10,825	—	—	—	
France . . . . .	400,000 <sup>3</sup>	—	—	—	—	—	
Germany . . . . .	100,000	No statistics available					
Greece . . . . .	2,026	38,834	827 <sup>2</sup>	28,024	150 (108)	9,561	
Hungary . . . . .	4,751	15	—	—	1,901	—	
Italy . . . . .	1,154	603	427 R. et A.	—	203 R. et A.	(83)	
Japan . . . . .	2,356	24	1,657	—	580 R. et A.	(455)	
Latvia . . . . .	30,000	—	5,800	—	11,500	—	
Lithuania . . . . .	8,000	—	1,500	—	3,500	—	
Norway . . . . .	Very small number						
Poland . . . . .	99,813	1,000	38,976	—	—	—	
Roumania . . . . .	70,000	No detailed statistics available					
Spain . . . . .	500	—	—	—	—	—	
Sweden . . . . .	1,000	—	500	—	—	—	
Switzerland . . . . .	2,266	250	—	—	218	—	
Syria . . . . .	—	85,842	—	32,700	—	—	
Turkey: . . . . .							
Stamboul . . . . .	866	—	419	—	—	—	
Yugoslavia . . . . .	26,521	200	6,176	—	5,200	—	
Total . . . . .	950,399	154,231	114,115	63,244	47,916	16,556	

<sup>1</sup> Including refugees employed in casual work and unemployed.

<sup>2</sup> The figures in brackets refer to children.

<sup>3</sup> Russian and Armenian refugees.



Assyrians and Assyro-Chaldeans:

Greece . . . . .	600
Iraq . . . . .	3,600
Southern Russia . . . . .	15,000
Syria . . . . .	1,500
Total . . . . .	20,700

Turkish refugees:

Albania . . . . .	2
Bulgaria . . . . .	3
Cyprus . . . . .	3
Egypt . . . . .	14
France . . . . .	5
Greece . . . . .	37
Iraq . . . . .	5
Roumania . . . . .	32
Syria . . . . .	30
Other countries . . . . .	19
Total . . . . .	150

No detailed statistics are available regarding these two groups of refugees. There is, however, reason to believe that most of them are in a precarious situation.

(20A/19597/18766)

C.L.89.1930.XIII.

Annex 2.

I. CIRCULAR LETTER FROM THE SECRETARY-GENERAL TO THE GOVERNMENTS OF THE FOLLOWING COUNTRIES: AUSTRIA, BELGIUM, BULGARIA, CHINA, CZECHOSLOVAKIA, ESTONIA, FRANCE, GERMANY, GREECE, LATVIA, LITHUANIA, POLAND, YUGOSLAVIA.

Geneva, May 12th 1930.

At its meeting on September 23rd, 1929, the Assembly decided to place the High Commission for Refugees, for a period of one year and as an experiment, under the administrative authority of the Secretary-General of the League of Nations. It also requested the Secretary-General to report to the next Assembly on the experience thus acquired and to make proposals for the administration of the refugee organisation during the whole period in which it is being wound up. This decision was based on the report of the Fourth Committee, which stated that the object in view was to enable the Secretary-General to examine the whole of the questions relating to this problem and to make his proposals with a full knowledge of the facts.

With a view to carrying out the task entrusted to him by the Assembly, the Secretary-General has endeavoured to follow very closely the work of the Refugee Section, which has been incorporated in the Secretariat since January 1st, 1930, and which temporarily forms a special section. This Section has already furnished him with a great deal of information concerning the refugee problem, communicated to it by the Governments concerned and by the delegates of the High Commissioner for Refugees. These particulars could, however, be supplemented with advantage by information as to the present position of the refugees, furnished by Governments on whose territory large groups of refugees are residing. The national administrations in each country upon whom a large portion of the work and responsibility frequently devolves, have considerable experience of the question, and it would be difficult to frame the proposals requested by the Assembly without knowing their views.

The Secretary-General has accordingly the honour to forward to those Governments the attached questionnaire and to request them to be good enough to send him their replies, if possible before June 15th, 1930, so that his proposals may be submitted to the Assembly in good time.

II. QUESTIONNAIRE SENT TO GOVERNMENTS REGARDING THE FUTURE ORGANISATION OF THE WORK ON BEHALF OF REFUGEES.

A. HUMANITARIAN WORK.

1. *Refugee Settlement:*

- (a) Are there many unemployed refugees ?
- (b) Is it possible to find work for these refugees within the country ?

(c) Is it possible to transport these refugees to other countries in which it would be easier for them to find work ?

(d) To what extent in future will your Government require the co-operation of the High Commissioner's Delegate in carrying out the tasks indicated under (b) and (c) ?

2. *Relief for Refugees who are unable to work :*

(a) Are there many refugees who are unable to work ?

(b) How and by what means is relief being given ?

(c) How can these relief measures be organised in future ?

Will the Government require the assistance of the High Commissioner's delegate for this purpose ?

B. LEGAL STATUS OF THE REFUGEES.

(a) Are the Arrangements of 1922, 1924, 1926 and 1928 being applied ?

(b) Are they being applied by the national authorities, or with the assistance of the High Commissioner's Delegate, and if so, in what manner ?

(c) In particular, is the High Commissioner's Delegate carrying out the duties mentioned in point 1 of the 1928 Arrangement (or 1928 Agreement) ?

(d) How can the execution of the Arrangements be provided for in future and to what extent is the maintenance of a High Commissioner's delegate essential for this purpose ?

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Annex 3.

REPLIES OF GOVERNMENTS TO THE SECRETARY-GENERAL'S CIRCULAR LETTER  
OF MAY 12TH, 1930.

I. REPLY OF THE GERMAN GOVERNMENT.

[*Translation.*]

Berlin, June 26th, 1930.

I have the honour to acknowledge receipt of your circular letter of May 12th, 1930, No. C.L.89.1930.XIII, enclosing a questionnaire regarding the future organisation of the work on behalf of refugees.

After consultation with the various authorities dealing with refugees, the German Government replies to these questions as follows:

A. HUMANITARIAN WORK.

1. *Refugee Settlement :*

(a) The number of unemployed refugees—and in Germany nearly all the refugees are Russian—is large, and, on account of the general increase in unemployment in Germany, is growing.

(b) The possibility of finding employment for the refugees in Germany is dependent on the state of the German labour market; this possibility is at present exceedingly restricted.

(c) In view of the very unfavourable state of the labour market in all countries, it would not be possible to transfer these refugees to other countries in which it would be easier for them to find work, unless this were done through the organisations created by the League of Nations.

(d) In the German Government's opinion, the co-operation of the League of Nations is still essential in order to carry out the work indicated under (b) and (c); in view of the economic position in Germany, the co-operation of the League may be required to an even greater extent than hitherto.

2. *Relief for Refugees who are unable to work :*

(a) The number of refugees who are unable to work is comparatively small.

(b) Relief measures for refugees are carried out in accordance with the German relief laws. Refugees who are unable to work receive lodging, food, clothing, care and medical assistance through the authorities (urban and rural district) competent for this purpose under German law. Assistance is granted according to the requirements of each particular case, and according to the principles laid down by the various communal administrations, in the form of money grants to cover these requirements or of relief in kind. For instance, in many cases, food is supplied by means of free food-tickets. Lodgings are provided for in some cases by allowing the refugees to enter homes and in other cases by assisting towards the payment of rent in the apartments obtained by the refugees themselves.

(c) As already stated in reply to question 1 (d), the German Government attaches great importance to a continuation of the co-operation of the League of Nations; as regards relief among

refugees, the work done by the delegate of the League of Nations at Berlin, in acting for them, advising them, and transferring them to the various organisations concerned, has been very useful.

#### B. LEGAL STATUS OF THE REFUGEES.

(a) The Arrangements of 1922, 1924, 1926 and 1928 are being applied in accordance with German legislative and administrative provisions.

(b) The delegate of the League of Nations is co-operating in accordance with the Arrangement of 1928.

(c) The delegate of the League of Nations is carrying on his duties as mentioned in point 1 of the 1928 Arrangement.

(d) As indicated in the replies to the preceding questions, the German Government considers it essential that the League of Nations should continue to give its special attention to the refugee question. But the question might be examined whether the connection between the League of Nations and the Governments of the States concerned should continue to be maintained by a special delegate, or whether the duties hitherto performed by this delegate might not simply be transferred to an internal authority.

(Signed) BÜLOW.

#### II. REPLY OF THE AUSTRIAN GOVERNMENT.

[*Translation.*]

Vienna, June 13th, 1930.

With reference to your circular letter of May 12th, 1930 (ref. 20A/19597/18766), I have the honour to forward, in reply to the various points in the Questionnaire attached to this letter, the following information regarding the present position of Russian and Armenian refugees in Austria:

#### A. HUMANITARIAN WORK.

##### 1. *Refugee Settlement:*

(a) Owing to the lack of statistics showing the nationality of unemployed persons, the number of unemployed refugees in Austria cannot be ascertained. It may, however, be assumed that many of the Russian refugees in Austria are unemployed and earn a meagre livelihood by doing odd jobs. The Armenian refugees are mostly well-to-do.

(b) As unemployment is very widespread in Austria, it would doubtless be very difficult for refugees to find permanent occupation.

(c) There are serious difficulties in the way of transporting refugees to other countries. They themselves have not the necessary means to pay their travelling expenses, and the Austrian Government, is unable to defray these, as it cannot even afford to subsidise the emigration of its nationals, however desirable it might be to assist Austrians compelled to leave their native country to seek a livelihood elsewhere.

(d) The co-operation of the High Commissioner's Delegate with the Austrian authorities would certainly be required in carrying out the tasks indicated under (b) and (c), inasmuch as he is acquainted with the position of the refugees and can supply the competent authorities with information should the refugees have to be found employment with in the country or abroad, or require assistance.

##### 2. *Relief for Refugees who are unable to work.*

(a) The number of these refugees can also not be ascertained.

(b) Such refugees can, if necessary, claim poor relief from the communes in which they reside.

(c) The Austrian Government does not propose modifying these relief measures. As regards the necessity for and advantages of the co-operation of the High Commissioner's Delegate in assisting refugees, please see reply to 1 (d).

#### B. LEGAL STATUS OF THE REFUGEES.

(a) The Arrangements of 1922, 1924, 1926 and 1928 are applied by the competent Austrian authorities to the extent reported by the Federal Government to the Secretary-General of the League of Nations or to the High Commissioner for Refugees when the said Arrangements were accepted. In this connection, reference should be made to the following communication:

(1) *1922 Arrangement.* — Note N/69714-7/1922 of December 20th, 1922, addressed to the Secretary-General of the League of Nations.

(2) *1924 Arrangement.* — Letter of July 6th, 1926, addressed by the Austrian Representative accredited to the League of Nations to M. Albert Thomas, Director of the International Labour Office.



(3) *1926 Arrangement*.— This was signed by the delegate of the Austrian Federal Government with the following reservation:

“ With reference to section 12 of this Arrangement, it is understood that the levying of the contemplated tax will be effected in Austria by the representatives of the High Commissioner. ”

The steps taken by the Federal Government to arrange for the levying of this tax as a contribution to the working capital fund were duly communicated by the Austrian Representative accredited to the League of Nations to the International Labour Office, Geneva.

(4) *1928 Arrangement*. — See letters No. 189547-15, of January 11th, 1929 and No. 98023-15, of May 31st, 1929, addressed to the Secretary-General of the League of Nations.

(b) and (c) As regards the co-operation of the High Commissioner's Delegate with the competent Austrian authorities in the application of the above Arrangements and the Delegate's assumption of the duties mentioned in point 1 of the 1928 Arrangement (see 1928 Agreement) see the above note No. 98023-15, of May 31st, 1929, as well as letter No. 147359-15, of September 21st, 1929, addressed to the High Commissioner for Refugees.

(d) In the light of the experience acquired up to the present in the matter, the Federal Government believes that the best way of giving effect, as far as possible, to the legitimate desires of the refugees is to carry out the above Arrangements as has been done hitherto. The Austrian Government has on several occasions observed with pleasure the efficient work done on behalf of refugees by M. Heimroth, the High Commissioner's Delegate in Austria, in co-operation with the competent authorities. It therefore considers the maintenance in Austria for this purpose of a High Commissioner's Delegate highly desirable.

### III. REPLY OF THE BELGIAN GOVERNMENT.

[*Translation.*]

Brussels, June 20th, 1930.

#### A. HUMANITARIAN WORK.

*Reply to Questions 1 and 2:*

There are no Russian or Armenian refugees at present on the lists of the Belgian official Labour Exchanges.

#### B. LEGAL STATUS OF THE REFUGEES.

*Answers:*

(a) As far as the Ministry of Justice is concerned, the Arrangements of 1922, 1924, 1926 and 1928 and the 1928 Agreement are being duly applied.

The Nansen certificate is considered valid and recognised as an identity and travelling document. It is issued by the competent Belgian authority to Russian and Armenian refugees and those assimilated to them who are actually resident in Belgium and can produce a certificate of good character and conduct.

The resolutions contained in the Arrangement of May 12th, 1926, are receiving all due attention.

Further, the Department of Justice always bears in mind the 1928 Arrangement and Agreement.

(b) The Agreements are usually applied by the national authorities. The High Commissioner's Delegate carries out the duties entrusted to him by the mandate conferred upon him on April 17th, 1930. Under the reservations made by Belgium when ratifying the Agreement of June 30th, 1928, it is the duty of this Delegate:

(1) In the case of Russian refugees: To legalise or visa documents issued by the Russian Refugee's Office, which has its headquarters at 12, rue des Patriotes, Brussels. Except in cases of recognised indigence, a fee of 3 gold francs is levied for this formality;

(2) In the case of Armenian, Turkish, Assyrian, Assyro-Chaldean and assimilated refugees: To discharge the duties mentioned in point 1 of the above Arrangement of June 30th, 1928. Except in cases of recognised indigence, the following fees are levied for the issue of documents and the discharge of formalities referred to in the above Arrangement:

	Gold francs
(a) Certifying the identity and the status of the refugees . . . . .	3
(b) Certifying their family position and civil status, in so far as these are based on documents issued or action taken in the refugees' country of origin	3
(c) Testifying to the regularity, validity, and conformity with the previous law of their country of origin, of documents issued in that country.	5
(d) Certifying the signatures of refugees, copies and translations of documents drawn up in their own language . . . . .	3

(e) Testifying before the authorities of the country the good character and conduct of the individual refugee, to his previous records, to his professional qualifications, and to his University or academic standing . . . . .	3
(f) Recommending the individual refugee to the competent authorities, more particularly with a view to his obtaining visas, permission to reside in the country, admission to schools, libraries, etc. . . . .	2

(c) The present rate of the gold franc is 7 Belgian paper francs.

The High Commissioner's Delegate is discharging those duties which pertain to his office.

(d) The execution of the Arrangements might be provided for in future in the same way as at present.

The second part of the question, however, cannot as yet be definitely answered, as the High Commissioner's Delegate has not yet been in office long enough for a judgment to be formed as to the necessity of maintaining a Delegate.

#### IV. REPLY OF THE BULGARIAN GOVERNMENT.

[Translation.]

Berne, June 24th, 1930.

##### A. HUMANITARIAN WORK.

###### I. *Refugee Settlement:*

(a) *Are there many unemployed refugees ?*

The number of refugees who are only in casual employment and are out of work for a large part of the year is between 5,000 and 2,000 in the case of the Russian refugees and between 4,000 and 2,000 in the case of the Armenian refugees. Recently, on account of the particularly acute crisis through which the country is passing, these numbers have further increased.

(b) *Is it possible to find work for these refugees within the country ?*

In his statement to the Fifth Committee of the Sixth Assembly of the League of Nations, on September 17th, 1925, the Bulgarian delegate made, among others, the following observations:

" Weighed down under the heavy burden of its own refugees, whose numbers are increasing daily, thus causing considerable strain on the whole strength of the country—the economic and financial equilibrium of which has been seriously shaken by the payment of reparations and the expenditure necessarily involved by the maintenance of a volunteer army—Bulgaria most highly appreciates the work done by the Refugees Service of the International Labour Office in transporting to other countries as many foreign refugees residing in Bulgaria as is possible. "

This statement, which may serve as a reply to question (b), should now be supplemented by the following remarks:

Anxious to ease the position of the refugees as far as possible, the Royal Government has agreed, in accordance with the request of the High Commissioner's delegate in Bulgaria, not to apply in their case the restrictions to which foreign labourers entering Bulgaria are subject, and to discharge Russian and Armenian refugees from employment only under the same circumstances as Bulgarian nationals. The Government has also passed a special law under which it is easier for Russian refugees to acquire Bulgarian nationality.

These measures have considerably relieved the position of the refugees, but cannot radically improve that position, on account of the general conditions of the country's economic life at present, the consequences of which are very serious, not only for the refugees, but for the Bulgarian population itself.

This being so, the Bulgarian Government still holds that the transport to other countries of Russian and Armenian refugees is, under the circumstances, necessary.

In this connection, we may quote the relevant passage in the above-mentioned statement by the Bulgarian delegate to the Sixth Assembly of the League, which refers more especially to Armenian refugees:

" Recognising that it must devote all its resources to the manifold obligations that it has to meet, and anxious on the other hand not to resort to coercive measures—however natural such measures might be at the critical period through which Bulgaria is passing—the Royal Government hopes to find a just solution for the question of Armenian refugees in the gradual transport of these refugees to other countries, to be carried out by the delegate of the Refugees Service of the International Labour Office. "

(c) *Is it possible to transport these refugees to other countries in which it would be easier for them to find work ?*

During the period 1925 to May 1930, thanks to the assistance of the delegate in Bulgaria of the Refugees Service of the International Labour Office, and afterwards of the delegate of the High Commissioner for Refugees, about 11,000 refugees were transported from Bulgaria to various other countries, thus proving that such transport is possible.

(d) *To what extent in future will your Government require the co-operation of the High Commissioner's Delegate in carrying out the tasks indicated under (b) and (c) ?*

The Bulgarian Government has often had occasion to express its appreciation of the work of the High Commissioner's delegate in Bulgaria.

Recognising that the transport of refugees to other countries was due to his efforts, the Royal Government considers that his continued co-operation is necessary.

2. *Relief for Refugees who are unable to Work.*

(a) *Are there many refugees who are unable to work ?*

Russian Refugees.

Ill and disabled (or partly so), in part dependent upon relief . . . . .	1,179
Ill and aged persons placed in almshouses and homes . . . . .	758
Veterans of the war of 1877-78 or widows of such veterans . . . . .	71
Single women of advanced age and ill; women in very indigent circumstances with young children . . . . .	200
Children under 14 years of age . . . . .	2,035
Total . . . . .	4,243

It should also be mentioned that there are at present 342 Russian refugees in Bulgaria suffering from consumption: 203 to the first degree; 74 to the second degree; 65 to the third degree.

Armenian Refugees.

1,850 children are in need of relief.

(b) *How and by what Means is Relief being given ?*

The relief given to Armenian children is organised by the Armenian religious communities and by the Armenian women's benevolent societies. The necessary funds are collected from amongst the Armenians by means of special taxes, and also in the form of bequests, church collections, etc. According to the statements of the Armenian organisations, these funds are inadequate, and special action is called for in this respect.

The relief given to Russian refugees is organised by various Russian and foreign organisations—the Association of Russian Ill and Disabled Servicemen, the Russian Red Cross Delegation (Imperial), the Delegation of the Committee of Zemstvos and Russian Towns, the Committee of Zemstvos, the Committee of Patronage of Young Russian University Students in Bulgaria, various Committees of Refugees' Relations, the Students' Union, the Union of Veterans of the War of Liberation, etc., the American Committee for the Education of Russian Youth in Exile, the London Committee represented in Bulgaria by the Rev. Churchward, and the Franco-Bulgarian Committee.

Unfortunately, many of these Russian organisations have very small funds at their disposal, while the foreign organisations, on the other hand, are showing a tendency to curtail their work, which is decreasing each year.

On account of this state of affairs, the relief given to Russian refugees depends mainly upon the following grants by the Royal Government:

	Per Year Leva
1. Relief to Russian children (Lycées, gymnasiums, schools ( <i>pensionnats</i> ), children's playgrounds, Red Cross <i>crèches</i> , students) . . . . .	6,840,000
2. Relief to disabled sick and indigent persons. . . . .	3,960,000
3. Maintenance of a sanatorium for the consumptive . . . . .	600,000
4. Allowances to veterans of the war of 1877-78 or to widows of such veterans residing in Bulgaria . . . . .	1,778,000
Total. . . . .	13,178,000

The sum of 6,840,000 leva is distributed by the " Committee of Relief for Russian Children " of the Ministry for Foreign Affairs and Religion.

The " Committee for Matters affecting Russian Refugees " distributes the sum of 3,960,000 leva.

The sanatorium for the consumptive is maintained by the Delegation of the Union of Zemstvos.

The allowances to veterans are distributed by the Union of Veterans.

There is a supervisory commission at the Ministry for Foreign Affairs for the auditing of the accounts of all the organisations receiving Government subsidies through the above-mentioned institutions.



(c) *How can these relief measures be organised in the future ?*

*Will the Government require the assistance of the High Commissioner's delegate for this purpose ?*

The future organisation of the relief measures for Russian and Armenian refugees is directly dependent upon the funds which can be granted for this purpose by the League High Commissariat for Refugees.

In his afore-mentioned statement to the sixth Assembly, the Bulgarian delegate made the following observations:

" The system of transport of refugees to other countries, carried out in Bulgaria by the Refugees Service of the International Labour Office, while helping to a considerable extent, cannot alter the position of the most sorely tried and indigent classes of refugees. The relief to be given to Russian ill and disabled persons, and to women and children, for which the Royal Government is now responsible, is a very difficult problem, for these particular refugees are naturally in a state of continual unemployment, either complete or partial.

" Having agreed, at the suggestion of the Allied Governments and of the League of Nations, to accept these refugees, the Bulgarian Government has never received any assistance, however small, from these Governments, although such assistance is clearly called for, as the problem of Russian refugees is an international one. "

In view of these considerations, the Bulgarian Government noted with satisfaction that the Tenth Assembly of the League had authorised the High Commissariat to employ part of the proceeds from the sale of the " Nansen stamps " for the funds for poor refugees, and also to appeal once more to the Red Cross international organisations, and to various associations and private persons to continue and extend their work in this field, so as to obtain as large funds as possible for the High Commissioner's work.

This being so, the Royal Government hopes that the Russian and Armenian refugees in Bulgaria will not be forgotten, and that the relief given to children and the sick and disabled, and, in general, to all refugees in indigent circumstances, will be further extended.

In this connection, it should be said that the High Commissioner's delegate in Bulgaria, who, by helping the " Committee for Matters affecting Russian Refugees " in its distribution of the Government grants, has taken an active part in the above-mentioned work, and has often served as a link between the refugees' organisations and the competent authorities, would be of great value on account of his knowledge of the facts and his work on behalf of refugees over several years.

#### B. LEGAL STATUS OF THE REFUGEES.

(a) *Are the Arrangements of 1922, 1924, 1926 and 1928 being applied ?*

Yes.

(b) *Are they being applied by the national authorities or with the assistance of the High Commissioner's delegate, and, if so, in what manner ?*

The above-mentioned Arrangements between the Governments concerned are being applied by the competent authorities with the assistance of the High Commissioner's delegate.

The measures entailed by these Arrangements were decided upon in full agreement with the High Commissioner's delegate, both in respect of registration of refugees (issue of passports and affixing of the " Nansen stamps ") and of their stay in the country, acceptance for work, departure from Bulgaria, etc.

(c) *In particular, is the High Commissioner's delegate carrying out the duties mentioned in point of the 1928 Arrangement (or 1928 Agreement) ?*

Yes.

(d) *How can the execution of the Arrangements be provided for in future, and to what extent is the maintenance of a High Commissioner's delegate essential for this purpose ?*

The Royal Government does not see any reason why the present system should be changed or why it should lose the assistance of the High Commissioner's Delegate, which has hitherto enabled it to obtain excellent results.

#### V. REPLY OF THE ESTONIAN GOVERNMENT.

##### REPLY TO QUESTIONNAIRE ON THE FUTURE ORGANISATION OF THE WORK ON BEHALF OF REFUGEES.

[Translation.]

Tallinn, July 5th, 1930.

#### A. HUMANITARIAN WORK.

##### 1. Refugee Settlement.

(a) The number of unemployed refugees varies according to the season, diminishing during the summer months and increasing in the autumn and winter.

(b) As unemployment is very serious in Estonia, especially during the winter, it is difficult to find work for refugees within the country.

(c) and (d) It is possible to transfer refugees to other countries. So far, 112 persons (48 men, 23 women, 41 children) have been sent to France through the good offices of the High Commissioner's delegate, where they have found employment on the land. The competent Estonian authorities believe that, if this good work is continued, the High Commissariat will shortly be able to bring it to a successful conclusion.

2. *Relief for refugees who are unable to work.*

(a) and (b) Relief for refugees who are unable to work is organised by the Government on the same basis as public relief to nationals. The number of refugees granted relief amounts to 437, including a small number who only require temporary assistance owing to poverty. The annual amounts allocated for such relief by the Ministry of Public Education and Social Welfare are distributed to the refugees through the municipalities and local Government authorities of the districts.

(c) It would be desirable to have the assistance in this connection of the High Commission for Refugees, but it should be so organised as to ensure the speediest possible elimination of the causes which make such costly Government relief necessary.

B. LEGAL STATUS OF THE REFUGEES.

(a) The provisions of the 1922, 1924 and 1926 Arrangements regarding refugees' passports, as well as of the two 1928 Arrangements—namely, that regarding the legal status of refugees and that regarding the extension to other categories of refugees of certain measures taken on behalf of Russian and Armenian refugees—are applied in Estonia, subject to the reservations already made in correspondence with the High Commissariat for Refugees.

(b) In most cases, the above provisions are applied by the national authorities.

(c) The duties referred to in Point 1 of the 1928 Arrangement regarding the legal status of refugees are discharged under the conditions laid down in the reservations made in this connection by the Estonian Government.

(d) The Arrangements referred to will continue to be executed under the same conditions as hitherto.

VI. REPLIES OF THE FRENCH GOVERNMENT.

I.

[*Translation.*]

Paris, June 11th, 1930.

In a letter dated May 12th, you sent me, with the request that I should reply before June 15th, a general questionnaire relating to refugees. While I am unable to give you particulars for Syria immediately — since I must first consult the French High Commissioner, who, as you are aware, is expected in France very shortly — I wish at any rate to give you my reply with regard to France within the period you have indicated.

You will find enclosed answers to the various points of the questionnaire. I also wish, by way of answering a general question which is clearly implied by the particular questions placed last under each of the three headings, to state very briefly the branches of international action on behalf of refugees which must, in the opinion of the French Government, be maintained, even if, as recommended by the recent Assemblies of the League, the High Commissariat for Refugees were to be terminated, at any rate in its present form.

In the first place, the French Government think that the delegates appointed under the Geneva Arrangement and Agreement of June 30th, 1928, must in any case be maintained — at any rate in some countries — so as to deal with administrative and legal questions. I would merely mention in this connection that the Agreement in question, which places the refugees in a very much better position legally, can only be applied in France and Belgium by means of an agent of consular rank, appointed by a foreign authority. This authority has hitherto been the High Commissioner for Refugees, and in the future can only be the League Secretariat. These delegates also seem indispensable in certain countries for carrying out the various formalities relating to the transport of refugees from a country in which they are unable to find work to a country where there is a demand for labour.

If all connection with the League Secretariat were broken off, it would also be more difficult to solve problems such as the employment of refugees in industry and agriculture, the advances to be granted them to enable them to settle as farmers or peasants, and the relief to be given them. On the other hand, the present Service might of course be decentralised, thus simplifying the work of the League Secretariat. In France, for instance, there is nothing to prevent the creation of a special committee, connected with the Departments concerned, and including some of the leading members of the institutions of the Russian and Armenian refugees, which would meet under the chairmanship of the delegate of the League Secretariat, who has already been appointed, and would be entrusted with the distribution, as between the institutes having a legitimate claim thereto, of the proceeds from the sale of the "Nansen Stamps" and of the total grants and bequests to refugees.

Lastly, the French Government considers it most desirable that the League's financial assistance should not be abruptly withdrawn, and that arrangements should be made for a gradual transition from the present to the new system. In any case, the present credits in the budget of

the League Secretariat for the salaries of the staff and the office expenses of the Delegate in France should be maintained.

For the Minister and by authorisation,

(Signed) André DE LABOULAYE,

*Minister Plenipotentiary, Assistant Director  
of Political and Commercial Affairs.*

#### A. HUMANITARIAN WORK.

##### 1. *Refugee Settlement.*

(a), (b) and (c) On account of the present economic position and the demand for labour, all able-bodied refugees in French territory can find employment.

Refugees from other countries can also be settled in France, Algeria and certain French colonies and protectorates. Russian refugees are now being settled in France itself.

As a result of arrangements between the Agricultural Credit Bank and the League High Commissariat for Refugees, a special system has been initiated, under which some of these refugees are settled in agriculture.

Enquiries have also been made with a view to settling groups of refugees—coming mainly from China—in Northern Africa.

(d) The assistance of the High Commissioner's delegate will be needed in the future, as at present, for co-ordinating the work of those engaged in settling the refugees, in agreement with the French public services competent to undertake the technical enquiries that are essential when new work is contemplated—for instance, settlement in Northern Africa—and for supervising the granting and recovery of the advances made to refugees so as to enable them to settle (travelling expenses, loans by the Agricultural Credit Bank, etc.). On account of the administrative regulations in force, there are many cases in which the French authorities could not carry out such work themselves.

##### 2. *Relief for refugees who are unable to work.*

The number of refugees who require relief, being unable to work on account of old age, sickness or accident, is very large.

There is very little relief work, which should be organised without any further delay. Such work is at present undertaken by private societies, mainly by Russian and Armenian societies, whose resources are very small and in many cases dwindling. Local organisations and the French departmental relief services sometimes help, but haphazardly and inadequately, their action being purely of a charitable nature and frequently restricted, or even precluded, by lack of credits.

The organisation to be set up should be based upon the Russian and Armenian societies, which should be given financial resources, accruing in the main from the proceeds of the distribution of "Nansen stamps" on a wider scale in France.

The work done by the High Commissioner's delegate in this field, in making enquiries and in supervising and co-ordinating the relief measures, is essential, since the French Government cannot make itself responsible for these duties. In particular, it would be impossible, without the delegate's assistance, to distribute the "Nansen stamps" on a wider scale, and even to maintain the present system.

#### B. LEGAL STATUS OF THE REFUGEES.

(a) The Arrangements are being applied.

(b) The 1922, 1924 and 1928 Arrangements are being applied by the national authorities, with the assistance of the High Commissioner's delegate.

The delegate is responsible, in particular, for the issue of "Nansen stamps" and for the financial operations arising therefrom, which the French authorities are unable to effect.

The High Commissioner's delegate carries on the duties mentioned in the 1928 Agreement, which, having been ratified by the French Government, has replaced the first paragraph of the Arrangement of that date.

The assistance of the High Commissioner's delegate is essential, and the execution of the Arrangements could not, it seems, be ensured by any other means.

2.

[Translation.]

Paris, July 2nd, 1930.

With reference to my letter of June 11th, and to your reply dated June 26th, relative to the reorganisation of the Refugee Service, I have the honour to inform you that I shall not be able for some weeks to send you definite suggestions regarding the operation of this service in Syria.





I think I may say, however, as an indication, that the suggestions under consideration are broadly similar to those described in my letter of June 11th with regard to the reorganisation of the service in France; and that it is hoped to give the Refugee Service in Syria a wide measure of autonomy and very materially to lighten the supervisory work at present being done by the headquarters of the High Commissariat for Refugees at Geneva.

For the Minister and by authorisation,  
(Signed) André DE LABOULAYE,  
*Minister Plenipotentiary, Assistant Director  
of Political and Commercial Affairs.*

3.

Paris, August 28th, 1930.

When replying on June 11th last to the questionnaire on the re-organisation of the Refugees Service which you forwarded to me, I expressly refrained from considering the situation in Syria and held this matter over for a subsequent reply.

The aspect of the question in this territory is entirely different from its aspect in European countries, and particularly in France, where the chief importance attaches to the very complicated problems arising from the legal status of the refugees, problems which it would be impossible to solve without the co-operation of the League of Nations. Owing to the acquisition by the Armenian refugees in Syria of the status of nationals of that territory, these problems do not arise. The only matters requiring consideration are those connected with the settlement and placing of refugees, to the solution of which the League of Nations has hitherto devoted its philanthropic activities.

While the refugee question in Syria may perhaps at the present time be regarded as more extensive than elsewhere, it is also in certain respects more restricted: it resolves itself into ascertaining the period within which the mandatory Power will be in a position to make provision, unaided, on its own responsibility, and by its own means, for the future of the refugees settled in this territory.

After investigating the local conditions, I am of opinion that this object could be achieved in a fairly short period, say three years. We do not claim that, in the interval, all individual situations will be regulated; but there is reason to believe that the general position of the refugees, as compared with that of the other native populations, would no longer be such as to justify the maintenance of a special regime.

It would therefore appear to me to be desirable that the co-operation of the League of Nations and the mandatory Power should now be directed towards ensuring a gradual return to the system of ordinary law. The suggestions given below relate only to the arrangements for the period of transition, during which preparation may be made for this return to ordinary law.

To relieve the League of Nations, during this period, of direct responsibility for the financial administration of the Refugees Service in Syria, this administration might, I think, be entrusted to the Service itself, organised as an autonomous body possessing a certain juristic personality. The question would have to be settled whether the Director or President of this Service should be appointed by the High Commissioner of the Republic in Syria, or by the League of Nations with the approval of the High Commissioner, it being understood that he would pursue his activities under the supervision of the mandatory Power. An annual report might be sent to Geneva, and this would enable the League also to retain supervision over these activities in the last report.

These suggestions are submitted merely as an indication and as a basis of discussion. In formulating them, the French Government has sought to show its desire, in a case where it deemed this possible, to comply with the recommendations made by the last Assembly of the League of Nations with a view to speedily winding up the Refugees Service.

For the Minister for Foreign Affairs and  
by delegation:

(Signed) BERTHELOT,  
*Ambassador of France,  
Secretary-General.*

#### VII. REPLY OF THE HELLENIC GOVERNMENT.

[Translation.]

Athens, June 12th, 1930.

##### I. HUMANITARIAN WORK.

###### I. *Refugee Settlement.*

(a) It is rather difficult to determine the exact number of unemployed among the 33,000 Armenian and 2,000 Russian refugees at present residing in Greece. It should, however, be noted that the very existence of so many Armenian refugees in a country which has had to support the influx of 1,500,000 national refugees seriously hampers the national economy and the Settlement of these refugees. Apart from this general consideration, most of the Armenian refugees who have succeeded, however precariously, in making a livelihood in the country, follow more or less parasitic occupations and live from hand to mouth. Obviously, such occupations cause a certain amount of economic uneasiness, which is aggravated by the complaints of national workers. The latter have to contend with the competition of an element in the population enjoying privileges which they consider should be reserved for themselves alone.

(b) As there is a glut of labour in Greece, it is impossible at present to find work for refugees within the country.

(c) Greece has lost no opportunity of informing the competent League of Nations services of the urgent need of evacuating the 30,000 Armenian refugees which it considers incapable of assimilation. It has recommended their transfer to the Erivan Republic, and even offered to bear 25 per cent of the cost of transport. The Greek Government's views on this subject are set out in the letter addressed by its Chargé d'Affaires at Berne to the Advisory Commission for Refugees. A general scheme for evacuating Armenian refugees to other countries could apparently only be worked out in concert with the competent organisations of the League. The Greek Government therefore considers any suggestions it might make upon this subject premature, but would reiterate its willingness to support, within the limits of its resources, any effort likely to relieve it of the burden which it has charitably assumed.

(d) The reply to (b) being in the negative, the co-operation, in this connection, of the High Commissioner's delegate is not deemed necessary. As regards (c), the delegate might co-operate in the evacuation of refugees, should the League propose to carry out a transfer scheme, the extent of such assistance to be determined later.

2. *Relief for Refugees who are unable to work.*

(a) (b) and (c) The proportion of refugees unable to work is normal, and no special relief measures therefore, require to be organised. Disabled refugees enjoy the same treatment as nationals. The work of assistance devolves entirely on the national authorities.

B. LEGAL STATUS OF THE REFUGEES.

(a) (b) and (c) The 1922, 1924 and 1926 Arrangements regarding identity cards are applied exclusively by the national authorities. Although the 1928 Arrangement relating to legal status has not been ratified, its recommendations are being applied, except for certain minor points (e.g., exemption from security for costs). The Greek authorities alone are responsible for the application of this arrangement, including point 1.

(d) No special steps are necessary to provide for the execution of these arrangements in future, and the maintenance of a High Commissioner's delegate does not, therefore, seem essential for this specific purpose. It would, however, be for the League to judge what help the High Commissioner's delegate might afford in solving the problem of the Armenian refugees in Greece.

VIII. REPLY OF THE LATVIAN GOVERNMENT.

[Translation.]

Riga, June 14th, 1930.

A. HUMANITARIAN WORK.

1. *Refugee Settlement.*

(a) Unemployed refugees in Latvia constitute 4 or 5 per cent of the total number of registered unemployed, which, inclusive of the unemployed properly so-called and of persons employed on public works, amounts to the following:

	Unemployed	Employed on public works	Total
1929			
December 1st . . . . .	7,811	2,224	10,035
1930			
January 1st . . . . .	8,145	4,820	12,965
February 1st . . . . .	8,762	5,907	14,669
March 1st . . . . .	8,163	6,027	14,190
April 1st . . . . .	6,385	6,098	12,483
April 15th . . . . .	3,269	4,443	7,712

(b) Registration of the unemployed is suspended every year in April, as unemployment ceases entirely during the summer, either because the unemployed find seasonal employment work on the land or on various public works.

(c) The Latvian Government would be very glad to see unemployed refugees settled in other countries and so be relieved of the burden they throw on the country for the greater part of the year. The High Commissioner's delegate might render valuable service if he helped to transfer refugees to countries where it would be easier for them to find work. This, in fact, is the only task which would justify the maintenance in Latvia of a High Commissioner's delegate, for, as is shown by the reply to other points of the questionnaire, the competent Latvian authorities see no need to resort to his assistance in any of the other questions connected with refugees.

2. *Relief for Refugees who are unable to work.*

(a) The number of refugees unable to work in Latvia amounts to about 1,500.

(b) Relief is given either in the form of direct grants for the maintenance, clothing and lodging of refugees, or by keeping them in homes, crèches, kindergartens, or in the form of hospital treatment, medical aid at home and free supplies of medicine. This relief is given at State expense by the Ministry of Social Welfare and the municipalities in accordance with the provisions of the Law on Social Welfare.

(c) It is thought that relief measures for refugees resident in Latvia are adequately organised, and, in the view of the Ministry of Welfare, no changes of any kind are called for. Similarly, it is unlikely that the assistance of the High Commissioner's delegate would be required in this matter.

#### B. LEGAL STATUS OF THE REFUGEES.

(a) The Latvian Government applies all the provisions of the arrangements concluded under League auspices regarding refugees, except that referring to the levying of an annual surtax of 5 gold francs on non-indigent refugees. The Latvian Government has on several occasions stated the reasons why this measure is unacceptable.

(b) The Arrangements referred to are applied by the competent authorities, without the assistance of the High Commissioner's delegate.

(c) No.

(d) The competent authorities propose, in future, to provide for the execution of the provisions of the Arrangements in question in the same way as heretofore.

#### IX. REPLIES OF THE POLISH GOVERNMENT.

##### I.

Geneva, June 28th, 1930.

[Translation.]

##### A. HUMANITARIAN WORK.

###### I. *Refugee Settlement.*

(a) *Are there many unemployed refugees ?*

Exact data regarding the number of unemployed Russian refugees are difficult to obtain (they will be communicated later). According to information at present available, the number is rather large, owing to the poverty in which most Russian refugees in Poland live. The wealthier refugees from Russia emigrated to Western Europe, while those who could not afford to go elsewhere remained in Poland. There is a constant increase in the number of indigent Russian refugees owing to recent events in the U.S.S.R. Refugees newly arrived in Poland are quite destitute.

(b) *Is it possible to find work for these refugees within the country ?*

As unemployment in Poland is again on the increase, it is extremely difficult to find work for Russian refugees. Unemployment, moreover, is one of the reasons for the emigration of many Poles.

(c) *Is it possible to transport these refugees to other countries in which it would be easier for them to find work ?*

In view of what has been stated above, it is not merely possible, but even essential, to encourage the transfer of Russian refugees to other countries where there is a shortage of labour. It is not for the Polish Government to point out where Russian refugees could find employment; this duty devolves upon the High Commissariat for Refugees. The Polish Government, however, believes that the High Commissariat should concentrate primarily on European countries, as the experiment of transporting Russian refugees to transatlantic countries has proved very expensive and has not given satisfactory results.

(d) *To what extent in future will your Government require the co-operation of the High Commissioner's delegate in carrying out the tasks indicated under (b) and (c) ?*

The co-operation of the High Commissioner's delegate in finding employment might be invaluable. The delegate, however, if he is to accomplish this task more effectively, should be given wider powers, have more detailed information on the state of labour markets and receive a larger number of labour contracts than hitherto from Geneva. The Polish Government is prepared to co-operate very closely with the High Commissioner's delegate in placing Russian refugees, but would like the High Commissariat to realise that, as things are, the only way of alleviating the lot of Russian refugees in Poland is to place them and thus radically to reduce their number.



2. *Relief for Refugees who are unable to work.*

(a) *Are there many refugees who are unable to work ?*

The Polish Government is unable at present to give the exact figures of the Russian refugees in receipt of Government relief (they will be ascertained later).

(b) *How and by what means is relief being given ?*

Relief is given to Russian refugees either in the form of invalidity pensions or unemployment benefits, or in the form of accommodation in asylums and philanthropic institutions.

(c) *How can these relief measures be organised in future ? Will the Government require the assistance of the High Commissioner's delegate for this purpose ?*

The Polish Government will continue giving this relief to Russian refugees and would be prepared to co-operate for this purpose with the High Commissioner's delegate if the latter had funds available for the work.

B. LEGAL STATUS OF THE REFUGEES.

(a) *Are the Arrangements of 1922, 1924, 1926 and 1928 being applied ?*

All the Arrangements mentioned in this paragraph, with the exception of Article 1 of the 1928 Arrangement, are being applied.

(b) *Are they being applied by the national authorities or with the assistance of the High Commissioner's delegate, and, if so, in what manner ?*

They are being applied by the administrative authorities of the country.

(c) *In particular, is the High Commissioner's delegate carrying on the duties mentioned in Point 1 of the 1928 Arrangement (or 1928 Agreement) ?*

The Polish Government having made reservations regarding Article 1, the High Commissioner's delegate does not carry out the duties referred to in this article of the 1928 Arrangement.

(d) *How can the execution of the Arrangements be provided for in future, and to what extent is the maintenance of a High Commissioner's delegate essential for this purpose ?*

The experience acquired in the course of the Polish Government's co-operation with the High Commissioner's delegates in matters concerning Russian refugees proves that it is essential to maintain these delegates, more particularly in States bordering on the U.S.S.R. and harbouring a large number of Russian refugees.

To ensure this co-operation being of real advantage to the Russian refugees, the Polish Government believes that steps should be taken to obtain permission for Russian refugees resident in Poland to enter countries of immigration on the same footing as Polish citizens. The Polish Government would then be less hampered and could take more effective action for the placing of refugees in close collaboration with the High Commissioner's delegate, whose powers would thus be correspondingly enlarged.

2.

[*Translation.*]

Geneva, September 1st, 1930.

With reference to the letter of June 28th last (No. 2065), in which the delegation forwarded to you the Polish Government's reply to the questionnaire regarding the future organisation of refugee work, I have the honour to inform you:

1. *Ad A. 1 (a).* Polish laws grant the same rights to all unemployed without distinction of nationality. For this reason the authorities do not register Russian unemployed refugees separately. The Ministry of Labour and Social Assistance is therefore unable to furnish statistics on this subject.

2. *Ad A. 2 (a) and (b).* There are no statistics regarding persons incapable of working and in need of assistance. The Ministry of Labour and Social Assistance grants 7,000 zloty per month for allocation to Russian disabled ex-service men, of which 6,000 zloty are paid to the Union for Russian War-Disabled Refugees in Poland and 1,000 zloty to the Russian Committee for the Protection of Refugees.

(Signed) F. SOKAL,  
Minister Plenipotentiary,  
Delegate to the League of Nations.

X. REPLIES OF THE CZECHOSLOVAK GOVERNMENT.

[*Translation.*]

Berne, June 13th. 1930.

I.

A. HUMANITARIAN WORK.

1. *Refugee Settlement.*

(a) *Are there many unemployed refugees ?*

Most of the refugees have work.

(b) *Is it possible to find work for these refugees within the country ?*

In the case of most refugees, yes,

(c) *Is it possible to transport these refugees to other countries in which it would be easier for them to find work ?*

This is possible, and refugees are being so transported. The expenses are met out of Government relief funds.

(d) *To what extent in future will your Government require the co-operation of the High Commissioner's delegate in carrying out the tasks indicated under (b) and (c) ?*

The Government can dispense with the delegate's assistance under (b). As regards (c), it will need only very slight assistance from the delegate, for the work of the emigrants' organisations is adequate.

2. *Relief for Refugees who are unable to work.*

(a) *Are there many refugees who are unable to work ?*

A very small percentage.

(b) *How and by what means is relief being given ?*

Under the Government relief system, sick persons are placed in sanatoriums and hospitals, and old and infirm, etc., persons draw monthly allowances.

(c) *How can these relief measures be organised in future ? Will the Government require the assistance of the High Commissioner's delegate for this purpose ?*

In the manner indicated above, and without the assistance of the High Commissioner's delegate.

B. LEGAL STATUS OF REFUGEES.

(a) *Are the Arrangements of 1922, 1924, 1926 and 1928 being applied ?*

The Arrangements are being applied, in so far as they are not contrary to Czechoslovak law.

(b) *Are they being applied by the national authorities, or with the assistance of the High Commissioner's delegate, and, if so, in what manner ?*

The Arrangements are being applied by the national authorities, without the assistance of the High Commissioner's delegate,

(c) *In particular, is the High Commissioner's delegate carrying out the duties mentioned in Point 1 of the 1928 Arrangement (or 1928 Agreement) ?*

The local authorities are alone responsible for carrying out these duties.

(d) *How can the execution of the Arrangements be provided for in future, and to what extent is the maintenance of a High Commissioner's delegate essential for this purpose ?*

In the manner indicated above, and without the assistance of the High Commissioner's delegate.

2.

[*Translation.*]

Berne, August 27th, 1930.

In my letter No. 3100/30, of June 13th last, I had the honour to communicate to you the reply of the Government of the Czechoslovak Republic to the questionnaire concerning the future organisation of refugee work. In paragraph A. 1 (d) my Government stated that it could dispense with the co-operation of the High Commissioner's delegate as regards the finding of employment for unemployed refugees within Czechoslovakia. In the matter of the transfer of these refugees to other countries in which they would obtain employment more easily, my Government stated that it would need only very slight assistance from the High Commissioner's delegate, since the

refugee organisations dealt with this matter satisfactorily. In replying thus, my Government had in view the possibility of sparing the High Commissioner the cost of maintaining an official attached to the High Commissioner's delegate at Prague, in the belief that the refugee organisations which have long been in existence in Czechoslovakia, like the "Zemgor" for instance, might be able, without undue difficulty, to undertake the task of transferring refugees.

As a result of conversations with the High Commissioner's delegate, and after again consulting the refugee organisations in Czechoslovakia, my Government now entertains some doubt as to whether these organisations would be able to cope with such a task, lacking as they do the necessary authority, particularly in the matter of ensuring repayment and the recovery of sums advanced to the transferred refugees. Obviously, the High Commissioner's delegate as representative of the League of Nations possesses the necessary authority in these cases. There is also another form of refugee relief which the refugee organisations could not provide, seeing that the State grants have been decreased—namely, the relief afforded to sick women, and to children. The High Commissioner's delegate might develop this branch much more effectively if the necessary funds were supplied to him by the High Commissioner.

In view of the foregoing, my Government has instructed me to request you to read, in place of paragraph A. 1 (d) of its reply to the questionnaire added to your Circular Letter No. 89.1930. XIII, of May 12th, 1930, the following passage:

"The co-operation of the High Commissioner's delegate in matters connected with the transfer of refugees to other countries and the relief of sick refugee women and refugee children is desirable."

(Signed) FIERLINGER,  
Permanent Delegate.

#### XI. REPLY OF THE YUGOSLAV GOVERNMENT.

Geneva, June 19th, 1930.

[Translation.]

##### A. HUMANITARIAN WORK.

###### 1. *Refugee Settlement.*

(a) At present there are not more than between twenty-eight and thirty-thousand refugees in Yugoslavia. Their number has therefore decreased by about half. The other half have left Yugoslavia during the last few years — most of them for France, Belgium and for oversea countries — hoping to find better jobs, while others, fewer in number, have returned to Russia.

Most of the refugees in Yugoslavia are definitely settled in the country and have found work. There are, of course, a certain number who are without work, or are unsuitably employed; but this is also true of the nationals of the country, for the demand for labour is small.

(b) Most of the refugees settled in Yugoslavia are intellectual workers, but there is also a minority of manual workers. It is therefore easier to find work for the refugees, in the towns than in the country. Many of them are employed in Government departments, or in the local administration, and are thus able to meet their needs, while they are relieved from the necessity of undertaking rough work. Obviously, the conditions under which these refugees live are not what they should be; but, having regard to the present position of the country, the Government and local authorities may be said to have done all that they could to make their life more bearable. Some of the refugees are employed in private concerns; while others, fewer in number, work on their own. The Government labour exchanges are for all workers, irrespective of nationality.

At present, further refugees could have been settled only with great difficulty. On account of the commercial depression, the amount of labour required has been greatly reduced, which has, as is well known, led to considerable unemployment among the nationals of the country. Had further refugees arrived, the position would have become still worse. No more refugees should be brought into Yugoslavia at present, for it would be impossible to find work for them.

(c) In other countries, which are in a better economic position, it might, perhaps, be easier to settle refugees. For forming an opinion on this point, the conditions of employment for emigrants in other countries would have to be ascertained. As stated above under (a), half of the total number of refugees has proceeded during the last few years to France, Belgium and oversea countries (e.g. a group of Cossacks went to Peru), hoping to find better situations. In future, employment should be guaranteed in advance in each particular case, for otherwise the refugees run a great risk, like all emigrants seeking work in a foreign country.

(d) In future, the assistance of the delegate of the High Commissioner for Refugees will not be absolutely necessary in the settlement of refugees within Yugoslavia itself. The Government organisations (labour exchanges) and the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia — which enjoys consular rights — may be regarded as adequate for this purpose. The assistance of the High Commissioner's delegate may, however, be of use in future settlement of refugees abroad.

###### 2. *Relief for Refugees who are Unable to Work.*

(a) There are about 2,140 war wounded unfit for work, some of them entirely. There are also a certain number of other refugees who, on account of old age or sickness, are unfit for work—in the latter case, either temporarily or permanently.



(b) The Government Commission for Russian Refugees, created by a decision of the Government, which has concerned itself with these refugees for ten years, has been able to place its work, which affects their fundamental interests, on a sound basis.

In order to give refugees more real relief in all circumstances, the Commission, in addition to the help given to ill and disabled persons and to other refugees who are totally unfit for work, maintains hospitals and almshouses for the aged. The Commission assists students throughout the whole period of their studies, and maintains several colleges and elementary schools, which a large number of children attend in order to become educated and independent workers.

Each month about 500,000 dinars are allotted from the Government fund to the Russian war wounded, and about 3 million dinars to the Government Commission, for the objects mentioned above.

(c) The Government Commission for Russian Refugees (almost all the refugees in Yugoslavia) has proved its value as an institution fully adapted to its special purpose. If the League High Commissariat for Refugees were able to give the Commission financial assistance, in order to help it in the work stated above and to improve the refugees' lot, such collaboration, which might be exercised through the delegate of the Commissariat at Belgrade, would be of real value.

## B. LEGAL STATUS OF REFUGEES.

(a) The Arrangements of 1922, 1924, 1926 and 1928 are being applied, in so far as Yugoslavia has adhered to them. Emigrants are provided with identity cards on the League model for travelling, a minimum tax being charged for visas; and on leaving the country they are given a free railway ticket as far as the frontier. Emigrants in Yugoslavia enjoy full Government protection, which, as already explained above, gives them as much moral and financial assistance as possible. All their schools, hospitals and other institutions are helped by the Government.

(b) The Arrangements are applied, in the main, by the Government authorities and institutions, In this respect, also, valuable assistance is given by the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia referred to above, The assistance of the delegate of the High Commissioner for Refugees has also been both valuable and necessary.

The system of the "Nansen stamps", intended to provide working capital for meeting the expenditure involved in the emigration of Russian and Armenian refugees to countries where they might find work, was adopted and carried into practice in Yugoslavia at its initiation in 1928. These stamps are issued by the delegate of the League's High Commissioner, on payment of a tax of 5 gold francs. All refugees who have the necessary means are required to exchange this stamp each year for a new one, which is affixed either on the certificate at the time of issue or on the identity card. Poor and ill refugees, students, and, in general, all emigrants in difficult circumstances are exempted from this tax.

(c) In respect of the Armenian refugees, the delegate of the High Commissioner for Refugees carries out all the duties mentioned in Point 1 of the 1928 Arrangement. Subject to certain restrictions, and in conjunction with the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia, he also carries out these duties in respect of Russian emigrants (compare the note of the Permanent Delegation, No. P. 478, of the 2nd instant).

(d) The Government authorities and the Delegation for the Protection of the Interests of Russian Emigrants in Yugoslavia are able, in most cases, to meet the refugees' needs in matters affecting their legal status. The High Commissioner's delegate supplements the work of these organisations and thus makes it possible to deal more promptly and readily with those of the refugees' claims, which can only be settled after consultation with a delegate whose duties are international in character.

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