

P 431.3 Resettlement 1945-1 46

UNRRA

OUTGOING TELEGRAM

NUMBER: Fifth Council 65
TO: Geneva
REPEATED: London 11827 (For Jackson)
RECEIVED CABLE SECTION: 2/8/46 - 10:30 a.m.
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For Caustin pass LaGuardia

Richard Gilbert of Jewish Agency for Palestine has approached me on the matter of assistance UNRRA might render in resettlement 100,000 Jewish D.P.s Palestine when agreed by Governments concerned. Gilbert understands in conference with Doctors Wise and Goldman some ten days prior to departure, Director General agreed UNRRA might undertake provision two months supply food and clothing but uncertain as whether at UNRRA expense or Government expense. Would welcome instructions this matter in order detailed discussions and planning might proceed. Gilbert appointed by Agency explore matter with UNRRA.

Drafted by:
LWRooks (Acting DG)
1 August 1946

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Y UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
European Regional Office
11 Portland Place, London, W.1.

OFFICE OF THE DIRECTOR-GENERAL

Ref. WRL7 Des.No.12639

TO: Chief of UNRRA Mission, Germany
Austria
Italy
Middle East

FROM: P.R.D.G.

SUBJECT: Resettlement Policy Directive

I enclose herewith several copies of a Policy Directive on UNRRA's responsibility with regard to resettlement of displaced persons.

You will appreciate that this is a difficult subject on which to specify UNRRA's policy since it is a matter of reconciling two functions which superficially may seem contradictory. However, I feel sure that you will interpret the Directive in a realistic way, realizing that while repatriation must, strictly speaking, according to our Resolutions, remain our "main task", we must also give active assistance to those dealing with resettlement which has to be recognized as an essential part of the general task of dealing with displaced persons.

27 December, 1946

Copy to: UNRRA HEADQUARTERS, WASHINGTON

Jacob
3/15

P4311
(Resettlement)

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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

POLICY DIRECTIVE

UNRRA's responsibility with regard to resettlement of
Displaced Persons

1. Basic Policy

a) According to UNRRA Council Resolutions 10, 46, 47, 57, 60 and 71, the Administration was charged to repatriate the Displaced Persons who came within its competence. The only reference to resettlement which can be connected with these Resolutions is in para. 10 of Sub-Committee 4 of Committee IV at the First Council Session, as follows:-

"Another organization with which the closest cooperation will be necessary is the Intergovernmental Committee on Refugees.....UNRRA will assist in the care and repatriation of such of those persons as can, and are willing to return to their countries of origin or former residence. The Intergovernmental Committee on Refugees has the function of finding places of settlement for such of them as fall within its competence and as cannot and do not desire to be so repatriated."

b) Resolutions 92 and 99, while specifying steps which the Administration shall take to encourage and hasten repatriation, refer to resettlement for the first time in the following terms:

Resolution 92

".... efforts shall be made to devise ways and means to facilitate resettlement...."

Resolution 99

".... may enter into agreements, or cooperate in whatever way seems most appropriate, with governments, voluntary agencies, individuals and such bodies as the Intergovernmental Committee on Refugees, with a view to assisting in the work of resettlement."

c) It will thus be seen that while, by implication, the Administration is not itself to undertake, or expend its funds on resettlement, it is charged to devise ways of facilitating, and assisting other bodies engaged in such work. The dividing line between "assisting" or "facilitating" or "cooperation," and "undertaking" is apt to be somewhat indistinct in practice. The purpose of this Directive, therefore, is to specify the ways in which UNRRA can give practical effect to the policy of cooperation in the general task of resettlement.

d) The Intergovernmental Committee on Refugees is the official international organisation concerned, among other functions, with emigration and resettlement. For various reasons the practical programme of the Committee, previous to 16th July, 1946, did not include, in areas where UNRRA was operating, the emigration and resettlement of displaced persons, other than the stateless, who were unable or unwilling to be repatriated. However, by a decision of the Executive Committee of I.G.C.R. on 16th July, 1946, the programme was extended to cover such persons; and in accordance with this decision, I.G.C.R. has under active consideration substantial plans for emigration and resettlement. Some private agencies are also assisting in this field, either in collaboration with I.G.C.R. or independently.

e) As stated above, UNRRA is charged to assist and cooperate with the organizations undertaking resettlement which in Resolutions 92 and 99 is recognized as a growing part of the over-all endeavor to dispose of the refugee problem. It is admittedly difficult to reconcile this function with the prosecution of repatriation, which under the relevant UNRRA resolutions, must continue to have priority as far as UNRRA itself is concerned. Theoretically UNRRA cannot recognize any displaced persons in its care other than the stateless as being unrepatriable. In practice, however, there are obviously certain individuals or groups, who, because of religion, race, or past history, or through having personal connections in other countries, are determined never to return to their former homes, however long they have to wait for a chance to settle permanently elsewhere. It would be wrong to hamper any efforts being made to resettle such people; though it is only common sense that these efforts should be directed in the first place at those who are the most certain never to accept repatriation. In other words, UNRRA's objective must be to cooperate actively in the matter of emigration and resettlement, but in such a way as to soften the latter's deterrent effect on its continuing and priority function of repatriation.

f) Some points should be especially observed. Firstly, UNRRA is not the only body involved in deciding to which displaced persons resettlement proposals may be made. Apart from the clear mandate and functions of I.G.C.R., in Germany and Austria the military authorities are also concerned in such decisions. UNRRA can only specify where it will give active assistance, and express its disagreement, where necessary, with placing emigration proposals before such displaced persons as it thinks would still probably agree to repatriation if such counter-attractions were not presented.

Secondly, it is well realized that even though emigration offers may be made directly only to certain individuals or groups, news of these proposals and possibilities will quickly spread through all camps. It must therefore be accepted that, however much limitations are placed on such approaches, initiation of any resettlement activities will inevitably have some general deterrent effect on repatriation efforts.

Thirdly, it must be remembered that camp populations and opinions among displaced persons are not static. Therefore, decisions as to where UNRRA can or cannot assist, must be constantly reviewed in order that resettlement activities are not hampered where in fact they should be assisted.

g) The basic decision which UNRRA has to make is a difficult one - namely, whether, when it is proposed by other organization to place resettlement offers before certain camps, groups or individuals, it shall give active assistance or express its disagreement. This decision must therefore be reserved to senior officials who are in a position to appreciate the broad situation and the cross-currents affecting it.

2. Prohibitions

UNRRA shall NOT:

a) Expend funds directly on resettlement or emigration. This particularly relates to cost of consular documents and visas; shipping or transport outside the country in which UNRRA is caring for the displaced persons: escorts outside the country of care; and, of course, expenses in the country to which the displaced persons emigrate.

b) Officially sponsor or recommend emigration and resettlement schemes, or information, publicity and statements on such schemes, produced by receiving countries or agencies engaged on them.

c) Select individuals for resettlement.

d) Allow any of its staff to initiate suggestions to any displaced person of resettlement as an alternative to repatriation.

3. Policy for the Field

a) The decision as to where UNRRA shall assist in resettlement activities shall be made not below Zone, or Mission Headquarters, in the light of para. 1 above. Subordinate Headquarters and field officials shall not make such decisions for themselves, or assist in such activities except on authority from Zone or Mission Headquarters.

b) When making such a decision and before the approach to certain camps or groups is actually made, Zone and Mission Headquarters shall inform the accredited representatives of the country whose nationals are to be approached, in order that they may be aware of the information being provided.

c) UNRRA channels of communication will be made available for the distribution of information and proposals on resettlement in cases approved by Zone or Mission Headquarters and always subject to para. 2(b) above.

d) UNRRA will assist resettlement agencies in locating displaced persons who desire resettlement, either under para. 3(a) above, or when an individual displaced person has evolved a plan for the emigration of himself and his family through personal connections in the receiving country.

e) UNRRA may also assist in cases authorized by Zone or Mission Headquarters with:

- i. Developing and encouraging occupational training appropriate to resettlement.
 - ii. Making statistics and records of personal particulars of displaced persons, available to resettlement agencies.
 - iii. Helping displaced persons to complete the necessary forms, interpreting and interviews, transport to consular and resettlement agency offices, communication with relatives, and preparation of travel plans. These services, however, shall only be provided in the field as resources permit and as necessity arises due to shortage of staff in the resettlement agencies, and not as a routine function.
 - iv. Normal administrative services, such as are provided to all agencies under UNRRA's coordination and general control.
 - v. Planning with the appropriate authorities for transport of emigrants from camps or present residence to embarkation points.
- N.B. It is desirable that displaced persons who have been definitely selected for resettlement or whose individual plans are completed, shall be segregated from the rest in special centres.
- vi. Arrangement of the necessary Health and Welfare measures, and provision of escorts, for the journey to embarkation points.
 - vii. Organization and administration of such staging camps as may be necessary between present camps or residence and embarkation points.

COMMENTS MADE BY EDWARD M PUGH, EMPLOYMENT SPECIALIST
UNRRA DISTRICT #I - AMERICAN ZONE - STUTTGART
RELATIVE TO PLANS FOR
RESETTLEMENT OF DISPLACED PERSONS

These comments were made from two points of view; (1) as Principal Welfare Officer and (2) as Employment Specialist.

I. Principal Welfare Officer - UNRRA Team #190 - Estonian National Assembly Center.

Camp population - (approximately)
4,200

Composition of population: (approximately)

900 children to the age of 16
1,400 adult males
1,900 females

This Assembly Center was formed by Military Government direction in October 1945. The initial population was to have been approximately 2,000 but was steadily increased over a period of four months by Military Government direction.

The Estonian population was an above average group of displaced people in their ability to organize and in their level of intelligence and educational accomplishments.

Shortly after the formation of the camp a democratic administrative organization was elected and began to function in all phases of camp life. Without the aid of textbooks, grammar school, high school and college courses were established.

All forms of community life were quickly organized and well received by all the members of the community.

For the care of the 200 children below the age of six, three carefully supervised nurseries were established.

The skill range of the male population of this camp varied from PhDs in Agriculture, lawyers, physicians and surgeons, nurses, business men, skilled mechanics and farmers and laborers. All were willing and interested in self-development and work opportunities.

Repeated surveys of the Estonian population showed that less than $\frac{1}{2}$ of 1% were interested in repatriation to Estonia despite daily broadcasts from the present Estonian regime in Tallin, heard over the camp radios. Some 95% of the population were interested in

emigration to Canada and Australia since they considered these two countries as the most probable country willing to accept them. All are interested in emigrating to the United States but feel that this will not be possible. In every case the Estonians would choose to return to their home country if Russia restored Estonia to the pre-war status of an independent and sovereign nation.

- II. Personal Comments Regarding Emigration of the Estonian Population. After mature consideration and almost a year's work with the Estonian Nationals it is my firm conviction that the Estonian displaced persons had a sufficient variety of skill to enter into a complete community life where they are allowed to emigrate as a unit.

From conversations with the leaders of these groups it is believed that they would prefer to emigrate as a unit, and I believe that a new life away from Europe could best be obtained as a group. However, they are willing and interested in emigration on an individual basis.

- III. Employment Specialist - February 1946 to August 1946 - Wurttemberg-Baden - 34 UNRRA Teams with a total population of approximately 65,000 persons. During this period as Employment Specialist two registrations were conducted to determine the skills of the displaced persons of UNRRA District #I. This survey indicated that the highest number of professional and highly skilled personnel existed in the Estonian, Latvian, Lithuanian and Ukrainian groups. There were also a number of skilled and professional personnel in the two small Jewish camps of this district.

The camps where the people seemed most interested and willing to work and develop educational opportunities were those of the three Baltic Nationals. However, it must be recognized that the Polish groups consist primarily of agricultural and factory laborers with a low educational level. During the period October 1945 to July 1946, Polish repatriation trains repatriated the bulk of the Polish population desiring to return to their native land. At the present time this district is receiving an influx of Jewish refugees from the East most of whom have already been processed through the various camps in Bavaria.

In July a special encave was set up in the Heidenheim Ulm region for Jewish refugees. For the most part Jewish refugees are unwilling to accept any type of employment outside of their camps and are very determined in their desire for resettlement in Palestine.

Relative to resettlement of the displaced persons with whom I came in contact in UNRRA District #I, it is my personal belief that the Baltic Nationals are best adapted to resettlement as an economic group capable of becoming a self supporting community. On the other hand the Polish Nations, because of the few skilled artisans and professional people, must be absorbed into the economy of the country primarily as laborers and agricultural workers on an individual basis. The agricultural skills of most of the Polish farmers seemed to consist chiefly of the knowledge of hand tools. Most of the population of the Polish factory workers were unskilled and had obtained their experience in German factories as slave laborers.

During the interim period it is highly recommended that UNRRA or other agencies planning for resettlement of displaced persons, bring about training and educational opportunities which might enable these people to become self supporting.

For the most part there are very few successful training programs in any of the mechanical and agricultural trades. The German economy is unable to supply such tools and facilities sufficiently. Enough equipment must be brought in from outside.

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

15 August 1946

MEMORANDUM

TO: Miss Maude T. Barrett
Repatriation and Welfare Division

FROM: Edward N. Pugh, Employment Specialist
UNRRA District #I
American Zone - Stuttgart

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~~As per letter~~
Yousden - To note
1 November 1946
RM

To: Myer Cohen
From: H. E. Caustin *Hee.*
Subject: Letter from Canadian Charge d'Affaires
re immigration of DP's to Canada

I sent you a copy of the Canadian Charge's letter of 25 October. The Director General has seen this and does not propose at the moment to take any action himself. If you feel that ERO should concern itself in this matter, I assume you will take the necessary steps. A copy of the letter has been dispatched to General Gale.

COPY

CANADIAN EMBASSY

Washington, D. C.
October 25, 1946

Mr. Cohen

Rm 312

*from
HCC*

Dear Mr. LaGuardia:

You may recall that in his reply to your letter of May 28th, 1946, concerning steps the Canadian Government might take to assist refugees, Mr. Pearson referred to amendments in the Canadian Immigration regulations which would permit additional categories of relatives of Canadian residents to come to Canada. The Canadian Government has been considering a plan by which such persons who happened to be refugees in Displaced Persons Camps in Germany could be given the necessary immigration inspection, in their camps, by the Canadian authorities, in order that they might proceed to Canada.

I am pleased to inform you that the plan, which is outlined below, has been approved by the Canadian Government. The details of the plan are as follows:

"Canadian authorities would provide list of persons in displaced persons camps who are admissible under regulations and whose relatives in Canada have applied for their admission. Intergovernmental Committee would undertake to locate and identify these persons and assemble them in agreed centres in occupied zones. Canadian authorities would then send immigration teams to these centres to inspect applicants. I.G.C. would subsequently arrange for movement of people who have been accepted to Canada within reasonably short period after inspection had taken place."

Sir Herbert Emerson, Director of the Intergovernmental Committee on Refugees, has informed the Canadian High Commissioner in London that he is quite prepared to give full approval to this plan on behalf of the I.G.C. It is appreciated that much preliminary work must be done on both sides, but Sir Herbert Emerson said that he would like to see the plan in operation as soon as possible and has suggested that I.G.C. Field Representatives might undertake, at once, the task of locating the 650 refugees on whose behalf application has been made, and who are listed by the Canadian Immigration authorities. It is anticipated that many more applications will be received as soon as the plan is announced, which will probably be during the present meeting of the General Assembly.

We are, of course, seeking the approval and co-operation of the military authorities in Germany, and I imagine that the Intergovernmental Committee, with its close association with UNRRA in this work, will soon be requesting the assistance of the Central Tracing Bureau and other agencies of UNRRA working in the Displaced Persons field.

Yours sincerely,

/s/

Thomas A. Stone
Charge d'Affaires

F. H. LaGuardia
Director General of UNRRA
Washington, D. C.

NOTES OF A MEETING ON RESETTLEMENT
HELD 6 AUGUST 1946

Those present were: Mr. Kaufman
Mr. Alspach
Mr. Blinn
Mr. Jacobs
Miss Barrett
Miss Sender

Miss Barrett: Countries have no conception of difficulties involved - some people have been so shellshocked any adjustment outside of camps would be very difficult, not resettle aged.

Mr. Jacobs: Poles don't assimilate into population.

Mr. Alspach: Arolsen to set up machinery for social data by family. Would give information for resettlement. People to have three choices - Repatriation, Resettlement, Assimilation.

Miss Barrett: Repatriation first - resettlement only if repatriation fails.

Mr. Alspach: Opportunity for later repatriation if people don't like resettlement.

Miss Sender: Initial outlay of \$2,000. expensive price for every settler.

Miss Barrett: Raised following points: Re Page 11
1. From whom borrow \$50. to \$100.
2. How much interest.
3. Duration of time to repay loan.

Page 12. Does Dept. of Agriculture in Brazil think a farm of 5 acres could support a family. Type of farm, soil, type of crops, marketing, transportation, etc.

Page 13. How much land is given in average initial outlay of farm.

Mr. Jacobs: What competition from native farmers? What is Brazil's point in giving farm land?

Miss Barrett: Can professional people go into skilled professions.

- Miss Sender: How long would refugees have benefit of IGC. Skilled workers - protective agency for laborers, protection of International Labor Office. Settler must be willing to assimilate.
- Mr. Kaufman: Settler not protected by permanent agency.
- Miss Barrett: Settlers should be protected against natural accidents that will affect them. Public assistance for people left, insurance, people left stranded not to beg.
- Miss Sender: Any discrimination - will Brazil accept Jews? Perhaps Catholics only.
- Mr. Alspach: Provision should be made for social secretary. Country has right to ask for only type of person country is interested in.
- Mr. Blinn: Labor standards cannot be enforced by ILO. What is Brazil's plan?
- Mr. Kaufman: Statement by Government on its commitments.
- Mr. Alspach: This plan developed outside Brazil's Government - due to ILO participation. Man sent to get factual material from Brazil's Government.
- Miss Barrett: You do have to have confidence in Government. Suppose Government decides certain people (settlers) to be removed. Might that happen? What would be responsibility of IGC or ILO.
- Mr. Alspach: International agency would have removal or care if rejected by Government.
- Mr. Kaufman: This question is immigration responsibility.
- Mr. Alspach: Should we pose this question or offer safeguard.
- Miss Barrett: No effort can be made to deport these people.
- Mr. Alspach: Period of residence required in Brazil before citizenship. We assume that there can be no deportation of these people. Facts regarding life in Brazil should be in hands of welfare ~~people~~ people to use in discussions with refugees. Get information on immigration from welfare workers in Germany in terms of resettlement. Also administrative procedures, what were actual problems. Actual machinery used in Germany in the selection process. What is there about the Brazilian's life refugees would want to know.

Miss Barrett: Three points: Labor legislation in Brazil
Kind of farm land
Competition
Schools

Miss Sender: Is it to be group, or assimilated into population.

Mr. Alspach: Good idea to get reports from Department of Interior on project in Matanouska, Alaska as mentioned by Miss Barrett and project that wasn't successful in Colombia as mentioned by Miss Sender. Have these surveys made available for counsellors, to people working with DP's for background. Give personnel understanding of resettlement. UNRRA staff will have larger degree of participation.

Miss Barrett: Project can sink or swim on wise selection of personnel - selection of persons to go - certain criteria to be set up, such as; able bodied persons, whole families, etc.

Mr. Jacobs: If you were convinced project was to be failure would you take up the idea.

Mr. Alspach: We think it would be better to wait until other opportunities were established so that people involved would have an opportunity for a wider choice between several countries rather than facing them with what appears to be single choice.

Miss Barrett: Safeguard in someway so that people when making choice should not say U.S., New Zealand, or Austrailia. Very frustrating to countries that have made offer and are turned down. This is only opportunity we have now.

Mr. Kaufman: UNRRA to be responsible for refugees - a more comprehensive and exhaustive data should be made available.

Mr. Alspach: Somebody in Germany and Austria should have assembled families so that on one card there would be information on total family.

Mr. Blinn: That would be tremendous job and would hold things up.

Mr. Kaufman: Page 18, Point 6 Selection from among preliminary applicants (b) would require broadening of our mandate.
Page 19,(b) Should have included UNRRA.
Who is to pay visa and travel expenses.

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MEMORANDUM

15 August 1946

TO: Martha Biehle
Intergovernmental Committee on Refugees

FROM: Charles H. Alspach, Acting Director
Repatriation and Welfare Division

SUBJECT: Memorandum on Brazilian Refugee Immigration Proposal

The memorandum was circulated to the members of the staff of this division and a conference was set up to discuss this proposal with particular emphasis on the areas in which ~~th~~ staff of UNRRA would be asked to cooperate. In the attached memorandum, we will attempt to set forth some of the ideas that were expressed at the conference.

It was felt universally that, when Mr. Malin returns from Brazil, a meeting with him would be of extreme value to us.

If you have any questions regarding the memorandum, we shall be very happy to discuss them with you.

3 Carbons

ROUGH DRAFT

COMMENTS ON THE BRAZILIAN REFUGEE IMMIGRATION

PROPOSAL

It is gratifying to see tangible evidence of resettlement planning being presented as one of the solutions to the serious and urgent problem of Displaced Persons. Despite the complexities and difficulties that are inherent in any large-scale resettlement project, we enthusiastically endorse in general the idea of resettlement projects. The thinking and planning that is clearly evident in Mr. Malin's memorandum is the source of encouragement and gives promise that the Brazilian Government will be fully acquainted with its numerous responsibilities in this connection.

There are a few specific points in the plan to which we will make reference. However, first we would like to comment on the way in which this plan would be carried out. The most important factor in the success of this plan is the process of selection and election by which the Displaced Person would be brought into the project. Therefore, the importance of an informative, objective screening service cannot be stressed too greatly. All the facts concerning -

- (1) the conditions under which the Government is making the proposal,
- (2) the rights and privileges of an immigrant,
- (3) living conditions
 - (a) climate, geography, and other physical conditions,
 - (b) social conditions,
 - (c) economic conditions,
 - (d) political conditions,
 - (e) religious factors
 - (f) transportation, communication, and other facilities,

must be objectively presented to the Displaced Person along with other possibilities

including alternative resettlement schemes (if there are any), repatriation, assimilation into the economy of the country in which the Displaced Person is now living, and continued care in camps. We appreciate, that until a definite policy is established regarding the length of time, care for Displaced Persons in camps is to be continued, it will be difficult to help the individual Displaced Person make his own decision regarding future plans.

We are continuing discussions of this whole question of counselling service in the Displaced Persons camps and will gladly share with you any material we develop.

Regardless of our interest in resettlement, our primary emphasis will continue to be on repatriation which we feel may still present real possibilities for the Displaced Person. A great deal remains to be done in the areas of getting the Governments of the countries from which the Displaced Persons come to present a clear picture of conditions in the homeland. Stabilization of conditions in the home countries may also affect the repatriation potential.

We ~~would~~ hope that the Brazilian proposal does not envisage the movement of ^{to} ~~entire~~ Displaced Persons Communities being ~~transplanted~~ in Brazil, but rather that the Displaced Persons will be selected on an individual basis.

The first specific question that we had regarding the scheme was in relation to the finances. It was felt that the initial outlay of \$2000 for each settler was an expensive proposition. If at all possible, the Brazilian Government should be prevailed upon to make outright land grants to the settlers. This would demonstrate the interest, sincerity, and good faith of the government and certainly encourage Displaced Persons to view the Brazilian resettlement idea with favor.

There was no indication how much interest would be required and the duration of time for the repayment of a loan. The size of the farm was also questioned and we wondered if the Department of Agriculture of Brazil thought that a farm of five acres could support a family.

In order to plan intelligently the prospective settler would have to know

- (a) the kind of farm,
- (b) soil,
- (c) type of crops,
- (d) marketing,
- (e) transportation.

In addition, the question of competition from native farmers would have to be answered.

It was agreed that under ordinary circumstances it would be best for immigrants not to be singled out as a special group for extra privileges and protection. However, some concern was expressed for the need of special protection for the Displaced Persons, since they have undergone extreme hardships and harrowing experiences for a number of years.

In the event the Government ~~desides~~ certain settlers are undesirable and wishes to remove them, what would be the responsibility of I.G.C. if any? On the other hand, if the settler decides that life in Brazil is incompatible, what are his ~~preogatives~~, if any?

It was suggested that provision be made for the protection of the settlers' against accidents and that insurance and assistance be provided so that the Displaced Person thus stranded would not be forced to beg.

A number of suggestions were made that it would be a good idea to get reports of other resettlement experienced ~~XXXX~~ such as

(1) the Matanouska, Alaska, Resettlement Project which was carried on under the Federal Emergency Relief Administration; (2) the U.S. Immigration Project carried on under the President's Directive of December 22, 1945; (3) the Refugee Resettlement Project in Colombia (unsuccessful); (4) the War Relocation Authority; (5) The National Refugee Service; ~~Material on these projects~~ (6) American Committee for Christian Refugee

(7) and others. It would be helpful to have the material on these projects made available to counsellors and other people working with the Displaced Persons in order to give them a better understanding of resettlement.

To carry out the function assigned to UNRRA on page 18, (b) under point 6, would require liberalization of our present policy. Since we believe that this is an essential service which UNRRA should carry out, we will make every effort to effect the necessary change in policy.

Kaufman - Please arrange and conduct a
conference on this document. If you can
secure extra copies from Bielle, it will
speed up its review by those whom I think
should be in on your discussion: Sender, Flynn,
Jacobs, Jordan, Barrett - also possibly VanHorn
and Robertson.

I recognize that Malin is noted (in the
document) to leave USA about July 12, but the
value of our knowledge, and our comments to
Bielle will be mutually useful.

15 July

CWA

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

AMERICAN RESIDENT REPRESENTATIVE

ROOM 208, 1344 CONNECTICUT AVE., N.W.

WASHINGTON 25, D. C.

DECATUR 7300, EXT. 363

11 July 1946

TO: Mr. Charles H. Alspach
Deputy Director
Divn. Repatriation and Welfare, UNRRA

FROM: Martha H. Biehle
American Resident Representative
Intergovernmental Committee on Refugees

Attached is a copy of the Memorandum on "Brazilian Refugee Immigration Proposal" by Patrick Murphy Malin, Vice Director of the Intergovernmental Committee. This memorandum, as I mentioned to you on Tuesday, is a draft statement of the proposal by Minister Joao Alberto Lins de Barros, Chairman of the Brazilian Government's Council on Immigration and Colonization and the comments and questions on that proposal by Mr. Malin.

The memorandum serves as the basis for a study which will be made by Mr. Malin and other members of a mission to Brazil. I think you will be interested to read it and to see the points at which it is tentatively suggested that the staff of UNRRA would be asked to cooperate in carrying out the proposal. If you have any questions I shall be very happy to discuss them with you.

Martha H. Biehle

5 July 1946

(Revised Discussion Draft)

BRAZILIAN REFUGEE IMMIGRATION PROPOSAL

Attention is called to the fact that the main chapter headings of this discussion draft are:

- I. Services needed in Refugee Resettlement
- II. Operational Responsibilities
- III. Finances
- IV. Immediate Mission to Brazil
- V. Additional steps

Each of the first four chapters is divided into the following chief functional questions:

- A. Selection
- B. Transportation
- C. Temporary Reception
- D. Permanent Resettlement

For complete coverage of any functional question, it is necessary to refer to what is said concerning it under all the first four chapter headings.

Still more importantly, attention is called to the fact that this discussion draft is essentially composed of (a) proposals made by Minister Joao Alberto Lins de Barros, Chairman of the Brazilian Government's Council on Immigration and Colonization; and (b) information, questions and tentative recommendations put forward by Patrick Murphy Malin, Vice-Director of the Intergovernmental Committee on Refugees. With some revisions, the working party of Minister Joao Alberto, Mr. Malin, Mr. Fierst (representing Assistant Secretary of State Hilldring) and Mr. Taylor (representing Mr. Makins of the British Embassy), has approved the attached draft in principle as an outline of the further exploration required. Neither the Intergovernmental Committee nor the American or British governments can approve any part of any scheme until the results of such exploration are progressively made available.

I

SERVICES NEEDED IN REFUGEE RESETTLEMENT

A. Selection.

1. Allocation of quotas.

- a. For the moment, attention should be concentrated on the six-month period from October 1, 1946 to March 31, 1947 - to emphasize the need for beginning immediately the resettlement of large groups of refugees, and to profit from the experience of a manageable sample operation; another reason is that, during this period, the Intergovernmental Committee will still be in existence and the International Refugee Organization will not yet have commenced actual operations.
- b. When it has been determined how many refugee-immigrants can be received by Brazil during this period, and at what monthly rate, the totals should be allocated to the American, British and French zones of Germany and Austria, in rough proportion to the numbers of estimated non-repatriable displaced persons therein; Germany and Austria are the places where the problem is most acute, and all three western zones should be included because France

contributes some operational funds to the IGC and because it is important from the start to stress the idea that the long process of refugee resettlement involves wide international participation.

2. Appointment of selection officials.

- a. A nuclear staff of Brazilian consular officers and medical examiners is indispensable; at least two consular officers and one medical examiner for each of the six zones.
- b. However, for the sake of speed, those officials should be authorized by their government also to use the services of personnel employed or sponsored by zone authorities.

3. Information and preliminary application.

- a. Full information on all aspects of the scheme which are relevant to recruitment should be provided to zone authorities, and transmitted - in outline form, and in the languages of the refugees - to the occupants of assembly centers; persons outside the centers can be trusted to learn about the scheme as time passes, certainly as fast as the machinery for selection can be developed to cope with them.

- b. Arrangements should be made for receiving preliminary applications, and for supplying to selection officials a summary of whatever personal information about each applicant has been obtained by the registration mentioned below; suggestions on these arrangements, as indeed on all matters connected with the selection, transportation and reception of the refugees moving under this scheme, should be sought from all the official and voluntary agencies cooperating in dealing with displaced person immigration into the United States from the American zones.

4. Registration.

- a. Such registration as has been accomplished among the occupants of assembly centers - there is singularly little reliable information on the extent to which it has been accomplished - has been based on the so-called "D.P. 2 card", which originated with the Displaced Persons Branch of SHAEF; while not complete for resettlement purposes, the information requested on this card represents a substantial beginning.
- b. The main responsibility for that registration has been borne by UNRRA, which has had no separate form of its own; in the last few months UNRRA has been trying to obtain from registrants as much information as possible

relating to occupational qualifications, which are, of course, highly important for resettlement.

- c. In its small-scale work with stateless or undetermined-nationality persons, the IGC has been using a more elaborate form designed particularly for resettlement purposes; as rapidly as possible, IGC - type forms should be completed for all resettlement candidates everywhere, but in order to accelerate the dispatch of the first groups from the western zones to Brazil, they need not be filled out for persons already registered on D.P. 2 cards - until they have been tentatively accepted for the scheme.

5. Documentation.

- a. Refugees vary greatly in the possession of personal documents - passports, identity cards, certificates of naturalization and domicile, certificates of birth and marriage, etc. Some have literally no documents to establish identity or status, some have forged papers; in other cases, passports have expired. Unwillingness to be repatriated, though it has as yet only in a few instances resulted in formal denationalization, will generally in fact deprive refugees of any service from their governments; so, it must be expected that many persons will be unable ever to produce full documentation.

- b. Efforts to obtain as many civil documents as possible should continue well into the future, through official and voluntary agencies; but, for the speedy movement of sizable groups of refugees, authorities governing the areas of present asylum must be prepared to adopt make-shift arrangements. The military government in the American zone of Germany has for some months been occasionally issuing papers of the type suggested in the report on travel documents made last year by a commission of governmental experts meeting under IGC auspices, which report is now before the member governments.
- c. Minister Joao Alberto has said that his government will give full credit to documents issued by the zone authorities, or by an agency designated by them.

6. Selection from among preliminary applicants.

- a. In accordance with the standards prescribed by the Brazilian Government, and on the basis of registration and documentation information received from the assembly centers about the refugees who have made preliminary applications, the selection officials can indicate those who are tentatively acceptable. At this point, full registration of those tentatively accepted should be accomplished, on the IGC form mentioned above.

- b. On the basis of any information available, some third party should provide whatever counseling may be possible, as to whether - all things considered - the applicant and Brazil seem properly matched; among the considerations pertinent to such advice is the possibility of reuniting families and relatives either prior to the proposed departure for Brazil or in the predictable future in that country.
- c. Then, selection officials should visit the assembly centers, examine the further registration information, interview the applicants and scrutinize and check their documents, make final choices, and issue visas. A copy of the completed IGC form for each person granted a visa should be transmitted by the selection officials to the leader of his departing group, and taken to Brazil for permanent record. Lists of the members of each group, containing a summary of personal information, should be sent to Brazil by airmail as far as possible in advance of departure.

B. Transportation.

- 1. Physical means of transport - land (truck and train), ocean.
- 2. Basic maintenance enroute - food, shelter (e.g. embarkation center), medical service; a few amenity supplies (e.g. tobacco), elementary welfare services (e.g. educational and religious

program). Some special care for special groups - e.g. children, aged.

3. Accompanying personnel.

a. Brazilian officials - chosen for the tasks of explaining to the refugee-immigrants during the trip as much as possible about the reception and settlement arrangements, and augmenting the personal information on the basis of which the Brazilian government will expedite and perfect the process of appropriate settlement.

b. IGC representatives - chosen for the tasks of generally representing the interests of the refugee-immigrants, and translating between Portuguese and the languages of the immigrants.

4. Miscellaneous preparations for needs immediately on arrival.

a. Minister Joao Alberto has mentioned the requirement that each immigrant must have shoes, and an extra outfit of clothing in good condition. Other minimum requirements, if any, should be met - e.g., some pocket-money.

b. Minister Joao Alberto has reported that a visa granted by the Section Officials would be a final assurance of entry.

C.. Temporary reception..

1. Actual meeting of the refugee-immigrants at the boat, and transportation to the first lodging.
2. Basic maintenance during waiting-period - food, clothing, shelter, medical and psychiatric service; amenity supplies. Special care for special groups.
- 3.. Welfare services.
 - a.. Religious needs - services, leadership, literature, objects of devotion, supplies.
 - b. Formal educational programs (for children and some adults), informal lectures and discussions.
 - c. Individual and group recreation.
 - d. Social casework, including international casework - i.e., assistance on personal problems which require technical service in other countries.
- 4.. Occupational services.
 - a.. Study of Portuguese.
 - b. Vocational training and retraining, guidance and rehabilitation - the latter including jobs in the reception center, self-help projects, etc.
 - c. Information on opportunities for employment or settlement, and on attendant living conditions.
 - d. Transportation to the place of employment or settlement.

D. Permanent reestablishment.

1. Economic considerations.

a. Individual employment - urban or rural.

(1) Conceivably some of the refugee-immigrants might establish their own business or professional enterprises at the very beginning, but probably the vast majority of those not members of agricultural settlements will become employees of established enterprises. It will be necessary to supervise the drawing up of employment contracts, and their execution over the first few years.

(2) Any credit which may be necessary to help those establishing their own enterprises might be handled in the way indicated below in regard to settlement. For the ordinary employed persons, Minister Joao Alberto suggests that a loan of from \$50 to \$100 for an individual man or woman, or from \$100 to \$300 for a family, will be required to cover initial household and occupational expenses. Such a loan would be made by the employer, and its repayment would be governed by a provision in the employment contract - in accordance with rules fixed by the joint committee on financial management mentioned in II - Note - 2 - b - (1) below. The working party as a whole emphasizes

that any such loans should be carefully guarded in order to avoid their being used in any way to exploit the borrowers.

b. Group settlement.

(1) Operationally, Minister Joao Alberto's plan is as follows:

- (a) The first 120,000 settlers (10,000 monthly for a year) might be distributed in these proportions: Sao Paulo 50,000; Minas Gerais 30,000; State of Rio de Janeiro 20,000; elsewhere 20,000.
- (b) In regions of favorable climate and fertile soil, never over 75 miles from a commercial center and linked therewith by rail and road, farms already cleared and served by certain public utilities would be divided among the members of the group of settlers. The group would be between 100 and 1,000 families.
- (c) Farms near the large consumer centers would vary from 5 to 20 acres, and would produce vegetables, milk, chickens and eggs; those not near such large centers would vary from 20 to 150 acres, and would practice various types of agriculture.

- (d) For each group settlement, buying and selling would be handled by a comprehensive cooperative society. The farms, however, would belong to the settlers individually; and they would be free to dispose of their property and move elsewhere, provided their financial obligations had been settled.
- (2) Financially, Minister Joao Alberto's plan is as follows:

- (a) The average initial outlay for a farm would be:

Land	\$1,000.00
House, water, etc.	500.00
Plows, tools, barbed wire, fowls and animals, etc.	300.00
Personal subsistence for 6 months	<u>200.00</u>
	\$2,000.00

- (b) Credit to the extent of 75%, or \$1,500, would, on guaranty by the Federal and/or State governments, be provided by the banks through Settlement Cooperative Society - to be repaid over 10 to 15 years; the remaining 25% or \$500, would have to be provided by the settler or on his behalf in foreign exchange or in credit provided by the banks on guarantee by the IGC

or IRO.

NOTE: Messrs. Fierst, Taylor and Malin have emphasized the importance of as much land as possible being provided to settlers as a free gift; also the desirability of requiring little or no foreign exchange to be provided by the settler or on his behalf - the preferable alternative being to have the IGC or IRO guarantee a minority portion of the credit extended to the refugees by the bank.

2. Other considerations - matters pertaining to the general integration of the refugee - immigrants with the social life of the community.

- a. Such integration will depend in considerable measure on respect for the following rights: (1) the right to apply for citizenship; (2) the right to protection of the courts; (3) the right of work, remuneration and free association; (4) the right to be exempt from special taxation, and to participate in existing governmental provisions for welfare, social security and industrial compensation; (5) the right to educational opportunity; (6) the right to religious liberty; (7) the right of freedom of movement, and (8) the right of continued residence, subject to compliance with the laws.*

*Welfare and occupational services, as outlined in I-C-3 and 4 above, are also of continuing importance.

- b. Since the refugee-immigrants will, in almost all cases, be in law or in fact without the protection of any government, the IGC and later the IRO should be entitled to represent them in respect of civil rights and legitimate interests, until they become citizens.

II.

OPERATIONAL RESPONSIBILITIES

A. Selection

1. Allocation of quotas.

- a. On the basis of a recommendation by the Brazilian Council on Immigration and Colonization, and in the light of other available evidence, the IGC should decide how many refugee-immigrants can be received by Brazil during the initial six-month period, and at what monthly rate.
- b. On the basis of recommendations by the governments of Brazil, the United States, the United Kingdom and France, and in the light of other available evidence, the IGC should decide on the allocation of totals among the American, British and French zones of Germany and Austria.

2. Appointment of selection officials.

- a. The Brazilian government should appoint the nuclear staff of Brazilian consular officers and medical examiners for each zone.
- b. The zone authorities should appoint personnel to serve under the Brazilian officials mentioned above; this auxiliary personnel may be drawn from military government staffs, or by loans from the rank of UNRRA, the IGC, and

voluntary agencies.

3. Information and preliminary application.

- a. The IGC should be responsible for preparing information on the scheme for zone authorities, and for their transmission to the occupants of assembly centers.
- b. The IGC should be responsible for recommending to zone authorities an arrangement for receiving preliminary applications and supplying to selection officials a summary of whatever information about each applicant has been obtained by registration.

4. Registration.

- a. UNRRA should be asked to push on as rapidly as possible with the basic registration of occupants of all assembly centers, with particular emphasis on occupational qualifications.
- b. IGC should be responsible for arranging the detailed registration of persons tentatively accepted under the scheme.

5. Documentation.

- a. The IGC should be responsible for extending as rapidly as possible the present arrangements for obtaining civil documents.
- b. The zone authorities should stand ready, on recommendation from IGC representatives, to issue wherever

necessary papers of the type suggested in the IGC report on travel documents.

6. Selection from among preliminary applicants.

- a. This is the responsibility of the Brazilian officials and the auxiliary personnel provided to them.
- b. The personal counseling service should be carried out by UNRRA, and voluntary agency workers under its auspices.

B. Transportation.

1. Physical means of transport.

- a. The zone authorities should be responsible for providing these between the assembly center and the port of embarkation.
- b. The American and British Governments should be responsible for providing ocean transport for the emigrants from all zones, to the extent of their respective facilities.

N.B.: The financing of the ocean transportation, as distinct from providing its physical means, is the subject of recommendation under III-B.

2. Basic Maintenance.

- a. Food, shelter, medical service and amenity supplies should be provided, for the land journey and the ocean voyage respectively, in accordance with the principles

set forth above in regard to physical means of transport.

- b. The IGC should be responsible for organizing the elementary welfare services, using chiefly voluntary agency personnel.

3. Accompanying personnel - the Brazilian Government and the IGC, respectively, should be responsible for the appointment of these representatives.
4. Miscellaneous preparations for needs immediately on arrival - the IGC should be responsible for ascertaining what these needs are, and for devising means to meet them.

C. Temporary reception.

1. The Brazilian Government should be responsible for giving effect to the program outlined in I - C above.
2. The IGC or IRO should be responsible for representing the interests of the refugee-immigrants in all these matters, for advising the Brazilian Government in any way requested, and for assisting in the discovery of personnel - particularly in those cases in which the aid of non-Brazilian voluntary agencies seems desirable.

D. Permanent re-establishment.

1. The Brazilian Government should be responsible for giving effect to the program outlined in I - D above.
2. The IGC or IRO should be responsible for representing the

interests of the refugee-immigrants in all these matters, for advising the Brazilian Government in any way requested, and for assisting in the discovery of personnel - particularly in those cases in which the aid of non-Brazilian technical experts seems desirable.

NOTE:

1. Minister Joao Alberto states that the following authorities are concerned with immigration in Brazil:

- a. Federal - united in the Council on Immigration and Colonization:

- (1) The Maritime Police - which is responsible for inspecting the documents of arriving immigrants.
- (2) The Department of Public Health - which is responsible for inspecting the physical condition of arriving immigrants.
- (3) The Department of Immigration - which is responsible for temporary reception (as outlined in I - C above) and individual employment (as outlined in I - D - 1 - a above).
- (4) The Department of Lands and Colonization - which is responsible for the organization of the agricultural settlements maintained by the federal government.

- b. States - Bureaus of Agriculture: these are responsible not only for the agricultural settlements maintained by the state governments, but also for individual employment, in industry as well as agriculture.

2. International representation might be effected along the following lines:

- a. Resident Representative of the IGC or IRO - Brazilian national, with the usual inclusive duties.
- b. Special mission of experts nominated by the American and British governments, appointed by the Director of the IGC, and responsible ^{to} for him and through him to the IGC or IRO executive committee; this mission should remain in Brazil for at least three years.

(1) Functions - not to intervene in the actual operations of the scheme unless the Brazilian Government so wishes (Minister Joao Alberto has suggested a joint Brazilian-American-British Committee for financial management), but to supplement the IGC resident representative in these ways among others: to represent the interests of the refugee-immigrants generally, to watch the operations of individual employment and group settlement schemes, and to investigate

and report on new projects as they arise.

- (2) Values - assistance to Brazilian authorities in dealing with the refugee-immigrants, acceleration of projects by increasing the confidence of the American Congress and the British Parliament, etc. and of possible immigrants themselves, implementation of the responsibility assumed by an international body (see provisions in proposed IRO constitution for new body's responsibility for examination of projects, finance, protection of refugees).

III.

FINANCES

A. Selection.

1. The Brazilian Government should be responsible for all expenses connected with its nuclear staff and the auxiliary personnel assigned to it.
2. The zone authorities, UNRRA and the IGC, respectively, should be responsible for all expenses connected with the operational assignments made to them in II-A-3, 4, 5 and 6, above.

B. Transportation.

The various agencies named as being responsible for operational assignments in II-B above, should be responsible, respectively, for all expenses connected with those assignments; provided that the expenses connected with providing the physical means of ocean ^{Transport} voyage shall be handled as follows: The value of the provision made by the American and British Governments, respectively, shall be counted as payment on their respective shares of the IGC operational expenditures involved in the scheme as a whole. Should the value of the provision made by either government be greater than its respective share of the IGC operational expenditures involved in the scheme as a whole, that government will be reimbursed by the IGC for the

excess.

C. Temporary reception.

The Brazilian Government should be responsible for all expenses connected with the services outlined in I - C above.

D. Permanent re-establishment.

1. Individual employment - possible losses on loans which may be made by employers, as outlined in I-D-1-a-(2) above, should be borne by the creditors.

E. 2. Group settlement.

- a. Possible losses on loans made by the federal and/or state governments of Brazil, as outlined in I-D-1-b-(2)-(b) above, should be borne by those governments.
- b. The IGC should be responsible for providing whatever portion of the initial outlay may be finally agreed on as being needed in foreign exchange; some of this might be drawn from the funds of refugee-immigrants themselves, or from relatives or friends, or from voluntary agencies. Possible losses on whatever portion of the initial outlay may be finally agreed on as being needed in credit based on IGC or IRO guaranty should be borne by the IGC or IRO.

NOTE:

1. The IGC or IRO should be responsible for all expenses connected with the office of its representative and the special mission, as

outlined in II-NOTE above.

2. The Brazilian Government and the IGC or IRO should be responsible equally for all expenses connected with non-Brazilian technical experts whom it may be agreed to engage.
3. Whenever the services of voluntary agencies are utilized, as outlined in II-A, B and C above, the responsibility for all expenses connected with those services shall be as agreed on between the voluntary agencies concerned and the official agencies to which general responsibility for the respective operations has been assigned.

IV.

IMMEDIATE MISSION TO BRAZIL

A. Introductory.

1. In addition to the chairman of the Brazilian Government's Council on Immigration and Colonization (Minister Joao Alberto) and the vice-director of the IGC (Mr. Malin), the immediate mission to Brazil should include a labor expert and an agricultural expert (with Brazilian experience, if at all possible) named by the American government, and one labor and/or agricultural expert named by the British Government if it so desires.

a. If the experts are already in Brazil, or elsewhere in South America, so much the better.

In any event, the American and British embassies in Brazil should be used in the inquiry to whatever extent they may find it possible to assist, including the provision of secretarial help.

Minister Joao Alberto and the experts should probably remain in Brazil at least for some weeks after Mr. Malin returns.

b. Before he goes to Brazil, Mr. Malin should see as many as possible of the official and voluntary agencies and individuals mentioned in V-A-2 below -

to collect materials and ideas, to learn of other contacts in this country or Brazil which might prove useful, and to discover what services those agencies might perform in connection with the scheme. But he should be ready to leave for Brazil by July 12 and be back in Washington with a report by August 18.

B. Questions to be answered in Brazil.

1. Selection.

- a. How many refugee-immigrants can be received in Brazil during the initial six-month period? At what monthly rate? Is the proposed allocation among the three western zones of Germany and Austria agreeable?
- b. How many Brazilian consular officers and medical examiners can be provided? Is the suggestion for auxiliary personnel agreeable?
- c. English translations of Brazilian immigration laws and regulations; what is the general nature of any modifications which may be currently intended?
What are visa charges, customs duties, arrival taxes or fees, if any? What grounds for rejection of visa-holders at port of entry, if any?

WHO PAYS? →

- d. Does the D.P.2 card contain sufficient information for tentative selection, and the IGC form enough for final selection? Are the documentation suggestions agreeable?

2. Transportation.

Are the suggestions for accompanying Brazilian and IGC personnel agreeable?

3. Temporary reception.

- a. What are the exact arrangements for providing each type of service mentioned?
- b. How long a waiting period is anticipated before individual employment or group settlement begins?

4. Permanent re-establishment.

a. General background.

- (1) What types of immigrants are desired, and in what proportions? - according to nationality, race, religion, occupational qualifications.
- (2) Are climatic (including altitude) and weather conditions, and health and other living conditions, such that Europeans can do manual labor and still be generally satisfied with their lot?

b. Economic considerations.

(1) Individual employment.

- (a) What are employment laws and regulations? - professional, commercial, industrial, agricultural. What are typical labor contract terms?
- (b) What is the state of the labor market? - generally, in particular employments, in particular areas. Is there an efficient labor ministry, and a system of employment exchanges? What are wages like? Are there unemployment and other social insurance systems to which immigrants are eligible?
- (c) What about the cost of living? Are Europeans able to live reasonably well on their wages? What are taxes like?
- (d) What are costs of getting established? By whom will advances be made, at what rates of interest, on what security, how accounted, how repaid?

(2) Group settlement.

- (a) Where are the areas of settlement? How near are the markets and ports,

and what are the transportation facilities? What about soil and water surveys, and availability of public utilities? What kinds of farming and systems of cultivation, and what are sizes of economic holding for various types? What are yield records, and are there any sources of income subsidiary to or independent of agriculture? Is land cleared of forest and scrub growth? If not, who is to do the clearing? If land is cleared, has it been previously cultivated? If it is an abandoned settlement, why was it abandoned?

- (b) How large a group of settlers is planned? How much homogeneity is intended? What internal and self-organized association - cooperatives, etc.? What methods of buying and selling? Who builds houses? Materials, tools and carpenters available? What other labor is accessible? Can machinery be secured, with remission of customs duties on importation - if necessary? Who would own it? What are taxes, im-

migration dues, etc.?

- (c) Who now owns the land? Is public land available? If any belongs to a colonization company, is that company public or private? If the latter, is it profit-making, how is it financed, what public control over it? What area does it hold, and does it acquire more by purchase or on lease as settlement proceeds? Does it enjoy popular confidence, and is method of settlement through it a normal one - used for Portuguese, Italian and other settlers? On any land which may be used for settlement, is the title clear, and is it free from mortgage?
- (d) What are laws and regulations on land utilization, leasing, acquisition? What are terms of various contracts between landlord and settler? What guarantees are there of security of tenure for reasonably good tenant? Is there an option to purchase, when does it begin, and what is liability to eviction pending purchase?

- (e) What are the various stages between complete economic dependence and full independence? What are the establishment costs during first, second, third, year; what proportion of assistance will be necessary, in each year? What part may be obtained by credit, at what interest rates, simple or compound? Between whom are credit contracts made? Is credit extended to individual or group? If latter, is liability several or joint, and is group limited to settlers in particular settlement or area? Get typical contracts. Period of years necessary to discharge debt, amount of instalments, penalty of default?
- (f) Any information on previous settlement schemes - e.g., 27,000 Portuguese entering Brazil in 1939 and 1940? See all questions above and also: Are they heavily in debt? Have they begun to pay instalments? Have they stuck to original settlements, or has there been much movement to and from them? How has a particular settlement developed

in regard to occupations other than agricultural? - e.g., carpenters, mechanics, shopkeepers, doctors, dentists, teachers, moneylenders. What is normal method of buying and selling, and are settlers badly in hands of middlemen? Generally are they reasonably welloff and contented?

c. Other considerations.

- (1) What about the personal rights as outlined in I-D-2-a above? Liability to military or other national service conscription?
- (2) In what way does Brazilian Government plan formally to recognize IGC - IRO status in representing refugee-immigrants who are not represented by any government?

5. Miscellany.

- a. Specific responsibilities of various official immigration agencies in Brazil? What can be expected from indigenous voluntary agencies?
- b. Are arrangements for IGC resident representative and special mission agreeable? Who is suggested as resident representative? What aid is desired from non-Brazilian voluntary agencies and technical experts?
- c. Finances - detailed estimates, and agreement on distribution of responsibilities.

V.

ADDITIONAL STEPS

A. Brazilian scheme.

1. Even while the immediate mission is in Brazil, the IGC - through its headquarters in London, its resident representative's office in Washington, and its embryonic field staff in the three western zones in Germany and Austria - should be doing everything possible in preparing to put the scheme into actual operation by October 1.
2. Among the official and voluntary agencies and individuals with whom contact should be made are the following:
 - a. State Department - e.g., Hilldring, Wood, Warren, Mulliken, Spaeth, Kazanjian.
 - b. Other American Government agencies - e.g. War, Agriculture, Shipping, Institute of Inter-American Affairs.
 - c. British Embassy, Brazilian Embassy.
 - d. Pan-American Union, Inter-American Economic and Social Council, Inter-American Conference on Agriculture.
 - e. UNRRA, ILO.
 - f. Brookings Institution, President Isaiah Bowman of Johns Hopkins University.

g. Refugee Economic Corporation, Dominican Republic
Settlement Association.

h. American Council on Voluntary Agencies, National
Catholic Welfare Conference.

1. All agencies with experience in displaced person
immigration into the United States from the
American zones, - e.g., Visa Division, UNRRA,
Joint Distribution Committee.

3. As soon as it can be discovered what aid is desired by the
Brazilian Government in the form of advice or service from
non-Brazilian voluntary agencies and technical experts, efforts
should be made promptly to furnish what is required. For ex-
ample, a small deputation from the National Catholic Welfare
Conference might be useful in assisting Brazilian voluntary
agencies to prepare for their part in the temporary reception
of the refugee-immigrants.

B. Other Latin American countries.

1. Immediately following the expected authorization of an expanded
IGC program for the interim between now and the commencement of
actual operations by the IRO, definite discussions should be
undertaken with other Latin American countries. The IGC is
now arranging for personnel to make a survey in Bolivia, at
the invitation of the Bolivian Development Corporation.

2. Migration experts will be sought for the IGC staff, some of them^{to} have their headquarters in Washington and move out from there into various countries of Latin America.

Copies of this have
been sent to

Kaufman
Blum
Sachs

8 August 1946

Kaufman
will you
retain these
papers
aka

MEMORANDUM

TO: Charles H. Alspach, Acting Director
Repatriation and Welfare Division

FROM: Maude Barrett *M. B.*
Repatriation and Welfare Division

SUBJECT: Tony Sender's Memo 19 July relative to "Desirable Shift of
Emphasis in D.P. Operations."

There are a few comments with respect to Miss Sender's memo, together with some additional suggestions, all of which might be included in future discussions of this problem. If the recommendations of the Director-General are carried out and UNRRA as an Agency continues its responsibility for Displaced Persons in Europe only until 31 December 1946, there is hardly time in the period remaining - less than five months - to put any new policies into effect. Moreover, if the Council, presently meeting in Geneva, acts affirmatively on the D. G.'s recommendations and announces that UNRRA operations in Europe will cease at the end of 1946, it would seem to me that wholesale resignations of UNRRA personnel can be expected almost immediately. The important contributions UNRRA can make in these few remaining months are to draw from its experience gathered in its operations and make some recommendations and suggestions to the successor agency. As a basis for further discussions these facts should be borne in mind:

- I. Movements of displaced persons into and out of camps and across national boundaries, can be expected to continue. All persons who accept repatriation may not remain in their native countries.
- II. Ultimate disposition of Displaced Persons will probably be effected according to the following means:
 - A. Repatriation
 - B. Emigration
 - C. Resettlement
 - D. Assimilation into economy of country in which they are now living
 - E. Continued care in camps - billeting, etc.

No one of these means alone will provide an ultimate solution to the displaced persons' problem. It will require all of these means (and possibly others) to ensure these victims of war some security and normal living. Ideally each Displaced Person should be given free choice as to which method suggested for his permanent care he prefers. Practically, however, this is most unlikely to be possible, since all methods will not be available at the same time, and also because certain methods will be offered as alternate solutions, only as other methods have failed or have been rejected.

- A. Repatriation. In theory repatriation may appear to be the best solution to the D.P. problem. Unless the D.P. is likely to be exposed to danger to life and liberty on his arrival in his native country, or to discriminatory regulations or impositions which will affect his ability to support himself and his family, his freedom of worship, and his manner of living, he should be encouraged to return home. Unfortunately no individual or agency other than the Government of his native country can give him adequate assurance of protection. Hence it would seem necessary that the decision as to whether to accept repatriation rest entirely with the D.P. after he has had ample opportunity to talk with his National liaison officer, and with fellow compatriots. The I.R.O. should, however, provide adequate counseling service, able to give information about methods of care, (other than repatriation) which may or may not be available.
- B. Emigration. Hopefully various countries will continue, or expand and liberalize, current policies relative to immigration. Under conditions now existing, emigration as a means of providing a permanent place of abode to displaced persons can serve only a small proportion, and those on an individual basis. With restrictions on immigration that presently exist, the families and individuals who can emigrate will probably be those who pass successfully the various mandatory screenings and who also have relatives or friends who can ensure some financial underwriting. Such immigrants should understand fully the conditions (including the laws concerning deportation) under which they enter a new country. Professional people, particularly doctors should be informed in advance of departure of some of the conditions which may affect their future professional careers. Emigration, in the sense it is herein used, would involve no expenditure by IRO, but expenses would be borne by emigre or his sponsor.
- C. Resettlement. Resettlement involves the movement of the displaced person and his family to a country other than his native one; it connotes intention to make a permanent abode in the country of new residence; and it involves financing from sources other than the displaced person. Resettlement may be planned on a community project, or on an individual or group family basis. The establishment of a community project would necessitate the selection of displaced persons of varied skills; it would call for a larger outlay of money at least initially,

than would be needed for persons and families whom it is planned to assimilate in an established town or village, or even in a rural economy.

Responsibility for settlement plans will rest primarily with the country concerned, but will be shared to some extent by IRO, and also by the persons who accept resettlement as a solution to their problems.

- I. The receiving country will develop its plan, which, among other things, will specify the number of settlers it will accept. Probably countries will specify also the race, religion, types of persons by skills or previous occupation that it wishes. It should make very clear in its proposals (a) what it offers and (b) what it expects. It's statement should be definite with respect to the settler's financial obligations, civil rights, religious freedom, educational opportunities, means of earning a livelihood, obligations as a citizen, etc.

Printed or mimeographed material about the country, containing information of general and specific interest could well be made available to persons wishing resettlement, as well as the opportunity for personal consultation with an official country representative who could give specific information in reply to questions.

- II. IRO would have responsibility for (a) reviewing the country's plan relative to the protection offered the settler (b) participating in the financing and (c) counseling both the prospective settler and the country of settlement on matters of mutual concern. The country will require certain information regarding the prospective settlers - e.g., social data - health reports - information relative to previous occupation and special skills, security reports, etc. Much of this IRO can obtain in advance of any interviews between the country's representative and the prospective settler.

It would seem advisable, as resettlement plans are developed, to establish terms of reference for the IRO regarding the responsibility that agency shall carry. Such terms of reference might well include among others, such matters as (a) responsibility of IRO toward (1) settler and (2) the country, (b) financing (c) personnel (flight teams and resident representatives within the country.)

- ← D. Assimilation into Country of Present Residents. Countries in which externally displaced persons are now living are those (a) under military control (Germany) and those (b) not under foreign military government (China) - to give examples. In either case various understandings and agreements will have to be reached between the governing authority and the displaced person relative to the conditions of assimilation.

- E. Continued care in camps or temporary communities. It may be assumed that there will be a certain number of displaced persons who cannot or will not accept any one of the above mentioned methods of obtaining permanent residence. Such displaced persons will be those who refuse all plans presented to them, and those deemed by the responsible authorities as unacceptable. At some time decisions will have to be made regarding the policies to be adopted relative to the persons who refuse to accept any plans for care that involve movement from the camp.

The second group of persons - those who will not accept repatriation, and who are not considered acceptable for B, C, or D, will consist mainly of the aged, the chronically ill and the mentally or physically handicapped. Some sort of continued care will have to be provided for those people - either by means of congregate shelters or a system of billeting in private homes. Some means of providing continued financial support must be ensured. Such support would include maintenance, proper medical care, recreation etc., with sufficient personnel to provide the necessary services.

In the few months remaining for UNRRA operations emphasis should be given to these activities:

- I. Continued care of Displaced Persons.
- II. Expediting repatriation for those who will accept it.
- III. Assisting in emigration.
- IV. Preparing individual and family records containing social data - information about education, training, work, skills, etc.
- V. Preparing reports based on experience in the field for IRO.
- VI. Laying the ground work so as to be able to make recommendations to IRO.

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

19 July 1946

TO: Mr. Charles H. Alspach

FROM: Tony Sender *TS*

SUBJECT: Desirable Shift of Emphasis in DP Operations

Fifteen months after the end of the European war, the number of DPs remaining in Germany and Austria is still in the hundreds of thousands. Many among them have not known a normal home life for a long period, some among them for five years and longer.

Both from a moral as from a financial point of view, it is desirable that the emphasis in the care for DPs be shifted toward every possible assistance in the preparation of the resettlement of those able to become again self-supporting, and toward a change in the care for the smaller number of those who are not able to start a new life (aged, sick, etc.) or who could join younger relatives only at a later date.

For the purpose of this shifting of emphasis, plans ought to be prepared.

- I. Registration ought to be refined and analyzed with the eye on proper resettlement and on the needs of the various countries that could possibly be convinced to accept DP groups as immigrants.
 - a. Refining of DP registration should take into consideration the need of groups according to age, sex, as well as family groups combined with their vocational abilities and inclinations.
 - b. It should register the general characteristics of adaptability.

- c. Answer the question for the immigrants' readiness to leave for the new country.
- d. A special analysis will be required for adolescents and children. It may have to be considered whether a temporary separation of families is not advisable in certain cases in view of the necessity of creating conditions for family life which may require some preparations in the new country by the male and more vigorous members of the family.

For these and all related problems, the DPs would have to be duly prepared.

II. Besides the survey on immigration possibilities and conditions in Brazil prepared by the I.G.C. and the letters sent out by the D.G. to the various governments, a general investigation of possibilities and conditions for resettlement seems to be appropriate, not only in the countries of member nations, but also in non-member countries:

- a. In European countries other than the home-land of the DP.
- b. In countries of the western hemisphere.
- c. In Africa, Australia, New Zealand, etc.

III. In order to use all resources available, discussions ought to be started, not only with governments, but also with those private organizations which have past experience in resettlement and have made investigations on places and conditions of resettlement, thus making UNRRA a focal point where all information on settlement is centralized.

- IV. Most of the DPs, having known a long period of idleness, it may be necessary to create for all persons fit for resettlement a working habit and therefore establish an educational work obligation. The nature of the work would depend upon opportunities for work, but also, in all cases where this is possible, upon future vocational activities. It may be advisable to have working conditions settled in collaboration with International Labor Organization.
- V. However, even if chances for resettlement should be most favorable for the majority, there is to be expected that a certain number of aged and sick persons will be left, whose transfer to more primitive and difficult living conditions is not advisable. It may be possible that some of those would be willing to stay in Germany and Austria. For others, residences for the aged and sick DPs could be created in other countries in Europe, such as France, Belgium, etc., where care could be given either by means of continued international financing or by the establishment of an international fund.
- VI. To the extent that information on required skills is coming in for the places of resettlement, an extensive retraining project should be developed in the camps with training personnel in sufficient number as to ascertain success.
- VII. With the approach of actual immigration, preparations ought to be made to have groups organized representing all elements necessary for a healthy community life, including the various professions so as to secure education of the children, medical services, etc.

VIII. A survey of necessary equipment for the various resettlement groups should be made as soon as this will be possible, considering the fact that the settlers are without any resources.

IX. In view of the shift in emphasis, the care for DPs would change its character and may require also a review of the personnel in Assembly Centers and staff with specialized training may be the means of speeding up the preparation for resettlement.

As soon as a decision on this shift in DP Operations should be reached, appropriate instructions will have to be worked out and sent to the field. It may be desirable to have a discussion within the proposed UNRRA-UN committee preceding such action.

Kaufman

19 July 1946

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For these and all related problems, the DPs would have to be duly prepared.

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As soon as a decision on this shift in DP operations should be reached, appropriate instructions will have to be worked out and sent to the field. It may be desirable to have a discussion within the proposed UNRRA-UN committee preceding such action.

TSender:cl/ml

Kraus
Barnett
Files
June 5, 1946

Mr. Charles H. Alspach
Acting Director
Repatriation and Welfare Division, UNRRA
1344 Connecticut Avenue, N. W.
Washington 25, D. C.

Dear Charlie:

I was delighted about your interest in the International Sanctuaries, and I am grateful for the attention that you and your associates have given to this matter.

As to your comments, I would like to react quite briefly. I am not surprised by them, but my conclusions differ somewhat from yours.

1. I agree that the sanctuaries would be fairly artificial communities, but so are homes for the aged. In contrast to ordinary homes, the sanctuaries would allow a differentiation in freedom and independence--according to capacity of the individual--and make provisions for several types of living arrangements, such as cottage living, independent housekeeping, care in a nursing home, temporary care in infirmaries, etc. The semblance of community life could be developed by having markets, recreation centers, a library, town councils, and other centers for group activities which are not completely identified with the individual residence. I should also be in favor of workshops offering freely part-time employment and the establishment of some suitable home industry. Such features and the presence of volunteer work units and visitors should help to establish an atmosphere of community life with an even and diversified flow of activities and a fairly broad range of interests which would benefit all.

Incidentally, I have seen such a community develop which housed 2000 aged and disabled people, and it is, despite bombing, still going strong and has lasted now over fifteen years.

2. I am inclined to favor the larger sanctuary instead of smaller units broken up by nationality and creeds. Within the larger unit, grouping and classification is perfectly possible and natural, but more in terms of common handicaps, or compatibility, or based on culture, than in terms of previous national affiliations. There may well be nationality quarters within a sanctuary, but also many mixed quarters, and I believe that it is very important that no one should be forced to live in a nationality quarter. None of us believe in segregation and ghettos of any kind, I am sure, but we do recognize voluntary groupings of people who feel at home with each other. Such choices are much more workable within the large, well-planned community than within the smaller unit which is based on the principle of segregation.

3. I also believe that only fairly large sanctuaries of 2000 plus population have a real chance for acceptance and survival, and for the adequate development of all basic services. The boldness of such undertaking will provide continuing support and continuing attention, while I should be very much afraid that small, scattered units would be quickly forgotten and subsist

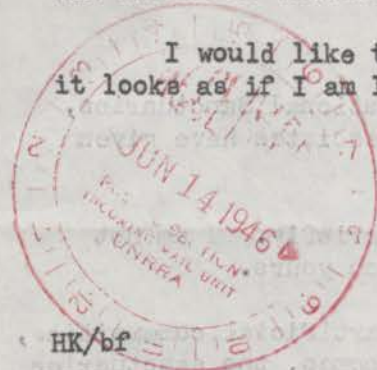
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in misery, deteriorating rapidly. It would also be more difficult to get really capable personnel for small units, and they would be largely left to the tender mercies of a few benevolent souls, I am afraid. It seems to me that this major problem cannot be solved by a string of old age homes. These may provide temporary emergency shelter, but they must become integrated with a much more comprehensive and more adventurous plan for greater security and chance of survival.

I would like to talk with you about these matters, but at the moment it looks as if I am leaving for Europe on June 20, to be back in the fall.

Cordially,

Hertha Kraus
Hertha Kraus.



HK/bf

Miss Hertha Kraus

Page 2

The sanctuaries proposed, despite the safeguards that have been suggested in your plan, would be artificial communities. It is difficult for us to visualize a well-functioning community composed entirely of large numbers of aged and handicapped persons who have been uprooted from their homes and countries and who, in many cases, have suffered persecution. Would it not be possible to consider smaller sanctuaries organized as far as possible so that persons of similar interests and common nationality and religion could be together?

Sincerely yours,

Charles H. Alspach
Acting Director
Repatriation and Welfare
Division

MKaufman/ml

22 May 1946

Return to Mary Lott

Miss Hertha Kraus
233 North Roberts Road
Bryn Mawr, Pennsylvania

Dear Miss Kraus:

My associates and I read with great interest your tentative plan for international sanctuaries for aged refugees. This idea of yours certainly has in it the basic elements for immediately meeting the needs of a small but critical fraction of the non-repatriable group.

In view of the long-term nature of this project, it would seem that it might very well be presented to the new United Nations Refugee Organization or the appropriate commission in U.N.O.

I would like to pass on to you, for what they would be worth, some of the comments of my associates. By and large, it is felt that your idea is an extremely good one. The sanctuaries offer a way to circumvent the immigration restrictions of many countries. They might provide a good method of making use of some small resort centers of the Alps and the Mediterranean which are not likely to be used in the near future. In cases where special installations would have to be put up for aged refugees, these could revert to the host countries when no longer needed for their original purpose. In this way, they would help the country meet the problems posed by the increasing number of aged citizens.

The administrative machinery for realizing such a plan poses many problems. We assume that in any case an inter-governmental body would exercise supervision even if it would not engage in actual operations. Your plan already has encouraged the setting up of some standards. We think that additional standards would be necessary, as well as approval of plans and inspection of operations.

Operating responsibility could be delegated to a single inter-governmentally sponsored voluntary agency or a number of voluntary agencies. Then there is the possibility of utilizing voluntary agencies for some sanctuaries while others could be operated by one or more specialized agencies set up for this purpose. In this way, special interests for particular persons could be capitalized and also cover those aged persons who do not belong to any special group.

17 May 1946

F. H. Wickwar

MEMORANDUM

TO: Charles H. Alspach

FROM: Hardy Wickwar

SUBJECT: Hertha Krous' letter to Myer Cohen concerning international sanctuaries for aged refugees.

1. I think Miss Kraus has an extremely good idea. Several advantages occur to me in her proposal:

- a. Her sanctuaries would offer a way around the immigration restrictions of many countries, even if only by setting up a lot of (improved I hope), Osvego's.
- b. This might offer a good way of making use of many other small but present resort centers of the Alps and the Mediterranean, on the assumption that during the next generation there will be no such thing as a middle class able to go there.
- c. In cases where special installing would have to be put up for aged refugees, these could revert to the host country when no longer needed for their original purpose, and in this way they would help the country meet the problems posed by the increasing number of aged citizens.

2. The administrative machinery for realizing such a plan poses many problems. Several alternatives present themselves. I assume that in any case an inter-governmental body would exercise supervision even if it would not engage in actual operations; and the supervision ought undoubtedly include the setting up of standards, the approval of plans, and the inspection of operations.

- a. Operating responsibility could be delegated to a single inter-governmentally-sponsored voluntary agency: this would have the advantage of enlisting voluntary agency support, but the disadvantage of being new, having no traditions and perhaps being indifferently staffed, besides, failing to satisfy the particular points of view of particular groups.
- b. Operating responsibility could be delegated to a number of voluntary agencies: this would have the same advantage of enlisting voluntary agency generosity; and it would have the added advantage of securing real and intimate interest on the part of people with similar backgrounds in the outside world. It would however, have the disadvantage of not meeting the whole of the problem since the people concerned do not all have religious or other affiliations on which they would be able to count.
- c. This would suggest the advisability of a double-barreled scheme; some sanctuaries could be operated by particular voluntary voluntary agencies, while others could be operated by one or more specialized agencies set up for this very purpose.

3. Miss Kraus's whole problem presupposes the possibility of erecting havens of peace in a world of peace, In so far as a practice effort of this kind would be a kind of symbolic impression. It might even bring about the state of things which it presupposes.

WWickwar/em
17 May 1946

Resettlement

files
22 May

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233 North Roberts Road
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Charles H. Alspach
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Repatriation and Welfare
Division

MKaufman/ml

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 - b. This might offer a good way of making use of many other small ~~but present~~ resort centers of the Alps and the Mediterranean, on the assumption that during the next generation there will be no such thing as a middle class able to go there.
 - c. In cases where special installing would have to be put up for aged refugees, these could revert to the host country when no longer needed for their original purpose, and in this way they would help the country meet the problems posed by the increasing number of aged citizens.
2. The administrative machinery for realizing such a plan poses many problems. Several alternatives present themselves. I assume that in any case an inter-governmental body would exercise supervision even if it would not engage in actual operations; and the supervision ought undoubtedly include the setting up of standards, the approval of plans, and the inspection of operations.
 - a. Operating responsibility could be delegated to a single inter-governmentally-sponsored voluntary agency: this would have the advantage of enlisting voluntary agency support, but the disadvantage of being new, having no traditions and perhaps being indifferently staffed, besides, failing to satisfy the particular points of view of particular groups.
 - b. Operating responsibility could be delegated to a number of voluntary agencies: this would have the same advantage of enlisting voluntary agency generosity; and it would have the added advantage of securing real and intimate interest on the part of people with similar backgrounds in the outside world. It would however, have the disadvantage of not meeting the whole of the problem since the people concerned do not all have religious or other affiliations on which they would be able to count.
 - c. This would suggest the advisability of a double-barreled scheme; some sanctuaries could be operated by particular voluntary voluntary agencies, while others could be operated by one or more specialized agencies set up for this very purpose.

3. Miss Kraus's whole ^{proposal} ~~problem~~ presupposes the possibility of erecting havens of peace in a world of peace. In so far as a practical effort of this kind would be a kind of symbolic ~~impression~~, It might even bring about the state of things which it presupposes.

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

16 May 1946

MEMORANDUM

TO: Charles H. Alspach, Deputy Director
Repatriation and Welfare Division

FROM: Maude Barrett *in B.*
Repatriation and Welfare Division

SUBJECT: Hertha Kraus' Letter to Mr. Cohen regarding International
Sanctuaries for Aged Refugees

I have read with great interest the tentative plan for international sanctuaries for aged refugees and have the following comments to make:

- (1) Any group of persons or organizations considering the promotion of such a plan should, of course, seek the benefit of the experiences of Agencies and Organizations that have worked with refugees. UNRRA persons who have worked in camps for refugees, representatives of the War Relocation Authority and staff members of the National Refugee Board, for example, would have valuable advice to contribute.
- (2) At their best the sanctuaries proposed are artificial communities. No normal community is composed entirely of thousands of aged and handicapped persons who have been uprooted from their homes and their countries and who, in many cases, have suffered persecution. My own opinion is that the ideal solution would be smaller sanctuaries organized as far as possible so that persons of similar interests and of the same nationality and religion could be together. Persons who have operated homes for the aged in this country or in other countries might contribute valuable suggestions in this connection.

(3) Some of the problems I think will have to be reckoned with are:

- a. Placing in one sanctuary persons of different nationalities, races and religions;
- b. The adjustment in one community of persons whose previous economic and social status has been widely varied;
- c. Operating a sanctuary for persons whose standards of living in the past have been widely different. For example, persons with a purely rural background who engaged in farming operations will present problems other than those among "White Collar" and professional persons.

(4) The plan provides for the cooperation of voluntary agencies. Most voluntary agencies except the American Friends Service Committee, are organized along lines of nationality or religion. Experiences demonstrated that there has been tremendous competition among these societies. This fact must be kept in mind.

NAME

KRAUS, HERTHA

SERIAL NO.

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38621

ADDRESS

233 North Roberts Rd.

Bryn Mawr, Pa.

DATE
OF
CORRES.

9 May 46

REFERRED BY:

REGARDING

enc. statement rep. rough draft for project
for aged refugees.REPLIED ☐N. A. N. ☐

INITIALS

DATE

*Barrett - Wickwar 16/5*REFERRED
TO: ①

DP-Cohen

DATE

15 May 46

②

May 9, 1946

D.P. - Dr. Myer Cohen
Director, Division of Services
UNRRA
1344 Connecticut Avenue
Washington 25, D. C.

Dear Mr. Cohen:

I believe that you and your associates may be interested in the enclosed statement which represents a very rough draft for a project for aged refugees (non-repatriables), about which I have pondered for years.

The American Friends Service Committee has recommended it to various groups as a basis for discussion, and I feel certain that with the right kind of leadership the plan could be materialized in a modest but thoroughly constructive manner. Naturally it would only represent a solution for a fraction of the non-repatriable group, but for a very pitiable and disturbing fraction which should be given early attention.

Cordially,

Hertha Kraus

Hertha Kraus.

HK/bf

INTERNATIONAL SANCTUARIES FOR AGED REFUGEES

I. Character and scope of problem.

Among the displaced population groups, sizable numbers will not be able to return to their countries of origin; others will be utterly unwilling to do so, expecting further severe discrimination if not persecution. The scope of the total problem of the non-repatriable people is not yet clear. It is assumed, however, that it will be well above 500,000 people made up of many different nationalities. Some estimates are considerably higher. Within these groups there is a hard core of aged and severely incapacitated men and women whose chances of making a completely new start in economic life in some new country will be practically nil. These people will not be wanted by any immigration country since they cannot contribute usable skills and capacity for immediate self-support and independence.

Some of them may be claimed by relatives in foreign countries who are securely established and willing to offer a refuge and family support. Even in such cases where foreign relatives can be traced and brought into contact with the displaced person, difficult questions of admission to a potential country of immigration where the relatives live may arise. There is the further question of financing costly travel, mostly overseas. At the best the working out of individual arrangements will take much time and effort, while the aged refugees must continue to live under conditions of insecurity, instability, and emergency care only.

It is not yet known what percentage of the residual group must be characterized as aged and/or severely incapacitated. Such figures should become available from all countries which have given temporary

refuge to displaced persons. In Germany and Austria, according to all information, they form a substantial part of the residual group under the care of UNRRA and the Military Government.

From the point of view of practical planning, as well as for humanitarian reasons, it seems to be most desirable and in the best interests of both groups, to develop separate plans for the non-repatriables who still have a capacity for gainful employment or self-employment and their younger dependents -- and the much smaller but important group of the aged and permanently disabled who can no more become integrated with economic life. In many respects the problem of relocation of the latter group is much simpler than that of the first. They require little more than a chance for sheltered living for the remainder of their years, with the security of freedom from want and freedom from political, religious or any other persecution. They do not expect and should not be expected to become economically or politically active members of any national community which would be challenged to absorb them. Their problem of relocation has more charitable and humanitarian than economic or political significance, and should, therefore, be treated purely as a humanitarian issue, a challenge to man's decency and world morality. Because this group of victims of uprooting and persecution is old or has in the course of events been deeply injured, there is no time to be lost in working out a solution which will fit their peculiar plight and express in simple and direct action the belief of religious and democratic people in the dignity of man.

II. Outline of a practical solution for relocation -- International Sanctuaries for Aged.

Planned communities for sheltered living should be established in a few selected areas of safety as close as possible to the countries of temporary refuge to avoid unnecessary expenses and discomforts of long travel. These communities should be located by and large in Central European countries, possibly also in a Mediterranean area under good climatic conditions. Wherever located they should be administered as international sanctuaries by an international body, and not by representatives of the national community offering the hospitality of its soil. An international agency should be authorized to establish such units in cooperation with several national governments willing to lease land and facilities for a limited period of time (10 to 20 years).

Each international community should develop a setting adequate for the care of several thousand aged and severely handicapped people of different nationalities and different cultural backgrounds. The sanctuaries should be large enough to approximate the variety and activities of a normal community so that they might be practically independent of their surroundings. Each community should offer opportunity for independent living in cottages with housekeeping facilities. They should also contain a substantial number of simple institutional homes, infirmaries and hospitals for chronic invalids needing more than custodial care. Centers for shopping, for informal social life, adult education, recreation must be available, freely accessible from all parts of the community and within easy walking distance. Residents whose physical and mental capacity permit non-institutional living should be allowed full independence in their own private quarters where they should be encouraged to provide their own home within the limitations of a small but secure and regular cash allowance.

A community of aged would obviously need more supplemental services in the areas of health, medical care and personal counsel than a population of normal composition. All basic services should be included in the plan of each sanctuary in addition to housing and household facilities.

III. Outline of Administration and Finance.

The sanctuaries may be developed somewhat along the lines of international mandates to be trusted not to a national but to an intergovernmental organization. This may be the Social and Economic Council of UNO, or the Intergovernmental Committee for Refugees. Either of these intergovernmental bodies could in turn delegate responsibility to an international voluntary organization, for instance, the International Red Cross Committee as one of the most firmly established. Possibly the administration could be entrusted to an international federation of voluntary agencies created for this purpose, but it is doubtful whether a new organization would carry the same prestige and would be likely to function as adequately as one of those with more established traditions. It should be emphasized, however, that ultimate responsibility for the administration of such international units should be lodged with a thoroughly reliable, public body which has reason to expect and to command continuing intergovernmental support. It must be set up in such a manner that it will offer a maximum of stability and security for the limited period of its function.

The Central Administration Unit should as a matter of policy encourage and facilitate the cooperation of voluntary agencies for the enrichment of all provisions and of the very life of international communities as such. Voluntary agencies ready to participate should

mutually agree on specific functions and services for which they would carry continuing responsibility, such as hospital administration, nursing services (including visiting nurses), operation of community centers for education and recreation (including libraries), visiting house-keeper services and practical nursing, friendly visitors and counselors, etc. There would also be need for the establishment of religious centers for each denomination.

Volunteer work units of internationally minded young people could provide most acceptable supplemental services not only during the period of development of the international sanctuaries, but also after they have gone into operation. There will be continuing need for local improvements, development of grounds, walks, and for supplementation of the established health, social and recreational services. Volunteer work units of younger people would introduce a most desirable element of youth, gaiety and health into an over-age group, burdened by injuries and personal tragedies.

Each sanctuary should be managed by a community council which would give adequate representation to the residents as well as to the various voluntary, governmental and intergovernmental agencies participating in the venture. Since the sanctuaries have no economic functions and would be removed from normal competition and many controversial issues and conflicts, the administration should be able to focus clearly on the welfare of the residents and on the development of institutions of mutual aid and service in an atmosphere of dignity, freedom and security.

Such a development must be facilitated by providing an adequate financial basis for installations and day by day operations. It will

undoubtedly not be cheap to provide decently for an economically unproductive group. So far this cost item has been absorbed within the total cost of displacement, repatriation and relocation in new countries involving long periods of temporary care and repeated break-up and transportation. It must eventually be faced clearly and frankly as an unescapable result of war and persecution, of family break-up and personal injuries. It is quite likely that the development of a specific and suitable service to meet the need of the over-age group represents the cheapest possible solution and will eliminate unnecessary expenses (and hardships) not only for the aged but also for the more movable and capable younger age groups whose chances of economic rehabilitation improve when their problems can be handled separately.

The development of sanctuaries will call for some capital investment and the expenses of operation over a period of years.

The capital investment should be kept reasonably low and should be shared by the national government offering hospitality to an international venture, other governments, and the world community at large. The national government may be expected to contribute the use of land and available installations (for instance, highways, public utilities, barracks, army camps) at minimum cost and in the form of a long-time lease. Other governments who have provided temporary refuge for refugees during the war period may well consider a capital contribution to an international sanctuary instead of facing the continuing and increasing cost of maintenance of chronically ill and aged aliens. The capitalization of such heavy expenditures has for many years been advocated by the League's High Commissioner for Refugees, and has in a few cases been accepted, particularly by England, during the inter-war period.

It also seems reasonable to expect that the Axis Powers which have caused so much displacement should be called upon to share substantially in the financing of certain major services necessitated by such displacement. Such contributions could be claimed in the final settlements as part of reparations for both the capital expenses and for the operating costs of sanctuaries. But the net result of such claims may be somewhat doubtful unless certain clear-cut revenues or seized property should be allocated.

UNRRA and the Intergovernmental Committee for Refugees should also be considered legitimate sources of capital contributions.

An operating fund for the initial meeting of the operating expenses of the sanctuaries for at least a year should be in hand at their start. There are again many potential sources for operating capital: some of those already named, the humanitarian and religious organization of many countries including the Red Cross Societies; concerned nationality groups, particularly in the New World; and finally, friends and relatives of individual sanctuary residents.

When the sanctuaries have been operating for some months and their actual cost of operation has become clearly understood, it should be possible to build up an international sponsoring fellowship which would contribute regularly towards the support of the residents similar to an adoption scheme. However, it can hardly be expected that such contributions would meet the bulk of the expenditure which must still be underwritten by the sponsoring intergovernmental organization which in turn will draw on government contributions and reparations.

Residents of means and those having near relatives able and willing to help with their support should pay their own way and should be

charged boarding fees or rent, depending upon individual conditions. There should be no basic differences, however, in the standard of living provided for those dependent on intergovernmental and humanitarian finance or fortunate enough to have independent means.

IV. Some Next Steps.

Holland, Belgium, England, France, Switzerland, Italy, Sweden, Denmark and many other countries, according to many reports, are quite troubled by the problem of the dependent, incapacitated, aged refugee without visible family support and family affiliation. None of them seem ready or able to offer them continued protection and a reasonable measure of security. Each of these countries is facing tremendous problems of postwar adjustments and cannot be expected to give a high priority to the personal problems of inarticulate aliens who are completely outside the economic, political and social life of their host countries. The needs of this group should be faced as a whole. National solutions independent of each other can hardly be expected. Nor can the helpless individual, a stranger wherever he lives, destitute, isolated and without an over-all picture of the total situation, be expected to find his own suitable solution.

Clearly here is a task for international consideration and international action. It can only be solved if individuals and groups who are free to focus attention on suffering man irrespective of nationality, creed and political affiliation, will feel increasingly a burning responsibility to face and present the case of Man in the midst of economic and political strife.

Herta & Paul Amir