Parliamentary Assembly
Assemblée parlementaire
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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

Doc. 230
12 May 1954

Activities of the Office of the United nations High Commissionrer for Refugees

Report

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1. Introduction

1. This memorandum on the activities of the Office of the United Nations High Commissioner for Refugees, which was prolonged for a further five years by the General Assembly of the United Nations at its last session, is transmitted for information to the Consultative Assembly of the Council of Europe, at the special request of its Secretary-General ; and every effort has been made to take particular account of relations existing between the Office of the United Nations High Commissioner for Refugees and the Council of Europe.

2. Special attention has been devoted to those sujets which are under examination at the same time by both organizations. In the interests of co-ordination and of avoiding duplication, it is appreciated that each organization should be as fully informed as possible of the work being done by the other on the same or related questions.

3. During the past twelve months, much positive action has been taken on behalf of those refugees who iare the concern of the Office of the U.N.H.C.R. A great deal, however, must still be done on their behalf if the pxirposes for which this office was established are to be fid-filled.

4. In this memorandum special attention has been paid to the problems involved in pro-, viding emergency iaicl to those refugees who need it most desperately and also in promoting within a reasonable time permanent solutions' for the problems of those refugees who are within the mandate of the Office of the U.N.H.O.R. land who have not yet been assimilated into the economies of their country of residence.

5. Particular reference has also been made to subjects on which the Council has already, in the past, lent its assistance to the United Nations High Commissioner for Refugees.

6. Since the Office of the United Nations High Commissioner for Refugees submitted its last memorandum to the Council of Europe, the Convention on the Status of Refugees has entered into force — 90 days following the deposit of the sixth instrument of ratification — on 22 April, 1954. In this connection, the Office of the U.N.H.C.R. is mindful of Resolution (52) 76 which was adopted by the Committee of Ministers of the Council of Europe during its session of 18-22 December, 1952, wherein Member States were invited to ratify the Convention as soon as possible. There is no doubt that this action by the Council of Europe played its part towards the speeding-up of the entry into force of the Convention.

7. It is hoped that those Governments who have not yet ratified the Convention may shortly be persuaded to do so. It is also hoped that through the wide adoption of the Convention Travel Document, the movement of refugees will be further facilitated.

8. Visas are still required for refugees and, even for tempoiiaay travel, are sometimes difficult to obtain. Thanks, however, to the understanding of Governments and to the initiative taken by the Council of Europe and the O.E.E.C, the requirement of visas for nationals of member countries for travel to other member countries has largely been abolished. Nevertheless, further consultations with Governments and interested non-governmental organizations- are being made in order t& secure further facilities for the issuance of visas to refugees for temporary travel and for their movement from country to country.

9. The Office of the U.N.H.C.R., when reporting to the Eighth Session of the General Assembly, made special reference to the action taken by the Council of Europe for the extension of certain international benefits in the social field to refugees. This resulted in the establishment of protocols to the European Interim

Agreement on Social Security Schemes relating to old-iaige, invalidity and survivors, the European Interim Agreement on Social Security, other than schemes for old-age, invalidity and survivors and the European Convention on Social and Medical Assistance. These protocols provide that refugees, resident in the Contracting States, shall be assimilated to nationals of the Contracting States for the purposes of these Agreements. The Agreements, as well as the Protocols, were signed on 11 December, 1953 on behalf of all Member Governments of the Council of Europe and are now open to ratification.

2. CHAPTER I - General Activities

2.1. International agreements affecting refugees

Convention relating to the Status of Refugees of 28 July, 1951

10. When the previous Memorandum to the Council of Europe on the Activities of U.N.H.C.R. was mitten in August last year, the Convention had been ratified by Denmark, Norway, Belgium 'and Luxembourg. Since that time the Convention has been ratified by- the Federal Republic of Germany on 1 December, 1953 ; according to the law for the ratification of the Convention, it came into force in Germany, regardless of the date of its entry into force as between the Contracting States, one month after the promulgation of the law for its ratification, i. e. on 24 December, 1953. On 22 January, 1954 the Government of the Commonwealth of Australia, which had not signed the Convention, deposited its instrument of accession, thus becoming the sixth state to ratify or accede to the Convention. The Government of the United Kingdom, the seventh State to ratify or accede to the Convention, deposited its instrument of ratification on 11 March, 1954. The Convention, therefore, in accordance with its Article 43, entered into force on the ninetieth day following the deposit of the sixth instrument of ratification or accession, i. e. on 22 April, 1954.

11. In accordance with Article IB of the Convention, each Contracting State shall, at the time of signature, ratification or accession, make a. declaration specifying whether it applies for the purpose of its obligations under the Convention, the term " events occurring before 1 January, 1951 " in Article 1A in the sense of " events occurring in Europe before 1 January, 1951 " or " events occurring in Europe or elsewhere before 1 January, 1951. " Of the States which have so far ratified or acceded to the Convention, Belgium, Denmark, the Federal Republic of Germany, Norway and the United Kingdom have declared that the words shall be understood to mean "events occurring in Europe or elsewhere ", the Governments of the Commonwealth of Australia- and of Luxembourg that they shall mean " events occurring in Europe ".

12. In the countries which have signed, but not yet ratified, the Convention the constitutional procedure for its ratification has been initiated and is, in some of them, in an advanced stage. In France, the law for the ratification of the Convention has been adopted by both Houses of Parliament and the deposit of the instrument of ratification may, therefore, be expected to take place shortly. In Austria, the law -for ratification has also been adopted by both Houses of Parliament. The Austrian Government had, at the time of signature, made a number of important reservations to the provisions of the Convention. It is gratifying to note that most of these reservations were withdrawn in the law for its adoption as approved by Parliament, with the exception of certain interpretative reservations, and reservations to Article 17, paragraph i, and Article 17, paragraph 2, dealing with wage-earning employment, which are accepted as recommendations only. In accordance with the task with which it is charged under the Statute, the Office of the U.N.H.C.R. continues to make all efforts to promote the ratification of the Convention by signatory States and accession by other states.

13. The entry into force of the Convention constitutes a most important event in the international action for the protection of refugees. This fact was recognized by the Committee of Ministers in its Resolution (52) 76 which invited Member States of the Council of Europe to ratify the Convention as soon as possible. The Convention constitutes the most comprehensive codification of rights of refugees so far embodied, in an international instrument. It consolidates the previous international agreements relating to the status of refugees which applied to specific groups of refugees. It provides the legal status of refugees with the safeguards of international law inherent in a multilateral convention, and it explicitly recognizes the functions of the international organ entrusted with the protection of refugees to supervise the application of its provisions.

Convention on Declaration of Death

14. This Convention, to which reference was made in last year's. Memorandum, has since been ratified by Belgium. . The International Bureau for the Declaration of Death of Missing Persons, provided for in the Convention, continues to function in Geneva with an increased workload.

Recognition and Enforcement Abroad of Maintenance Obligations

15. As regards the action for the establishment of an international instrument for the Recognition and Enforcement Abroad of Maintenance Obligations, which was also mentioned in the last Memorandum, and which is of particular interest for refugees, the Economic and Social Council decided, at its 17th Session, to transmit the report of the Committee of Experts to governments for information and such action as they deem appropriate ; to ask states whether they considered it desirable to convene a conference of plenipotentiaries to' complete the draft of the Convention on Recovery Abroad of Claims of Maintenance ; and recommended to governments to use the text of the Model Convention on the Enforcement Abroad of Maintenance Orders, prepared by the Committee of Experts, as a guide for the prépara-tion of bilateral treaties or uniform legislation.

Elimination or Reduction of Statelessness

16. The action of the International Law Commission of the United Nations on this subject is equally closely followed by the Office of the U.N.H.C.R. At its 1953 session the Commission tentatively adopted draft conventions for the elimination or reduction of future statelessness which were sent to governments for comments. The Commission asked its Special Rapporteur to prepare for its 1954 session a report on the question of the elimination or reduction of present statelessness, a subject of great importance to refugees.

Human Rights

17. The Office of the U.N.H.C.R. continues to follow all international action for the establishment of international agreements in so fair as thoy concern refugees, with a view to safeguarding their interests in these instruments. In particular, close attention is paid to the work of the United Nations Commission on Human Rights, as regards the establishment of binding international agreements on human rights, other action for the observance of human rights and, in particular, as regards the question of the right of asylum.

2.2. Relations with intergovernmental and governmental organizations

18. The Office of the U.N.H.C.R. has continued its collaboration and consultations with the various Specialized Agencies of the United Nations and. other Intergovernmental and Governmental Organizations, on programmes of international la.ction designed to improve the situation of refugees within its mandate.

Council of Europe

19. A full description of relations between the Council of Europe and the Office of U.N.H. C.R. is given in the Introduction and Conclusion to this Memorandum. In addition, references are included in other sections of this Memorandum to the various aspects of the work of the two Organizations on which there has been the closest co-operation.

20. Staff members of U.N.H.C.R. continue to attend the meetings of the Committee on Population and Refugees, the Special Liaison Committee, and viarious other committees which concern themselves, with refugee problems ; similary, observers from the Council of Europe attend lall meetings of the U.N.H.C.R. Advisory Committee on Refugees. In addition, liaison between the two Organizations at the Secretariat level hias been strengthened further.

21. The appointment of M. Pierre Sehnei-ter as the Special Representative of the Council of Europe for national refugees and overpopulation, for ia period of one year beginning 1 February, 1954, has provided still further means of improving the support given by each Organization to the activities of the other in problems affecting refugees. Shortly after his appointment; M. Schneiter and the High Commissioner were able to benefit from lan exchange of views on the various problems concerning over-population, national refugees and refugees within the mandate of U.N.H.C.R. As a result of this cordial discussion, it was mutually appreciated that with friendly and continuous co-operation, the dangers of overlapping and duplication could be avoided.

International Labour Office

22. The Office of the U.N.H.C.R. has benefited greatly from the advice of the Director-General of the International Labour Office on various projects designed to help refugees, which have been financed from the Ford Foundation Grant. It has also worked closely with the I.L.O. on the problem of employment opportunities for refugees belonging to the professional categories. A joint paper on this subject was submitted by the United Nations and the I.L.O. to the Fourth Conference of Non-Governmental Organizations interested in Migration, which met in Geneva in August last year and adopted a number of resolutions designed to serve as a basis for concerted international action to solve this problem.

23. The main emphasis of these resolutions was that efforts should be concentrated on placing those refugee professional workers already documented, rather than carrying out new surveys involving costly and elaborate research. Practical action by interested agencies in seeking employment opportunities in a number of underdeveloped countries which have recently acquired their independence was recommended as the next step in this programme.

24. The Office of the U.N.H.C.R. has also participated in the work of the Technical Working Group on Migration, sponsored jointly by the United Nations and the I.L.O where questions affecting refugees, such as admission of foreign workers to residence and employment, migrants in professional categories, and co-ordination of migration programmes, were discussed

25. The action taken by the I.L.O. and the Office of the U.N.H.C.R. in connexion with the problem of refugee seamen is referred to in Chapter II of this memorandum.

United Nations Educational, Scientific and Cultural Organization

26. A representative of the Exchange of Persons Programme of UNESCO visited Geneva in November, 1953 to carry out a sample analysis of the files of 13,000 refugees belonging to the professional categories which were taken over by the Office of the U.N.H.C.R. from the International Refugee Organization. The UNESCO representative, whose task, was to determine whether any of those refugees could be placed in vacant professional posts recorded by UNESCO, found that a large proportion had already emigrated, some even as labourers, but did succeed, however, in selecting a few experts for such posts as meteorologists and topographers.

27. An understanding was reached between the Office of the U.N.H.C.R. and UNESCO under which the latter would undertake, with the help of the International Universities Bureau and the University of Paris, to evaluate the academic and professional . qualifications of refugees within the mandate of U.N.H.C.R. in order to facilitate their eventual placement in special posts.

28. In the field of legal protection, the Office of the U.N.H.C.R. is working with UNESCO in connexion with the reduction of obstacles to the free movement of refugees engaged in educational, scientific or cultural activities.

World Health Organization

29. Particular mention should be made of the participation of this Organization in the international action referred to in paragraph 22 to find employment opportunities for refugees belonging to professional categories. The W.H.O. has agreed to assist, through its regional offices in certain countries in the Middle East, in the placement of refugee medical personnel in those countries where their services are most badly needed.

Intergovernmental Committee for European Migration

30. In addition to the joint operation on behalf of the refugees of European origin in China, which is the subject of a later section in this memorandum, the Office of the U.N.H.C.R. and the Migration Committee have worked together in a number of programmes for refugees, in close collaboration with the Voluntary Agencies.

31. These include the re-opened "Two thousand Scheme" whereby 700 refugees from Austria, Germany and Trieste are to be admitted to the United Kingdom, and whose processing and transport are being undertaken by the Migration Committee.

32. The progress made by the Migration Committee in assisting in the re-settlement of refugees in Trieste including the placement of difficult cases deserves particular mention and is referred to in detail in Chapters III and IV of this memorandum.

33. In July last year, a project for the placement in France of 154 refugee farm workers from Greece was completed through the joint efforts of the Migration Committee, the United States Escapee Programme and the Office of the U.N.H.C.R.

Organization for European Economic Co-operation

34. Among the activities in which the O.E.E.C. has co-operated with the Office of the U.N.H.C.R. during the past year, particular mention should be made of the action for the liberalization of the movement of manpower within its Member States. It resulted in a decision of the Council of the Organization, governing the employment of nationals of member countries. According to this decision, the authorities of Member States shall grant on application permits in respect of the employment of suitable workers who are nationals of other member countries, as soon as it is established that suitable labour, national or foreign, forming part of its regular labour force, is not available within the country for the employment in question. As a result of consultations between the Organization and the Office of the U.N.H.C.R., a provision was- embodied in that decision that refugees who, at the time of the first application for their employment, are officially recognized as such in another member country, are to bo treated as if they were nationals of that country, provided they have the right to return there.

United States Escapee Programme

35. Close liaison has been maintained with the U.S.E.P. representative in exchanging information'on matters of mutual interest relating to refugees within the mandate of the U.N.H.C.R.

36. As concerns a. number of problems, namely, provision for emergency assistance, local resettlement within Europe and resettlement abroad, as well as the wider aspects of the problem of finding ways and means to promote permanent solutions, the co-operation of the U.S.E.P. and the continuous sharing of information relating to its activities with the Office of the U.N.H.C.R. have been most helpful and encouraging.

2.3. Relations with private organizations

37. The Office of the U.N.H.C.R. has always attached the very greatest importance to the maintenance of efficient and friendly relations with all interested private organizations working on behalf of refugees. The closest relations have been established with these Agencies, which are operating bodies and therefore indispensable to the implementation of projects aiming at permanent solutions as well as to the alleviation of the situation of the most destitute refugees.

38. In co-operation with a great number of Voluntary Agencies, forming the Standing Conference of Voluntary Agencies and the Conference of Non-'Govemmental Agencies Interested in Migration, many projects, both for the promotion of resettlement opportunities in overseas countries and for the integration of refugees into the life of their present countries of residence, have been drawn up. The Ford Foundation Grant for refugees has enabled the High Commissioner to allocate initial amounts needed for the launching of many such projects which haive been carried out by various Voluntary Agencies. It is interesting to note how the role of the Voluntary Agencies has changed. "While many of them were formerly engaged principally in relief 'activities, the emphasis has now shifted considerably from palliative assistance to the achieving of permanent solutions, owing to the absence of any international organization with operational responsibilities concerned with all the aspects of the refugee problem.

39. As regards direct material relief, the role of the Voluntary Agencies in the carrying out of the UNREF programme of emergency aid to the most needy groups among refugees within the mandate of the U.N.H.C.R. is as vital as their activities in the field of permanent solutions.

40. Regular consultation and co-operation with the Voluntary Agencies is not restricted to the UNHCR Office in Geneva, and representatives of the Headquarters of the International Agencies. In all countries where Branch Offices are established, similar contacts exist. For example :

41. In Italy regular meetings of the Committee of Foreign Refugees are held, where representatives of all Agencies working on behalf of refugees in that country examine the current problems with the representative the U.N.H.C.R. In France the situation is slightly different, as there is no single body co-ordinating the activities of the numerous Voluntary Agencies working in the refugee field. The representative of the U.N.H.C.R. however, maintains constant contact with these various organizations. A similar situation exists in Belgium, where the UNHCR representative frequently has the opportunity to support the Agencies in their endeavours. In the Netherlands approximately twenty Voluntary Agencies are engaged in refugee work and a centralization of their activities is now under consideration in close consultation with the UNHCR sub-Office. In

the United Kingdom there are two bodies which co-ordinate refugee work : the British Council for Aid to Refugees and the Standing Conference of British Organizations for Aid to Refugees. Both these bodies, consisting of British Voluntary Societies, are largely complementary and they maintain a joint secretariat. The UNHCR representative has very close relations with both bodies and attends their meetings. In Germany, in practically all Lander, there are refugee councils consisting of the Land authorities, the Voluntary Agencies, the refugee groups and the Office of the U.N. H.C.R. These refugee councils have proved of great benefit in the mutual understanding of the problems affecting refugees in Germany. The International Voluntary Agencies have formed a Council, of Voluntary Agencies, whose meetings are attended by the UNHCR representative. In Austria a considerable number of Voluntary Agencies, both international and national, meet regularly in a Working Group of Voluntary Agencies working for refugees, -at which the UNHCR representative and the Ministry of the Interior attend as observers. In addition, the International Voluntary Agencies have formed a Council at which the Office of the U.N.H.C.R. is also represented as an observer. Finally, regular monthly meetings of the international agencies are held under the chairmanship of the U.N.H.C.R. representative to discuss matters of mutual interest. In Gi'eece, where only a limited number of Voluntary Agencies are working on behalf of refugees, no formal council of Voluntary Agencies exists, but the closest co-operation between the U.N.H.C.R. representative and the Voluntary Agencies concerned has been established.

42. Due to the different situations in the various countries and the varied operations carried out by international and national voluntary agencies on behalf of refugees, it is of the greatest importance that the exact form of consultation and co-operation is established along the lines most suitable for the territory concerned. In all the above-mentioned countries where large numbers of refugees reside, the planning of projects on behalf of the most, destitute refugees, and.projets aiming at permanent solutions, is carried out in mutual consultation.

3. CHAPTER II - Legal aspects of international protection in different Countries

43. As previously mentioned in paragraph 6, the Committee of Ministers, recognizing the importance of granting to refugees the legal protection provided for by the Convention on the Status of Refugees of 28 July, 1951, invited Member States of the Council to ratify this Convention as soon as possible.

44. Some of the more important developments in the field of the legal status of refugees in individual countries are described in this chapter.

45. The Office of the U.N.H.C.R., through its Branch Offices, continues to co-operate closely with the governments of countries of residence of refugees in regard to questions relating to their status, and to promote measures for the regularization and improvement of their position. As a result of the understanding shown by the authorities of the countries of residence, many steps have been taken by legislative and administrative action to improve the situation of refugees.

Admission, Residence and Expulsion

46. In Belgium, the arrangement continues to be in force under which the eligibility determination of refugees, both for the purpose of Belgian law and of the Convention, is exercised by the UNHCR Branch Office at Brussels. Executive Ordinances for the implementation of the Law of 28 March, 1952 on the Aliens Police have been issued ; they regulate the establishment and procedure of the Advisory Commission on questions of expulsion, which Commission has to be consulted in eases of expulsion of refugees. These provisions ensure that the Branch Office is informed of expulsion cases pending before the Commission and is thus enabled to make representations. Furthermore, the sauf-conduit so far issued to persons who entered Belgium clandestinely and claim refugee status, the period of validity of which was 60 days, is, according to these regulations, to be replaced by a certificat d'immatri-culation, which is valid until the status of the refugee has been regularized, after his eligibility has been determined by the Branch Office.

47. In the Netherlands, the question of the amendment of the Aliens Act of 1849 is at present under consideration. It is, in particular, intended to regulate the procedure for the admission of refugees. Pending this legislation, measures have been taken by the Netherlands authorities to avoid the detention of persons who have entered the country clandestinely and claim refugee status. They are assigned to a special centre pending investigation and are released as soon as their refugee character is established.

48. In France implementing ordinances under the Law of 25 July, 1952 for the Establishment of the Office for the Protection of Refugees and Stateless Persons have been issued, and an Appeal Commission has been established of which the High Commissioner's Representative in France is a member, which decides on

appeals against eligibility determinations made by the Office and advises the Minister of the Interior on expulsion and similar measures against refugees. " A certain difficulty arose from the provisions of the Law of 25 July, 1952, according to which the eligibility of refugees has to be determined according to the Statute of the U.N.H.C.R. or the provisions of the Convention relating to the Status of Refugees. This difficulty, has now been solved by an arrangement by which persons who are considered as refugees according to the Statute, but not according to the Convention, receive certificates mentioning this fact, which are distinguishable from those entitling the holders to the benefits of the Convention. Although the Convention had at that time not yet been adopted by France, the Law of 25 July, 1952 refers to the Convention, many of the provisions of which are already applied in France.

49. In Italy, the procedure, according to which the eligibility of refugees is determined by a. Joint Commission consisting of representatives of the Italian Government and the Branch Office in Italy and their residence status consequently regularized, has proved satisfactory. It has caused refugees living out of camps, whose status has not so far been regularized, to apply to the authorities in order to have their status established.

50. In Austria no special procedure for the admission of refugees and the determination of their status exists. The expulsion of refugees is subject to Allied approval. Consultations take place on the question of refugee status of persons against whom expulsion orders have been issued before Allied approval to the execution of the measure is given.

51. A new law concerning the Aliens Police, which replaces the German regulations hitherto in force, has been adopted by Parliament. Its effect on refugees has been the subject of consultations with the competent authorities. A special feature of the law is that it abolishes the residence permit which has so far been required for the residence of foreigners in Austria.

52. In Germany, the special procedure of eligibility determination of newly arrived refugees and refugees who have entered Germany since 1 July, 1950 is carried out at the Federal Reception Centre near Nuremberg. Between 1 February, 1953 and 1 March, 1954, 2,687 persons applied for recognition as refugees, 778 were recognized as refugees and 418 rejected. At the end of February, 1954, 1313 cases were pending. A resident representative of the UNHCR Office in Germany attends hearings of the Recognition Boards, advises refugees on the procedure of the Boards, and maintains contact with the German and Allied authorities and voluntary agencies assisting refugees at the Reception Centre. In order to expedite the issuance of travel documents to refugees by the police authorities, arrangements have been made according to which applications for travel documents for newly arrived refugees are made immediately on their arrival, while the nature of the travel document issued depends on the subsequent decision of the Recognition Board. Those recognized as refugees receive the London Travel Document, others receive a German travel document for foreigners. They are then distributed over the Lander in accordance with the ratio laid down in the Asylum Ordinance of 6 January, 1953.

53. According to the Asylum Ordinance the refugee status of refugees who have entered Germany since 1 .July, 1950, and whose residence has been authorized, has equally to be determined by the Recognition Boards. A procedure has been tentatively adopted whereby t'his determination is to be made in writing, which would prevent refugees in employment from having to interrupt their work for the purpose of their screening at the Reception Centre.

54. A certain difficulty exists with regard to persons who are bona fide refugees, but cannot be recognized as such by the Recognition Boards in accordance with the terms of the Asylum Ordinance, as they have not entered Germany directly from a country of persecution. Consultations are taking place with the competent authorities in order to find a solution for the regularization of the position of these persons and their distribution in different areas of. the country, similar to the procedure adopted for persons recognized as refugees.

55. The establishment of a procedure for the screening of non-German refugees who have entered the Federal territory in Berlin, and their distribution after recognition of refugee status, is the object of consultations between the competent German Authorities and the Branch UNHCR Office at Bonn.

56. In Germany, the expulsion of aliens comes within the competence of the Lander Governments. An expulsion order against refugees often cannot be executed, but the fact that a person is under an expulsion order places him in an irregular position. The Federal authorities have issued a. circular requesting the Lander authorities to investigate closely all the circumstances before expulsion orders are made against refugees. As a result of consultations between the competent authorities and the UNHCR Branch Office, instructions have

been issued in Bavaria according to which expulsion orders against refugees are only to be issued if, in fact, they can be carried out. In particular, conviction for offences is only to be a ground for an expulsion order if the person concerned constitutes, by his conduct, a danger to public order.

Rights of Refugees in their Countries of Residence

57. In Belgium, regulations have been issued for the determination of the refugees who are to be considered as regular residents entitled to the benefits of the Convention. According to these regulations, all refugees who are entered in the Register of Aliens are to be entitled to the rights accorded by the Convention, which results in the inclusion of refugees holding only temporary residence permits. In the field of the right to work the provisions of the Convention are applied in Belgium. Recently measures have been taken according to which refugee miners will benefit in the same manner as nationals from the provisions relating to grants and loans for the acquisition and construction of housing.

58. According to a declaration made by the United Kingdom at the time of its ratification of the Convention relating to the Status of Refugees, refugees who have resided in the United Kingdom for four years will be exempted from the restrictions applicable to aliens as regards wage-earning employment. Refugees who have entered the United Kingdom as visitors on the condition that they would not seek paid employment may be graiited permission to work by the Ministry of Labour, in agreement with the Home Office.

59. In Siveden, the State Aliens Commission decided in June, 1953 that bearers of Swedish Aliens passports, i. e. refugees, are not required to possess work permits.

60. In Austria, further measures have led to an almost complete equalization of Volksdeutsche refugees to Austrian nationals in the field of the right to work.

61. As a result of an Agreement concluded between Austria and the German Federal Republic in February, 1953, Volksdeutsche refugees who were civil servants in their countries of origin and who, on 8 May, 1945, were entitled to pension payments from the German Reich, other German Siiithorities or from the former Protectorate of Bohemia and Moravia, are to receive pension payments in Austria in accordance with the laws in force for Austrian civil servants, provided they possessed German nationality on 8 May, 1945, and had, on 1 December, 1952, their residence in Austria. Payments are made on application, retroactively as from 1 January, 1953. As a result of a further Agreement between Austria and 'Germany concluded in July, 1953, but not yet ratified, social security rights acquired by Volksdeutsche- refugees in certain specified countries of origin by the payment of contributions will be recognized in Austria for the purpose of payment of benefits in accordance with Austrian social security legislation.

62. While these arrangements will benefit a great number of the most needy Volksdeutsche refugees in Austria, foreign refugees are not granted similar rights and there still exist difficulties as regards certain groups of Volksdeutsche refugees ; thus, for instance, refugees who are war invalids are not entitled to disability payments. Efforts are being made in order to secure them the benefits of Austrian legislation for war victims.

63. By a recent measure, the waiver has been abolished which had to be signed by applicants for naturalization, according to which they would not, after their naturalization, be entitled to claim financial benefits to which they had not been entitled prior to their naturalization. A bill is under consideration under which Volksdeutsche refugees would be entitled to acquire Austrian nationality by a simple declaration (option).

64. In Germany, refugees who had their residence in Germany prior to 30 June, 1950 benefit from the provisions of the Law concerning the Status of Homeless Foreigners of 25 April, 1951, which are in part more favourable than those of the Convention relating to the Status of Refugees, while to other refugees the provisions of the Convention apply. Arrangements have been made according to which refugees will continue to be granted special benefits in the field of taxation. Under a special law of 7 August, 1953 refugees are granted, on certain conditions, the benefits accruing from social insurance contributions made in their countries of origin. According to a law of 3 August, 1953, war victims resident .abroad who were prejudiced in their rights to benefit by Nazi persecution became entitled to the benefits provided for war victims by the Federal War Victims' Law of 20 December, 1950.

Legal Assistance

65. A handbook for refugees, similar to I he handbook issued in Germany, has been issued in Austria in collaboration with the Ministry of the Interior, which contains information on the legal position of refugees and guidance as to the authorities and organizations to whom they may apply for assistance. In Germany, an information bulletin containing current information of importance to refugees continues to be issued by the U.N.H.C.R. Branch Office and is given tho widest possible distribution.

Travel Documents

66. In accordance with a recommendation made by several delegates during the third session of the Advisory Committee on Refugees and a recommendation adopted by the Special Liaison Committee of the Council of Europe that the travel document to be issued under the Convention relating to the Status of Refugees of 28 July, 1951 should be as uniform as possible, a specimen copy of the travel document has been prepared by the Office of the U.N. H.C.R. and sent to the governments signatories to the Convention with the suggestion that the document to be issued should be in conformity with that specimen. Several Governments have reacted favourably to this suggestion and are preparing the issuance of this standardized travel document.

67. Under arrangements made in Italy all refugees are to receive the Convention Travel Document which is already being issued in Italy in «anticipation oî the ratification of the Convention.

68. The London Travel Document continues to be issued by the other countries parties to the Agreement of 15 December, 1946. It is almost generally recognized de jure or de facto for the issuance of visas.

69. In Germany, all refugees receive from the local authorities, pending the issuance of the Convention Travel Document, the London Travel Document, which serves in this way also as an identity document giving evidence of the refugee status of the holder. Arrangements have been made for the issuance of the London Travel Document to refugees in Germany who are employed in auxiliary units of the Allied Forces and for the issuance of travel documents to refugees who hold passports of Baltic States which are recognized by the German authorities.

70. The Austrian Government has, by a decision of the Allied Council, been authorized to issue travel documents to foreigners. This has made it possible to issue to refugees the Austrian Aliens' passport. An amendment of the Passport Law of 1951 has been enacted and the exit permit hitherto required for departure from Austria has been abolished. Detailed regulations as to the period of validity of the Aliens' Passport issued to refugees, its validity for repeated journeys, the issuance of the return visa and the reduction of costs, are the subject of consultations between the UNHCR Branch Office in Austria and the competent Austrian Authorities.

Indemnification for Victims of Nazi Persecution

71. In Germany, consultations took place with the competent German and Allied Authorities on the Federal Supplementary Law of 8 September, 1953, for the Indemnification of Nazi Victims. As a result of these consultations, it has been possible to secure the improvement in the drafting stage of certain provisions of special interest to refugees. The law, which entered into force on 1 October, 1953, will enable many refugees who have suffered injury or damage by Nazi action, to obtain compensation to which they were not entitled under the existing legislation of the German Lander. According to the federal law, certain residence conditions are required for the entitlement to compensation but, under special provisions, refugees are entitled to compensation for certain types of damages even in the absence of these requirements. In particular, refugees who were persecuted in contempt of humain rights by reason of their nationality may obtain compensation for physical injury and injury to health if permanent injury to health has resulted. The compensation provided for is, however, still not considered as adequate and efforts are being made for an improvement by amending legislation.

Refugee Seamen

72. The situation of refugee seamen, who often have no regular country of residence, and, or no valid travel documents, frequently presents particular difficulties. This problem already formed the subject of consultations between the International Refugee Organization and the International Labour Office, which led to the adoption of a, resolution by the Joint Maritime Commission of the I.L.O. A provision to give sympathetic consideration to the establishment of refugee seamen on the territory of the Contracting States, the issue of travel documents to them, or their temporary admission to their territory, particularly with a view to facilitating their establishment in another country, was embodied in the Convention relating to the Status of Refugees (Article 11).

73. The number of refugee seamen who apply to the Office of the U.N.H.C.R, and its Branch Offices for assistance in the solution of their difficulties is considerable. The Netherlands Authorities kindly agreed, at the initiative of the UNHCR Deputy Representative in the Netherlands, to make an enquiry into the position of refugee seamen serving on ships calling at Dutch ports. In the course of this enquiry, 400 cases were investigated and it appeared that (approximately 25 % of the refugee seamen did not possess any travel document and that the position of another 25 % had to be considered as precarious.

74. This situation prompted the High Commissioner to address a memorandum on the subject to the Director-General of the I.L.O. and to suggest that the question.be placed on the agenda of its 'Governing Body. The Director-General acceded to this request and the Governing Body adopted a resolution authorizing the Director-General to request the Governments members of the I.L.O. to inform him concerning any action taken with a view to the implementation of the earlier resolution of the Joint Maritime Commission on the subject and any suggestions they might wish to offer concerning possible solutions to the problem. It also requested fhe Director-General to submit the replies and any other pertinent information to the next session of the Joint Maritime Commission.

75. It seems necessary that agreement be reached on the conditions under which such refugees would be entitled to obtain travel documents and be allowed to land at ports of call of their ships. The acceptance of refugee seamen, who have no country of lawful residence, by individual countries by the granting of a right of residence would appear to be the most desirable solution. Thanks to the co-operation of Governments, it has been possible to resolve the difficulties of a number of individual refugees belonging to this category and the U.N.H.C.R. Branch Offices are continuing to consult with the competent Government Departments and interested organizations with a view to suggestions of general solutions of the difficulties which this problem presents.

4. CHAPTER III - Emergency aid

76. The General Assembly of the United Nations, at its Sixth Session, authorized the High Commissioner to appeal for funds for the purpose of enabling emergency aid to be given to the most needy groups of refugees coming within the mandate of his Office. This authorization was endorsed at the Eighth Session of the Assembly at which time the High Commissioner was invited to concern himself particularly with refugees in need of emergency aid, the considerable number of refugees still living in camps, and those requiring special care for whom no satisfactory arrangements had yet been made.

77. The Consultative Assembly of the Council of Europe, on 26th September, 1953, expressed the wish, in its Resolution 43, that adequate funds be placed at the disposal of the High Commissioner to enable him to carry out his most important duties, instancing the alleviation of the tragic plight of the Far Eastern and European refugees. The Special Liaison Committee of the Council adopted, on 5th February, 1954, Recommendation No. 12 recommending that the Committee of Ministers invite Member Governments to give every support possible to the U.N.H.C.R. in solving the distressing problem of the so-called " hard core " refugees.

78. A statement is given at the end of this chapter showing the financial position of the United Nations Refugee Emergency Fund at 31 March, 1954, from which it will be seen that a total of $ 1,294,086 had been contributed at that date by Government and from other sources.

What has been achieved, so far through the U.N.R.E.F.

79. The major part of the contributions received lias been spent on material assistance to destitute refugees of European origin in China ($ 758,787), including their maintenance while in transit in Hong Kong, and cn route for overseas destinations, and allocated to the placement in Europe of the "difficult cases" among them, ($ 108,000).

Refugees of European origin in China

80. It is estimated that there are still over 14,000 refugees of European origin in China, of whom approximately 12,000 would qualify for resettlement, During the period from 1 April, 1953, to 31 March, 1954, the Joint Special Representative of the Intergovernmental Committee for European Migration and of my Office, in Hong Kong, has made arrangements for the resettlement of a total of 3,315 refugees of European origin, mainly to Australia, Brazil, Canada, Greece, Israel and Turkey. This figure is approximately three times las great as the number of refugees resettled during the previous year.

81. The movement of the refugees is the financial responsibility of the I.C.E.M. At its 6th session in October, 1953, further funds were made available for this operation, but these are nearing exhaustion and the I.C.E.M. has appealed to Governments for further financial support for this movement.

82. Those refugees of European origin in China who are without means are entirely dependent for their subsistence on the U.N.R.E.F. Between 1 April, 1953 and 31 March, 1954, the number of refugees receiving financial aid decreased from 1948 to 967, owing to the number resettled during 1953. Constant new emergency cases are, however, being brought to the attention of the Joint Special Representative.

83. Since March, 1952, the U.N.H.C.R. has financed out of the U.N.R.E.F. at an average monthly cost of some $ 34,000, the maintenance of the destitute refugees of European origin in China, and the upkeep in Hong Kong of those refugees who have been admitted pending resettlement. The delays in processing in Hong Kong for resettlement have made this latter charge very heavy. The monthly expenditure has been made up as follows :

Maintenance of approximately 1,000 refugees in China - Dollars : 22,000

Maintenance in Hong Kong of refugees in transit whose resettlement is being arranged by the I.C.E.M., averaging 500/600 at any one time - Dollars : 12,500

Dollars : 34,500

Difficult Gases in China

84. Those refugees in China receiving emergency aid from the U.N.R.E.P. include a number of "difficult cases", aged, tubercular, blind, chronically sick or disabled persons and their dependents, from whom the U.N.H.C.R. is seeking placement oportunities.

85. Since the beginning of 1953, personal approaches were made to 10 Governments to find placement opportunities for tire refugees concerned. At the time when this report was written 305 persons have been accepted for placement by the following governments: Belgium, Denmark, France, Ireland[1], the Netherlands, Norway, Portugal, Spain[2], Sweden and Switzerland. Up to 15 April, 85 cases had left Shanghai for their final destination and it is expected that another 52 will be moved by 15 May, 1954.

86. The group thus placed includes 40 dependants. The 265 institutional cases include 105 old people (65 and over) the majority of whom were accepted by Belgium, France and Switzerland, 26 TB patients who were accepted by the Netherlands and Sweden, 13 mental cases accepted by Denmark and the Netherlands, 35 cases affected by other disabilities and 86 cases who are still to be selected.

87. The refugees concerned are usually placed in governmental institutions or in homes administered by a voluntary agency, while the UNHCR Branch Office remains in toucii with the homes and institutions concerned. Wherever possible, the U.N.H.C.R. aims at placing the refugees in congenial surroundings, e. (j. among their own fellow countrymen or among persons of the same religious denomination.

88. Where necessary the U.N.H.C.R. contributes initial installation grants to facilitate the placement of the refugees concerned. In most oases a sum varying between $ 300 and % 500 per capita is granted for each institutional case with the proviso that he will be looked after in an institution as long as necessary. Taking into account the generosity of some governments who have assumed the whole financial responsibility for the refugees concerned,, the average per capita sum required for the placement of the 305 cases who have been accepted to date is approximately $ 350, which will be financed out of the United Nations Refugee Emergency •Fund.

89. Severa l other countries indirectly contributed to the resettlement of difficult cases by allowing refugee, immigrants to being with them dependants falling within the category of difficult cases.

Emergency Aid in Other Areas

90. In addition, emergency aid programmes have been implemented in the following countries : Austria, mainly for medical aid, particularly in T.B. cases, and for emergency assistance to newly arrived cases and the most destitute groups ; Germany, towards maintaining a hospital for sick refugee children and assisting destitute refugee students and other needy refugees ; France, with a reserved contribution, for the provision of loans, on a revolving loan basis, to assist the most destitute categories of refugees to become' self-

1. Subject to final confirmation.
2. Subject to final confirmation.

supporting ; Greece, mainly for the provision of supplementary feeding for the most needy refugees and for hospitalization and medical care ; Italy, for emergency relief to the most destitute, for provision of medical aid to refugees outside camps and the supply of milk to specially needy refugee women and children ; Trieste, for improvements to a TB sanatorium for refugees, and supplementary nutrition for tubercular and post-TB refugees ; Turkey, to assist refugees in a farm project which will give housing and employment to a number of them, and Iran, Lebanon, Jordan and Syria for emergency winter help. In all cases, except Trieste where the funds were expended by the Allied Military Government, the programmes have been carried out and the funds disbursed by the various voluntary agencies operating in the countries concerned.

Present Situation of the Fund,

91. In spite of the response of many governments to the High Commissioner's appeal for fluids, to which seventeen governments and some private sources have made most generous contributions, the objectives for which the U.N.R.E.F. was authorized by the General Assembly have unfortunately not yet been attained.

92. In nearly all the areas described, the need for emergency aid continues, and in certain countries new emergencies have arisen, but all available funds will be exhausted, if no further contributions are received, when provision has been made to continue emergency aid to refugees of European origin in China until the end of August, 1954.

93. With the above consideration in mind, the High Commissioner submitted the question of the U.N.R.E.F. to the Fourth Session of his Advisory Committee which met in March, 1954. In the document (A/AC. 36/31 and Add. 1) which he presented to that Committee, he made an estimate of the most immediate needs which could only be met out of the Fund. These involved a minimum expenditure of approximately $ 1,000,000 during 1954.

Estimate of Needs for 1954

Refugees of European Origin in China

94. In spite of the encouraging rate of resettlement of the refugees of European origin from China during the past year, the number of refugees who rely on the U.N.R.E.F. for maintenance is still nearly 1000.

95. The office of the U.N.H.C.R. has appealed to all governments of goodwill to grant entiy visas to as many refugees in China as possible. As most countries of immigration do not maintain consular offices in China, processing for resettlement has to be carried out in Hong Kong, which is already overcrowded. As the refugees have to be maintained there at the expense of the U.N.R.E.F., it is important for the U.N.H.C.R. that the time necessary for processing should be kept to a minimum.

96. The total cost of maintaining the destitute refugees of European origin in China, and those in transit in Hong Kong, during 1954, is estimated at approximately $ 34,500 monthly, or $ 414,000 for the year, of which $ 138,000 had been expended at the end of April.

Placement of Difficult Cases from China

97. At the beginning of 1953, the number of difficult oases among the European refugees in China was put at approximately 670 persons (including 200 dependants), out of the then total of 15,000 refugees within the competence of U.N.H.C.R. Some 200 Jewish eases for whom no accommodation is at present available in institutions in Israel were subsequently brought to the attention of the High Commissioner. As described in paragraph 85, a number of over 300 cases have been placed by the U.N.H.C.R. in various countries. A reduction in the number requiring placement resulting from a certain mtmber of deaths, wag offset by the addition of a number of refugees whose physical condition had deteriorated through old age or ill health. There remain therefore some 500 persons to be placed, for whom a further amount of $ 280,000 is estimated to be necessary for initial placement grants. It is feared, however, that this figure may be increased by more cases who are at present assisted by voluntary agencies and may require permanent care in institutions.

98. In addition, most serious emergency needs exist in the following countries :

Austria

99. There are some 230,000 refugees in Atistria within the mandate of U.N.H.C.R. Although the Austrian authorities have basic responsibility for their maintenance, this maintenance is, owing to the economic situation of the country, at a minimum. There is a great need of extra emergency aid for the refugees, in order to provide something more than a bare existence. In addition to the assistance provided by the Voluntary

Agencies and the United States Escapee Programme, it is estimated that, in 1954, approximately $ 130,000 will be required to provide for extra medical care, children's programmes, difficult cases in and out of institutions, supplementary feeding (especially for new Yugoslav refugees) and emergency aid amongst the most needy groups of refugees.

Greece

100. There are approximately 15,000 refugees within the mandate of the U.N.H.C.R. in Greece. A very large proportion is unemployed iand, in spite of the efforts made by the Greek Government, it has only been possible to supply food and shelter in camps to a limited number of the refugees on a very modest basis. It is estimated that a sum of at least $ 110,000 would be required during 1954 to provide the minimum necessary supplementary feeding, medical assistance and hospitalization.

Italy

101. The number of refugees living out of camp in Italy is estimated at between 35,000 and 40,000. During 1953, a sum of $ 25,000 was allocated from U.N.R.E.F. for relief in the most needy cases, in the form of cash allowances to the most destitute families, medical care including hospital treatment, dental treatment, and small grants in exceptional cases in order to facilitate emigration or obtaining of employment. Of this sum, 15,000 dollars have been spent through the Catholic "Welfare Conference and 10,000 dollars through the American Council of Voluntary Agencies which, in co-operation with tho Italian Red Cross, has organized a programme of medical assistance that has proved of very considerable value.

102. A similar allocation of minimum $ 25,000 would be indispensable to enable this programme to be continued during 1954, so as to give relief in the most urgent cases.

103. In addition, a sum of $ 5,000 is necessary for the purchase of clothing for specially needy cases among the destitute refugees, and a further sum of $ 10,000 for the emergency needs of newly arrived refugees. from Yugoslavia.

Trieste

104. The essential needs of the refugees in camps in Trieste are assured by the Allied Military Government, from funds provided by the Italian Government. The most important requirement which is not adequately supplied, however, is clothing, and a sum of $ 10,000 would be necessary for the provision of additional clo tiling to the most needy among the over 6,000 refugees in Trieste.

Turkey

105. Of the approximately 2,200 refugees within the mandate of the U.N.H.C.R. in Turkey, there are some 450 eases badly in need of special relief. It is estimated that a sum of $ 50,000 would provide supplementary food, clothing, medical and hospital assistance for this group for 1954.

Egypt

106. Certain groups among the refugees within the High Commissioner's competence in Egypt do not benefit from the governmental social services and are therefore in dire need of emergency assistance. This applies especially to the group of ageing "White Russian Refugees. It is estimated that, in 1954, in order to provide medical assistance, supplementary feeding and, in particular, special aid to the more aged refugees, a sum of approximately $ 45,000 will be required.

Iran

107. In Iran, as in Turkey, the main solution for the problem of the approximately 2,000 refugees within the competence of the U.N.H.C.R. is resettlement overseas. In addition to these refugees who might eventually be resettled there are a number of aged, disabled, and sick refugees in Iran for whose emergency needs in 1954 a sum in the region of $ 36,000 would be required.

Syria, Lebanon and Jordan

108. The situation of a group of approximately 500 refugees within the High Commissioner's competence in this area is extremely precarious and the only relief during 1953 was that disbursed from the Refugee Emergency Fund through the voluntary agencies. It is estimated that in 1954 a sum of $ 107,000 will be required to provide supplementary food, medical assistance and clothing, and to provide solutions for the difficult cases within the mandate of the U.N.H.C.R. in these countries.

Summary of Needs for 1954

109. A brief summary is given below of the most urgent estimated needs for 1954 :

European refugees in China and Hong Kong maintenance at a monthly cost of $ 22,000 in Shanghai and of $ 12,500 in Hong Kong from 1 May to 31 December 1054 - Dollars : 276,000

Placement of difficult cases from China, including cases for whom placement opportunities have already been found - Dollars : 280,000

Austria - Dollars : 130,000

Greece - Dollars : 110,000

Italy - Dollars : 40,000

Trieste - Dollars : 10,000

Turkey - Dollars : 50,000

Egypt - Dollars : 45,000

Syria, Libanon and Jordan - Dollars : 107,000

Iran - Dollars : 30,000

1,084,000

Difficult Cases in Other Areas than China

110. The problem of difficult cases requiring special care, although most serious in China, is by no means restricted to that area. According to the preliminary results of a survey on the situation of refugees in Austria, there are at present in that country over 1,500 cases who need to be placed in institutions. The majority of these are Volksdeutsche refugees. It is estimated that more than one-third of the refugees within the total of approximately 1,500 suffer from tuberculosis. Surveys of the numbers and conditions of institutional cases in 'Germany, 'Greece, Italy, Trieste, Iran, Ethiopia and various areas in the Near East were also begun in the course of 1953, with the assistance of governmental authorities, voluntary agencies and UNHCR representatives.

111. Preliminary information received to date (some of which is as yet incomplete) shows that there are no less than 10,720 identifiable difficult cases in these areas within the mandate of the U.N.H.C.R. who require special care. Nearly half are TB cases, of which 68 % are men and 32 % women. The next largest group, (11 per cent) consists of people affected by chronic diseases (other than TB, mental diseases or paralysis), while 9 per cent of the total consists of aged people (over 65 years), being an equal proportion of men and women.

Recent Action by the Netherlands Government in favour of Difficult Cases

112. At the time of writing this memorandum, the announcement has just been received that the Netherlands Government intends making a special donation of $ 200,000 to, the U.N.R.E.P. The money is to serve to find placement in homes and institutions for some of the chronically ill, disabled or otherwise incapacitated refugees within the High Commissioner's mandate in Europe, described in the above paragraph, who are in need of special care.

113. The Netherlands Government, when announcing this contribution, stated that a proposal was being put before the Committee of Ministers of the Council of Europe, that European governments should at once constitute a fund of $ 5,000,000 to be placed at the disposal of the United Nations High Commissioner for Refugees for the placement of " difficult cases " in Europe. The Netherlands donation, which is still subject to parliamentary approval, represents 4 per cent of this sum, and the Netherlands Government has expressed the hope that other coiuitries will contribute on a pro rata basis.

Camps

114. A considerable number of refugees within the mandate of the High Commissioner are still in camps, where some families have been living for eight or nine years ; the time spent in these huts or barracks is a terrible waste of precious years of life; it results in a steady lowering of health, morale, professional skills and initiative to start a new life. "While living conditions in the camps vary considerably from country to country, the atmosphere of depression is common to most of them.

115. According to official statistics, the number of refugees within the High Commissioner's mandate who are living in camps administered or supervised by governmental authorities totals 87,677 as of 1 January, 1954. The figures for the second half of 1952 and for 1953 show that there has been some reduction during the past year and a half, particularly in Austria and Germany :

		1er july, 1952	**1er january, 1953**	**1er july,1953**	**1er january, 1954**
Austria	50,317	47,727	46,945	42,411	
Federal Republic of Germany	42,629	41,949	36,339	35,296	
Greece	approx. 2,700	approx. 2,700	2,655	2,471	
Italy	approx. 4,000	approx. 3,900	approx. 3,900	approx. 3,900	
Trieste	3,444	4,259	4,391	3,599	
Total	102,990	100,535	93,230	87,677	

There are, in addition, several thousand additional refugees who are living in unofficial camps for which the indigenous authorities accept no direct responsibility.

116. It is clear that the camps can only be dissolved when the refugees occupying them have either been resettled, or integrated into the economy of the country where they find themselves and secured alternative housing. The High Commissioner is of the opinion that la reduction in the camp population could be expedited if, in the countries concerned, a serious effort were made to concentrate in particular camps those refugees who may be considered to have opportunities for resettlement. Such action would also facilitate the'promotion of the integration of the remaining refugees.

117. The amounts given in paragraph 109 as the estimated needs for emergency aid during 1954 include, in the case of Austria and Greece, relief to refugees living in camps, in cases where no maintenance can be provided by the governmental authorities, or where the maintenance is inadequate.

Camp Adoption Scheme

118. The many urgent calls upon the U.N.R.E.F., particularly the continuation of the High Commissioner's share in the China programme, have prevented the realization of many urgently needed projets designed to alleviate some of the most pressing needs of the camp population.

119. For this reason it was decided that the U.N.H.C.R. should promote, in as many countries as possible, a scheme whereby communities and voluntary agencies not yet working on behalf of refugees should be invited to take direct interest in the most needy camps and to assist their inmates in every practicable way. It-is hoped that, through this scheme, not only will moral support be given to the refugees in the camps but also that, in some cases, some of the most urgent material needs of the refugees in the camps may be met.

Action recommended by the High Commissioner's Advisory Committee on Refugees

120. The High Commissioner's Advisory Committee on Refugees, at its Fourth Session in March, 1954, expressed its agreement on the urgency of the problem of emergency aid, and proposed that the High Commissioner should again bring the present situation of U.N.R.E.F. to the attention of Governments, Members of the United Nations, as well as other governments who have demonstrated their interest in the refugee problem. In pursuance of this suggestion he addressed, on April 9 of this year, a further appeal for funds to such Governments.

121. The Advisory Committee also stated that the urgency of the question justified a procedure whereby the Economic and Social Council and the General Assembly should be called upon to pronounce their views directly on the question of assistance to refugees within the mandate of his Office. Furthermore, it suggested that the High Commissioner should consider the possibility of seeking, with the approval of the General Assembly, funds for the U.N.R.E.F. through the good offices of the United Nations Negotiating Committee on Extra-Budgetary Funds.

122. In view of the limited response to the appeals which he had made, the High Commissioner welcomed this recommendation of his Advisory Committee, and sincerely hopes that the General Assembly will see its way to authorizing its Negotiating Committee on Extra-Budgetary Fluids to concern itself with the raising of contributions for the U.N.R.E.F.

123. Status of the United Nations Refugee Emergency Fund at 31 March, 1954

Contributions

Governments[3] - $ 957,012

International Refugee Organization - $ 240,098

Miscellaneous Sources - $ 90,370 - $ 1,294,080

Expenditures and Commitments - China Operation

Payments to and commitments at 31 March, 1954 - $ 733,787

Payments due to staff on liquidation - $ 25,000 - $ 758,787

Emergency Aid and Placement of Difficult Cases

Grants made[4] - $ 208,571

Grants committed[5] - $ 110,870 - $ 325,441

Administrative Expenses (Including fund raising) - $ 26,043 - $ 1,110,271

Surplus of the Fund at 31 March, 1954 - $ 183,815

SCHEDULE No. 1

124. Contributions from Governments

	Received $	Pledged $	Total $
Australia	111,646		111,646
Austria	1,923		1,923
Belgium	40,000		40,000
Canada	100,462		100,462
Denmark	14,607	14,477	29,084
Fed. Republic of Germany	13,096		13,096
France	85,714		85,714
Greece	1,000		1,000
Holy See	2,000		2,000
Liechtenstein		467	467
Luxembourg	2,970		2,970
Netherlands	35,263	50,000	85,263
New Zealand	27,991		27,991
Norway	14,104	14,104	28,208
Sweden	19,492		19,492
Swizerland	80,967	46,729	127,696
United Kingdom	280,000		280,000
Total	831,235	125,777	957,012

SCHEDULE No. 2.

3. In accordance with schedules attached.
4. In accordance with schedules attached.
5. In accordance with schedules attached.

125. Grants for Emergency Aid and Placement of Difficult Gases

	Made	Commited	Total
	$	$	$
Austria	34,046	10,530	44,576
Belgium	14,461[6])	2,504[7]	16,965
France	40,000[8]	3,439	43,439
Fed. Republic of Germany	17,219		17,219
Greece	23,088	13,397	36,485
Ireland		20,000[9]	20,000
Italy	25,000		25,000
Middle East	25,582	7,500	33,082
Norway		12,500[10]	12,500
Spain		10,000[11]	10,000
Sweden	6,000[12]		6,000
Switzerland	3,175	25,000[13]	28,175
Trieste	20,000		20,000
Turkey		12,000	12,000
Total	208,571	116,870	325,441

5. CHAPTER IV - Promotion of permanent solutions

5.1. Repatriation

126. In accordance with the terms of its Statute, and of Resolutions 538 (VI) and 728 (VIII) of the General Assembly of the United Nations, the Office of the U.N.H.C.R. has taken active stops to refer to the appropriate authorities any requests for repatriation which have been received from individual refugees. It cannot be said, however, that the numbers of such requests have been of any great significance, nor is it possible, due to the lack of information, to state what action has been taken on the individual cases referred through normal consular channels.

5.2. Resettlement

127. Ever since it was established, the Office of the U.N.H.C.R., although having no operational responsibility for the overseas resettlement of refugees, has attempted to the best of its ability to promote the admission of refugees to the territories of States in accordance with Article 8 (d) of its Statute. To this end, it has constantly endeavoured to increase the possibility of emigration, for refugees by drawing the attention of the Government of the countries of emigration to the most serious refugee situations, and attempting to ensure that refugees are given a fair share of all resettlement opportunities.

128. It is undoubtedly true that several Governments of the countries of residence of refugees and many thousands of refugees themselves continue to rely on emigration as the main solution to their problems. Experience has shown, however, that the forecasts made by the High Commissioner when his Office was first established concerning the very limited prospects for the resettlement of refugees were not unjustified. While it is true that several thousands of refugees have been resettled through the operations of the Intergovernmental Committee for European Migration, the United States Escapee Programme, and the voluntary agencies, nevertheless the countries of emigration have not shown themselves ready to continue accepting refugees for mass schemes of emigration on a scale which is in any way comparable to that which they did during the period of the I.R.O. operations.

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6. Including $ 13,000 grants for placement of difficult cases.
7. Including $ 1,500 grants for placement of difficult cases.
8. Including $ 20,000 grants for placement of difficult
9. Grants for placement of difficult cases.
10. Grants for placement of difficult cases.
11. Grants for placement of difficult cases.
12. Grants for placement of difficult cases.
13. Grants for placement of difficult cases.

129. The result of this situation has been that, since 1951, the major part of the overseas resettlement of refugees within the mandate of the U.N.H.C.R. has been carried out by the voluntary agencies on the basis of individual migration. In view of the fact that only a limited number of refugees have relatives or friends in countries of emigration who are in a position to give assurances or sponsorship on their behalf, it has proved necessary for the voluntary agencies to establish in the countries of resettlement offices to promote resettlement opportunities for refugees. This has proved an extra burden to the Voluntary Agencies which they have only been able to meet to a limited extent from their available resources and which has been partly financed from the Ford Foundation grant for refugees. The financing of these offices has certainly done a great deal to promote the resettlement of refugees and it is the High Commissioner's sincere hope that in the near future other resources will be made available to enable the Voluntary Agencies to continue this most valuable work.

130. During the year 1 January to 31 December, 1953, the Inter-Governmental Committee for European Migration assisted in the resettlement of 19,711 refugees of whom 5,519 went to Canada, 5,165 to the United States, 3,083 to Brazil and 1,907 to Australia. In the operational plan of the I.C.E.M. for 1954, provision is made for the movement of 118,400 migrants, of which 19,800 are refugees within the mandate of the U.N.H.C.R. Close co-operation has been continued with the I.C.E.M. in all matters affecting tho overseas resettlement of refugees and, in particular, in the joint operation on behalf of refugees of European origin in China, and also in attempting to bring a solution to the very difficult situation of refugees in Trieste.

131. In November, 1953, the High Commissioner addressed an appeal to governments concerning refugees in Trieste whose future was at that time a matter of grave concern. The Governments of Australia, Canada, Brazil, Chile and Argentina have all sont selection missions to Trieste in order to recruit refugees or have established special quotas for refugees, with the result that, through combined international action and arrangements made by I.C.E.M., 1,367 refugees were resettled overseas from Trieste during the course of 1953. Moreover, the Government of Colombia has answered a special request of the U.N.H.C.R., by declaring its readiness to grant 300 visas for refugees from Trieste.

132. The Office of the U.N.H.C.R. has given special attention to the problems of refugees belonging to the professional categories who have particular difficulties in being resettled. Negotiations have been undertaken with UNESCO, W.H.O. and the Voluntary Agencies in order to find placement opportunities for these refugees, and some progress has been made in finding opportunities for them in countries such as Ethiopia and Iran.

133. An indication is given below of the efforts made by the different countries of resettlement on behalf of refugees.

United States

134. The United States still ranks as the most important country of resettlement for refugees within the mandate of the High Commissioner's Office. Up to the end of the I.R.O. operations, over 314,000 refugees had entered the United. States, the great majority having been admitted under the Displaced' Persons Act of 1948 and amendments. From 1 January, 1952 to 31 March, 1954, a further 24,083 refugees have been resettled through the Intergovernmental Committee for European Migration and the United States Escapee Programme. This number includes refugees processed under the remaining operative section of the Displaced Persons Act (Section 3 (c)) and refugees admitted under national quotas by the terms of the Immigration and Nationality Act of 1952.

135. The Office of the U.N.H.C.R. attaches the greatest importance to the Refugee Relief Act (1953) which was signed by the President of the United States on 7 August, 1953 and which provides, over a three-year period, for the admission of 209,000 persons, including some 60,000 refugees within the mandate of the U.N.H.C.R. This Act provides another demonstration of the traditional hospitality and concern of the United States for refugees.

Latin America

136. Through the UNHCR Representative in Latin America, whose office is situated in Colombia, close relations are maintained with the great majority of the Governments of the countries in Latin America, both in respect of the promotion of resettlement of refugees and in respect of the international protection of refugees who have already been resettled. The different countries of Latin America have continued to demonstrate their concern for the problem of refugees and have absorbed a very considerable proportion of the refugees who have been resettled, during- the past three years, through the good offices of I.C.E.M., the United States Escapee Programme and Voluntary Agencies.

137. Special reference should be made to the efforts made by the National Catholic Welfare Conference, the Lutheran World Federation and the "World Council of Churches to promote resettlement opportunities for refugees in Latin America under projects financed out of the Ford Foundation grant for refugees. These agencies, by agreeing to sponsor individual refugees and to make arrangements for their reception, have managed to secure governmental approval to the admission of several thousands of refugees who would probably otherwise never have been admitted.

138. The initial sums devoted to these projects under the Ford Foundation grant have already been expended, but the allocation of a further sum of 159,000 dollars from the terminal grant of 200,000 dollars made available by the Ford Foundation to the High Commissioner in March, 1954 will permit the continuation of this valuable work for a further limited period.

Other Countries of resettlement

139. Australia and Canada, and New Zealand, in particular, continue to make a notable contribution to the solution of the refugee problem and have admitted to their territories during the last two years a total of over 15,000 refugees, as well as contributing to the refugee emergency fund.

5.3. Economic integration

140. As long as the opportunities for overseas resettlement remain as limited as they have been during the last three years, it is clear that a much greater effort must be made to promote economic integration of refugees into the economies of their present countries of residence.

141. Although in most of the countries of residence there is a realization that the provision of permanent solutions for refugees benefits not only the refugees themselves but also the countries in which they reside, the ability of Governments to promote these permanent solutions is often limited by factors which are not completely under their control and which are frequently related to the general economic and social situation.

142. It is clearly of major interest to the countries of residence to find permanent solutions for the refugees within their territories, not only on account of the social problem which is involved, but lalso on account of the fact that such solutions necessarily reduce the burden on the public assistance in those countries and add to their economic potential. The longer taken wer adopting permanent solutions, the greater the number of unemployed chargeable to public funds, for the chronic luiemployment which prevails inside and outside the camps has harmful, repercussions on intellectual life, on capacity for Avork, on aptitude for living in society.

143. Experience has shown that a systematic effort is necessary if refugees are to be integrated into the economies of their countries of residence. However, the economic development in many countries of residence is comparatively slow and to some extent these countries still suffer from the aftermath of the war, especially in connexion with the shortage of housing. At the same 'time they often have to face the burden of refugee problems which are in addition to those with which the Office of the U.N.H.C.R. is concerned.

144. The Office of the U.N.H.C.R. has continued its efforts to promote the integration of refugees into the economies of their countries of residence. -While it is probably true to say that the need for making greater efforts to promote the economic integration of refugees has become more clearly recognized by Governments, voluntary agencies working on behalf of refugees and by the refugees themselves, nevertheless much still remains to be done in this field if the refugee camps are to be dissolved within any reasonable period of time. The entry into force of the United Nations Convention on the Status of Refugees will certainly provide a most welcome stimulus to the efforts on behalf of economic integration in certain countries. Nevertheless, in other countries the formal recognition of the status of refugees will not of its own accord provide refugees with a means of livelihood.

Germany

145. In Germany the Federal Government has not only been faced with the general problem of economic reconstruction but also with the very serious problem created by the large numbers of German refugees and expellees. Whereas considerable results have been obtained in assimilating and integrating large numbers of these refugees into the economy of the Federal Republic, the Government is still faced with the problem of the refugees who continue to arrive from Eastern Germany.

146. In the Federal Republic of Germany a firm legal basis for the integration of non-German refugees was provided by the Federal Law on the Legal Status of Homeless Aliens of 25 April, 1951 and by the entry into force, in the Federal Republic, as of 24 December, 1953 of the Convention relating to the Status of Refugees

of 28 July, 1951. The Federal Government has moreover made strenuous efforts to close the camps in Germany and has succeeded in reducing the camp population of refugees within the mandate of this Office from some 60,000 refugees at the -beginning of 1951 to approximately 30,000 refugees at the end of 1953. The closure of camps has been accompanied by the implementation of a special housing programme which has resulted in the building of approximately 7,000 apartments at a cost of over DM 90 million.

147. Moreover the Federal Government has given its support to the " Department for non-German Refugees " of the " Bank for Expellees and War-Damaged Persons " in Bad Godesberg by allocating DM 2 million to it. The Department for non-German Refugees of the Bank was created in 1951 by a grant of DM 1.5 million by the International Refugee Organization. The Special Department makes loans to refugees to enable them to establish themselves in small businesses and in independent occupations by which they might eventually become self-supporting. The original IRO grant has been increased by a contribution of DM 3.4 million from the residual assets of the I.R.O. and by an allocation out of the counterpart funds of the U.S.A. economic assistance to Germany of DM 1 million. The total assets of this department of the Bank available for establishment loans are DMl 7.9 million, of which DM 4.1 million had been advanced in 758 loans to refugees as of 31 March, 1953. The remainder -will be advanced during 1954. Furthermore, the Federal Government has allocated to the Department of the Bank a further sum of DM 2 million for complementary house-building loans to be granted to refugees.

148. The experience of the Department for non^German Refugees of the Bank for Expellees and War-Damaged Persons has been very encouraging and sets an excellent example of the methods which can be applied in order to further the individual re-establishment of refugees provided that the necessary financial means are available.

Austria

149. The economy of Austria, despite many difficulties heightened by the financial burden of continued occupation, has shown continual signs of recovery. Nevertheless it has shown certain weaknesses which react unfavourably on the integration of refugees. During the last year production has fallen in various sectors and the figures of unemployment have risen, which makes it all the more difficult for the disproportionately large numbers in the lower age groups, who will come on the labour market in the' next few years, to find employment. Furthermore, the housing situation is still difficult land internal savings are far from sufficient to meet the capital expenditure required for any large-scale programme of economic development.

150. An experimental and limited programme designed to further integration of refugees in Austrian agriculture has been implemented in the course of 1953 by an allocation of A.N.S. 10 million within the framework of the utilization of counterpart funds of the United States economic assistance to Austria, which was supplemented by 7.5 million schillings from other sources. This programme has resulted in the settlement of 185 families of refugee farm labourers in small agricultural holdings, including new houses, and 77 refugee farmer families on leased farms. A further allocation of A.N.S. 10 million for analogous purposes was made in December 1953, which will enable the programme to be continued.

151. Various small funds are maintained by the Austrian authorities for the purpose of granting credit to small businesses. These are financed either from counterpart funds or from the Federal and local budgets. Some refugees have been able to benefit from these funds on an individual basis. There is, however, no special fund to provide credit facilities for the establishment of refugees in small businesses and professions.

152. Many local initiatives have been taken by refugee co-operatives and other societies to provide housing for refugees. It is estimated that in the last two years approximately 2,000 housing units have been built for refugees (including many refugees who have been recently naturalized). The total expenditure on refugee housing can be estimated at roughly A.N.S. 200 million, approximately half of which has been given in the form of credits and subsidies by the Austrian Federal Government and local funds designed to meet the general need for housing in Austria.

Italy and Greece

153. In Italy and Greece .there are grave problems of unemployment, and more particularly imder-employment, the difficulties of which are increased by a high rate of demographic expansion. It is therefore understandable that the authorities should regard emigration as the main permanent solution of the problem of alien refugees and are accordingly reluctant to undertake any special development schemes which would ensure that refugees are provided with economic opportunities in preference to the large numbers of their own nationals faced with almost similar situations. Nevertheless, in Greece the Government has been able to build

ia settlement of permanent houses for approximately 400 refugees in Lavrion where, unfortunately, the employment possibilities are extremely limited owing to the recent closure of the lead mines, and to implement a re-establishment scheme for 30 families in Tripoli.

Other countries

154. Considerable efforts have also been made in other countries which have generously admitted large numbers of refugees into their territories, such as France, where 40 million francs were devoted in 1953-54 to the provision of loans to individual refugees, Belgium, where special credit facilities to purchase houses have been given to refugees working in the. mines, the Netherlands, the United Kingdom and the Scandinavian countries, to facilitate the integration of postwar refugees and to train them for the professions and occupations to which they have access in these countries.

Ford Foundation Grant for Refugees

155. The Ford Foundation grant of 2.9 million dollar's provided a most welcome opportunity to carry out a number of projects designed to demonstrate the possibilities of social assimilation for refugees, and to pi'omote opportunities for their resettlement overseas. It will be recalled that the various projects are being carried out by voluntary agencies, in consultation with the Office of the U.N.H.C.R.

156. As I already stated in my Reports to the General Assembly of the United Nations, at its Seventh and Eighth Sessions, this grant has enabled the Office of the High Commissioner to promote the social assimilation and resettlement of refugees. In this connexion, I would remind you that the various projects are carried out by voluntary organizations in consultation with my departments. The main conditions of the grant were that any work financed by it in a given area.should be complementary to that undertaken by the government concerned, and secondly that the money should be spent only on projects of a constructive character, designed to help refugees to help themselves rather than to remedy their situation temporarily.

157. As at 30 September, 1953, $ 2,650,872 had been allocated out of the grant to various projects while $ 7,943,774 had been contributed to the same projects from other sources, thus indicating that a contribution attracts on the average nearly three times its amount in funds from other sources. This phenomenon naturally varies according to the projects and areas concerned. It is particularly striking in the ease of housing projects in Germany and Austria where 80 per cent and 60 per cent respectively of the cost involved were obtained from governmental and other national and international sources.

158. The activities carried out with the help of the grant may be divided into activities for the promotion of resettlement opportunities and pilot projects for economic integration thus following the lines of the two main solutions to the problems of refugees.

159. By 30 September, 1953 over $200,000 had been allocated to enable voluntary agencies to seek resettlement opportunities for refugees in Australia, Canada and Latin America, Resulting in part from these efforts, during the first nine months of 1953, 600 visas were obtained for Australia, 6,500 for Canada and 5,000 for Latin America. More than 3,000 of these visas were granted by Brazil which enabled over a thousand European refugees to leave China (Shanghai) for resettlement in Brazil.

160. Projects designed to promote the economic integration of refugees involved, as at 30 September, 1953, the allocation of approximately $ 2,450,000. These projects may be divided into housing schemes, vocational training programmes, economic assistance in integration, tho establishment and running of counselling centres, and the establishment and running of community centres and youth centres..

a. Homing Schemes. Housing schemes costing $ 521,719 have been carried out mainly in Germany and Austria where a large proportion of the refugee population still lives in camps or in inadecpiate dwellings, and as a result several thousands of refugees have been given the opportunity of resuming a normal life. Special attention has. been paid to the construction of houses in areas where employment is assured. In many, instances the refugees have themselves helped with the building of their future homes. In almost all cases the refugees will repay the cost of the houses over a stipulated period and provision has been made that the money repaid will be used to benefit other refugees. It should be noted that these schemes differ from area to area — in some places they consist in renovating of completely new houses.

b. Vocational training. It is understandable that vocational training projects should constitute the highest single item of expenditure ($ 626,586) under the grant, since it is one of the most constructive ways of helping a refugee to help himself. Vocational training projects range from apprenticeships and professional training to university scholarships. They include, in certain cases, the establishment of

training centres so that future expenditure on vocational training may be reduced. These projects provide refugee youth with skills that are in demand in their present or future place of residence. A condition covering grants to vocational training programmes is that the students shall receive on the successful completion of these courses a State-recognized diploma which will ensure them the maximum' opportunity for employment.

c. Assistance in Integration. Assistance in the economic integration of refugees on the land, and in trades, small businesses and professions is being given in the form of loans. $ 145,817 have been allotted for loans for the purchase of equipment, with a view mainly to the settlement of refugees on abandoned farms or in new agricultural communities. These projects have been carried out in Austria, France and Greece, where loans covering basic farm equipment, seed and livestock, tractors and irrigation pumps, have ensured their firm establishment from the outset. Loans to the extent of $ 138,510 have also been given to refugees to assist them in setting up in trades, small businesses and professions.

d. Counselling Centres. $204,566 has been devoted to the setting up of counselling centres to advise the refugees on problems affecting their personal integration. In these centres free advice is given on legal matters, the securing of documents, training for employment, medical treatment and other socio-economic matters.

e. Youth Centres, Comnmnity Centres and Training for Youth Leadership. Youth centres, community centres and training for youth leadership to the extent of $ 268,622 have provided another vital approach to the assimilation of refugees. Grants have been made for the establishment of 21 youth and 11 community centres in Austria, France, Germany and Italy, where refugee youths, all of whom have been deprived of normal family life, are given opportunities to learn through community activity the elements of responsible citizenship. The local residents are encouraged to mix with the refugees in the use of such centres. Classes are being held in languages, handicrafts etc., and the organized leisure-time activities include both lectures and sports.

161. In March of this year, the Ford Foundation, making an exception to its declared policy of not engaging in further refugee work, decided to make a final grant of $200,000 to the Office of the U.N.H.C.R. to permit the continuation of certain programmes which were begun under the initial grant, mainly the resettlement promotion programmes in overseas countries. No part of this terminal grant can be devoted to financing new projects.

Present Situation in Respect of Permanent Solutions

162. With the exhaustion of the funds provided under the Ford Foundation Grant the situation has now to be faced in which, although limited international funds are made available to provide emergency assistance to refugees within the mandate of this Office, no funds from international sources are available to promote permanent solutions for refugees, other than to finance their resettlement overseas, despite the fact that it has been proved that such solutions are practicable with fairly modest financial resources..

163. In view of the fact that none of the countries where there are large numbers of refugees still in camps appears to be in a position to take the necessary action which will permit an early solution of the refugee, problem, it is most urgent that careful consideration now be given to this anomalous situation' with a view to finding whether some means cannot be devised to overcome present difficulties.

164. As long as some governments of the countries of residence' insist that they will only accept emigration as the solution for their refugee problems, efforts to promote resettlement opportunities for refugees must continue and even be intensified. This is all the more urgent in view of the fact that the international subsidies given to the migration of nationals from European countries inevitably must make the movement of refugees relatively easier, especially from countries faced with serious over-population problems. The funds devoted from the Ford Foundation Grant to promote the resettlement of refugees have proved that the voluntary agencies can, through carefully planed programmes, considerably increase the resettlement opportunities available for refugees in the countries of immigration.

165. This, however, is only a partial answer. In countries where large numbers of refugees are resident and where the authorities are willing to accept the integration of the refugees within the mandate of the U.N.H.C.R., it has been proved that the provision of relatively small sums from international sources can provicie an indispensable stimulus towards the implementation by local authorities of plans which will provide not only housing but also necessary training for employment of many thousands of refugees who would otherwise be condemned to continue their lives of idleness in the camps.

5.4. Future programme for the promotion of permanent solutions

166. In the light of the considerations outlined in the preceding sections of this chapter, I thought it necessary to submit to my Advisory Committee the whole question of future action concerning permanent solutions for the problems of refugees within his mandate. In my opinion, the Governments should proceed to a further study of the measures to be taken in order to find a permanent solution to the problems of refugees. At the beginning, of a new mandate, I consider it essential to give my opinion to the Governments on all the aspects of the refugee problem as it stands at the present moment. The clangers of an unjustified optimism cannot be too emphatically emphasised : nor can the clanger be exaggerated of considering, as permanent solutions, programmes which only skim the surface of the problem.

167. Accordingly outlined a programme which, if it could be implemented, would greatly accelerate the capacities of both countries of residence and immigration to absorb a relatively large proportion of the approximately 350,000 refugees who do not wish to be repatriated and who have not been completely assimilated. Such a programme was designed in the first place to assist those refugees who are still in camps and whose tragic situation has been described in Chapter III of this Memorandum.

168. The experience gained with the Ford Foundation Grant has shown that a most important stimulus can be provided by international funds in bringing about permanent solutions. Such funds, if managed with the experience which has been gained, and on the same principles as the Ford Foundation Grant, could undoubtedly attract at least twice the amount of the original contributions from other sources.

169. If, during the next five years, there was a reasonable certainty of a fund of approximately twelve million dollars being made available to promote permanent solutions for refugees, a programme on the lines indicated below, designed primarily to promote a solution for the refugee camp population, could be implemented.

170. The administration of such a programme would, if the funds were made available, undoubtedly have to be discussed in greater detail with the High Commissioner's Advisory Committee. With its collaboration it would be possible to work out a satisfactory geographical distribution of any funds allocated arid to elaborate precise projects under the different headings.

171. It must be emphasized that the situation of refugees within the mandate of the U.N.H.C.R. is constantly changing and is considerably affected both by the policies of the governments of the countries of residence and the governments of the countries of migration, and also by programmes designed to assist certain special categories such as the United States Escapee Programme. However, the experience which has been gained makes it possible to illustrate the nature of the activities which must be financed if solutions are to be found for the greater majority of unassimilated refugees within the High Commissioner's mandate.

172. In implementing such a programme the Office of the U.N.H.C.R. would not undertake any direct operational task, but would invite governmental and private agencies to implement any projects, in the same way as projects executed under the United Nations Refugee Emergency Fund. Such a programme in addition to being submitted to the High Commissioner's Advisory Committee would be subject to the normal administrative controls of the United Nations.

173. The High Commissioner's Advisory Committee during its Fourth Session gave careful consideration to the programme which is outlined below, and in its report suggested that the High Commissioner should further elaborate the programme in close consultation with the specialized agencies as well as with other intergovernmental and also non-governmental organizations and submit the detailed programme through the Economic and Social Council to the General Assembly.

174. The various specialized agencies concerned with different aspects of the refugee problem and also the intergovernmental and nongovernmental agencies working on behalf of refugees have been invited to submit comments on the programme submitted to the Advisory Committee. Their valuable comments have been incorporated as far as possible in the new elaboration of the programme, which is now included in this Memorandum. Furthermore, many of these comments will be of great value in elaborating specific projects at a later stage. The detailed programme which has been elaborated in the subsequent sections of this chapter is worked out on the basis of a five-year plan.

Intégration into Agriculture

175. There are several thousands of refugee families of farming stock who could be settled on the land in their countries of residence. Experience of the settlement of German refugees on the land has been acquired in the Federal Republic of Germany and some 80 loans have been made from the Expellee Bank to refugees

within the High Commissioner's mandate for this purpose. Experience gained under the implementation of the Ford Foundation Grant showed that the best and most economical method of integrating refugee farming families consists in facilitating the lease or purchase of existing farms or settling families in abandoned areas. This has ben successfully done in Austria and France. If capital for the purchase, leasing or restoration of farm buildings and the stocking of the farms, to the amount of an initial grant of up to 1,000 dollars per family, is forthcoming, additional resources can generally be obtained to establish a refugee farming family on the land.

176. In Austria it is estimated that in 1952 100 refugee families were firmly resettled in agriculture ; in 1953, with the added stimulus provided by the progamme of agricultural integration mentioned in Section 3 of this chapter, some.400 families were resettled. In 1954 it is estimated that available funds will not finance the settlement of more than 200 families. In Austria, France, and Greece — in this latter country there are a number of shepherd families who are refugees — a programme for 600 families should be initiated in the first year to assist the local organizations to start new projects. This would require an estimated amount of 600,000 dollars.

Establishment in Trades, Small Businesses and Professions

177. The most systematic approach to this problem has been made in the Federal Republic of Germany through the Department for non-German Refugees of the Bank for Expellees and War-Damaged Persons. Negotiations have been begun with the Federal Government for an increase in the capital of this Department of the Bank. No such institution exists in other countries, but various local organizations have advanced loans to refugees within their limited resources. In France, Austria, Belgium and Greece experience has shown that the provision of small loans has, been extremely important in the establishment of refugees in trades and small businesses and sometimes even in liberal professions. It is estimated that there are between 25,000 and 30,000 refugees in Europe, including a number of intellectuals and white collar workers, of whom several thousand are still living in camps. and whose occupational skills are known, who could be successfully reestablished in independent occupations provided the necessary credit facilities were forthcoming.

178. Experience has shown that it is possible in many cases to meet some of the credit needs of refugees from outside sources but that loans of an average of 500 dollars can often provide the supplementary means which are necessary to ensure their successful re-establishment. In other cases loans up to 1,000 dollars are necessary. In this connexion it would be extremely useful if individual counselling services were set up, to advise the refugees in what way they could best hope to re-establish themselves. The provision of 500,000 dollars in the first year would make the establishment of some 750 families — chosen in the first place from the camps and in the second place from France and Belgium — possible during that period.

Construction of Housing in Employment Areas

179. The most urgent problem in the field of housing is to provide accomodation of a simple character for those out of the approximately 90,000 refugees living in official camps, for whom employment possibilities can be found in other areas in their countries of residence.

180. In the Federal Republic of Germany, the Government is making a systematic attempt to provide housing for the refugees now in camps. In other areas little has been clone apart from that which is being stimulated through the voluntary agencies, partly supported from the Ford Foundation Grant and by local organizations. It is estimated that 25,000 houses or appartments are necessary to solve this problem. In most of the countries of residence there are special financial facilities which enable a person who disposes of a certain initial capital to obtain additional credits, in some cases as high as 80 per cent of the cost of building. Refugees, however, do not normally dispose of the initial amount required.

181. In the countries of residence where the refugees' right to work is recognized, a programme to construct 1,000 dwellings units in the first year would certainly stimulate similar matching activities from the local authorities. If 800 dollars per dwelling unit could be provided on a revolving loan basis per family during the first year, a most important step towards the dissolution of the camps could be made. The total cost to the programme of providing 1,000 dwellings would be 800,000 dollars.

Vocational Training and Retraining of Refugees

182. The experience of the past three years has shown that solutions can be found for many refugees in their present countries of residence, provided that adequate vocational training facilities are available. Due to the absence of such facilities in the period immediately after the war, and to the fact that many thousands of

refugees have lived in camps for periods of up to seven years, considerable numbers of refugees have reached adult age without any proper occupational training. This fact partially explains the higher rate of unemployment among the refugee population compared with the indigenous population.

183. In most countries of residence funds are not available to finance the vocational training of potential candidates from the refugee population in existing institutions and training schools. In addition there is the problem that even where adequate facilities exist there is little accommodation in existing hostels for the refugee apprentices whose parents are often living in camps outside the towns. It is estimated that. of the total refugee population within the High Commissioner's mandate in Europe, some 15,000 refugees qualify for vocational training. Attention must also be paid to the placement of trainees on completion of their training. A programme to provide assistance, at the scale of $ 300 per candidate for the first year to meet the costs of training and upkeep of 1,000 refugees in countries where the right to work of refugees is recognized, and where the local authorities do not offer special facilities for refugees would cost $ 300,000.

University Students

184. Among the recently arrived refugees there are a number who are of an age to undertake university studies.. Furthermore, there are amongst the general refugee population in the countries of residence a number of refugees who have completed their secondary education and who would be prepared to undertake university studies in such technical skills as would facilitate integration or emigration. It is true that in some countries of residence refugee students are eligible for scholarships on an equal footing with indigenous students, Nevertheless, most scholarships take the form of supplementary assistance which is sufficient for the ordinary student but does not take into account the special position of the refugee students who have very often no personal means of any kind or family assistance on which they can rely. For them the money to pay for tuition fees, examination and laboratory fees, books, etc. is absolutely essential.

185. It is estimated that there are 7,000 potential students now among the refugee population. A limited amount has been done on their behalf from I.R.O. residual funds, through Ford Foundation projects and other agencies. If assistance could be provided for 800 at a rate of $ 250 the programme would cost $ 200,000 per year. Such a programme should provide scholarships on a revolving loan fund basis.

Community Centres in Camps and Settlements

186. In most camps and settlements where refugees are housed all the available space is used as living quarters. As long as the camps are in existence it is essential to provide some community centres if serious efforts are to be made in order to promote the assimilation of these refugees. In such centres refugees can meet with the inhabitants of neighouring towns and villages and can also take part in essential educational and recreational programmes. Some of the most important activities carried out in community centres are the organization of language classes, of lectures by governmental employment officers, counselling for employment and the provision of kindergarten classes to provide the opportunity for refugee and indigenous children to mix. The construction of these centres costs on an average $ 8,500 and if during the first year 12 centres could be provided, mainly in Germany and Austria, to serve approximately 7,000 refugees, the approximate cost would be $ 100,000.

Educational Assistance

187. There are many instances where additional assistance is required by refugee schoolchildren in view of the fact that the local schools are often incapable of adequately absorbing refugee in addition to indigenous children. Furthermore, even where facilities are available for them to attend secondary schools, specially gifted refugee children living in camps are frequently unable to take advantage of them because they lack the necessary funds for lodging when there are no schools near the camps, or for transportation and sometimes for shelter during the hours'in which they must wait for transportation. It is estimated that a fund of $ 50,000 for one year would enable the necessary assistance to be given to 500 children.

Promotion of Re-settlement Opportunities

188. A programme for the promotion of re-settlement opportunities is a vital part of any overall programme designed to promote permanent solutions for the existing refugee population, especially if there are very few mass selection schemes open to refugees.

189. The experience of the voluntary agencies in Latin America and Canada has shown that with carefully planned programmes, sponsorships and assurances can be obtained for refugees, and that at the present time this is the most successful method of migration for refugees. This work necessarily requires small staffs of specially trained persons who. can devote their whole time to it in the countries of immigration. In addition, if the services of existing staffs in Latin America, Canada and Australia which were established under the Ford Foundation Grant could be further developed, it is estimated on the basis of present experience that resettlement oportunities for several additional thousands of refugees within the mandate of the U.N.H.C.R. per year could be provided at a cost of $ 250,000.

Vocational Training and Retraining for Resettlement Overseas

190. Under most immigration schemes open to refugees at the present time, immigrants are accepted only if they possess particular skills. Furthermore, it is of vital importance that language training classes should he organized for potentially resettleable refugees. In order to promote the emigration of refugees, courses of vocational training or retraining have to he created or maintained. Such training- has as its main purpose the adaptation of existing skills to particular requirements of countries of immigration. Special consideration will need to be given to the problem of the rehabilitation of refugee intellectuals to render possible their resettlement overseas. While it is true that vocational framing schemes for the promotion of general emigration have been organized, refugees within the mandate of the High Commissioner who are in camps have in most areas not benefited greatly from these schemes.

191. To provide facilities for vocational training for 1,200 refugees with prospects of overseas re-settlement it is estimated that $ 200.000 would be required in the first year.

Resettlement Counselling Services

192. Under the Ford Foundation Grant resettlement counselling services were developed on a limited scale in those countries where adequate registration and counselling had not been previously established. These services are of the utmost importance for refugees, especially those who are living in camps. Experience has shown that the properly executed and maintained registration of family composition, skills and abilities, and efficient individual counselling, is generally essential for the resettlement of refugees on a family or individual basis. In most countries of residence the indigenous authorities do not carry out such activities on behalf of refugees. They have, therefore, to be undertaken by voluntary organizations. For this to be done on an effective scale it is estimated that $ 100,000 would be required during the first year.

Expenditure over a Five-Year Period

193. The estimates for the main headings of the programme described in the previous paragraphs cover the period of one year. It is obvious that such a programme would do nothing more than provide an essential stimulus to the efforts which would have to be made to bring about permanent solutions within a reasonable time. Such a stimulus should be maintained for a period of five years if it is to be really effective. The annual expenditure under the programme which would amount to 3.2 million dollars during the first year could be progressively diminished, partly because the more urgent needs would be taken care of in the first years of the programme, and partly because it would be possible to use again the reimbursements paid on loans granted within the framework of the programme. The total sum required for a five-year programme would amount to an estimated figure of approximately 12 million dollars.

Action of the Advisory Committee on the Programme for Permanent Solutions

194. After suggesting in the report on its fourth session that the High Commissioner might submit the above programme through the Economic and Social Council to the General Assembly, the Advisory Committee proposed that the High Commissioner might consider the possibility " of seeking with the approval of the. General Assembly, funds through the good offices of the United Nations Negotiating Committee on Extra-Budgetary Funds, both for U.N.R.E.F. and for the financing of permanent solutions on the lines contained in the programme outlined above ".

195. In the High Commissioner's Report to the ninth session of the General Assembly, the above recommendations were followed.

6. Conclusion

196. In transmitting this memorandum for the information of the Consultative Assembly of the Council of Europe the United Nations High Commissioner for Refugees wishes to emphasize the extreme urgency of the question of emergency aid for the most needy groups of refugees within the mandate of his Office, and also to draw attention to the absolute necessity of a definite programme of action being established if permanent solutions are to be achieved within a reasonable time for the problems of those refugees who are not yet assimilated into the economies of their countries of residence, and especially those still living in camps.

197. Experience over the past three years has shown that the refugee problem which concerns the Office according to its Statute is far from solved. There are at present some 350,000 refugees who are not completely assimilated, amongst whom there are 88,000 refugees still living in camps in Europe. These facts, together with the constantly growing number of refugees requiring emergency aid, especially the difficult cases for whom special care is required, show clearly that a new look must be given at the refugee problem by all governments who are interested in its solution.

198. The recent announcement by the Netherlands Government of its readiness, subject to the approval of Parliament, to make a special donation to the emergency fund on behalf of difficult cases in Europe is most welcome, and it is hoped that the most careful consideration will be given to the proposals which have been made by the Netherlands Government in the Memorandum which it has transmitted to the Council of Europe.

199. To continue on the lines which have been followed during tho past three years will not solve the refugee problem which is the concern of the Office of the U.N.H.C.R. While it is true that the overseas resettlement of Refugees is still proceeding, it has scarcely overtaken the number of new refugees in the countries which have so far refused to grant the right to work to refugees within the mandate of my Office. Furthermore, while it is true also that some progress has been in the present countries of residence in the economic integration of refugees whose right to work is recognized, this progress has not proved sufficient to ensure the dissolution of the camps.

200. It must never be forgotten that the refugees are people who have made a sacrifice for the sake of freedom. There can be no question but that the free world is under an obligation to see that their sacrifice has not been in vain.

201. Every refugee who has reached freedom should be entitled to a normal, decent and independent life. The programme for permanent solutions which has been outlined in this memorandum and which is based on the experience that has been gained with the Ford Foundation Grant, is designed to bridge the gaps which prevent the refugees from benefiting by opportunities available to others for economic integration or overseas resettlement.

202. In the opinion of the High Commissioner this is a programme which must be carried out and one which deserves the full support of all those who are interested in the solution of the refugee problem. It is the earnest hope of the High Commissioner that the General Assembly of the United Nations will at its next session see its way to approving this programme.