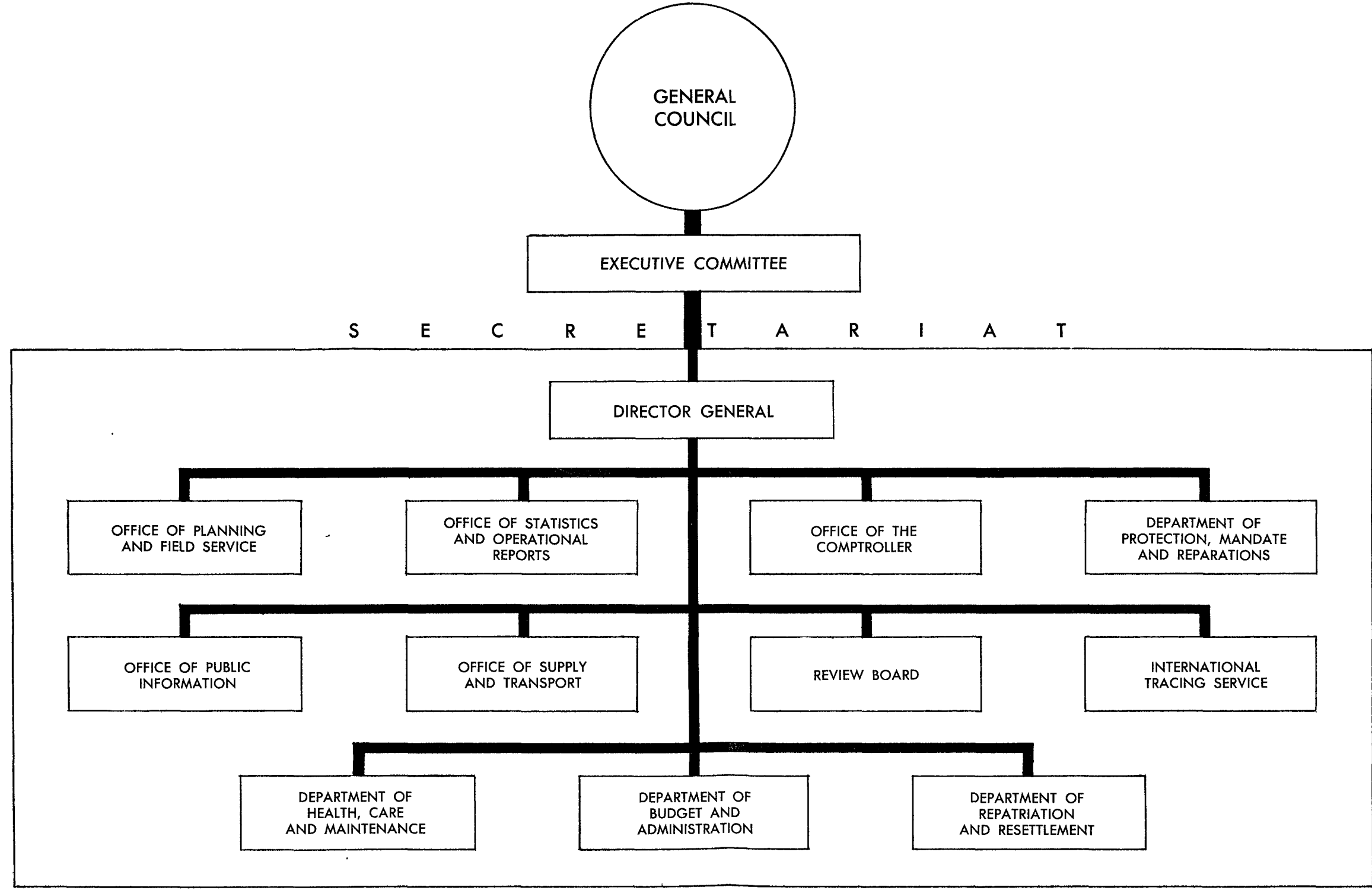


STRUCTURE OF THE INTERNATIONAL REFUGEE ORGANIZATION



X. The International Refugee Organization¹

A. ORIGIN

On December 15, 1946, the General Assembly of the United Nations approved a Constitution² providing for the establishment of the International Refugee Organization (IRO). The Assembly also approved an Agreement on Interim Measures,³ under which a Preparatory Commission for IRO (PC-IRO) was to be established, pending the entry into force of the Constitution.

The Preparatory Commission came into being on December 31, 1946, when the requisite eight governments had signed the Constitution. The Agreement establishing it provided that PC-IRO should take all necessary measures for bringing IRO into effective operation as soon as possible; convene and

prepare the agenda for the first meeting of the General Council of IRO; suggest plans for the first year's program of IRO; and prepare draft financial and staff regulations and draft rules of procedure for the General Council and the Executive Committee. The Agreement also provided that PC-IRO could under certain conditions take over the functions, activities, assets and personnel of any organizations dealing with refugees and displaced persons after concluding appropriate agreements with such organizations.

IRO itself was officially established on August 20, 1948, when fifteen states with contributions amounting to 75 per cent of the operational budget had become parties to the Constitution.

B. PURPOSES AND FUNCTIONS

In the Preamble to the Constitution of IRO, the Governments accepting the Constitution recognize:

"that as regards displaced persons, the main task to be performed is to encourage and assist in every way possible their early return to their country of origin;

"that genuine refugees and displaced persons should be assisted by international action, either to return to their countries of nationality or former habitual residence, or to find new homes elsewhere, under the conditions provided for in this Constitution; or in the case of Spanish Republicans, to establish themselves temporarily in order to enable them to return to Spain when the present Falangist regime is succeeded by a democratic regime. . .".

According to Article 2 of the IRO Constitution, the functions of IRO, "to be carried out in accordance with the purposes and the principles of the Charter of the United Nations", are: "the repatriation; the identification, registration and classification; the care and assistance; the legal and political protection; the transport; and the re-settlement and re-establishment, in countries able and willing to receive them, of persons who are the concern of the Organization. . .".

These functions are to be exercised with a view to:

(1) encouraging and assisting the repatriation of persons the concern of the Organization, having regard to the principle that no person shall be compulsorily repatriated;

(2) promoting repatriation by all possible means,

¹ For further details on the origin and early activities of the Organization, see Yearbook of the United Nations, 1946-47, pp. 805-9. See also: Report on the Progress and Prospect of Repatriation, Resettlement and Immigration of Refugees and Displaced Persons (E/816 and Corr. 1 and Add. 1 and 2); Memorandum on the Necessity of Co-ordinating Procedures for Declarations of Death (E/824 and Corr.1); reports of the Executive Secretary of the Preparatory Commission to the General Council on the activities of the Organization during the period July 1, 1947-June 30, 1948 (GC/7), on limitations on the assistance of the Organization (GC/5 and Rev.1), on the policy of IRO regarding repatriation and resettlement (GC/14 and Corr.1 and Add.1), on the Review Board (GC/30), on the International Tracing Service (GC/36); and the report on the first session of the General Council (GC/55). See also Bibliography of this Yearbook, Appendix III.

² The text of the Constitution of the International Refugee Organization is reproduced in the Yearbook of the United Nations, 1946-47, pp. 810-19.

³ For text of Agreement, see *ibid.*, pp. 819-20.

especially by providing repatriated persons with adequate food for a period of three months, provided that they are returning to a country suffering as a result of enemy occupation during the war, and provided such food is distributed under the auspices of IRO;

(3) facilitating the re-establishment in new homelands of non-repatriated refugees and investigating, promoting or carrying out group resettlement or large-scale resettlement projects.

The term "refugee", as defined in Annex I to the Constitution, applies to a person who is outside of his country of nationality or of former habitual residence and who is a victim of the Nazi, Fascist or Falangist regimes, or who was considered a refugee before the outbreak of the Second World War for reasons of race, religion, nationality or political opinion.

The term "displaced person" applies to an individual who has been deported from his country of nationality or of former habitual residence to undertake forced labor, or has been deported for racial, religious or political reasons.

The Constitution specifically excluded from IRO aid to certain groups, such as war criminals, quislings and traitors, persons receiving financial assistance from their governments, and persons of German ethnic origin who (a) have been or may be transferred to Germany from other countries; (b) have been, during the Second World War, evacuated from Germany to other countries; (c) have fled from or into Germany or from their places of residence into countries other than Germany in order to avoid falling into the hands of Allied armies.

C. ORGANIZATION

Under the terms of the Constitution, the principal organs of IRO are a General Council, an Executive Committee and a Secretariat headed by a Director-General.

The General Council, in which each Member is represented, is the ultimate policy-making body of IRO. Each Member of IRO has one vote in the General Council, which meets twice a year. Decisions in the Council and in the Executive Committee are made by a majority of the votes cast, unless otherwise provided by the Constitution or the General Council. Adoption of an amendment to the Constitution, for example, requires a two-thirds vote of the General Council and ratification by two thirds of the Members.

New Members are admitted into the Organization, if they are Members of the United Nations, by accepting the Constitution. Other states require in addition a two-thirds vote of the General Council, taken on the recommendation of the Executive Committee. On certain conditions, states may be admitted to membership without signing or depositing an instrument of acceptance of the Constitution.

The Executive Committee, composed of nine Members of IRO elected by the General Council, meets as often as necessary. It performs the functions necessary to give effect to the policy decisions of the General Council, and has the power to make policy decisions of an emergency nature subject to reconsideration by the General Council. It may

investigate situations in the field by visiting camps, hostels or assembly centres under the control of IRO and give instructions to the Director-General on the basis of such investigations.

The Director-General, nominated by the Executive Committee and appointed by the General Council, is the chief administrative officer of IRO. He carries out the administrative and executive functions of IRO in accordance with decisions of the General Council and the Executive Committee, and is responsible for appointing the Secretariat under regulations established by the General Council.

A Review Board for Eligibility Appeals and an International Tracing Service also work within the framework of IRO. The Review Board is composed of a Chairman and four other members, appointed by the Director-General subject to the approval of the Executive Committee. It hears and determines individual appeals of eligibility taken by IRO field officers, and advises the Director-General on any eligibility matter which he may refer to the Board.

The International Tracing Service (ITS), headed by a Director, has its central headquarters at Arolsen, in the United States Zone of Germany. The ITS seeks to determine the fate of all persons who disappeared between September 1939 and May 1945 and to assemble, at its central headquarters, all documents and other information concerning such persons. The ITS is also charged with tracing

children kidnapped by the Nazis in support of their Germanization program, determining their nationality and arranging for their return to their families where possible.

In addition to its headquarters in Geneva, IRO maintains 25 principal offices and numerous sub-offices throughout Europe, the western hemisphere, China and the Middle East areas.

D. ACTIVITIES PRIOR TO JULY 1, 1947

PC-IRO came into being on December 31, 1946, and held the first part of its first session in Geneva from February 11 to 17, 1947. At the second part of its first session, held in Lausanne in May 1947, PC-IRO recognized that it was unlikely that IRO would come into being by June 30, 1947, when both UNRRA and the Intergovernmental Committee on Refugees were to terminate their activities on behalf of refugees and displaced persons. UNRRA had been charged with administering the camps in which the great majority of refugees and displaced persons were cared for and with repatriating displaced persons. It was the responsibility of the Intergovernmental Committee, established in 1938 by the Evian Conference in France, to pro-

vide for the legal protection, maintenance and resettlement of the refugees and displaced persons under its jurisdiction.

In order to avoid any breach in the continuity of operations, PC-IRO decided to assume, on July 1, 1947, operational responsibility for the refugees and displaced persons eligible for assistance under the terms of the IRO Constitution. It requested the Governments Members of PC-IRO to make available, in advance, a portion of their contributions, and asked UNRRA and the Intergovernmental Committee on Refugees to consider transferring to PC-IRO any surplus funds they might have available on June 30.

E. ACTIVITIES FROM JULY 1, 1947, TO SEPTEMBER 21, 1948

PC-IRO held the third part of its first session in July 1947, the fourth part in October 1947, the fifth part in January 1948 and the sixth part in May 1948. By May 1948, 21 governments had signed the Constitution, fourteen of them having formally accepted it, and it was necessary for only one more government to complete the formalities of accepting the Constitution to bring it into force. PC-IRO, therefore, at the sixth part of its first session, took preliminary steps to arrange for the convening of the General Council of IRO.

On August 20, 1948, with the acceptance of the Constitution by the fifteenth government, IRO came into being.

The first General Council of the new Organization opened in Geneva on September 13, 1948.⁴ Among its decisions was the approval, on September 15, of an agreement establishing the relationship between the United Nations and IRO. The necessary preliminary negotiations with the United Nations had been undertaken by PC-IRO. It was

provided that the agreement would come into force when approved by the General Assembly of the United Nations.⁵

The General Council elected nine Members to constitute the Executive Committee of IRO. As Director-General of the Organization, it unanimously appointed William Hallam Tuck (United States), nominated for that post by the Executive Committee. Mr. Tuck had served as Executive Secretary of PC-IRO since July 1947. Sir Arthur N. Rucker (United Kingdom) was appointed as Deputy Director-General. The General Council selected Geneva as headquarters for IRO.

The activities of PC-IRO after July 1, 1947, when it assumed operational responsibilities for the refugees and displaced persons under the mandate of the Organization, and later of IRO, together with the relevant decisions of the General Council, are summarized below.

⁴ The session lasted until September 25, 1948.

⁵ The General Assembly approved the agreement on November 18, 1948.

1. Care and Maintenance

When PC-IRO assumed responsibility, on July 1, 1947, for the refugees and displaced persons eligible for assistance under the terms of its Constitution, it took over the care and maintenance of a total of over 705,000 persons.

Of these, 626,000 were in assembly centres taken over from UNRRA (28,000 in Austria, 552,000 in Germany, 18,000 in Italy and 28,000 in the Middle East); 61,000 were in camps taken over from the Military Occupation Authorities (49,000 in the British and 1,000 in the French Zone of Germany and 11,000 in Italy). These 687,000 refugees and displaced persons were as follows (nationalities refer to country of citizenship or of last habitual residence):

Poles (excluding Jews)	192,000
Ukrainians	107,000
Estonians	25,000
Latvians	83,000
Lithuanians	50,000
Yugoslavs	29,000
Stateless and "Nansen" refugees	22,000
Jews	156,000
Others	23,000

PC-IRO also assumed responsibility from the Intergovernmental Committee on Refugees for 8,980 persons not residing in assembly centres (1,800 in Belgium, 6,300 in France, and 880 in the Netherlands, Portugal and Spain; between 4,000 and 5,000 of these were Spanish Republican refugees).

The American Joint Distribution Committee turned over to PC-IRO on July 1, 1947, the care of 9,300 refugees in China, most of whom were European Jews who had been cared for by the Committee with the assistance of UNRRA in Shanghai.

In addition to the total of approximately 705,000 persons for whom PC-IRO assumed care and maintenance responsibilities, there were considerable numbers of persons in various countries, principally in Germany, Austria and Italy, who were eligible under the IRO Constitution for IRO care and maintenance, legal protection, or aid and assistance in being repatriated or resettled. Because of a limited budget and the uncertainty of receipts of advance contributions from governments, the Executive Secretary of PC-IRO decided, on July 2, 1947, to restrict further admissions to care and maintenance to those refugees and displaced persons who could prove that the withholding of such assistance would constitute a genuine hardship. This "freeze order" was reviewed and approved by PC-IRO in October 1947, but the Executive

Secretary was asked to give the most liberal interpretation practicable to the term "hardship". In January 1948, PC-IRO directed the Executive Secretary to take all measures possible to relax restrictions on assistance, and stated that legal and political protection should, in all cases, be granted to eligible refugees and displaced persons.

A report submitted by the Executive Secretary to the first session of the General Council of IRO indicated that, on the basis of an estimate made by PC-IRO Field Offices in the spring of 1948, a minimum of 120,000 eligible refugees and displaced persons would request care and maintenance from the Organization if the "freeze order" were lifted. The report stated that there were in addition approximately 30,000 eligible Jewish refugees and displaced persons in France, Belgium and the Netherlands, for whom the American Joint Distribution Committee requested PC-IRO to accept responsibility. Care of these persons had not been taken over by PC-IRO when it began operations on July 1, 1947, because they had not been receiving care from either UNRRA or the Intergovernmental Committee on Refugees. The estimate of 120,000, the report stated, was only a segment of the potential load facing the Organization, since there were a total of approximately 900,000 refugees, some of whom would not apply for assistance; with respect to the others, the type of assistance they might desire was uncertain. The General Council in September 1948 instructed the Director-General of IRO, in view of the continued limitations on the funds available to the Organization, to continue the policy established by PC-IRO of restricting care and maintenance to hardship cases and, at his discretion, to remove the restriction at the earliest possible date.

PC-IRO established in November 1947 a Review Board for Eligibility Appeals to review appeals from refugees and displaced persons who had been determined ineligible for PC-IRO assistance by PC-IRO field officers. Cases are heard in the field by individual Review Board members, and most decisions are made on the spot; more doubtful cases are decided upon by the full Board at Geneva. From the time when it began operations in January 1948 to the end of August 1948, the Board registered 3,254 appeals from refugees and displaced persons in ten countries and disposed of 2,432 of these cases. In addition there were about 2,500 appeals awaiting in the field.

Decisions on appeals were as follows:

Within the mandate of IRO (first instance decision reversed)	869
Eligible for repatriation only	52

Not within the mandate of IRO (first instance decision confirmed)	1,336
Volkdeutsche for whom no final decision has been made ("in suspense")	105
Cases dismissed (as not being eligibility appeals, whereabouts unknown, etc.)	54
Cases re-opened on second appeals	16
Appellants interviewed (personal hearing)	1,828
Number of persons involved in 2,432 decisions (approximate)	6,000

Decisions with regard to Volksdeutsche were postponed pending a decision by the General Council as to their eligibility. They are persons of German ethnic origin who were forced from their countries of former residence in Eastern Europe following the Second World War. Although many were returned to Germany by decision of the Allied Control Council for Germany, several thousands on whom no such decision had been made remained in Austria. PC-IRO, in January 1948, directed the Executive Secretary to undertake eligibility examinations of individual Volksdeutsche as soon as the eligibility of all other groups claiming IRO assistance had been determined. In September 1948, the General Council of IRO decided that, in view of its other more urgent problems, the Organization was still in no position to resolve this problem.

Although a total of approximately 309,596 persons were repatriated and resettled during the period from July 1, 1947, to August 31, 1948, the number of persons receiving IRO care and maintenance decreased by only 128,284—from over 705,000 to approximately 576,716. This was due to the following reasons: many of those repatriated or resettled were persons who, although eligible, were not receiving care and maintenance; there was an excess of births over deaths in the camp population; and substantial numbers of refugees, who had been in the areas of operation awaiting assistance or had entered those areas, were admitted to care.

IRO care and maintenance involves a comprehensive program offering food, clothing, personal items, health services, hospital care, employment and vocational training, education, individual counselling, child welfare services and assistance from voluntary societies. In the Western Occupation Zones of Germany, in Austria, Italy and the Middle East these services are provided in camps or assembly centres; in other areas, principally the countries of Western Europe, they are provided through cash grants to individuals and families. Of the total of approximately 576,716 persons receiving IRO care and maintenance as of August 31, 542,020 were in IRO assembly centres and

34,696 were outside such centres. Another group of 126,847 persons was at the time receiving a variety of IRO services outside camps, including such services as repatriation or resettlement assistance, legal and political protection.

As of September 21, 1948, IRO was operating a total of 672 installations, including 538 assembly centres, the largest number of which (330) were located in the United States Zone of Germany. In addition to the IRO assembly centres, which may be camps, groups of camps, communities of detached dwellings or any other group or individual housing arrangements for which IRO assumes responsibility, there were, under IRO administration, 58 hospitals and sanatoria, 3 convalescent homes, 2 rehabilitation centres, 8 vocational training centres, 22 children's centres, 8 children's convalescent and nutritional centres, 5 admission control centres, 6 repatriation centres, 7 resettlement selection centres, and 15 installations classified as embarkation centres, staging areas and transit centres.

Epidemics among the refugee population have been prevented by routine immunization against smallpox, typhoid, diphtheria and, when necessary, against typhus, cholera and yellow fever epidemics. In addition to giving daily medical services to persons under its care, IRO has concentrated more specifically on problems of tuberculosis control, nutrition, repatriation of the sick, medical processing of refugees for resettlement, resettlement of displaced medical personnel and the vocational training and rehabilitation of the disabled. In carrying out its health program, the small staff of IRO medical personnel has been assisted by more than 2,500 refugee physicians and 2,000 refugee nurses.

The Organization has attempted to furnish a satisfactory refugee dietary level of 1,900 calories daily for its camp population. In a report to the General Council, the Executive Secretary of PC-IRO stated that, as of June 30, 1948, this standard had not been realized in all Zones, since the caloric levels were set by agreement with the Occupation Authorities of each Zone in which camps were located. Schools, children's centres, summer camps and youth clubs, in order to remedy deficiencies which existed in children's diets, began in 1948 to furnish children with supplemental rations provided by IRO. Apart from the caloric levels, the Organization entered into negotiations with the Occupation Authorities to include in the diets of refugees the necessary qualitative elements, such as fats and proteins. By the time the General Council met, in September 1948, the Director-General reported that the caloric diet in the countries in

which refugee camps were located had been raised to such levels that a differential ratio was no longer required and the General Council directed that the diets of persons in refugee camps should be no higher than that prevailing in surrounding areas.

More than half of the 555,300 persons receiving care and maintenance from IRO as of the end of September 1948 were trained and available for full-time employment. Many were employed by IRO in the running of the camps and many others were working on temporary projects in the occupied areas under the supervision of the Military Authorities. A comprehensive survey conducted by IRO in September 1948 revealed that one third of the male displaced persons of working age in Europe were skilled workers, one fourth agricultural workers, and about one eighth professional or managerial workers. Skilled workers were found in approximately 60 occupations ranging from airplane mechanic to woodworker; the occupations most frequently encountered were those of tailor, shoemaker-saddler, locksmith, carpenter and automobile mechanic. Among the employable women surveyed, 20 per cent of the total were classified as skilled workers, including a large proportion of seamstresses; 16.7 per cent were agricultural workers; and 14.4 per cent were workers in service occupations, including a large percentage of domestic workers. A related survey revealed that 83 per cent of the persons in camps were under 45 years of age. Among men, 26 per cent were under eighteen years of age, 57 per cent between eighteen and 45 and 17 per cent over 45. Among women, 29 per cent were under eighteen, 55 per cent between eighteen and 45 and 16 per cent over 45.

To provide elementary training to young workers and to refresh skills which have been dulled through disuse, IRO has conducted vocational training courses, generally of three months duration. Training courses for men were conducted in languages and in the skills of automobile mechanic, blacksmith, bricklayer, carpenter, electrician, machinist, plumber, radio mechanic, shoe repairman, surveyor, tailor and welder. Women were trained as domestics, nurses, seamstresses, textile workers and typists. More extensive vocational courses, designed to train finished craftsmen, were conducted by international voluntary societies.

2. Agreements

A number of agreements were concluded by PC-IRO, and later by IRO, with the governmental

authorities of the areas in which the Organization operates and with a number of countries of resettlement.

The agreements with the Occupation Authorities define the status of IRO and of refugees and displaced persons, and provide for the facilities, supplies and services required by IRO. The agreements set out the reciprocal undertakings of the Occupation Authorities with respect to the procurement of indigenous supplies, furnishing of local currency, maintenance of law, order and security and similar matters. The agreements with the Occupation Authorities in the United States Zones of Germany and Austria provide that IRO is to be directly responsible for the care and maintenance of refugees and for the operation of assembly centres. The agreements concluded with the British and French Occupation Authorities in Germany and Austria, on the other hand, provide that the Authorities are to carry out the administration of assembly centres with policy supervision by IRO.

Operation agreements and arrangements had also been concluded as of September 21, 1948, with Australia, Brazil, Denmark, France, Guatemala and Italy, and with the United Kingdom with respect to certain areas in the Middle East. These agreements provide for the conduct of IRO operations in the areas concerned in accordance with the principles of the IRO Constitution and local practical requirements.

In addition, resettlement agreements or informal arrangements had been concluded as of September 21 with the Governments of Argentina, Australia, Belgium, Brazil, Canada, Chile, Colombia, France, Netherlands, Peru, Turkey, United Kingdom and Venezuela. In general, these agreements provide for recognition of the status and functions of IRO and of its right to determine the eligibility of refugees and displaced persons under the Constitution; the selection of refugees by the government of the country or reception; the acceptance of close relatives; the establishment of civil rights for refugees and recognition of IRO's function of legal and political protection.

When it began operations, PC-IRO also extended provisionally the agreements and working arrangements in force between UNRRA and the Intergovernmental Committee on Refugees and approximately 60 voluntary societies active in refugee assistance programs in Germany, Austria and Italy, in the western European countries and in China.⁶ New agreements and working arrangements were later negotiated with many of these

⁶ For list of voluntary societies, see pp. 967-68.

societies. Organizations operating in Germany, Austria and Italy have provided supplementary services in welfare, relief, tracing, child search, special training and employment projects, and in emigration and repatriation assistance in collaboration with the IRO-operated programs in these countries. Societies in France, Belgium and the Netherlands have furnished many services supplementary to the scope of the IRO program and have also operated relief programs and special projects on behalf of IRO. In Spain and Portugal several international relief societies have served as agents of IRO, and in China similar societies have given supplementary help and operated special relief projects on behalf of IRO.

3. Repatriation

Between July 1, 1947, and August 31, 1948, the Organization had repatriated 55,324 refugees and displaced persons, who returned to their former homes in the following countries:

Austria	1,115
Czechoslovakia	389
Germany	679
Hungary	1,212
Italy	434
Latvia	1,691
Lithuania	843
Poland	31,384
U.S.S.R.	2,106
United States	2,039
Yugoslavia	4,794
7,536 overseas Chinese repatriated from China to their prewar homes in:	
Burma	3,689
Singapore and Malayan Union	2,414
Netherlands East Indies	1,280
Other countries	153
A11 other countries	2,002

As of September 1, 1948, there were still in China an estimated 13,700 persons, taken over by PC-IRO from UNRRA; these overseas Chinese receive only repatriation services from IRO. The Organization concluded arrangements in 1948 with the Burmese Government, where the majority of these persons resided before the war, and with local authorities in Singapore, the Malayan Union, the East Indies and Indo-China for the return of former Chinese residents. Negotiations towards a similar arrangement with the Philippine Government, however, were unsuccessful, since that Government does not recognize a right of former Chinese residents to return except under the normal annual Chinese quota.

It is one of the functions of IRO to facilitate

the provision of information to the displaced persons concerning conditions in their countries of origin. The Organization relays and distributes such information in various ways with a view to assisting the displaced persons in arriving at an independent decision as to whether or not to return home. In order to facilitate their repatriation, IRO also endeavors to establish relations with the countries of origin of the displaced persons. For this purpose IRO offices in Warsaw, Prague and Belgrade were established at the commencement of the PC-IRO operation and, with the exception of the latter, which was closed at the request of the Yugoslav Government in August 1948, they remain in operation.

As an incentive to repatriation, the IRO Constitution provides for the issuance of a three-months supply of food to displaced persons returning to countries suffering as a result of enemy occupation during the war, though, for financial reasons, the Organization was unable initially to implement this section of the Constitution. Early in 1948, however, PC-IRO decided that it was possible to provide such assistance on a more modest scale and accordingly arranged that from June 1, 1948, every eligible displaced person returning to Poland, Yugoslavia or the U.S.S.R. from Germany or Austria would be provided with twenty-days' supply of food. In view of improved conditions in the countries of origin, IRO felt that this amount was sufficient to tide the repatriants over the initial period before they became reintegrated into the local economy. The first session of the IRO General Council approved this policy.

Other steps taken by the Organization to facilitate repatriation included the provision of transportation and documentation. Special hospital trains, for example, were arranged for the 2,800 chronically sick refugees and displaced persons and their relatives who were repatriated. In addition to this, arrangements were made for a variety of individual repatriation movements and other services were provided by the Organization.

4. Resettlement

From July 1, 1947, to August 31, 1948, PC-IRO resettled 163,325 refugees in new homelands; 90,947 others were resettled by governments and voluntary societies acting independently. These refugees and displaced persons were received as immigrants by more than 70 countries and territories on five continents. The following countries received the largest numbers:

Argentina	14,924
Australia	9,209
Belgium	20,070
Brazil	4,505
Canada	31,944
Chile	1,567
France	20,111
Netherlands	3,864
Palestine	33,130
Paraguay	3,591
Peru	1,370
Sweden	2,151
United Kingdom	75,828
United States	18,074
Venezuela	7,487
All other	6,447
	254,272

Most of the resettlement work of IRO has been carried out through "mass resettlement" schemes, whereby a government makes special provision for the admission of substantial numbers of refugees and displaced persons as immigrants. In such cases, visas are usually granted by a special consul or mission, or under other arrangements specifically set up for this purpose. The following fourteen countries and dependent territories were as of September 21, 1948, recruiting for mass resettlement: Argentina, Australia, Belgium, Brazil, Canada, Chile, France, Netherlands, Morocco, Paraguay, Peru, Sweden, Tunisia, Turkey, United Kingdom and Venezuela. Between them, these countries received a total of 114,611 refugees under schemes in which IRO participated, as well as 66,172 refugees under schemes in which IRO did not participate.

The refugees resettled by IRO as individual migrants were sent to 75 different countries, where permission for them to enter was arranged through relatives, friends or other contacts.

The number of persons resettled through both "mass resettlement" schemes and individual migration, with and without IRO participation, as of August 31, 1948, was as follows:

	Total	IRO Partici- pation	Without IRO Partici- pation
Total Resettlement	254,272	163,325	90,947
Mass Resettlement	180,783	114,611	66,172
Individual Migration	73,489	48,714	24,775

The Organization chartered a fleet of ships for the transportation of refugees resettled overseas. In addition, it booked space on ordinary commercial vessels and aircraft for a large number of persons. For the inland transportation of refugees and displaced persons the Organization had used, as of September 21, 1948, an average of 27 trains per month since it began operations.

In his report to the first General Council of IRO the Executive Secretary of PC-IRO called attention to the emphasis being placed in mass resettlement schemes on the labor requirements of the participating countries, with the subsequent marked preference for young single workers and the reluctance to accept family groups. He pointed out that such a trend would "produce a population of displaced persons comprised entirely of the old, the very young and the large family groups".

PC-IRO repeatedly urged that governments accept a "fair share" of non-repatriable refugees and displaced persons in order that, by the time IRO ceased to exist, on June 30, 1950, all of the refugees and displaced persons would have been repatriated or re-established. PC-IRO estimated that, if government selection standards were not considerably reduced, approximately 184,000 refugees would remain in Germany, Austria or Italy and special provisions would have to be made for these persons after the termination of IRO.

Among the refugees and displaced persons as of June 30, 1948, there were approximately 40,000 specialists in intellectual, scientific, technical or artistic occupations. Some received vocational training in IRO assembly centres and were resettled in manual occupations. Through a program of education and publicity, IRO has succeeded in re-establishing a very small number of these specialists in their own professions.

PC-IRO had attempted to persuade each individual government to widen its selection and lower the various standards of acceptability. By the end of June 1948, the Executive Secretary reported that, as the suitability of refugees and displaced persons became better realized, these standards began gradually to be relaxed and certain countries, particularly in Latin America, adopted a more liberal attitude toward family groups.

The IRO Constitution provides for the establishment of a "large-scale resettlement" fund of \$5,000,000 through voluntary contributions from Members of IRO for the establishment of groups of refugees in self-contained industrial or agricultural communities in undeveloped portions of the world. As of September 21, 1948, one nation had contributed to this fund. Several large-scale resettlement projects were under consideration by IRO: in Brazil, Canada, Venezuela and French Guiana.

On the basis of various reports concerning the activities and policies of PC-IRO with regard to resettlement, the first session of the IRO General Council, on September 21, 1948, adopted a resolution appealing to individuals and nations to par-

ticipate in achieving a broad resettlement program. It expressed the hope that the United Nations would support this program and that all nations, whether or not Members of IRO, would participate. The Council requested the Director-General to discuss directly with Members of IRO, and with all other governments of good will, the maximum share of refugees and displaced persons which they would admit to their territories; to pursue the aims of PC-IRO with regard to the relaxation of technical immigration requirements and, in particular, to the recognition of the principle of resettlement in family units; to continue the study of and to put into operation schemes for large-scale resettlement; and to draw the attention of governments to the special problem of intellectual refugees and displaced persons, and to the importance of permitting them to continue to follow their intellectual pursuits. Finally, the Council requested the Director-General to submit to its second session, in March 1949, a plan for the disposition of such refugees and displaced persons as may then appear to require special measures of assistance in order to complete the mandate of the Organization.

5. Legal and Political Protection

Legal and political protection, as entrusted to the Organization by the Constitution, is one of its prime functions. It covers manifold activities, since the position of persons who as a rule are stateless and have been persecuted during the war necessarily involves legal problems and difficulties of various kinds.

In this connection the Organization has been faced with such matters as economic rehabilitation of refugees (e.g., restitution of property, indemnification for damage arising from persecution by Nazi and Fascist measures, unblocking of seized assets), and the safeguarding of the civil status of refugees in cases of marriage, divorce, adoption, guardianship, death, etc.

Four of the most important aspects of the work of legal and political protection with which the Organization has dealt concern human rights, statelessness, declaration of death and the issuance of travel documents.

In December 1947, PC-IRO submitted for the consideration of the United Nations Commission on Human Rights a memorandum dealing with problems which it believed of particular importance to refugees. This memorandum included suggestions concerning: equality before the law, pre-

vention of discrimination and protection of minorities; nationality and statelessness; and emigration, expulsion and asylum. A number of the suggestions made by PC-IRO were adopted by the Commission and included in the draft Declaration of Human Rights.

Following a resolution adopted by the Economic and Social Council on March 2, 1948,⁷ on the basis of action taken by PC-IRO, Members of the Secretariats of the United Nations and of IRO have discussed the problems relating to the protection of stateless persons and the desirability of concluding a new convention on the subject.

IRO is continuing the work initiated by the Intergovernmental Committee on Refugees with respect to the legal problems created by the disappearance, as a result of the Second World War or of persecution, of millions of persons whose deaths cannot be conclusively established. It has collected material covering the legislation of 37 countries on the subject. Recognizing the urgency of the problem, PC-IRO had directed its Executive Secretary to prepare a survey for transmission to the Secretary-General of the United Nations. After considering this survey, the Economic and Social Council at its seventh session in August 1948 resolved that a draft convention on the subject be prepared by the Secretariat of the United Nations in collaboration with IRO and other organizations concerned. It requested that this draft be submitted to Members of the United Nations for their comments and be presented, together with these comments, to the Council at its next session.⁸

As a result of considerable work undertaken by the Intergovernmental Committee on Refugees, an international convention was adopted in London on October 15, 1946, concerning the issuance of a travel document to refugees and displaced persons coming within the mandate of IRO. This convention covers those refugees who were unable to obtain a travel document because they did not come under prewar international arrangements which were concluded for the benefit of the so-called "Nansen" refugees. The two main advantages of the London document are that it indicates that the holder is the concern of IRO, a fact which gives it a certain protective value, and that it contains a clause authorizing the holder's return within a certain period to the country of issue, which makes it more readily acceptable to the governments of the countries of destination. Some 28 governments as of September 21, 1948,

⁷ See p. 583.

⁸ See pp. 646-48.

were issuing these travel documents or recognized those issued by other countries, and IRO was negotiating with other governments with a view to their adopting this convention.

6. Tracing of Missing Persons

On July 1, 1947, PC-IRO took over from UNRRA the work of the Central Tracing Bureau, which had been engaged in the tracing of millions of persons who had disappeared during the Second World War. Since the operations of the Central Tracing Bureau were limited to Germany, PC-IRO in October 1947 decided to replace the Bureau with an International Tracing Service, to operate on a world-wide scale and to co-ordinate the activities of National Tracing Bureaux. The International Tracing Service (ITS) came into being on January 1, 1948.

Inquiries concerning missing persons are received at ITS headquarters at Arolsen, Germany, where it maintains a central index containing information on approximately 2,500,000 individuals; this index constitutes ITS's most important source of information. Inquiries are referred to the zonal bureaux in Germany if the headquarters office has no information on the individuals concerned. Lists of missing persons are published by ITS in displaced persons camps and in the press, and are broadcast both over German radio stations and over Radio Vatican at Rome. In addition, ITS arranges for the showing of photographic slides

of missing persons in thousands of cinemas.

From the inception of ITS up to September 1948, 44,673 requests for information concerning missing persons were received, most of them from displaced persons still in Europe or resettled elsewhere. The ITS was able to give some information in response to 32,618 of these inquiries, and in 15,773 cases it was able to find the individual or to establish proof of his death.

In May 1948, PC-IRO added to the mandate of the International Tracing Service the task of searching for children kidnapped by the Nazis in support of their Germanization program. From evidence already uncovered, together with that being received daily from countries which suffered these losses, the number of children yet to be found amounts to hundreds of thousands. There are on file over 19,000 "unsolved" inquiries. The work of Child Search is to identify these children so that they may be returned to their families where possible. By the end of June 1948, UNRRA and IRO in Germany and Austria had located and repatriated, resettled and reunited with their families 16,413 children of 23 different nationalities. This figure is in addition to the many hundreds repatriated immediately on the conclusion of the Second World War.

The General Council in September 1948 asked the Director-General to continue the International Tracing Service and instructed him to consider how the task of tracing missing persons could be transferred to another organization after the cessation of the work of IRO.

F. BUDGET

The budget for the first financial year of the Organization was established by the Constitution as a total sum, expressed in terms of U.S. dollars, of \$155,860,500, comprising \$4,800,000 for administrative expenses and \$151,060,500 for operational expenses, together with a further sum of \$5,000,000 for large-scale resettlement expenditure, the latter to be made available through voluntary contributions from Members.

Pending the formal establishment of IRO, the work of PC-IRO was financed from advance contributions made by Members of PC-IRO. To commence its operations, PC-IRO received loans, repayable in three months, of \$2,000,000 from UNRRA and \$500,000 from the United Nations.

Other assets to be made available to IRO, under

the terms of the Final Act of the Paris Conference on Reparations of 1945 and the Five Power Agreement of 1946, include: \$25,000,000 to be secured from German assets in neutral countries; all the non-monetary gold found by the Allied forces in Germany; and assets in neutral countries of victims of Nazi action who died and left no heirs. These reparations funds are not mingled with other IRO resources but are allotted specifically for rehabilitation of those who survived Nazi persecution—90 per cent to Jewish persecutees, ten per cent to non-Jewish persecutees.

Because of the delay in receipt of resources, PC-IRO decided on a budget of \$119,088,320 for the year 1947-48 to cover administrative and operational expenditure, together with an addi-

tional provision for the equivalent of \$5,000,000 for large-scale resettlement programs. Since care and maintenance could not be reduced or deferred, and the rate of re-establishment of refugees during the initial months of operation was slow, PC-IRO allocated \$75,281,927, 63 per cent of its anticipated resources for health, care and maintenance and \$24,600,760, or 21 per cent, for re-establish-

ment, repatriation and resettlement. By decision of the General Council of IRO, the emphasis in the budget for the year 1948-49 has been reversed to provide approximately \$70,000,000, or 43 per cent, for the task of re-establishment and \$54,065,811, or 33 per cent, to meet the needs of refugees and displaced persons remaining in the camps. Details of these budgets follow:

PLAN OF EXPENDITURE	
July 1, 1947, to June 30, 1948°	
ADMINISTRATIVE BUDGET	
I. General Council and Executive Committee	\$ 100,000
II. Headquarters	1,457,780
III. Other offices	1,918,860
TOTAL ADMINISTRATIVE EXPENSES	\$3,476,640
OPERATIONAL BUDGET	
I. Personnel establishment costs	11,447,542
International Tracing Service	260,085
Review Board	15,986
Additional item: Expenditure prior to July 1, 1947, for other than conference expenses	100,000
	11,823,613
II. Purchase and maintenance of vehicles:	
(a) Purchase of vehicles	417,476
(b) Maintenance of vehicles	1,647,754
(c) Operating cost of vehicles	1,695,150
	3,760,380
III. Health, care and maintenance:	
(a) Supply and advance buying (Direct Care Program)	56,177,177
(b) Per capita cost program	14,293,456
(c) Cash assistance program	3,094,947
(d) Training and retraining	750,000
(e) Medical care	966,347
	75,281,927
IV. Repatriation:	
Transportation and other costs	3,850,930
V. Resettlement:	
Transportation and other costs	20,749,830
VI. Local Re-establishment Loans:	
Short-term loans	145,000
TOTAL OPERATIONAL EXPENSES	\$115,611,680
Total Approved Plan of Expenditure	\$119,088,320
Less: Reduction of anticipated income to meet approved Plan of Expenditure caused by over-estimate of shipping charges recoverable from Australian Government	221,830
GRAND TOTAL	\$118,866,490

July 1, 1948, to June 30, 1949	
ADMINISTRATIVE BUDGET	
General Council and Executive Committee	\$150,000
Headquarters:	
1. Personal services	2,013,795
2. Travel and travel subsistence	164,650
3. Common costs	749,300
	2,927,745
United States Office	190,144
United Kingdom Office	97,378
International Tracing Service	787,583
Review Board	62,590
Contingency reserve	582,360
TOTAL ADMINISTRATIVE BUDGET	\$4,797,800
OPERATIONAL BUDGET—PART I	
Personnel and establishment:	
1. Personal services	10,677,141
2. Travel and travel subsistence	706,222
3. Common costs	1,317,336
	12,700,699
Purchase and maintenance of vehicles	4,545,349
Health, care and maintenance:	
1. Direct care	41,086,890
2. Medical care	2,125,600
3. Vocational training	1,500,000
4. Cash assistance	4,146,567
5. Per capita costs	4,306,754
6. Community organization and welfare	900,000
	54,065,811
Repatriation	2,197,195
Resettlement:	
1. Transportation	56,557,000
2. Other mass resettlement	1,411,250
3. Individual resettlement	10,020,000
	67,988,250
Local re-establishment loans	150,000
Contingency reserve	8,581,954
TOTAL OPERATIONAL BUDGET—PART I	\$150,229,258
OPERATIONAL BUDGET—PART II	
Large-Scale Resettlement	48,712
GRAND TOTAL	\$155,075,770

°Included in the accounts for the year ending June 30, 1948, are certain expenses, payment for which was made during this period, but which represent services, facilities and supplies furnished to the Preparatory Commission prior to July 1, 1947.

The percentages of contributions to meet the total administrative and operational expenses of the Organization are set forth for 54 states in Annex II of the Constitution of IRO.¹⁰ Con-

tributions due from present members of IRO toward the administrative and operational budgets for the fiscal years 1947-48 and 1948-49 are as follows:

COUNTRY	1947-1948		1948-1949	
	Adminis- trative	Opera- tional	Adminis- trative	Opera- tional
Australia	\$ 94,560	\$ 2,658,665	\$ 94,517	\$ 2,644,035
Belgium	64,800	1,510,605	64,770	1,502,292
Canada	153,600	5,287,117	153,529	5,258,024
China	288,000	3,776,512	287,868	3,755,731
Denmark	—	—	37,903	1,021,559
Dominican Republic	2,400	60,424	2,399	60,092
France	288,000	6,193,481	287,868	6,159,399
Guatemala	2,400	60,424	2,399	60,092
Iceland	1,920	30,212	1,919	30,046
Luxembourg	—	—	2,399	60,092
Netherlands	67,200	1,359,545	67,169	1,352,063
New Zealand	24,000	664,666	23,989	661,009
Norway	24,000	664,666	23,989	661,009
United Kingdom	551,040	22,281,424	550,788	22,158,815
United States	1,914,720	69,110,179	1,913,842	68,729,885
Venezuela	—	—	12,954	345,527
TOTAL	\$3,476,640	\$113,657,920	\$3,528,302	\$114,459,670

ANNEX I

MEMBERS, OFFICERS AND HEADQUARTERS (As of September 21, 1948)

MEMBERS OF IRO

Australia	Iceland
Belgium	Luxembourg
Canada	Netherlands
China	New Zealand
Denmark	Norway
Dominican Republic	United Kingdom
France	United States
Guatemala	Venezuela

EXECUTIVE COMMITTEE

Australia	Norway
Belgium	United Kingdom
Canada	United States
China	Venezuela
France	

OFFICERS

EXECUTIVE COMMITTEE

Chairman:
Jean Desy (Canada)
Vice-Chairman:
Rolf Andersen (Norway)

SECRETARIAT

Director-General:
William Hallam Tuck (United States)

Deputy Director-General:

Sir Arthur Rucker (United Kingdom)

Assistant Director-General (Health, Care and Maintenance):

Myer Cohen (United States)

Assistant Director-General (Repatriation and Re-establishment):

Pierre Jacobsen (France)

Assistant Director-General (Administration):

P. N. M. Koolen (Netherlands)

Legal Adviser, Director, Department of Protection, Mandate and Reparations:

G. G. Kullmann (Switzerland)

Counsellor:

Henri Ponsot (France)

Economic Adviser:

Major-General Carl Hardigg (United States)

Comptroller:

A. F. D. Campbell (Canada)

Director International Tracing Service:

Maurice Thudichum (Switzerland)

Chairman Review Board for Eligibility Appeals:

Marcel de Baer (Belgium)

HEADQUARTERS

Address: International Refugee Organization
Palais Wilson, rue des Paquis
Geneva, Switzerland

Telephone: 26508 Geneva

Cable Address: INOREFUG GENEVA

¹⁰ See Yearbook of the United Nations, 1946-47, p. 818.

OTHER OFFICES

IRO maintains offices in the following countries:

Argentina: 702, Avenida Vertiz Buenos Aires	Italy: INR Building Via S. Nicola da Tolentino 78 Rome
Australia: IRO Office for Australia and New Zealand c/o Department of Migration, Collins Street Melbourne	Lebanon: IRO Representative Polish Refugee Office P.O. Box 1221 Beirut
Austria: Stalinplatz 11 Vienna 4	Luxembourg: 16, rue de l'Eau Luxembourg-Ville
Belgium: 28, rue de la Loi Brussels	Morocco: Services Municipaux Casablanca
Brazil: Rua Santa Luzia 799 Sala 1602 Rio de Janeiro	Netherlands: 't Hoenstraat 1 The Hague
Canada: Room 202, 100 Spark Street Ottawa, Ontario	Peru: Edificio Boza Carabaya 831, Oficina No. 308 Lima
China: United Nations Building 106, Whangpoo Road Shanghai	Poland: 35, Hoza Street Warsaw
Czechoslovakia: Prikopy 3 Prague 1	Switzerland: Palais des Nations Geneva
Denmark: Stockholmsgade 27 Copenhagen K	Tanganyika: IRO Representative c/o Director of Refugees P.O. Box 339 Dar-es-Salaam
Egypt: 8, Sharia Dar El Shifa Garden City Cairo	Turkey: Honorary Representative P.O. Box 1733 Istanbul, Galata
France: 7, rue Copernic Paris XVIIe	Uganda: IRO Representative c/o Director of Refugees P.O. Box 584 Kampala
Germany: U. S. Zone APO 62, U. S. Army Bad Kissingen	United Kingdom: 31, Dunraven Street London W.1
British Zone 400 IRO HQ BAOR, Lemgo	United States Room 330, 1346 Connecticut Ave., N.W. Washington 25, D. C
French Zone SP 51098-BPM507 Neuenburg, Württ.	
Guatemala: Pasaje Rubio 104 Sexta Avenida Norte 3 Guatemala City	Venezuela: c/o American Embassy Caracas

ANNEX II

LIST OF VOLUNTARY SOCIETIES ASSISTING
IN IRO FIELD OPERATIONS

(as of September 21, 1948)

The following societies are working in some or all of these countries:

GERMANY, AUSTRIA AND ITALY

American Friends Service Committee
American Joint Distribution Committee
American National Committee for Aid to Homeless
Armenians
American Polish War Relief
Boy Scouts International Bureau
British Red Cross
Church World Service
Council of British Societies for Relief Abroad (including
activities of a number of member organizations in
this Council)
Hebrew Immigrant Aid Society
International Rescue and Relief Committee
International Social Service
Italian Red Cross
Jewish Agency for Palestine
Jewish Committee for Relief Abroad
Lutheran World Federation
Mennonite Central Committee
National Catholic Welfare Conference — War Relief
Services
Netherlands Red Cross
Polish Red Cross
Unitarian Service Committee
United States Committee for the Care of European
Children
United Lithuanian Relief Fund of America
United Ukrainian American Relief Committee and
Ukrainian Canadian Relief Fund
Vaad Hatzala
World Council of Churches
World ORT Union
World's YMCA/YWCA
World Student Relief

FRANCE

Aumônerie protestante
Caisse israélite de prêts
Centre de formation professionnelle
Centre de reclassement professionnel
Centre d'orientation sociale des étrangers
Comité des œuvres sociales de la résistance
Comité international pour le placement des intellectuels
réfugiés
Comité inter-mouvements auprès des évacués
Comité juif d'action sociale et de reconstruction
Entr'aide française
Entr'aide universitaire française
Fédération des sociétés juives de France
Fonds de démarrage économique
International Rescue and Relief Committee
Oeuvre de protection des enfants juifs
Oeuvre de secours aux enfants
Organisation-reconstruction-travail
Secours catholique
Service social d'aide aux émigrants
Service social des jeunes

Service Quaker
 Union des étudiants juifs de France
 Unitarian Service Committee

BELGIUM

Aide aux israélites victimes de la guerre
 Comité des réfugiés venant de l'est
 Comité central Israélite
 Comité d'aide aux Israélites victimes de lois raciales
 Comité estonien
 Comité international pour le placement des intellectuels
 réfugiés
 Croix rouge lettone
 Ecole artisanale et agricole du Bahad
 Front national autrichien
 Jewish Agency
 Organisation-reconstruction-travail
 Oeuvre de Notre-Dame de Sion
 Comité yougoslave

NETHERLANDS

Catholic Committee for Refugees
 International Quaker Bureau

Jewish Co-ordination Committee
 Organisation-reconstruction-travail
 Vereinigung Deutscher Staatenloser Antifaschisten

PORTUGAL

American Joint Distribution Committee
 National Catholic Welfare Conference
 Unitarian Service Committee

SPAIN

American Joint Distribution Committee (Barcelona)
 Representation in Spain of American Relief Organiza-
 tions (Madrid)

CHINA

American Joint Distribution Committee
 Mennonite Central Committee
 Co-ordinating Committee for Refugees
 Russian Emigrants Association
 Catholic Welfare Committee
 International Relief Committee