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JANUARY 1 TO DECEMBER 31, 1947

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INTERNATIONAL REFUGEE ORGANIZATION

HEARING

BEFORE THE

U.S. Congress, Senate

COMMITTEE ON FOREIGN RELATIONS

UNITED STATES SENATE

EIGHTIETH CONGRESS

FIRST SESSION

ON

S. J. Res. 77

A JOINT RESOLUTION PROVIDING FOR MEMBERSHIP
AND PARTICIPATION BY THE UNITED STATES
IN THE INTERNATIONAL REFUGEE
ORGANIZATION AND AUTHORIZING
AN APPROPRIATION THEREFOR

MARCH 1, 1947

Printed for the use of the Committee on Foreign Relations



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INTERNATIONAL REFUGEE ORGANIZATION

SATURDAY, MARCH 1, 1947

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D. C.

The committee met at 11 a. m., pursuant to call, in the committee room, the Capitol, Senator Arthur H. Vandenberg, chairman, presiding. Present: Senators Vandenberg (chairman), Capper, White, Wiley, Hickenlooper, Lodge, Connally, George, Thomas of Utah, and Hatch.

Also present: Senator Chapman Revercomb.

(The committee met to consider S. J. Res. 77, a joint resolution providing for membership and participation by the United States in the International Refugee Organization and authorizing an appropriation therefor.)

[S. J. Res. 77, 80th Cong., 1st sess.]

JOINT RESOLUTION Providing for membership and participation by the United States in the International Refugee Organization and authorizing an appropriation therefor

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is hereby authorized to accept membership for the United States in the International Refugee Organization (hereinafter referred to as the "Organization"), the constitution of which was approved in New York on December 15, 1946, by the General Assembly of the United Nations, and deposited in the archives of the United Nations.

SEC. 2. The President shall designate from time to time a representative of the United States and not to exceed two alternates to attend a specified session or specified sessions of the general council of the Organization. Whenever the United States is elected to membership on the executive committee, the President shall designate from time to time, either from among the aforesaid representative and alternates or otherwise, a representative of the United States and not to exceed one alternate to attend sessions of the executive committee. Such representative or representatives shall each be entitled to receive compensation at a rate not to exceed \$12,000 per annum for such period or periods as the President may specify, except that no member of the Senate or House of Representatives or officer of the United States who is designated as such a representative shall be entitled to receive such compensation.

SEC. 3. There is hereby authorized to be appropriated annually to the Department of State such sums as may be necessary—

(a) for the payment of United States contributions to the organization (consisting of supplies, services, or funds and all necessary expenses related thereto) as determined in accordance with article 10 of the constitution of the Organization; and

(b) for additional expenses incident to participation by the United States in the activities of the Organization, including: (1) salaries of the representative or representatives and alternates provided for in section 2 hereof, and appropriate staff, including personal services in the District of Columbia and elsewhere, without regard to the civil-service laws and the Classification Act of 1923, as amended; (2) travel expenses without regard to the Standardized Government Travel Regulations, as amended, the Subsistence Expense Act of 1926, as amended, and section 10 of the Act of March 3, 1933, as amended (U. S. C., 1940 edition, title 5, sec. 73b), and, under such rules and regulations as the Secretary of State may prescribe, travel expenses of families and

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transportation of effects of United States representatives and other personnel in going to and returning from their post of duty; (3) allowances for living quarters, including heat, fuel and light, as authorized by the Act approved June 26, 1930 (U. S. C., 1940 edition, title 5, sec. 118a), and similar allowances for persons temporarily stationed abroad; (4) cost-of-living allowances under such rules and regulations as the Secretary of State may prescribe, including allowances to persons temporarily stationed abroad; (5) services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; (6) official entertainment; (7) local transportation; and (8) printing and binding without regard to section 11 of the Act of March 1, 1919 (U. S. C., 1940 edition, title 44, sec. 111) or section 3709 of the Revised Statutes, as amended (U. S. C., 1940 edition, title 41, sec. 5).

SEC. 4. (a) Sums from the appropriations made pursuant to paragraph (a) of section 3 may be transferred to any department, agency, or independent establishment of the Government to carry out the purposes of such paragraph, and such sums shall be available for obligation and expenditure in accordance with the laws governing obligations and expenditures of the department, agency, independent establishment, or organizational unit thereof concerned, and without regard to sections 3709 and 3648 of the Revised Statutes, as amended (U. S. C., 1940 edition, title 41, sec. 5, and title 31, sec. 529).

(b) Upon request of the Organization, any department, agency, or independent establishment of the Government (upon receipt of advancements or reimbursements for the cost and necessary expenses) may furnish supplies, or if advancements are made may procure and furnish supplies, and may furnish or procure and furnish services, to the Organization. When reimbursement is made it shall be credited, at the option of the department, agency, or independent establishment concerned, either to the appropriation, fund, or account utilized in incurring the obligation, or to an appropriate appropriation, fund, or account which is current at the time of such reimbursement.

The CHAIRMAN. The committee will come to order.

The hearing this morning relates to Senate Joint Resolution 77, providing for membership and participation by the United States in the International Refugee Organization and authorizing an appropriation therefor.

Before calling the first witness, I would like to note in the record communications from the following groups in favor of the pending legislation: American Association of University Women; League of Women Voters; American Association for the United Nations, Inc.; the United Council of Church Women; the National Board, Young Women's Christian Associations of the United States of America; the Council for Social Action of the Congregational Christian Churches of the United States of America; National Women's Trade Union League of America; National Council of Jewish Women, Inc.; Women's Action Committee for Lasting Peace; Friends Committee on National Legislation.

There is one communication in opposition, from the American Lithuanian Council of Lake County, Ind., which, I must add, after reading, seems to be based upon a misconception of what is involved.

The first witness will be the Under Secretary of State, Mr. Dean Acheson.

**STATEMENT OF THE HONORABLE DEAN ACHESON,
UNDER SECRETARY OF STATE**

SECRETARY ACHESON. Senator Vandenberg, I have here a letter from the Secretary of State, addressed to you, which, with your permission, I will read into the record.

The CHAIRMAN. Go right ahead in your own way.

SECRETARY ACHESON (reading):

FEBRUARY 24, 1947.

DEAR SENATOR VANDENBERG: I would be grateful if you would bring to the attention of the Committee on Foreign Relations the following remarks pertaining to Senate Joint Resolution 77, a bill to authorize United States membership in the International Refugee Organization. I regret that the intensive preparations required for the forthcoming meeting of the Council of Foreign Ministers in Moscow make it impossible for me to present these views in person.

At the climax of the war in Europe, on April 20, 1945, to be exact, I transmitted to the leaders of the Congress an urgent message from the Supreme Commander of the Allied Expeditionary Force. In that message General Eisenhower referred to the "unspeakable conditions" found in the concentration camps then being liberated by our advancing armies. He invited the congressional leaders to make a flying trip to Germany to see for themselves "the full evidence of the cruelty practiced by the Nazis in such places as normal procedure."

With a deep sense of responsibility, a bipartisan committee of 12 Senators and Representatives dropped their current business and departed by air for Germany. They saw for themselves; and through their eyes, the whole country saw too. The report of this joint committee, signed by all 12 members, ranks in my opinion as a historic document. It described vividly the tragic plight of those who were victimized by the Nazis. It recorded firm determination to do everything possible to right the appalling wrongs perpetrated by the enemy. It was a moral mandate, to soldier and civilian alike, to exert every effort to help these unfortunate people.

Almost 2 years have elapsed since that joint congressional report. More than 3,500,000 of our soldiers have been returned from the European battleground. Seven million displaced persons have been assisted to return to their homes from areas under the control of the western Allied armies. Many of the German war criminals responsible for the suffering and dislocation of these people have been tried and punished. However, some of the victims of Nazi concentration camps are still in displaced persons centers in our occupied areas. We also have many others who, although not actually confined in concentration camps, had been uprooted from their homes by the Nazis and brought to Germany for forced labor. They are still there. Why? Because we will not force them back against their will to the countries from which they were uprooted; and because they have not yet been resettled elsewhere. We are now faced with this pressing question: What is to happen to these people?

My distinguished predecessor, Mr. Byrnes, established the policy that the future care and disposition of these displaced persons is a collective international responsibility just as was the military defeat of Germany and the punishment of Nazi war criminals. This policy was determined and supported without regard to differences of political affiliation. With your approval and assistance, I intend to continue that policy.

In furtherance of this policy the United States has actively supported in the United Nations the formulation of an International Refugee Organization. As you know, Senator Austin, acting under authority of full powers issued by the President, has signed the constitution of the IRO, subject to final approval by Congress. The purpose of this Organization is to enable displaced persons to subsist while it actively effects their repatriation or resettlement. This will relieve the Armies of their present divided and difficult responsibility and should mean immediate economy of effort and funds and a speedier solution of the whole problem.

I have asked the Secretary of War, the Under Secretary of State and the Assistant Secretary of State for occupied areas to describe in more detail the nature of the present problem and the projected scope of activities of the new International Refugee Organization. In advance of their testimony, I would earnestly stress that with whatever minor imperfections there may be as the inevitable product of reconciling many conflicting viewpoints, I believe that the IRO will advance this problem to its permanent solution. I therefore urge as an important element of our foreign policy that the Congress support the efforts we have made thus far by authorizing the United States to participate in this Organization. I am confident that the Congress will approach this situation with the same deep sense of responsibility that it acted upon General Eisenhower's urgent message almost 2 years ago.

Faithfully yours,

G. C. MARSHALL.

Now, Mr. Chairman, I have a prepared statement here which, with your permission, I would like to give to the reporter, and perhaps he can insert it in the record. I have tried to abstract it here, and perhaps I can save time, instead of reading this report, by just stressing the high lights in it.

The CHAIRMAN. Very good. The statement will be printed and you may proceed.

(The statement of Mr. Dean Acheson, Under Secretary of State, is as follows:)

OPENING STATEMENT ON INTERNATIONAL REFUGEE ORGANIZATION CONSTITUTION

Mr. Chairman, I appreciate the opportunity which your committee has given to the representatives of the Department of State to appear before you for the purpose of supporting Senate Joint Resolution 77, to provide for United States membership in the International Refugee Organization.

The provisions of this bill can be simply stated. First, it authorizes the President to accept membership in the International Refugee Organization. Second, it provides that the President shall designate United States representatives and alternates to attend sessions of the International Refugee Organization. Third, it authorizes an appropriation of the sums necessary for the United States to participate in the Organization. Essentially what this bill asks, therefore, is congressional authorization which will make definitive the action already taken by Senator Austin in signing provisionally the constitution of the International Refugee Organization.

What is it that this constitution provides? It establishes an Organization to deal on an integrated basis with the whole problem of refugees and displaced persons. For the purposes of this organization, a displaced person is some one who had to leave his own country as a result of the actions of the Nazi or Fascist authorities. A refugee is, generally speaking, anyone outside of his own country who was either a victim of Nazi persecution or who now is unwilling to return to his own country as a result of events which took place subsequent to the outbreak of the war. In general, the Organization concerns itself with such people only when certain conditions are fulfilled, i. e., that such persons desire to be repatriated and need help in order to be repatriated or for good reasons refuse to return voluntarily to their own countries. These are primarily the people whom the occupying armies found on their hands when they entered Germany, Austria, and Italy. They were people who had been taken against their will to Germany during the war, largely for the purpose of slave labor, or were people who, through fear of persecution or through lack of sympathy with the regimes which have been established in their own countries, fled to Germany, Austria, or Italy for protection. The Organization will also be concerned with similar problems in the Far East, particularly with overseas Chinese displaced by operations of the Japanese armies.

Toward all these people the Organization is intended to carry out certain functions. In the first place, obviously they must be cared for until some permanent disposition can be made of their case. In the second place, then, it is desirable that as many of these people as possible should be repatriated to their own countries since, always provided they are willing to go back, this solution represents the most economical and permanently satisfying way of handling the matter. Finally, those who have valid objections to returning to their own countries must be resettled in another place. Only to a limited extent could they be absorbed into the German economy. For example, in our zone in Germany, as a result of the expulsion of Germans from other countries and areas, there are 3,000,000 more people than before the war while opportunities for work have been narrowed by the destruction of industrial plants. Nor should these victims of the Germans be forced against their will to become a part of them. It is of the highest importance that they should be brought as speedily as practical to useful living in a community where they are needed and wanted.

There are certain additional limitations upon the classes of people which this Organization will serve. A person, for example, who has unreasonably refused to accept the proposals of the Organization for resettlement will cease to be its concern. Also, the Organization will not assist a person who is making no substantial effort toward earning his own living if it is possible for him to do so. Lastly, the Organization will naturally not concern itself with war criminals,

quislings, or traitors, or any other persons who can be shown to have assisted the enemy forces voluntarily in their operations against the United Nations.

Membership in the International Refugee Organization is open to any member of the United Nations and under certain restrictions to certain nonmembers. The General Council is the policy-making body of the Organization, in which each member is represented and in which each member has one vote. The Executive Committee is elected by the General Council and is composed of nine countries elected for a 2-year term. The chief administrative officer of the International Refugee Organization is the Director-General, who will be appointed by the General Council upon the nomination of the Executive Committee and will himself appoint the administrative staff of the Organization. The personnel of the Organization is calculated in the budget as running somewhere between 2,000 and 3,000 persons, which will represent the number of persons required to carry on the field work and camp administrative functions that are now being performed by UNRRA and the occupying armies.

The financing of the International Refugee Organization will be based upon article 10 of the constitution. In the first place, there will be an annual administrative budget which the General Assembly has set at a figure of \$4,800,000 for the first financial year of the Organization. Second, the main work of the Organization is derived from the funds expended under the operational budget. It was set by the General Assembly at about \$151,000,000 for the first financial year of the Organization. The largest part of this is obviously that devoted to care and maintenance, which is approximately \$100,000,000, or two-thirds of the budget. However, it is clear that the more quickly we can get the displaced persons repatriated or resettled in other countries, the more quickly we shall be able to reduce the care and maintenance items in the budget by removing these people from assembly centers and camps. It was therefore important to make adequate provision for the expenses of repatriation and resettlement.

The two parts of the budget just mentioned constitute the obligatory portion of the financing of the International Refugee Organization. In addition to these two parts, there is also set up a sum of \$5,000,000 for what is described as a fund for large-scale resettlement, to which contributions are not obligatory upon the members.

The apportionment of the budget among the members was naturally something to which a great deal of thought was given. It had been agreed from the start that the administrative budget should be apportioned on the same scale as the apportionment of the budget of the United Nations. According to this, therefore, the United States emerges with an obligation to pay 39.39 percent of the administrative budget of the International Refugee Organization. The operational budget, it was felt, should reflect a little more closely the interest of the different countries in the problem. Certain adjustments were also made in favor of countries which had suffered severe economic and financial damage as a result of the war. The United States share in the operational budget on a full membership basis is 45.75 percent. The United States has substantially 60 percent of the displaced persons actually on its hands and has been actually making a higher percentage of external contributions to the cost of their care.

It has of course always been recognized that, so far as the United States is concerned, the Congress is the appropriating authority and that any obligation undertaken by the United States to contribute would have to be made annually subject to the appropriating authority of Congress. As to the large-scale resettlement expenditures for which no allocation of percentage is made by the Constitution, the Department of State suggests that the share of the United States in this nonobligatory budget could equitably be fixed at the same percentage as the United States share of the regular operational budget, 45.75 percent.

The International Refugee Organization is to be a temporary organization. Its work should be brought to a close within a few years. There is a large job to be done but the very nature of the problem and the burden of delay both on the United States taxpayer and on the displaced persons themselves makes it imperative that it be rapidly accomplished. Any member may at any time give written notice of its intention to withdraw. The withdrawal then becomes effective 1 year after the notice has been given.

The International Refugee Organization is a service organization. It is not an organization with governmental powers. Nothing in the constitution of this Organization would enable it to alter the statutes of any of its members, whether in respect of immigration or any other matter. Furthermore, as I have stated above, the Organization can obtain from the United States only such funds as the Congress may appropriate to the Organization.

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INTERNATIONAL REFUGEE ORGANIZATION

MAY 26, 1947.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. VORYS, from the Committee on Foreign Affairs, submitted the following

REPORT

[To accompany H. J. Res. 207]

The Committee on Foreign Affairs, to whom was referred the joint resolution (H. J. Res. 207) providing for membership and participation by the United States in the International Refugee Organization and authorizing an appropriation therefor, having considered the same, report favorably and unanimously thereon without amendment and recommend that the joint resolution do pass.

Senate Joint Resolution 77, introduced by Senator Vandenberg, with identically the same purpose and title, passed the Senate March 25, 1947, by unanimous vote, after unanimous approval by the Senate Committee on Foreign Relations. Upon consideration by the House Committee the amount of the authorization was cut from \$75,000,000 to \$73,500,000 with the approval of the State Department. The resolution was redrafted largely to take care of the anticipated interim period between the end of UNRRA and the beginning of IRO, and, with the approval of the full committee, was reintroduced as House Joint Resolution 207, and thereupon unanimously approved and reported.

PURPOSE OF THIS RESOLUTION

House Joint Resolution 207 authorizes United States membership and participation in the work of the International Refugee Organization (IRO), a temporary organization within the framework of the United Nations, which was formed December 15, 1946, to deal with the problem of war refugees and displaced persons who are being cared for at present by the occupying armies and UNRRA. UNRRA, however, will terminate on June 30, 1947, throwing the entire burden and expense of this problem on the United States Army and other occupying armies unless IRO takes over.

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Our joining this United Nations Organization is an act of international cooperation that will save money for the United States, will carry out our agreed share in the support, repatriation, and resettlement of these victims of war and its aftermath, without change in our immigration laws or policies, and will terminate existing sole United States responsibilities for the DP's in the United States occupied zones.

THE DP PROBLEM

During the war, Hitler had more than 10,000,000 people from the countries he occupied in concentration camps or at slave labor. It is estimated that on VE-day there were over 8,000,000 of these war victims. They were called "displaced persons" or DP's. They were the survivors of the diabolically ingenious system of torture, terror, and starvation by which the Nazis suppressed the occupied countries and got their work done. Since VE-day, over 7,000,000 of them have been repatriated, returned to their homes, or resettled, placed in other lands. Others have come to the camps as refugees from postwar terror and persecution. There remained on December 31, 1946, slightly more than 1,000,000 DP's in Germany, Austria, and Italy, as follows:

In camp:	
Polish.....	278, 868
Jewish.....	193, 332
Baltic.....	180, 838
Yugoslav.....	39, 494
Soviet.....	13, 800
Western European.....	2, 400
Others.....	86, 003
Total.....	794, 735
Out of camp.....	
	242, 669
Total.....	1, 037, 404

These DP's—men, women, and children in about 700 camps numbering from a few hundred up to 16,000—are what has been called "the hard core of unrepatriables." Many of them do not dare return home because of well-justified fear of persecution. Although the occupied countries must contribute to their support, basic care and maintenance must be continued for them and arrangements must be made for their eventual repatriation or resettlement.

Up to now responsibility for this essentially civilian problem has been divided between UNRRA, the Inter-Governmental Committee on Refugees, the American, British, and French Armies—a wasteful, expensive, confusing, unsatisfactory system. Two-thirds of the DP's are under the American flag, a charge on the American taxpayers.

THE UNITED NATIONS AND THE INTERNATIONAL REFUGEE ORGANIZATION

As this is, by its scope and nature, an international problem, the General Assembly of the United Nations considered it advisable to unify in a single international organization all of the functions now being performed by so many different agencies.

Special committees of the General Assembly and the Economic and Social Council had this problem under study for many months. As a result of these studies, on December 15, 1946, the General Assembly

approved the constitution of the International Refugee Organization. It is a nonpermanent organization. It is hoped that its work will be finished in from 3 to 5 years.

The definition of "displaced persons" in the constitution excludes loafers, quislings, and criminals, and includes only those who are actually deserving of consideration.

Under the IRO Constitution the Organization will come into existence when at least 15 states, whose allocated contributions to the operational budget constitute 75 percent of the total, have become parties to the constitution. Sixteen states have signed the constitution. Their allocated contributions amount to 75.26 percent of the budget. These states are the following: Australia, Belgium, Canada, China, the United States, France, Dominican Republic, Honduras, Guatemala, Iceland, Philippines, Liberia, Netherlands, Norway, New Zealand, and the United Kingdom.

Unconditional signature was made only by Australia, China, Iceland, New Zealand, and the United Kingdom. The other signatories, including of course the United States, signed subject to approval. In the case of the United States this means approval by the Congress.

Neither the Union of Soviet Socialist Republics nor any of its satellites have joined IRO. It is not expected that they will join.

The passage of this legislation is necessary to make effective our membership and participation in IRO. Other nations are waiting to see what we do. The IRO Preparatory Commission, which has been meeting at Geneva, is being forced to take steps to take care of the DP's in the interim before IRO comes into effective operation.

IRO MEMBERSHIP WILL SAVE MONEY FOR THE UNITED STATES

Participation by the United States in the IRO would involve an expenditure by the United States limited to \$73,500,000 for the fiscal year beginning July 1, 1947. This total is based on a contribution of 39.89 percent to the administrative budget (\$1,915,000), 45.75 percent to the operating budget (\$69,110,000), and to the large-scale resettlement operations (\$2,300,000); and the estimated cost of United States representation in the International Refugee Organization (\$175,000). Contributions to the large-scale resettlement program are on a voluntary basis. The percentages of contributions for the administrative and operating budgets are based on the assumption that all the members of the United Nations will participate in the work of the International Refugee Organization. Since some states are not expected to join, it follows that the percentage contribution of the United States may rise accordingly, even though our total dollar expenditure would remain the same. Thus if there is 85-percent participation, for example, the United States contribution would amount to 54 percent of the total. In any event our contribution would remain at \$73,325,000, our cost of representation \$175,000; a total of \$73,500,000. This is \$1,500,000 below the amount specified in the Senate bill, but the committee is assured by the State Department that the amount provided in the House bill is sufficient.

According to State Department estimates the refugee and displaced-person program will have cost the United States approximately \$130,000,000 during the current fiscal year. This includes our share

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of UNRRA expenditures for this purpose, our contribution to the Inter-Governmental Committee on Refugees, and \$115,931,000 spent by the United States Army for displaced persons. By participating in the International Refugee Organization program the United States Government would thus save about \$58,500,000 over the present fiscal year's cost.

THE AMOUNT AUTHORIZED IS SUFFICIENT

The committee considered the possibility that the amount of the IRO budget was so low that it would result, by starvation pressures, in enforced repatriation of DP's into the Soviet and satellite zones.

At one time the IRO budget was based upon 300,000 repatriations, due to the speed with which repatriations were then taking place. The committee finds that the present IRO budget is not based upon any such rate of repatriations and therefore does not believe that the IRO budget is insufficient.

A letter from General Hilldring (see hearings, pp. 44-46) sets forth the positive United States and United Nations policy in opposition to enforced repatriation and also a cable dated May 21 from the American representative on the IRO Preparatory Commission, which shows that the reduced estimate of repatriations of 150,000 is still too high; that resettlement estimates are too low, and that therefore the work of IRO can be carried out even on the reduced budget on an austerity basis.

The cable states:

American delegation convinced basis reports received this meeting that repatriation figure of 150,000 still too high and figure 70,000 for resettlement western Europe and 30,000 resettlement overseas, too low. United Kingdom is planning to accept 15,000 monthly; Belgium has made agreement with British Zone Germany to take 15,000 worker units, totaling 60,000 persons; Netherlands has agreed to take 8,000 units, 32,000 persons; Canada is constantly increasing quotas. Emigration to Argentina and other countries like Australia will be higher than previously expected. American delegation agrees with IGC estimate of total 150,000 to western Europe, first fiscal year. Emigration movement clearly snowballing in light labor shortages developing western Europe.

UNITED STATES IMMIGRATION LAWS NOT AFFECTED BY IRO

To make certain that there be no doubt on this point, the joint resolution contains the exact language drafted by Senator Revercomb and placed in the Senate bill, as follows (see sec. 1):

no agreement shall be concluded on behalf of the United States and no action shall be taken by any officer, agency, or any other person and acceptance of the constitution of the Organization by or on behalf of the Government of the United States shall not constitute or authorize action (1) whereby any person shall be admitted to or settled or resettled in the United States or any of its Territories or possessions without prior approval thereof by the Congress, and this joint resolution shall not be construed as such prior approval, or (2) which will have the effect of abrogating, suspending, modifying, adding to, or superseding any of the immigration laws or any other laws of the United States.

IRO AND UNRRA

The committee made inquiry of the State Department as to plans for the operation of the Organization. The committee received a letter from Secretary of State Marshall on this subject, which will

be found on page 43 of the hearings. This letter assured the committee:

During the last year the UNRRA personnel engaged in work in the displaced-persons camp has been more than cut in half and notices of termination of service of the remainder are being given * * * the selection by the new Organization of a director general must be left for the Council. There does not seem to be any personnel in the existing organizations, which have been dealing with this matter, who would be available for that office. Every effort would be made to secure a man of outstanding ability who would command the confidence of Congress.

According to this letter, Ambassador Lewis Douglas is to be the United States representative at the initial session of the Council of the IRO. As a former Member of Congress, a former Director of the Budget, who has made an outstanding success in business and in public service, Mr. Douglas has the confidence of the committee in this important assignment. The United States will be represented in the Council by a representative and two alternates appointed by the President, and it is expected will at all times have a representative and an alternate on the nine-member Executive Committee of the Organization. It is hoped by the committee that at least one of these representatives or alternates will be a woman.

There is no question as to the lack of confidence of Congress generally in the administrative personnel of UNRRA. There is also no question but that the only civilian personnel experienced in running DP camps are former UNRRA employes. There is also no question but that the charter and the administration of an international organization cannot be dictated or controlled by an act of the United States Congress. We believe, however, from the assurances we have received, and the character of our representation in the IRO that the leadership and direction of IRO will not contain any UNRRA personnel, and that the only UNRRA people who will come into IRO will be certain operating personnel on the working level, who have proven their competence under trying circumstances.

HEARINGS AND CONSIDERATION

A special subcommittee was appointed by the House Committee on Foreign Affairs to consider Senate Joint Resolution 77, providing for membership and participation by the United States in the International Refugee Organization. This subcommittee consists of Mr. Vorys, Ohio, chairman; Mrs. Bolton, Ohio; Mr. Javits, New York; Mr. Kee, West Virginia; and Mr. Gordon, Illinois. Hearings were held by the subcommittee from May 15, to May 21, 1947, during which the subcommittee considered the statements of Secretary of State George C. Marshall, Under Secretary of State Dean Acheson, Assistant Secretary of War Howard C. Peterson, Hon. John H. Hilldring, Assistant Secretary of State for Occupied Areas, and Mr. Goldthwaite Dorr, consultant to Secretary of State Marshall and former special assistant to Secretary of War Stimson on displaced-persons problems.

The subcommittee also heard in executive sessions various witnesses, including former employees of UNRRA, and received various statements which are included in the hearings.

Organizations approving this legislation are as follows: American Association of University Women; League of Women Voters; American Association for the United Nations, Inc.; the United Council of

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Church Women; the National Board, Young Women's Christian Associations of the United States of America; the Council for Social Action of the Congregational Christian Churches of the United States of America; General Federation of Women's Clubs; National Women's Trade Union League of America; National Council of Jewish Women, Inc.; Women's Action Committee for Lasting Peace; Friends Committee on National Legislation.

The full committee had two sessions on this bill after the report of the subcommittee, on May 21 and 26.

CONCLUSION

United States membership and participation in the IRO will make a substantial contribution to the solution of a difficult postwar problem plaguing our army of occupation, through international cooperation. At the present time, while representatives of 16 nations have signed the constitution of the IRO, other governments are withholding action until they see what the United States does. UNRRA terminates its work with DP's on July 1, 1947. The committee believes that the United States has an urgent responsibility to cooperate with the United Nations in meeting this problem. The International Refugee Organization offers the most practical and the most economical means to achieve the desired objective. Our failure to participate will simply cause a greater burden and expense to fall on our own armed forces and on our taxpayers. Self-interest requires our immediate and favorable action.

Throughout this report we have attempted to present this problem objectively, with statistics, stressing economy for us and an austere basis for the DP's. We should not forget, however, that we are talking about 1,000,000 men and women and children, human beings, wise and simple, strong and weak, young and old, good and bad, sick and well, but all of them children of God, who are suffering deeply, in body and spirit, because they are separated, through no fault of their own, from the place that is dearest to us all—home.

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1945-1964

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III-The Evolution of Foreign Aid: 1945-1964

OVER the 20-year span from 1945 through 1964, no single aspect of American foreign policy came under so frequent and so critical a scrutiny by Congress as did foreign aid, the subject of more than 100 enactments or an average of five per year. Requiring in almost every instance the assent of Congress to expenditures, aid proposals gave to the Legislative Branch its most consistent opportunity to support or to oppose the conduct of foreign relations by the Executive Branch. Inevitably, aid policies and programs were modified in the process, typically through lower-than-asked appropriations.

It was notable, however, that the aid proposals advanced successively (and justified on the same basic grounds) by Presidents Truman, Eisenhower, Kennedy and Johnson were for the most part endorsed by Congress. Moreover, the margin of majority approval, although fluctuating from year to year, remained substantial throughout the period. Thus the House voted in 1946 for the British loan, 219-155; in 1949 for a military aid program, 238-122; in 1961 for a five-year development loan authorization, 260-132; and in 1964 it passed President Johnson's "barebones" aid bill by voice vote, leaving it almost unscathed.

Much of this continuing support for foreign aid may be ascribed to the authority exercised by the President as Chief Executive, party leader and preeminent spokesman on foreign policy. At the same time, it is equally apparent that by 1964 aid programs once supported in the hope that they would prove temporary had come to be accepted by a solid majority as integral and semi-permanent tools of national policy. From mid-1945 to mid-1964, their net cost to the taxpayer (after repayment of \$10 billion in credits) had mounted to \$100 billion; over the next decade, an additional \$50 billion seemed certain to be needed. But what had seemed a heavy if necessary burden at the outset no longer loomed so large on a horizon dominated by \$50-billion defense budgets and a gross national product of more than \$600 billion each year.

Summarized below is the history of aid policies from 1945 through 1964, as these were developed and modified by the President and Congress. Note is made of changes in the character, scope and direction of the aid provided, in response to changing circumstances. The role of Congress as critic and censor of aid administration is described. Following this summary is a detailed, year-by-year review of all aid legislation enacted through 1964.

Early Postwar Policy

Background. Foreign aid first assumed massive proportions during World War II when the United States, having abandoned the pretense of neutrality in 1940 to assume the role of "the great arsenal of democracy," inaugurated the lend-lease program in 1941, months before entering the war. By V-J Day, Sept. 2, 1945, net

lend-lease assistance to the Allies had attained \$40 billion in value, mostly in war materiel. As early as 1943, however, it was evident that major programs of relief and rehabilitation would be needed in the wake of war destruction and dislocation. With the invasion of Italy in 1943, the armed forces took on responsibility for government and relief in occupied areas (GARIOA); also in 1943 the United Nations Relief and Rehabilitation Administration was established in anticipation of the immediate postwar needs of liberated areas in Europe and the Far East.

Both the GARIOA and UNRRA programs were viewed as essential yet temporary measures within the larger context of the nation's growing commitment to full participation, along with its war-time allies, in the organization of the postwar world. This commitment took concrete form in 1944 with the Bretton Woods Agreement to create the World Bank and International Monetary Fund and the Dumbarton Oaks Conference, followed by the San Francisco Conference of 1945 when the United Nations was established. Implicit in all three institutions was collective responsibility for creating and maintaining conditions for a world at peace.

Interim Measures. Confirmation of America's abandonment of its prewar isolationism came in 1945 when Congress, by overwhelming majorities, approved adherence to the UN Charter, the Bank and the Fund. To meet more immediate relief needs, Congress also agreed to double the U.S. contribution to UNRRA, to continue shipments of civilian supplies on lend-lease terms, and to provide large additional credits through the Export-Import Bank. Much more controversial was President Truman's proposal, early in 1946, to lend Britain \$5 billion to enable her to reduce trade and exchange controls; it wasn't so much the money as the principle of aiding a Labor Government bent on nationalization that provoked a six-month debate before Congress which finally agreed to the loan.

Truman Doctrine. By the end of 1946 it was becoming apparent that the United States had underestimated the magnitude and complexity of the role it would be called upon to play, largely because of misplaced confidence in the operativeness of the Soviet Union. Mounting evidence of Soviet aggressiveness and intransigence in Central Europe, Iran, and the Far East was epitomized by Winston Churchill's statement in a speech March 5 at Fulton, Mo., that an "iron curtain (had) descended across the Continent." Soviet harassment of UNRRA operations in Eastern Europe, in particular, led President Truman early in 1947 to recommend that an additional \$400 million destined for interim relief assistance be administered directly by the U.S.

But it was a civil war in Greece between government and Communist forces, coupled with the withdrawal of British assistance, that prompted the sharpest shift in U.S. aid policy. To bolster the sagging Greek govern-

ive led to the doubling of World Bank resources in establishment of the International Development in 1960, and creation of the Organization for Economic Cooperation and Development in 1961 -- all steps multilateral character. At the same time, the U.S. abandoned its earlier view that "neutrality" disqualify a nation for American aid.

At President Kennedy's urging, Congress in 1961 ended the mutual security framework and cut the cord economic to military aid, placing the former in a new Agency for International Development and latter in the Department of Defense. At the same time, the U.S. pledged large new sums to an "Alliance for Progress" with Latin America. Inherent in both of these steps was recognition of the fact that a growing divergence between the world's "have" and "have not" nations had cut across the prevailing two-dimensional concept of East-West conflict.

Congress and Aid

The foregoing summary, as well as the more detailed chronology that follows, ignores many of the contributions positive and negative -- of Congress to the evolution of foreign aid policy. Congressional influence varied with the issue, the party in power, and the men in positions of leadership, but at no time during this period was it insignificant in shaping or circumscribing policy.

Outstanding among influential Members was the late Sen. Arthur H. Vandenberg (R Mich.), chairman of the Senate Foreign Relations Committee in the Republican-controlled 80th Congress (1947-48). Vandenberg is now credited with having persuaded President Truman to gild his request for Greek-Turkish aid with his anti-Communist "doctrine," as a prelude to winning Republican support for the upcoming European Recovery Program.

Others who played influential roles: Sen. William F. Knowland (R Calif.), Senate Majority Leader in 1954 and Minority Leader from 1955 to 1959, whose vigorous support of Nationalist China helped to shape military as well as aid policy respecting Formosa; Sen. J.W. Fulbright (Ark.), chairman of the Foreign Relations Committee beginning in 1959, who directed a special study of foreign aid in 1956 that laid the groundwork for the Development Finance Fund; and Rep. Otto E. Passman (D La.), chairman of the House Appropriations Committee's Foreign Operations Subcommittee, who led the annual and highly successful effort to "purify" the aid program by separating its funds.

Much of the tension between Congress and the Executive over the aid program stemmed from the fact that the lawmakers were asked to pass on amounts of money for various purposes of aid, but not on specific projects or details of the program. Congress nevertheless wrote scores of restrictive amendments into foreign aid laws, to strengthen legislative control, to push certain foreign policies, or to promote unrelated policy objectives. Thus the Legislative Branch at one time or another required that half of aid shipments to be transported by American-owned vessels, barred aid to countries selling strategic goods to the Soviet Union and Cuba, ordered the cessation of aid to Eastern Europe and Indonesia. Congress demanded for "justification" of specific aid projects before legislative committees, but except for a proposed steel plant in India in 1963, it did not legislate against them.

Chronology Of

Foreign Aid

1945 The last year of World War II also marked the beginnings of America's commitment to aid in the economic rehabilitation of the postwar world. With minimum opposition, Congress agreed to join the World Bank and Monetary Fund, expand operations of the Export-Import Bank, double U.S. contributions to the United Nations Relief and Rehabilitation Administration (UNRRA), and extend lend-lease aid for one year. America's objective, said President Truman in his postwar policy message Sept. 6, "is to enable the peace-loving nations...to become self-supporting in a world of expanding freedom and rising standards of living."

Lend-Lease. HR 2013 extended for one year (to July 1, 1946) President's authority to assist allies, first authorized in 1941. Passed by House, 354-28 (D 207-1; R 145-27; Ind. 2-0), March 13. Passed by Senate by voice vote April 10, after restrictive amendment by Taft (R Ohio) was rejected, 39-39 (D 4-37; R 34-2; Ind. 1-0). Vice President Truman also voted "nay" on the amendment, then signed bill April 16 four days after death of President Roosevelt (PL 79-31). (The Second Deficiency Appropriation Act of 1945, approved June 30, included almost \$2 billion for lend-lease.)

World Bank, Fund. HR 3314 authorized U.S. membership in International Bank for Reconstruction and Development (IBRD) and International Monetary Fund (IMF), together with U.S. subscriptions of \$3,175,000,000 for IBRD (\$635 million in cash, balance subject to call) and \$2,750,000,000 (all paid in) for IMF. Agreement concluded at 44-nation conference at Bretton Woods, N.H., in 1944, and submitted to Congress as executive agreement. Passed by House, 345-18, June 7. In Senate opposed by Taft (R Ohio) as "wasteful of our assets, will create a false and inflated export trade leading to depression, and is more likely to create ill will than good will toward the United States." Passed by Senate, 61-16 (D 41-2; R 19-14; Ind. 1-0), July 19 (PL 79-171). (For expansion of IBRD and IMF, see 1959.)

Export-Import Bank. HR 3771 increased capital stock of Export-Import Bank (created in 1934 to finance sale of U.S. exports) from \$175 million to \$1 billion (all held by Treasury) and raised Bank's authority to borrow from Treasury to \$2.5 billion, giving Bank total lending authority of \$3.5 billion outstanding at any one time. Passed by House by standing vote of 102-6, July 13; passed by Senate by voice vote July 20 (PL 79-173). (For further expansion, see 1951, 1954, 1958, 1963.)

UNRRA. HR 4649 authorized further contribution to relief agency of \$1,350,000,000, the amount first authorized by UNRRA Participation Act of 1943 (PL 78-267), and extended expiration date one year to June 30, 1947. Passed by House, 327-39 (D 197-9; R 128-30; Ind. 2-0), Dec. 6, and by Senate by voice vote Dec. 17 (PL 79-262).

substantially similar bill, 287-108 (R 127-94; D 160-13; Ind. 0-1), May 9. Conference report approved by voice vote May 15, nine weeks after President's request (PL 80-75). (For appropriation, see below.) Senate confirmed nomination of former Gov. Dwight P. Griswold (R Neb.) as chief of Greek aid mission June 10.

Refugees. S J Res 77 authorized U.S. participation in the International Refugee Organization, a UN agency, together with a contribution of \$73.5 million in fiscal 1948 to assist in care and resettlement of one million displaced Europeans. Requested by President Truman on Feb. 24. Passed by Senate by voice vote March 25, and by House (amended) by 124-43 standing vote June 26. House amendments agreed to by Senate June 27 (PL 80-146). (For appropriation, see below.)

Interim Aid. S 1774 authorized \$597 million for emergency winter aid to Austria, China, France, and Italy. Requested by President Truman Nov. 17 to "give the peoples of Europe the strength to hold out" until the European Recovery Program could get underway. Passed by Senate Dec. 1, 83-6, after rejecting Malone (R Nev.) amendment to cut authorization to \$400 million, 30-56 (R 20-27; D 10-29). Passed by House (amended) by voice vote Dec. 11. Conference report agreed to Dec. 15 -- by House, 313-82, and by voice vote of Senate (PL 80-389). For appropriation, see below.)

Funds. Appropriations for foreign aid were enacted as follows. First Deficiency, completed May 1 -- \$300 million for GARIOA program. First Supplemental, completed July 26 -- another \$600 million for GARIOA, \$400 million for Greece and Turkey (authorized May 9), \$332 million for foreign relief (authorized May 21), and \$71 million for International Refugee Organization. Third Supplemental, completed Dec. 19 -- \$540 million for interim aid (authorized Dec. 11), and another \$230 million for GARIOA. Total appropriations: \$2,473,000,000.

1948 Responding to Secretary Marshall's offer of June 5, 1947, 16 countries of Western Europe had formed a Committee of European Economic Cooperation to draw up a long-range plan for restoring production and trade to prewar or higher levels and to estimate the dollar aid that would be needed. The Committee's report of Sept. 22 furnished the basis for President Truman's Dec. 19 request that Congress authorize a four-year program of assistance totaling \$17 billion and appropriate \$6.8 billion for the first 15 months starting April 1, 1948.

By the end of 1947, the U.S. had already provided more than \$15 billion for postwar relief and rehabilitation; the proposed European Recovery Program -- or Marshall Plan -- struck many as an intolerable additional burden on the American economy, then under strong inflationary pressures. But pressures from abroad proved stronger -- Communists seized the Czechoslovakian Government Feb. 25 and threatened to win a national election in Italy in April, while the Soviets clamped a blockade on Berlin April 1. With the first of the pro-aid lobbies (Committee for the Marshall Plan) in the vanguard, most national organizations endorsed ERP and Congress approved it without substantial change.

As enacted, ERP marked a new departure in foreign aid in several respects. It embodied a qualified but real commitment by the U.S. to see the job through. It committed the Europeans to a course of self-help,

cooperation and economic reform over which the U.S. was to exercise extensive control. And it spawned the first independent aid agency -- the Economic Cooperation Administration. By refusing to participate in the Marshall Plan, the Soviet bloc made permanent the postwar division of Europe; by agreeing to participate, Western Europe laid the foundation for its drive toward economic and political unification.

European Recovery Program. S 2202, Title I -- the Economic Cooperation Act of 1948 -- authorized first-year appropriations of \$4.3 billion, plus an increase of \$1 billion in Export-Import lending authority, to carry out purposes of ERP, subject to bilateral agreements between the U.S. and each participating country providing for joint control over recovery plans and expenditures from "counterpart funds" of local currencies generated by the sale of American-supplied commodities. Title I also established the Economic Cooperation Administration -- independent of the State Department -- to run the program which was to terminate June 30, 1952. (For other titles, see "Other Aid" below.)

Reported unanimously by Senate Foreign Relations Committee Feb. 26, authorizing \$5.3 billion appropriation for first 12 months (rather than \$6.8 billion requested for 15 months). During debate starting March 1, 26 amendments proposed, with all opposed by Vandenberg (R Mich.) rejected, including Taft (R Ohio) amendment to cut authorization to \$4 billion, defeated 31-56 (R 23-24; D 8-32). S 2202 then passed by Senate 69-17 (R 31-13; D 38-4), March 13.

Reported by House Foreign Affairs Committee March 20, with amendments cutting first-year authorization to \$4.3 billion but adding \$1 billion in Export-Import Bank lending authority, and adding other titles to bill (see below). During debate starting March 23, House rejected 25 amendments, agreed to 22 others, including one to include Spain in program. S 2202 passed by House 329-74 (R 171-61; D 158-11; Ind. 0-2) March 31. Conference report approved April 2 by House 318-75 and by Senate by voice vote (PL 80-472). Nomination of Paul G. Hoffman as ECA Administrator confirmed by Senate April 7.

Other Aid. As enacted, S 2202 also authorized an additional contribution of \$60 million in fiscal 1949 to the UN International Children's Emergency Fund (Title II); another \$275 million for the Greek-Turkish aid program authorized in 1947 (Title III); and \$463 million for aid to China, of which \$125 million was for military aid (Title IV). Titles II, III, and IV added to S 2202 by House Foreign Affairs Committee -- partly to ease passage of ERP -- in amounts of \$60 million for UNICEF, \$275 million for Greece and Turkey, and \$570 million (\$150 million in military aid) for China, and so approved by House March 31. Senate then passed separate bills by voice votes March 23 and 30, authorizing \$275 million for Greece and Turkey and \$463 million (\$100 million for military aid) for China. Sums as finally approved included in conference report on S 2202 -- the first omnibus foreign-aid authorization bill.

Funds. Actual funds for ERP and other aid programs authorized by S 2202 were likewise provided by an omnibus appropriation (HR 6801), which firmly established Congressional pattern of supplying smaller amounts than previously authorized for foreign aid, while using the occasion to attach additional restrictions on their use. House Appropriations Committee cut budget estimates of

\$6.5 billion by 21 percent, and spread ERP funds over 15 months. HR 6801 passed by House by voice vote June 4 after rejecting Dirksen (R Ill.) amendment to provide same funds for 12 months by a 113-148 standing vote. Similar amendment proposed by Senate Appropriations Committee (along with other increases) and agreed to by Senate, 64-15, before passing bill, 60-9, June 15. Conference report provided these sums: \$4 billion for ERP for 12 months, \$1.3 billion for GARIOA program, \$400 million for aid to China, \$225 million for Greece and Turkey (military aid), \$71 million for IRO, and \$35 million for UNICEF -- a little over \$6 billion in all. Agreed to June 30 by House, 318-62, and by Senate by voice vote (PL 80-793).

1949 To the foreign aid commitments embodied in the Truman Doctrine of 1947 and the Marshall Plan of 1948, the U.S. in 1949 added what was to become a permanent and global program of military assistance to nations allied with the U.S. in resisting encroachments of the Communist bloc. With the signing of the North Atlantic Treaty April 4, binding the U.S. and its allies in Western Europe in a mutual defense pact, President Truman called on Congress to authorize substantial military aid to the NATO partners.

The President's request, coming on top of another for \$5.6 billion to finance the second year of the European Recovery Program, met with little enthusiasm among Members of the Democratic-controlled 81st Congress. To some, the military-aid proposal connoted rearmament and an inevitable drift to World War III. To others, military aid clashed with the recovery objectives of ERP. To still others, the immediate military threat lay less in Europe than in China, where Communist forces were moving rapidly to vanquish the Nationalist armies of Chiang Kai-shek.

Prodded by the President and his diplomatic and military advisers -- and the disclosure Sept. 23 that the Soviets had set off an atomic bomb, ending America's monopoly -- Congress finally approved the Mutual Defense Assistance Act, authorizing \$1.3 billion in military aid. Also approved in 1949: a 15-month extension of ERP, contributions to UNICEF and the UN relief program for Palestine refugees, and extension of the technical assistance program of the Institute of Inter-American Affairs. Congress also began, but failed to complete, action on two new aid programs: a "Little Marshall Plan" for the newly formed Republic of Korea, and President Truman's Jan. 20 proposal for a "bold new program" of technical aid for all underdeveloped areas, known as Point IV.

Military Aid. HR 5895, the Mutual Defense Assistance Act, authorized a total of \$1,314,010,000 in military aid as follows: \$1 billion for members of the North Atlantic Treaty Organization requesting it; \$211,370,000 for Greece and Turkey; \$75 million in the "general area" of China; and \$27,640,000 for Iran, South Korea, and the Philippines. The President July 25 asked for a total of \$1,450,000,000 and authority to aid "any nation"; when Sen. Vandenberg and others objected to this as a "blank check," the request was revised Aug. 5 to make aid to Europe contingent on creation of a unified defense command, and the sum asked was cut to \$1.4 billion.

As reported Aug. 15 by House Foreign Affairs Committee, HR 5895 authorized full amount requested, with \$505 million of total in contract authority. House then adopted two amendments by Richards (D S.C.) deleting

Leading Aid Recipients

Net Grants and Credits: 1945-63

(In millions)

	Military Aid	Non-Military Aid	Total Aid
GRAND TOTAL	\$32,075	\$57,412	\$89,487
1. France	4,402	4,695	9,097
2. United Kingdom	1,121	6,493	7,614
3. Korea	1,963	3,410	5,373
4. China-Taiwan	3,340	1,990	5,330
5. Italy	2,305	2,787	5,092
6. Japan	1,602	2,653	4,255
7. Germany	864	3,063	3,927
8. Turkey	2,247	1,442	3,689
9. Greece	1,559	1,570	3,129
10. India		3,075	3,075
11. Yugoslavia	719	1,739	2,458
12. Netherlands	1,211	902	2,113
13. Belgium-Luxembourg	1,228	677	1,905
14. Viet Nam*	**	1,698	1,698
15. Pakistan	**	1,655	1,655
16. Brazil	225	1,285	1,510
17. Philippines	450	1,029	1,479
18. Spain	521	865	1,386
19. Iran	595	685	1,280
20. Austria		1,089	1,089

*Aid since 1954 only.

**Military aid data is classified.

SOURCE: DEPARTMENT OF COMMERCE

all contract authority, by a 123-73 standing vote, trimming another \$75 million, by roll call of 209-117 (D 71-143; R 137-8; Ind. 1-0). HR 5895; authorized total of \$819,505,000, passed by House 238-122 (D 187-51-94; Ind. 0-1) Aug. 18.

Senate Foreign Relations and Armed Services Committees, acting jointly, agreed to sums as finally enacted providing one-half of the \$1 billion for Europe in form of contract authority and adding \$75 million for "general area" of China -- an item not requested by the President but demanded by William F. Knowland (Calif.) and others who had proposed \$175 million for the Chinese Nationalists. Senate rejected amendment by George (D Ga.) to cut \$200 million from bill, 33-17 (D 9-36; R 23-10), then passed measure, 55-24 (D 30-19-14) Sept. 22. House conferees accepted all figures; conference report accepted Sept. 28 by the House, 224-109, and by voice vote of Senate (PL 81-109) (For appropriations, see below.)

ERP Extension. S 1209 extended Title I of Economic Cooperation Act of 1948, covering the European Recovery Program, for 15 months through June 30, 1950, and authorized additional appropriations totaling \$5,450,000,000 -- the full amount requested. S 1209 also authorized the Export-Import Bank to guarantee up to \$1 billion in U.S. private investments in Europe, and

VI - Selective Changes In Immigration Policy

The resettlement of millions of refugees uprooted by World War II and its aftermath posed a special problem for the United States as the champion of freedom. Humanitarian as well as political considerations argued for the admission of a large proportion of those fleeing from persecution and hunger. But the doors to the United States were guarded by a restrictive and racially biased immigration law that defied all attempts at basic reform from 1945 through 1964. Conflict between the foreign and domestic policy implications of American immigration laws persisted throughout the era.

By a series of temporary expedients, nevertheless, the U.S. effectively suspended its restrictive quota system to admit more than 725,000 refugees, largely from Central Europe, between 1948 and 1963. This accomplishment in resettlement, together with that of other nations, had all but disposed of the refugee problem in Western Europe by 1964. Yet to be "solved," however, were such long-standing issues as the fate of Palestinian Arabs in Jordan and Chinese refugees entering Hong Kong. And for the U.S., the influx of Cubans fleeing the Castro regime after 1959 brought new problems of resettlement.

Background

With the end of war in Europe, Allied armies found some eight million "displaced persons" in Germany, Austria and Italy, consisting largely of East Europeans forced into "slave labor" by the Nazis or driven by fear of the Russians into fleeing westward before the advancing Red Army. Occupation authorities, and later the United Nations Relief and Rehabilitation Administration, arranged for the return of about seven million of these persons to their homelands within one year of V-E Day. But the remaining million, most of whom were crowded into refugee camps, refused repatriation for fear of political or racial persecution. For them, as for many of the newly arriving refugees from Communist-dominated Eastern Europe, resettlement in the West offered the only feasible solution.

Yet the opportunities for resettlement were limited by economic and political factors, no less than the restrictive immigration policies of many countries. Germany, Austria, and Italy were in no position to assimilate the refugees, most of whom cared little for settling among peoples responsible for their suffering in any event. Germany, moreover, faced the task of absorbing large numbers of its own people expelled from eastern territories as well as a stream of German refugees from the Soviet occupation zone. Jews anxious to emigrate to Palestine were effectively barred until the British abandoned their mandate in 1948. And those countries in the strongest economic position to absorb additional manpower -- the United States, Canada, and Australia -- followed restrictive immigration policies.

U.S. Law. Following decades of unrestricted immigration, rising to almost 10 million in the period from 1906 to 1915, the United States in 1924 settled on a quota system for limiting immigration from areas outside the

Western Hemisphere. Quotas were fixed in direct proportion to the "number of inhabitants in continental United States in 1920 whose origin by birth or ancestry attributable to such geographic area." The national origins system resulted in the allocation of three-fifths of the total number of quota immigrants to Great Britain and Germany. Natives of Canada and Latin America, as well as the wives and children of U.S. citizens, were exempted from quota limits, but most Asiatics were completely excluded as immigrants.

By 1945, there had been little change in the Immigration Act of 1924, apart from a token annual quota of 105 given to China in 1943 as a gesture of friendship for a war-time ally. Of the annual quota of 153,879 immigrants allowed under the law, 65,721 were assigned to Great Britain, 25,957 to Germany, and 17,853 to Ireland, leaving about 44,000 for all other countries outside the hemisphere. Contrasted with the number of European Americans among the displaced persons seeking resettlement, the quotas for their homelands were particularly small: Poland, 6,524; Soviet Union, 2,712; Czechoslovakia, 2,874; the Baltic states of Estonia, Latvia, and Lithuania, 738; Hungary, 869; Yugoslavia, 845.

Early Postwar Policy

Both through funds contributed to UNRRA and expended for government and relief in occupied areas (GARIOA), the U.S. provided the bulk of support for care of refugees stranded at war's end (see Foreign Aid). The U.S. also took the lead in establishing the International Refugee Organization in mid-1947 and supporting its resettlement efforts. But it was not until 1948 that Congress agreed to relax the American immigration barrier to admit a sizable number of European displaced persons.

Chronology

Of Legislation

1945 To "assist Congress in the enactment of postwar legislation," the House March 27 authorized its Immigration and Naturalization Committee to make a study, by vote of 182-113 (D 108-59; R 73-5; Ind. 1-0). But the Committee's report, filed Nov. 1, stated that there was insufficient information on the workings of the 1924 law to frame a new one, and urged Congress to set up a "commission of full-time experts to conduct the necessary research and make recommendations.

No action was taken on this proposal. The temper of the House was demonstrated May 15 in killing a bill to extend until 1947 the period during which children born in the U.S. of citizens who later emigrated might return to the U.S. and claim citizenship. Opponents, charged

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bill would benefit American-born Japanese and draft
 ers, succeeded in striking the enacting clause by a
 of 177-157 (D 80-94; R 96-62; Ind. 1-1). But on
 10 the House passed a bill (HR 3517) to grant India
 annual immigration quota of 100 and to permit natur-
 ization of 4,000 Indians who had arrived in the U.S. be-
 re immigration was prohibited, after rejecting a re-
 mittal motion, 83-207 (D 29-128; R 53-78; Ind. 1-1).
 For final action, see 1946)

First official move to aid in the resettlement of
 Europe's displaced persons came Dec. 22, when Presi-
 ent Truman set up an interdepartmental committee to
 expedite their admission to the U.S. within the limits of
 existing quotas, with the emphasis on orphaned children.
 t, added Truman, this effort "must and will be strictly
 within the limits of the present quotas as imposed by
 law." No mention was made of special legislation.

1946 Controversy mounted in 1946 as proponents of
 increased immigration pressed for special mea-
 sures to admit large numbers of refugees. UNRRA Di-
 rector Fiorello H. LaGuardia July 10 proposed that all
 unused quotas be "pooled" and redistributed to other
 countries for a six months' period, to permit entry of an
 estimated 120,000 refugees, and several bills to this
 effect were introduced. President Truman, however,
 made no move until receiving a report Aug. 15 that only
 452 refugees had been admitted since his directive of
 December. The White House then announced that he was
 contemplating seeking "special legislation. On Oct. 4,
 the President said the immigration laws of several
 countries including the U.S. "should be liberalized" and
 that he would request legislation. Support for this posi-
 tion was voiced by Gov. Thomas E. Dewey (R N.Y.), the
 Roman Catholic Bishops of the U.S., and various liberal
 groups. But the American Legion and the Daughters of
 the American Revolution went on record against remov-
 ing restrictions on immigration.

Congress took no action in 1946, either on bills to
 permit the pooling of unused quotas or a number of mea-
 sures sponsored by Southern Democrats to restrict or
 suspend all immigration. But the Senate June 14 passed
 a bill (HR 3517) to give India a quota and permit Indian
 residents to become citizens, after amending it to cover
 the Philippines as well. The House agreed to the amend-
 ment June 27 (PL 79-483). Among those granted citi-
 zenship under the bill was D.S. Saund, a California
 democrat, who in 1956 became the first native of India
 elected to Congress.

1947 While the President and Congress marked time
 on the question of opening the nation's doors to
 DPs of Europe, efforts proceeded in the United
 States to reach agreement on a new organization to
 take over the job of refugee care and resettlement, follow-
 ing the scheduled demise of UNRRA in mid-1947. The
 major issue concerned forced repatriation, with the
 Soviet Union supporting and the U.S. opposing the view
 that all refugees should be returned to their countries of
 origin. No compromise was reached, and the constitution
 of the International Refugee Organization, adopted Dec.
 1946, reflected the Western position that no refugee
 should be refused repatriation "shall be compelled to return"
 to his homeland.

President Truman Feb. 24 asked Congress to auth-
 orize U.S. membership in the IRO and an annual contri-
 bution of \$75 million. The Senate agreed March 25 after

amending the authorization (S J Res 77) to prohibit any
 agreement with IRO to admit refugees without prior ap-
 proval of Congress. The House June 26 passed S J Res
 77 after reducing the authorization to \$73.5 million, and
 the Senate concurred next day (PL 80-146). Pending
 ratification of the IRO charter by the required 15 coun-
 tries, a Preparatory Commission took over responsibility
 July 1 from UNRRA and the Intergovernmental Commit-
 tee on Refugees.

In his State of the Union message Jan. 6, President
 Truman had said that "insofar as admitting displaced
 persons is concerned, I do not feel that the United States
 has done its part," and that "Congressional assistance
 in the form of new legislation is needed." A bill to author-
 ize entry of 400,000 DPs over a four-year period, in-
 troduced by Rep. William G. Stratton (R Ill.), was the
 subject of extensive hearings in June and July by a House
 Judiciary subcommittee. On July 7 the President in a
 special message urged Congress to act "as speedily as
 possible" to admit "a substantial number" of DPs as
 immigrants. Disclaiming any desire for "a general re-
 vision of our immigration policy," he added that "there
 is no proposal to waive or lower our present prescribed
 standards for testing the fitness for admission of every
 immigrant." But Congress took no further action in 1947.

1948 Three years after the war, the U.S. agreed to
 admit a substantial number of refugees, but the
 terms of the Displaced Persons Act of 1948 were widely
 criticized as discriminatory and unworkable. Signing the
 bill June 25, President Truman said: "This bill is a
 pattern of discrimination and intolerance wholly incon-
 sistent with the American sense of justice. It mocks the
 American tradition of fair play and discriminates in
 callous fashion against persons of the Jewish faith. It
 also excludes many Catholics who deserve admission."

As reported by the Senate Judiciary Committee, the
 bill (S 2242) authorized admission of 100,000 persons who
 had entered Germany, Italy, or Austria before Dec. 22,
 1945 -- a cut-off date that excluded most Jewish DPs who
 had fled Poland in 1946. The Senate May 27 agreed to an
 amendment increasing the total to 200,000, by a vote of
 40-33 (R 27-14; D 13-19), but it refused to advance the
 cut-off date to April 21, 1947, by a vote of 29-49 (R 11-
 31; D 18-18). S 2242 was passed by the Senate June 2,
 63-13 (R 39-1; D 24-12).

The House Judiciary Committee reported its own
 bill (HR 6396), authorizing admission of 200,000 DPs in
 camps or occupied areas before April 21, 1947. The
 House agreed to an amendment adding 2,000 visas for
 Czechs who fled their country following the Communist
 coup on Feb. 25, 1948, then passed the bill June 11 by a
 vote of 289-91 (R 178-35; D 109-56; Ind. 2-0). When
 conferees agreed to the earlier cut-off date in S 2242,
 Rep. Emanuel Celler (D N.Y.) moved to recommit the
 bill to conference, but the House refused, 133-266 (R 41-
 189; D 90-77; Ind. 2-0) and approved the report June 18
 as did the Senate June 19.

Combining what the President said were the "worst
 features" of both bills, the Act provided for the ad-
 mission of 200,000 DPs who had entered Western zones
 before Dec. 22, 1945; 2,000 Czechs, and 3,000 orphans
 under 16 years of age. The law required that 40 percent
 of the DPs must come from areas annexed by a foreign
 power (meaning the Baltic states of Estonia, Latvia and
 Lithuania and the eastern parts of Poland, annexed by
 the Soviet Union), and that 30 percent of those admitted

be experienced farmers. To be admitted, each person was required to possess a security clearance as well as assurance of a job and housing that would not displace a U.S. citizen. Finally, the law stipulated that all of the DPs admitted would be charged to their countries' annual immigration quotas in the future (PL 80-774).

The shortcomings of the DP Act became an issue in the 1948 elections when Congress, called back into session July 26 after the party conventions, ignored the President's request for revisions in the law. Democrats, seeking the political support of minority groups, charged Republicans with passage of a law biased against Jews and Catholics. Gov. Dewey, the Republican nominee for President, also called for revision, but Sen. Chapman Revercomb (R W.Va.), chairman of the Senate Judiciary subcommittee on immigration, rejected the plea and Congress went home Aug. 7 without taking further action. Nor did the Senate confirm the President's nominees to the three-member Displaced Persons Commission created to supervise the Act: Chairman Ugo Carusi, Edward M. O'Connor, and Harry N. Rosenfield.

Revision and Restriction

President Truman's second term saw continuing controversy within Congress over immigration and nationality policy, as the respective chairmen of Senate and House Judiciary Committees -- Sen. Pat McCarran (D Nev.) and Rep. Emanuel Celler (D N.Y.) -- locked horns on the issue of more or less restriction. Congress in 1950 agreed to double the number of displaced persons to be admitted and to revise the 1948 law in some respects. Two years later, however, the 82nd Congress -- over the President's veto -- enacted an omnibus immigration law more restrictive in some respects than previous law.

The years 1949-52 also witnessed major changes in the world refugee picture. By the end of 1951, the International Refugee Organization had supervised the resettlement of about one million displaced persons -- more than 700,000 of them in the U.S., Australia, Canada, and Israel. But the Arab-Israeli war of 1948 had made refugees of almost 800,000 Palestine Arabs. Defeat of the Chinese Nationalists in 1949 added a stream of refugees to Hong Kong, while war in Korea in mid-1950 sent more than 2 million North Koreans into South Korea. In Europe, moreover, new refugees from Communist rule continued to arrive each year by the thousands.

1949 Only 2,507 DPs had reached the U.S. by the end of 1948, and in its first report to Congress Feb. 1, 1949, the Displaced Persons Commission called the 1948 law "all but unworkable." This view was shared by most of the church-connected welfare agencies and other voluntary groups responsible for locating sponsors, jobs, and housing for the DPs. The Commission urged these changes in the law: advance of the cut-off date for eligibility to April 21, 1947; repeal of the requirement that 40 percent of those admitted come from annexed areas and that 30 percent be farmers; modification of the job-housing requirement; repeal of the priority given to DPs living in camps; and creation of a revolving fund for loans to the voluntary agencies to pay the transportation costs of DPs from their ports of entry.

Following hearings in March, the House Judiciary Committee May 16 reported a bill (HR 4567) incorporating some, but not all, of the revisions sought by the

U.S. Immigration: 1945-63

	Total	Quota ⁽¹⁾	Spouses & Children of U.S. Citizens	Nonquota Natives of West. Hemisphere	Other
1945	38,119	11,623	3,078	22,828	54
1946	108,721	29,095	49,267	29,502	857
1947	147,292	70,701	38,739	35,640	2,211
1948	170,570	92,526	36,830	37,968	3,244
1949	188,317	113,046	35,854	36,394	3,023
1950	249,187	197,460	16,275	33,238	2,214
1951	205,717	156,547	11,462	35,274	2,434
1952	265,520	194,247	19,315	48,408	3,553
1953	170,434	84,175	22,543	61,099	2,617
1954	208,177	94,098	30,689	80,526	2,864
1955	237,790	82,232	30,882	94,274	30,412
1956	321,625	89,310	31,742	124,032	76,541
1957	326,867	97,178	32,359	113,488	83,841
1958	253,265	102,153	35,320	88,575	27,217
1959	260,686	97,657	36,402	68,196	57,431
1960	265,398	101,373	34,215	91,701	38,112
1961	271,344	96,104	32,551	112,836	29,812
1962	283,763	90,319	30,316	133,505	29,623
1963	306,260	103,036	30,606	147,744	24,874

(1) Quota immigrants included persons admitted under Displaced Persons Act of 1948 as amended, numbering 39,899 in 1949, 132,577 in 1950, 97,960 in 1951, 119,982 in 1952, 5,123 in 1953, and 5,235 in 1954.

(2) Included persons admitted under Refugee Relief Act as amended, numbering 29,002 in 1955, 75,473 in 1956, and 82,444 in 1957; under PL 85-316 of 1957, numbering 24,467 in 1958, 24,834 in 1959, 6,000 in 1960, and 3,982 in 1961; and Hungarian parolees given permanent status under PL 85-559, numbering 25,424 in 1959, 5,067 in 1960, and 122 in 1961.

SOURCE: IMMIGRATION AND NATURALIZATION SERVICE

Administration. The bill increased the total number to be admitted to 339,000 within three years; advanced the cut-off date for eligibility to Jan. 1, 1949; repealed the 40-percent area and 30-percent farm provisions; and authorized a \$5 million fund for loans to voluntary agencies for resettlement purposes. No change was made in the job-housing requirement, nor in the mortgaging of farm quotas. After approving three minor amendments and rejecting moves both to reduce and to expand the number of DPs to be admitted, the House June 2 passed HR 4567 by voice vote.

All efforts to secure Senate action failed, however. Under pressure from Democrats and Republicans, Sen. McCarran finally began hearings July 26, but announced that he saw no need of new legislation before the Majority Leader Scott Lucas (D Ill.) Aug. 24 introduced a resolution to discharge the Judiciary Committee from further consideration of HR 4567, whereupon McCarran announced he was going to Europe to study the situation. In his absence, the Committee Oct. 12 reported HR 4567 without recommendation, but the Senate Oct. 15 agreed to recommit the bill to committee, by a vote of 38-16 (D 17-16; R 18-14; Ind 1-0), with instructions to report back by Jan. 25, 1950.

In separate action, the House March 1 passed a bill (HR 199) to repeal the last remnants of Asiatic exclusion. Like the quota laws of 1943 for China and India and the Philippines, HR 199 established quotas for the remaining Asiatic peoples -- chiefly Japanese

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Koreans, and Polynesians, and made natives of these areas already in the U.S. eligible for citizenship. These included about 85,000 Japanese and 3,000 Koreans who had entered the country before 1924. The Senate took no action on the bill in 1949.

1950 Sen. McCarran, reporting on his trip to Europe Jan. 6, charged that a "complete breakdown" in administration of the Displaced Persons Act "has opened the gates to persons who will not become good citizens and who will become ready recruits in subversive organizations to tear down the democracy of the United States." Rep. Celler and members of the DP Commission disputed the charge, but McCarran was not alone in viewing most of the displaced persons with suspicion. Anti-Semitism, though not openly expressed, was also at issue.

Meeting the deadline ordered in 1949, the Judiciary Committee Jan. 25 reported a revised version of HR 4567, reinstating the percentage requirements for Balts and farmers and cutting the total number to be admitted. The major change was to include German Volksdeutsche expellees in the definition of displaced persons and to allot them 54,744 visas within a three-year total of 300,000 for all DPs, whereas the House version had assigned the expellees one-half of the regular German quota without charge against the total for DPs.

In a minority report Feb. 14, Sens. Harley W. Kilgore (D W.Va.), Frank P. Graham (D N.C.), and Homer Ferguson (R Mich.) attacked the Committee's changes and proposed a substitute more in line with the House version of HR 4567. Senate debate began Feb. 28 in the midst of further hearings called by McCarran and continued intermittently to April 5, when voting began on nearly 80 amendments offered first to the McCarran bill, then to the Kilgore substitute. After rejecting most of the changes in the House bill proposed by McCarran, by votes that split both parties, the Senate agreed to substitute an amended version of the Kilgore bill, 49-25 (S 25-11; R 24-14), which was then passed April 5, 55-15 (D 27-8; R 31-7).

The conference report on HR 4567, filed May 31, was agreed to by voice votes of the House June 6 and the Senate June 7. It made these changes in the 1948 Act: increased to 415,744 the total number of persons to be admitted to the U.S. by June 30, 1951, to include 300,000 displaced persons under IRO supervision, 54,744 German expellees, 18,000 Polish war veterans living in England, 10,000 Greeks, 5,000 DP orphans, 5,000 adopted orphans from Western Europe, 2,000 natives of Venezia-Giulia ceded by Italy to Yugoslavia, 4,000 refugees from Shanghai in the Philippines, and 500 persons who might later flee from Communist-bloc countries. The bill also authorized permanent residence for 15,000 persons admitted to the U.S. on a temporary basis after April 30, 1949, who qualified as political refugees.

HR 4567 also repealed the 1948 provisos for Balts and farmers, advanced the cut-off date for DP eligibility to Jan. 1, 1949, specified that only American citizens could act as job and housing sponsors for DPs, and authorized \$5 million in loans to voluntary agencies to pay transportation costs in the U.S. No change was made in the 1948 provision for mortgaging quotas. President Truman signed the bill with satisfaction June 16, saying it "corrects the discriminations inherent in the previous act" (PL 81-555).

Congress in 1950 also approved bills to admit 250 Basque sheepherders (S 1165) and to grant permanent

DPs and Refugees Admitted

(by country of birth)

	1963 Quota ⁽¹⁾	Displaced Persons 1948-55	Refugees 1954-63 ⁽²⁾
All countries	156,987	406,026	271,334
Europe	149,597	403,440	229,048
Austria	1,405	8,954	5,294
Belgium	1,297	950	470
Bulgaria	100	579	680
Czechoslovakia	2,859	12,361	3,149
Denmark	1,175	62	38
Estonia	115	10,206	675
Finland	566	94	55
France	3,069	799	872
Germany	25,814	62,118	21,554
Great Britain	65,361	1,826	709
Greece	308	10,274	18,440
Hungary	865	16,330	44,678
Ireland (Eire)	17,756	31	19
Italy	5,666	2,256	58,715
Latvia	235	35,803	1,652
Lithuania	384	24,680	1,776
Netherlands	3,136	62	17,401
Norway	2,364	30	24
Poland	6,488	134,961	13,064
Portugal	438	21	4,969
Rumania	289	10,482	5,125
Spain	250	36	296
Sweden	3,295	347	86
Switzerland	1,698	134	101
U.S.S.R.	2,697	35,696	6,022
Yugoslavia	942	33,174	20,580
Other Europe	1,025	1,174	2,604
Asia	3,290	2,168	39,437
China		911	9,735
India		8	73
Israel		16	731
Japan		11	3,760
Palestine		77	777
Philippines		19	311
Other Asia		1,126	24,050
Africa	3,300	82	1,898
Oceania	600	32	143
West. Hemisphere	---	304	808

(1) The annual quota was raised from 154,857 in 1959 to 156,987 in 1963 by the establishment of additional quotas for newly independent countries.

(2) Persons admitted under Refugee Relief Act of 1953 and Public Laws 85-316, 85-559, and 85-892.

residence to 152 previously admitted on temporary permits (S 1192). Both measures were sponsored by Sen. McCarran to assist wool growers in Nevada and other states. S 1165, dubbed McCarran's "private DP bill," was reported June 27, 1949, but further action was blocked in the Senate because of McCarran's opposition to HR 4567. When the conference report cleared the Senate June 7, S 1165 was passed the next day and by the House June 20 (PL 80-587), S 1192 was enacted Sept. 28 as a private law.

Congress failed, however, to complete action on a measure to repeal the Asiatic exclusion law. The Senate did not act on HR 199, passed by the House in 1949 (see above). H J Res 238, to eliminate race as a bar to naturalization, was passed by the House June 6, 1949, but

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amended before passage by the Senate June 8, 1950 to limit its application to Japanese in the U.S. The conference report restored the House language, but added a provision denying naturalization to anyone belonging to a subversive organization during the previous ten years and permitting revocation of citizenship for the same reason within five years of naturalization. Approved by both chambers, H J Res 238 was vetoed by President Truman Sept. 10 because of this added provision, which he said would create "a twilight species of second-class citizens." The House Sept. 14 voted 307-14 to override the veto, but the Senate did not act. (The provision to which the President objected was incorporated in the McCarran Internal Security Act, enacted Sept. 22 over his veto. See Civil Liberties.) A new measure to open citizenship to Asiatics, HR 9760, passed the House Dec. 7, but did not reach the Senate floor.

1951 The Internal Security Act of 1950 barred from entry to the U.S. any aliens who had been members of a totalitarian organization, with the result that many otherwise acceptable refugees were denied visas. With a deadline of June 30 for issuance of visas for most of the categories covered by the DP Act, it appeared that the number admitted would be well under the number authorized. Apprised of this situation, Congress first revised the regulations based on the 1950 Act, then extended the visa deadline to Dec. 31, 1951.

At issue was the nominal membership of many refugees in Nazi, Fascist, or Communist parties during or after the war, often required to obtain work, food, or housing. Department of Justice regulations, issued following passage of the Internal Security Act, made no distinction between nominal and other kinds of membership. Sen. McCarran said the Department had "misinterpreted" the law. The House Feb. 19 passed a bill (HR 2339) to authorize the Attorney General to admit persons who had joined Nazi or Fascist organizations when under 16, when required by law to do so, or when necessary to obtain work, food rations, or other essentials. The Senate March 14 amended HR 2339 to cover nominal membership in Communist groups as well, and the House concurred March 20 (PL 82-14).

A six-month extension of the deadline for issuing visas to displaced persons was authorized by HR 3576, passed by the House May 9, 312-63 (D 157-39; R 154-24; Ind. 1-0). The Senate passed the bill, amended, June 21, and the House concurred next day. HR 3576 also extended to June 30, 1952 the time limit for issuing visas to displaced war orphans (PL 82-60). The House also passed a bill (HR 403) Feb. 19, which like HR 9760 passed in 1950, permitted naturalization of Asiatics in the U.S., but the Senate took no action.

By the end of 1951, when the IRO ceased operations, most of the displaced persons and refugees of the early postwar period had been resettled. But there remained a "hard core" of 400,000 under IRO care whose age, health, and other characteristics made resettlement difficult. Their numbers were being swelled by new arrivals from the Communist bloc, including escapees from the Soviet armed forces. At the same time, extensive unemployment in Italy and other parts of Western Europe generated pressures for substantial emigration from these areas.

Care of Arab refugees had been assumed by the United Nations Relief and Works Agency for Palestine Refugees in the Near East, established Dec. 8, 1949.

The UN Korean Reconstruction Agency, created in 1950, took on a similar job in South Korea, and on July 14, 1950, a UN High Commissioner for Refugees assumed the job of raising voluntary contributions for the care of refugees remaining in Europe. But no program existed to deal with the newer problems created by escapees from the East and pressures for emigration from West Europe.

Congress addressed itself to both problems in the Mutual Security Act of 1951. As enacted Oct. 1951, the measure authorized the use of up to \$100 million to recruit escapees from the Communist bloc for NATO military units, and up to \$10 million to facilitate emigration from Europe to areas of manpower shortage (PL 82-14). Under the first authorization, the U.S. established a special reception program for escapees along the Iron Curtain. The second authorization coincided with discussion by the International Labor Organization of a five-year program for resettling Europe's surplus populations. But Congress stipulated that none of the surplus should go to any group having Communist ties as members -- as did the ILO -- and effectively killed the plan. The U.S. then initiated a conference in Brussels which led to the establishment in November of a European Intergovernmental Committee for European Migration, which in the next two years aided in moving 160,000 persons, including 47,000 refugees, to new homes in other countries.

1952 Termination of the DP program left the barrier to immigration for many groups even higher than in 1948, because of the mortgaging of quotas by the DP Act. Thus, by 1952, the Polish quota had been cut in half to the year 2000, that of Latvia to the year 2000. President Truman March 24 again asked Congress to repeal the mortgage provision and to authorize entry of another 300,000 immigrants over the next three years, largely to relieve population pressures in Western Europe. He proposed that the annual total of 100,000 be distributed as follows: 39,000 Germans, 39,000 Italians, 7,500 Dutch, 7,500 Greeks, and 7,000 East Europeans.

Congress, however, was preoccupied with a far more ambitious project launched by Sen. McCarran some years before: a complete codification and revision of immigration, naturalization and nationality laws. McCarran first introduced his 248-page bill (S 3455) April 1950, following a three-year study by the Senate Judiciary Committee, and Rep. Celler had characterized it as being "aimed not at curtailing, but in fact stopping, all immigration to the United States." No action was taken in 1950, but in 1951 Senate and House Judiciary subcommittees held joint hearings March 6-April 9 on a similar measure sponsored by McCarran and Rep. Francis Walter (D Pa.), following which they introduced modified bills (S 2055, HR 5678).

On Feb. 14, 1952, the House Judiciary Committee reported HR 5678. The bill eliminated race as a barrier to immigration and naturalization -- the objective of several bills passed earlier by the House -- but retained the 1924 national origins formula for allocating quotas. The bill also granted preference to immigrants with special skills, provided for a more thorough screening of aliens entering the country, and broadened the grounds for exclusion and deportation of aliens. In a minority report, Chairman Celler said the bill retained the "startling discrimination against central, eastern and southern Europe" embodied in the national origins system, at

argued for authorizing the transfer of unused quotas to other areas.

But the House April 25 rejected by voice vote Celler's amendment to distribute the unused quotas of Britain, Germany and Ireland among other countries. Also rejected, along with 18 other liberalizing amendments, was one by Rep. Jacob K. Javits (R N.Y.) to allocate quotas on the basis of the U.S. population makeup in 1940, rather than 1920. Principal amendment accepted by the House, before passing HR 5678 by a 206-68 standing vote, gave legal status to the Board of Immigration Appeals established by executive order.

The Senate Judiciary Committee Jan 29 had reported a revised version (S 2550) of McCarran's bill that was essentially a duplicate of HR 5678. In a minority report filed March 13, Sens. Estes Kefauver (D Tenn.), Warren C. Magnuson (D Wash.), Harley M. Kilgore (D W.Va.) and William Langer (R N.D.) assailed S 2550 on grounds that it "would inject new racial discrimination into our law, establish many new vague and highly abusable requirements for admission, impede the admission of refugees from totalitarian oppression, incorporate into law vague standards for deportation and denaturalization, and deprive persons within our borders of fundamental judicial protections." They urged support for a substitute bill, S 2842, introduced March 12 by Sen. Hubert H. Humphrey (D Minn.) and 12 others, which based quotas on the 1950 census, authorized the "pooling" of unused quotas, and abolished the mortgage provision of the DP Act.

Senate debate on S 2550 began May 7 with McCarran charging that efforts to "sabotage" his bill were led by those who had opposed his Internal Security Act of 1950. He said those opposing S 2550 "would wittingly or unwittingly lend themselves to efforts which would poison the bloodstream of the country." Humphrey moved to recommit the bill with instructions to hold hearings on his own bill (S 2842), but the Senate rejected the motion, 28-44 (D 20-21; R 8-23), May 19. Sen. Herbert H. Lehman (D N.Y.) then offered a brief substitute for S 2550, containing the main provisions of S 2842, but this too was rejected, 27-51 (D 19-26; R 8-25). The Senate then passed S 2550 by voice vote May 22 and gave it the number of the House-passed HR 5678. The conference report was adopted by the House June 10 and the Senate June 11.

On June 25 President Truman vetoed the McCarran-Walter bill, calling some of its provisions "worse than the infamous Alien Act of 1798." He said the bill contained some good features, such as the repeal of racial barriers, "imbedded in a mass of legislation which would perpetuate injustices of long standing against many other nations of the world, hamper the efforts we are making to rally the men of East and West alike to the cause of freedom, and intensify the repressive and inhumane aspects of our immigration procedures." And he again asked Congress to authorize the entry of 300,000 additional immigrants over a three-year period.

The House, responding to Rep. Walter's charge that the veto message was "fictional and amateurish," voted June 26 to override, 278-113 (D 107-90; R 170-23; Ind. 0). The Senate followed suit June 27, 57-26 (D 25-18; R 32-8). As enacted, the 302-page Immigration and Nationality Act (PL 82-414) retained the quota system based on the national origins of the U.S. population in 1920, as well as non-quota treatment for most immigrants from the Western Hemisphere, the spouse or child of an American citizen, and former U.S. govern-

ment employees with 15 years' service. The law established priorities for the allocation of visas within each country's quota, as follows: first 50 percent to those whose "high education, technical training, specialized experience, or exceptional ability" would benefit the U.S., and to their spouses and children; next 30 percent to the parents of U.S. citizens 21 or over; last 20 percent to spouses and children of aliens admitted for permanent residence, with unfilled quotas then open to other preference categories.

The law extended the grounds for excluding or deporting aliens, and made a conviction for contempt for refusing to testify before a Congressional committee regarding subversive activities grounds for revocation of citizenship for 10 years following naturalization. It also established a Joint Committee on Immigration and Nationality to "make a continuous study" of the law and its application.

President Truman also ordered a study of the law, by a seven-man Commission on Immigration and Naturalization, headed by former Solicitor General Philip B. Perlman whom he appointed Sept. 4. The pros and cons of the McCarran-Walter Act created sparks in the Presidential campaign as well, when President Truman Oct. 17 assailed Gen. Eisenhower for "an attack of moral blindness" in having "embraced" Sen. Richard M. Nixon and other Republicans who had voted to override his veto. Truman's implication that Eisenhower was anti-Semitic and anti-Catholic brought violent reactions from Republicans; Eisenhower himself said he opposed the McCarran-Walter Act and that a new law "was certainly needed." British, French and other foreign shipping lines added their protests when the law became effective Dec. 24; its provisions for screening foreign seamen threatened to deny them shore leave in U.S. ports.

Legislation Under Eisenhower

More than 300,000 additional refugees were admitted to the U.S. under special programs sponsored by the Eisenhower Administration, designed to help liquidate the "hard core" problem, to ease population pressures in Western Europe, and to deal with a mass exodus from Hungary in 1956. And as before, the U.S. continued to give financial support to international refugee relief and resettlement programs. But President Eisenhower was no more successful than his predecessor in persuading Congress to revise basic immigration policy. By 1960, national interest in the issue had slackened perceptibly, reflecting among other developments a decline in emigration pressures in Europe.

1953 In a 316-page report Jan. 1 to President Truman, the Perlman Commission said the McCarran-Walter Act should be "reconsidered and revised from beginning to end." President Eisenhower, in his State of the Union message Feb. 2, said the law "does, in fact, discriminate," and asked Congress to write a new one "that will at one and the same time guard our legitimate national interests and be faithful to our basic ideas of freedom and fairness to all." But Sen. Arthur V. Watkins (R Utah), chairman of the Joint Committee on Immigration and Nationality, with the backing of both McCarran and Walter, argued that the law should be observed in operation for several years before being

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IV

FOREIGN POLICY

MAJOR ACTIONS, January-March 1947

International Refugee Organization -- passed Senate.

AID TO GREECE AND TURKEY

In a special message, delivered in person before a joint session of Congress on March 12, President Truman asked for authority for assistance to Greece and Turkey in the amount of \$400 million for the period ending June 30, 1948 (see p. 170). The assistance was necessary, he said, for relief and rehabilitation work and for military assistance in maintaining order. Great Britain had been providing both countries with such aid, but had served notice that it would have to withdraw at the end of March. Thereafter, the President said, the United States would have to supply help to the two countries.

Despite the March 31 deadline, neither house had acted on the President's request by the end of the quarter, though committees in both houses had started hearings and Congressional leaders promised to expedite consideration. Representative Charles A. Eaton (R N.J.), chairman of the House Foreign Affairs Committee, introduced HR 2616, and Senator Arthur H. Vandenberg (R Mich.), chairman of the Senate Foreign Relations Committee, introduced S 938 to carry out the President's request.

The committee hearings were held concurrently late in March. Among those urging favorable action on the President's recommendations were Under Secretary of State Dean Acheson, Secretary of War Robert P. Patterson, Secretary of the Navy James Forrestal, Under Secretary of State for Economic Affairs William L. Clayton, and Ambassador to Greece Lincoln MacVeagh. The arguments made by the President were repeated and enlarged upon. It was said that the Greek Government would fall and be replaced by a Communist regime unless American aid was promptly made available. Such an event, the witnesses maintained, would have severe repercussions throughout the Middle East and would threaten American security.

On March 31, Vandenberg proposed an amendment to his bill which provided for termination of the program on any one of three conditions: (1) the request of a democratic government in Greece or Turkey; (2) request for withdrawal by a procedural vote in the Security Council or a majority vote in the General Assembly of the United Nations; (3) determination by the President that the purposes have been substantially accomplished, or cannot be accomplished. Debate on the proposal was scheduled to begin in the Senate early in April.

PRESS REACTION

Newspaper editorial opinion was mixed. The St. Louis Post-Dispatch said, the day after the President's message, "Congress may ponder and debate, but President Truman's address has committed the nation to all-out diplomatic action, just as a declaration of shooting war must necessarily follow when a President asks for it. The honor and prestige of the nation are at stake and there is no turning back."

The New York Times echoed this feeling that Congress could not turn down the President's recommendations "without creating the appearance of a dangerous division of American opinion at a crucial point in history and practically inviting Russian communism to move into the Middle

PUBLIC REACTION

President Truman's message evoked little immediate response from the public in the form of letters to Congressmen. All points of view were represented in the few letters that Congressmen did get about the aid program. A Gallup poll late in March showed 56 per cent of the people favoring aid to Greece with 32 per cent opposed, and 49 per cent favoring aid to Turkey with 36 per cent opposed.

Among organized pressure groups, Greek War Relief and the Social Democratic Federation supported the President. Progressive Citizens of America opposed him. The American Veterans Committee recommended that American assistance be conditioned on assurances that the present government will be made more representative, and the Congress of American Women protested possible support to the "reactionary government now in oppressive control of the democratic Greek people."

INTERNATIONAL REFUGEE ORGANIZATION

The Senate on March 25 passed by a voice vote S J Res 77 authorizing American participation in the International Refugee Organization of the United Nations and authorizing appropriation of \$75 million for the 1948 fiscal year.

The resolution provided for the President to appoint an American representative and not more than two alternates, at salaries of \$12,000 a year, to the Organization. A proviso specifically prohibited any agreement or action to admit immigrants to the United States without prior Congressional approval or to suspend or change any of the immigration laws.

This proviso occasioned most of the brief debate on the resolution. An amendment offered on behalf of the Foreign Relations Committee by its chairman, Arthur H. Vandenberg (R Mich.), prohibited any agreement with the Organization authorizing admission to the United States of refugees or displaced persons or suspending or modifying any law of the United States. Vandenberg declared that the committee amendment effectively barred any immigration not specifically authorized by Congress, but other Senators, led by Chapman Revercomb (R W. Va.), maintained that it was not ironclad because it was tied to refugees or displaced persons as defined in the IRO charter.

Revercomb and Patrick McCarran (D Nev.) offered a substitute amendment which was the one finally adopted. It passed on a voice vote after Revercomb had said he would oppose the resolution unless it contained his amendment.

There was no opposition to joining IRO, which Vandenberg said had two advantages: it would give "a new impetus with respect to resettlement, which is the ultimate answer to the whole situation," and it would save the United States the difference between \$130 million, which is the cost to the Army of caring for refugees in its zone in Europe, and \$75 million, which is the United States' share of IRO's budget. The action had been recommended by President Truman in a message to Congress February 24.

RECIPROCAL TRADE AGREEMENTS

The Reciprocal Trade Agreement program was the subject of considerable Congressional attention during the quarter and was modified by Executive Order as a result. Late in March, the Senate Finance Committee and the House Ways and Means Committee both started hearings on the program.

Hearings in January before the Inter-Departmental Committee for Reciprocity Information on proposed American tariff reductions to be offered at the International Trade Conference in April led to a mounting clamor in Congress, mostly from Republican Representatives, that the April negotiations be postponed or that the Reciprocal Trade Act be repealed entirely.

IV

FOREIGN POLICY

MAJOR ACTIONS, April-June 1947

Aid to Greece and Turkey -- passed Senate and House; approved.

Relief for countries devastated by war -- passed House and Senate; approved.

Peace treaties with Italy, Hungary, Rumania, Bulgaria -- ratified by Senate.

AID TO GREECE AND TURKEY

On March 12, President Truman appeared before Congress to ask authorization of \$400 million for aid to Greece and Turkey, in order to ensure their survival as free nations. British aid was to be withdrawn March 31, the President said, and the United States was the only nation to whom these countries could appeal for similar help, since the United Nations was not in a position to give immediate assistance (text, Vol. III, p. 170ff.). Acknowledging that such action would have "broad implications" for future American foreign policy, the President declared that United States participation in the United Nations is not enough to secure lasting freedom of all members unless this country is willing to help free peoples "maintain their free institutions and their national integrity against aggressive movements that seek to impose upon them totalitarian regimes... I believe that it must be the policy of the United States to support free peoples who are resisting attempted subjugation by armed minorities or by outside pressures."

The following week a bill to authorize the proposed assistance (S 938) was introduced by Senator Arthur H. Vandenberg (R Mich.), chairman of the Foreign Relations Committee and principal Republican figure in bipartisan foreign policy. A companion bill (HR 2616) was introduced by Representative Charles A. Eaton (R N.H.), chairman of the House Foreign Affairs Committee.

Three-quarters of the \$400 million, it was brought out at the hearings, was intended for Greece, divided roughly as follows: \$150 million for arms, ammunition, and equipment for the Greek Army, to enable it to achieve and maintain order in the country; \$50 million for reconstruction of transport, utilities, housing, and similar facilities; \$20 million for agricultural rehabilitation through importation of seed, livestock, implements, and the like; \$80 million for importation of consumers' goods. Turkey would receive \$100 million to strengthen her army and possibly to rehabilitate her railroad system and ports.

REACTION TO THE PROPOSAL

During the four weeks between the President's speech and the opening of Senate debate, scores of speeches in both houses of Congress, widespread newspaper comment, and public opinion polls indicated that the country was deeply interested not only in the immediate problem of Greece and Turkey but also, and perhaps chiefly, in the future role of the United States in world affairs. The propriety of direct assistance given by this country to two fellow members of the United Nations and its probable effect upon our relations with Russia were matters of prime concern.

Before introducing his bill, Senator Vandenberg announced that, in order to give the fullest possible information on the present situation and its bearing on future policy, Senators were invited to submit questions for answer by the State Department. This departure from precedent met with

Ratification of the treaties with Bulgaria, Hungary, and Rumania was then approved by voice vote without debate.

TRUMAN STATEMENTS

When President Truman signed the instruments of ratification of the Italian treaty on June 14, he stated that although some of its terms are "not in full accord with our desires, the re-establishment of peace does provide a foundation for building anew a strong, free and democratic Italy. And within the framework of the United Nations it should be possible to secure such changes... as may be required in the light of future experience."

In sharp contrast was his statement concerning ratification of the other treaties on the same day. "I feel I must publicly express regret that the governments of those countries (Hungary, Rumania, and Bulgaria) not only have disregarded the will of the majority of the people but have resorted to measures of oppression against them. Ever since the liberation of those countries from the Nazi yoke and the commitments undertaken by the three Allies at Yalta, I had hoped that governments truly representative of the people would be established there. Such governments do not exist today in those three countries. It is, however, in the interests of the Hungarian, Rumanian, and Bulgarian peoples to terminate the state of war which has existed between their governments and the United States for over five years."

INTERNATIONAL REFUGEE ORGANIZATION

On June 26 the House passed H J Res 207, authorizing United States participation in the International Refugee Organization set up under the United Nations to feed and care for one million displaced Europeans who do not wish to be repatriated. The Senate had passed a similar resolution, S J Res 77, by voice vote on March 25 (Vol. III, p. 37), after accepting an amendment which stipulated that no modification of the immigration laws or settlement of displaced persons in this country should be made without prior approval of Congress. A United States contribution of \$75 million to the IRO was authorized by the Senate.

The House resolution made exactly the same stipulation as that of the Senate in regard to immigration and settlement, and reduced the authorization to \$73,500,000. In the debate on June 26, House Foreign Affairs Committee members John M. Vorys (R Ohio), John Kee (D W.Va.), Thomas S. Gordon (D Ill.), and James F. Fulton (R Pa.) stated that IRO participation had no bearing on the pending House bill to admit 400,000 displaced persons to this country. They also said that, apart from humanitarian considerations, IRO participation would save the United States the difference between the \$130 million spent in caring for displaced persons in 1947 and the \$73.5 million authorized by the resolution. A number of Representatives, including Ellsworth B. Buck (R N.Y.), John W. Gwynne (R Iowa), Preston E. Peden (D Okla.), and John E. Rankin (D Miss.), opposed the bill on the ground that it would entail ever-increasing responsibilities for the United States and lead to changes in the immigration laws despite assertions to the contrary by committee members.

However, the resolution was passed on division, 124 to 43. The House then passed the Senate resolution and substituted for its provisions those of the House measure. The Senate the next day agreed to the House amendments without debate or record vote.

STATE DEPARTMENT INFORMATION PROGRAM

In making appropriations for the State Department for 1948, the House refused to include funds for continuation of the information and cultural relations program because it was without statutory authority (see p. 205). At that time Representative Karl E. Mundt (R S.D.), of the Foreign Affairs Committee, announced that he hoped his bill to provide such authority might be reported and passed before the end of the fiscal year, so that the program might go on without interruption.

The bill, HR 3342, was the subject of hearings in April and May. Secretary of State George C. Marshall endorsed the bill, which he had previously named as one of the four "must" measures

SUPPLEMENTAL APPROPRIATIONS

Final appropriations made this session for the fiscal year 1948 were two supplemental bills, HR 4269 and HR 4347, both of which went through in the last week of the session. HR 4269 was much the larger bill, since it contained over \$1 billion for various types of foreign aid. HR 4347, the Second Supplemental Appropriation, totaled only about \$100 million for many agencies, including the Civil Service Commission and the Federal Bureau of Investigation for looking into the loyalty of Federal employees.

FOREIGN AID

Earlier in the session, after long debate, Congress had authorized \$400 million for aid to Greece and Turkey and \$350 million for relief to Austria, Italy, Greece, Poland, Hungary, Trieste, and China. Although this action had been completed in May (Vol. III, pp. 247ff.), the only funds forthcoming by the first of the fiscal year 1948 (July 1, 1947) were those advanced by the Reconstruction Finance Corporation, as specified in the legislation. Another \$73.5 million had been authorized for the United States contribution to the International Refugee Organization. Also postponed was action on the War Department's request for \$725 million for government and relief of Germany and Japan to September 1948.

In the first week of July, Chairman John Taber (R N.Y.) of the House Appropriations Committee told reporters that "there has been no justification at all for an appropriation to finance the \$400 million loan to Greece and Turkey" and also indicated that his committee was not satisfied with plans for spending the \$350 million authorized for relief to war-devastated countries. Statements by other committee members gave rise to speculations that actual appropriations would be much smaller than the amounts authorized.

However, when the Supplemental Appropriation (HR 4629) was reported July 18, the committee recommended \$1,353,024,900 for foreign aid, a cut of only about one-eighth in budget estimates. The total was distributed as follows: aid to Greece and Turkey, \$400 million; relief to war-torn countries, \$332 million; International Refugee Organization, \$71 million; government and relief of occupied areas, \$550 million to last until July 1, 1948.

In explaining the cuts to the House on July 18, Taber said that \$18 million had been taken out of the bill because "certain countries" had shown no disposition to agree to the safeguards required by the authorization act -- namely, distribution of relief without regard to race, creed, or political belief; free observation and reporting of relief administration on the part of American press and radio correspondents; publicity in the recipient countries about the amount and purposes of American aid; distribution supervised by American administrators; and no exports of goods similar to those being received as relief.

The countries which had not signed such guarantees were not named in the committee report, but debate brought out that they were Poland and Hungary, both under Communist governments. Taber also said that the Secretary of Agriculture reported no serious food shortages in prospect in Poland. Representatives George G. Sadowski (D Mich.) and Alvin E. O'Konski (R Wis.) declared that Polish crops had been ruined by late frosts and continued drought. Furthermore, O'Konski said, the Polish people had had their present government forced upon them by the Yalta agreement, to which the United States was party, and therefore this country is morally obligated to help them. Taber replied that, if the Polish government wanted to feed its people, all it had to do was give the same guarantees as the other recipient nations.

O'Konski said that he would make no effort to amend the bill because he wanted relief for the other countries. However, Representative Everett M. Dirksen (R Ill.), going farther than the committee, offered an amendment to limit both Greek-Turkish aid and foreign relief to those nations which would support the Marshall Plan. The amendment was voted down after Representative Frank B. Keefe (R Wis.) said that it would commit the Congress to supporting the plan.

Of the \$250 million in the bill in addition to foreign aid, the largest item was \$100 million for stockpiling strategic materials, with \$50 million in contract authorization for this purpose. Representative Clarence Cannon (D Mo.), ranking Democrat on the Appropriations Committee,

declared that the amount was far too low and the country might again be caught with essential materials such as rubber in short supply. Cannon also assailed the prescribed liquidation of the Office of Defense Transportation by July 31, 1947.

A number of appropriations were made necessary by the Taft-Hartley Act. The new Federal Mediation and Conciliation Service was allowed \$1,410,000, about \$1 million less than the estimates. The House committee said that this sum was allowed for expenses up to February 15, 1948, which would give the agency time to organize and present requests for any further needs in 1948. Congress had already appropriated about \$5 million for the National Labor Relations Board (see pp. 399-400). The committee said that, although the work of the Board would undoubtedly increase under the new law, funds already appropriated would serve until February 1, 1948, and another \$1 million would be put in reserve for use before that date if the Budget Bureau found it necessary.

Other large items included \$9.5 million for grants to the State employment services, about two-thirds of the amount which the Senate cut out of the Labor-Federal Security Appropriation for these grants (Vol. III, pp. 202, 399). For grants to States for unemployment compensation administration, \$12 million was appropriated in addition to the \$57.6 million included in the Labor-Federal Security Appropriation.

The Office of the Housing Expediter was provided with \$18 million to administer rent control under the recently passed Housing and Rent Act of 1947 (Vol. III, pp. 231ff.).

Very little was said about any part of the bill except foreign aid in the short debate on July 18, and the House passed it by voice vote.

SENATE INCREASES FOREIGN AID

In the Senate on July 25, the debate was longer and touched hardly at all upon foreign aid. The Senate Appropriations Committee did not raise the relief item, but it exempted the contribution to the Children's Emergency Fund from the money which could go only to countries signing guarantees. The Senate committee also recommended larger amounts for administration of both the foreign relief and the Greek-Turkish aid programs. The IRO contribution was raised to the full budget estimate of \$73.4 million. For government and relief of occupied areas the committee proposed \$625 million and contract authorization of \$100 million. Committee amendments on foreign aid were accepted without debate.

The Senate also approved committee amendments providing: \$500,000 for the study of cardio-vascular diseases by the Public Health Service; \$5 million for cars for disabled veterans; \$1,184,700 and \$790,600 in contract authorizations for transmission lines from Bonneville Dam to various parts of Oregon; \$484,000 for the Office of Defense Transportation to use until March 1, 1948. The committee recommended cutting funds for industrial sugar rationing from \$710,000 to \$210,000, and this was accepted after Senator Ralph E. Flanders (R Vt.) warned that it would mean an immediate end to sugar rationing.

FARM LABOR SUPPLY

The Senate committee recommended eliminating the \$9.5 million in grants for State employment services, of which \$1.5 million was for placement of farm labor. During the war, the Extension Service of the Agriculture Department had recruited and placed farm labor, including foreign workers. Under a bill passed earlier in the session (Vol. III, pp. 183-84), the Extension Service activities would be terminated at the end of 1947. The House provision of \$1.5 million in the Supplemental Appropriation would return all farm labor activity to the employment service. Such a return was violently opposed by the American Farm Bureau Federation, which, according to Senator Joseph H. Ball (R Minn.), in charge of the appropriation, would prefer to have no farm labor supply program at all rather than have one in the employment service. The committee proposed to appropriate for continuing the program in the Agriculture Department through fiscal 1948. Such action, which would amend previous legislation, would require a two-thirds vote to get a suspension of the rule prohibiting legislation in appropriation bills.

Ball's proposal was opposed by Senator George D. Aiken (R Vt.), second ranking Republican

on the Agriculture and Forestry Committee. Aiken said that his committee had held hearings on a bill to place farm employment service permanently in the Extension Service. This bill was strongly backed by the Farm Bureau but opposed by the other farm organizations, none of whom, said Aiken, covered themselves with glory in trying to reach a compromise. No bill was reported. Aiken and other Senators were of the opinion that the Extension Service had done a good job of farm labor placement but, in view of legislation already passed to terminate the program under that agency, they felt that funds should be appropriated for farm labor supply under the employment service. They pointed out that, if the House conferees would not accept appropriation for a farm labor program under the Agriculture Department, it might be completely ended by 1948.

The Senate then refused to suspend the rule. Instead it voted funds for administration and grants to the States for a farm labor program in the employment service. The other \$8 million in grants voted by the House were eliminated by the Senate.

NLRB SALARIES

The other amendment proposed by the committee which was rejected by the Senate was a proviso that no funds voted for the National Labor Relations Board might be used to pay salaries of members or general counsel who had not been confirmed by the Senate. Nominations of the two new Board members and the general counsel, positions created by the Taft-Hartley Act, had reached the Senate Labor Committee only a few days previously and there had been little time for consideration, Senator Ball said. Since the President and the Congress had disagreed so sharply over the act, it was highly important, Ball declared, that men in these key positions should be confirmed by the Senate. Minority Leader Alben W. Barkley (D Ky.) said that, if these nominations were not confirmed, anyone appointed in the 5-month interim between sessions would have to serve without pay, something which only a rich man could afford. Besides, supporters of the act had urged the need for haste in righting inequities in labor-management relations. Why then did they wish to postpone the full functioning of the Board which they had enlarged?

Senator Aiken was of the opinion that the proviso suggested by the committee was aimed at two men -- presumably former Senator Abe Murdock (D Utah) and J. Copeland Gray, whom the President had nominated for the new Board positions -- and he said legislation against individuals is highly undesirable. Ball did not press the amendment, and it was rejected by voice vote.

The only amendment from the floor was one by Senator Patrick McCarran (D Nev.), to add \$33,300 to pay tuition for children of Federal employees at Hoover Dam. This sum had been taken out of the Interior Appropriation by the conferees (see p. 416) and McCarran had been unable to persuade the Senate leadership to insist on restoring it. This time his proposal was accepted by voice vote.

The bill was passed without record vote July 25. The total was \$1,680,793,697.

CONFERENCE COMPROMISE

On July 26, the last day of the session, the conferees brought in their report, with a total of \$1,658,802,197, which was \$56 million above the House figure and \$22 million below that of the Senate. It was still \$267 million, or about 14 per cent, below total estimates.

On foreign items, IRO was given \$71,073,900, and \$600 million went to the War Department for occupation costs. The Senate proviso on the Children's Emergency Fund was retained. Of the \$8 million in grants for State employment services which the Senate had stricken out, \$6 million was restored, making a total of \$7,460,000, including funds for the farm labor supply program. On unemployment compensation grants, the Senate figure of \$8 million was retained. The conference agreement included the funds for veterans' cars and for cardiovascular disease research provided by the Senate. The smaller Senate appropriation for sugar rationing was also retained, thus ending the program. Contract authorization of \$75 million for strategic materials was agreed upon. The Office of Defense Transportation was given \$400,000 with which to operate until March 1, 1948.

The House accepted the conference report July 26. Of the items on which the conferees had

not reached agreement, the House refused to accept the amendment providing tuition for children at Hoover Dam. Despite the efforts of Representative Charles H. Russell (R Nev.), the amendment was rejected on a division, 84 to 21.

The real fight came over the \$1,184,700 and contract authorization which the Senate had put into the bill for Bonneville transmission lines. Representative Taber moved to insist on disagreement with this amendment. As in the debate on the Interior conference report (see p. 415), Representative Harris Ellsworth (R Ore.) moved to recede and concur with the Senate. Ellsworth and Homer D. Angell (R Ore.) once more explained that this item had been voted by both houses in passing the Interior bill, only to be rejected by the conferees, leaving Oregon on the outside looking in, with only one small transmission line from the dam on its border. This time the Oregon delegation was successful, and the House voted 181 to 174 to concur with the Senate (see p. 432). With the 116 Democrats voting for the transmission lines were 64 Republicans, including all those from California. One Oregon Republican, however, Lowell Stockman, voted against the motion.

The Senate agreed to the conference report later in the day without discussion. Senator Ball stated for the conferees that \$600 million had been agreed upon for occupation costs with the understanding that the need for occupation and relief might extend into fiscal 1949. If so, he said, the appropriation for it would be handled earlier next session.

CONGRESSIONAL QUARTERLY POLL

Since the Supplemental Appropriation was passed by voice vote in both houses, Congressional Quarterly Asked Members of Congress how they stood on the bill.

The following Representatives said they were for it:

J. Lindsay Almond, Jr. (D Va.)	John W. Heselton (R Mass.)	James T. Patterson (R Conn.)
Frank Buchanan (D Pa.)	Clifford R. Hope (R Kan.)	W. R. Poage (D Tex.)
Henderson H. Carson (R Ohio)	Mitchell Jenkins (R Fa.)	David M. Potts (R N.Y.)
J. Edgar Chenoweth (R Colo.)	Lyndon B. Johnson (D Tex.)	Melvin Price (D Ill.)
Glenn R. Davis (R Wis.)	Walter H. Judd (R Minn.)	Albert L. Reeves, Jr. (R Mo.)
William A. Dawson (R Utah)	Estes Kefauver (D Tenn.)	John J. Riley (D S.C.)
Charles B. Deane (D N.C.)	John F. Kennedy (D Mass.)	Charles R. Robertson (R N.D.)
Herman P. Eberharter (D Pa.)	Arthur G. Klein (D N.Y.)	Charles H. Russell (R Nev.)
John W. Flannagan, Jr. (D Va.)	Earl C. Michener (R Mich.)	Adolph J. Sabath (D Ill.)
Abe McGregor Goff (R Idaho)	William J. Miller (R Conn.)	Horace Seely-Brown (R Conn.)
P. W. Griffiths (R Ohio)	Frederick A. Muhlenberg (R Pa.)	Harry R. Sheppard (D Calif.)
Robert Hale (R Maine)	John R. Murdock (D Ariz.)	George A. Smathers (D Fla.)
Edward J. Hart (D N.J.)		

Representative Merlin Hull (R Wis.) said he voted against the bill.

All the Senators who replied said that they supported the bill. These were: Harry P. Cain (R Wash.), Spessard L. Holland (D Fla.), Harley M. Kilgore (D W.Va.), Warren G. Magnuson (D Wash.), Claude Pepper (D Fla.), A. Willis Robertson (D Va.), and John J. Sparkman (D Ala.).

SECOND SUPPLEMENTAL APPROPRIATION

Two days before adjournment, the House passed the Second Supplemental Appropriation, HR 4347, which provided \$100,059,200 for a number of agencies. Three-fourths of the total was for the Post Office. Two million dollars was appropriated to the Agriculture Department for flood control in Mississippi, Oklahoma, Texas, Iowa, and Minnesota, and \$6,400,000 to the Interior Department for flood control in the Missouri River Basin. The Coast Guard received \$4,050,000, of which \$100,000 was for a management study and the rest for operation of the loran system of navigation aid. A total of \$11 million was provided for investigating the loyalty of Federal employees.

The loyalty investigation for which funds were provided had been instituted by the President by Executive order. A bill by House Civil Service Committee Chairman Edward H. Rees (R Kan.),

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APPROPRIATIONS

Provisions of bill as passed:

Appropriations:	(Thousands of dollars)
Economic Cooperation	4,000,000
International Children's Emergency Fund	35,000
Assistance to Greece and Turkey	225,000
Assistance to China	400,000
Government and Relief in Occupied Areas (Department of the Army)	1,300,000
International Refugee Organi- zation (Department of State)	70,710
Total	6,030,710

OTHER PROVISIONS

The ECA appropriation applies for 15 months unless the President determines that the total is required in 12 months; other appropriations are for 12 months.

Five per cent of each special local currency account established under the Economic Cooperation Act will be used for purchase of strategic materials for the U. S. or to meet other U. S. local currency requirements.

Guarantees enabling U. S. newspapers and magazines to convert their European earnings into dollars are limited to \$10 million.

Only 60 per cent of appropriation to the International Refugee Organization will be made available, until agreements are made to limit diets in refugee camps to level prevailing in the respective countries.

No more than the U. S. market price will be paid by ECA for commodities.

No money is available for wool, except that owned by the Commodity Credit Corporation until those stocks exhausted.

FARM MACHINERY EXPORTS LIMITED

Total export of farm machinery, including tractors, to ECA countries is limited to \$75 million.

Pre-March 1948 contracts for exports to nonparticipating countries for which export licenses are not granted will be taken over for shipment to ECA countries.

Fifty per cent of U. S. fertilizer exports for nonoccupied areas to come from Army plants. Army to make available 10 per cent of anhydrous ammonia produced in Army plants in U. S. for domestic commercial fertilizer production.

Joint Foreign Economic Cooperation committee will have same inspection duties for government and relief in occupied areas as for ECA.

Vote

Passed House by voice vote June 4.

Passed Senate by roll call, 60-9, June 15 (p. 136).

Conference report agreed to in House by roll call, 318-62, June 20 (p. 132), in Senate by voice vote June 20.

Summary

Passage of this bill completed appropriation of \$5 billion of the \$5.3 billion authorized by law for Marshall Plan expenditures in the first 12 months. In addition to the \$4 billion in this act, \$1 billion was made available previously for Export-Import Bank loans and \$55 million by direct appropriation. The bill carried numerous House-initiated limitations on how the money could be used in order to keep scarce goods home, get rid of poor stocks, procure strategic materials for U. S. defense needs and control speculation.

Appropriations for occupied areas, Greece and Turkey, International Refugee Organization and the International Children's Fund were repeated, but there were new limitations.

The Children's Fund was cut severely because the previous appropriation had gone to children in Communist-controlled countries, and only 60 per cent of the IRO appropriation can be spent unless agreements are made to equate diets in the European refugee camps with those in the countries in which the camps are situated.

The \$400 million aid to China constituted a new appropriation.

Background

The immediately-preceding history of the appropriations was:

ECA

\$1 billion through purchase of notes by Treasury for allocation to Export-Import Bank for assistance under credit terms made available by the ECA law; \$55 million appropriated in the Interim Aid Appropriation Act, (p. 102).

Government and Relief In Occupied Areas

About \$1 billion available for fiscal 1948 according to House Appropriations Committee. Estimates for 1949 were higher partly because of \$134 million cut in British contribution for Germany.

Greece and Turkey

\$400 million for fiscal 1948 carried in 1st Supplemental Appropriation Act, 1948 Vol. III, to meet both military and relief requirements. The estimate for 1949 was for military requirements alone; relief was included in the ECA estimate.

IRO

\$71 million was appropriated for fiscal 1948 in the 1st Supplemental Appropriation, about the same amount estimated and approved for 1949. The U. S. contribution represents nearly half the total budget for the organization.

International Children's Fund

\$40 million previously authorized. This, together with the \$60 million requested for this appropriation would make the total U. S. contribution 72 per cent of the total anticipated budget of \$139 million. Actual U. S. contributions at time of passage of this bill totaled \$28 million.

House

Total estimates of \$6.5 billion were cut 21 per cent by the Appropriations Committee, mostly funds for the Economic Cooperation Administration:

The \$4.2 billion for ECA was cut 27 per cent, by cutting dollar amounts, by extending the period of expenditure from 12 months to 15 months and by making it apply to Trieste, and to Japan, Korea and the Ryukyus, for which separate estimates had been submitted by the Administration.

The \$1.4 billion for occupied areas relief was granted 100 per cent except for the supplemental \$150 million requested for economic rehabilitation in Japan, Korea and the Ryukyus.

The \$275 million for Greece and Turkey was cut 27 per cent and the \$463 million for China, 20 per cent.

The \$70 million for the IRO and the \$60 million for the Children's Fund were granted 100 per cent.

328498

APPROPRIATIONS

to prevent funds from going to Britain because of position on Palestine ruled out on points of order.

Vote

Passed by voice vote on June 4.

Senate

The bill was brought to within 6 per cent of budget estimates by action of the Senate Appropriations Committee, which put appropriations on a 12-month basis and raised some of the dollar amounts available.

On the other hand, the recommendation for the International Children's Fund was cut from the \$60 million proposed by the Administration and the House to \$20 million, partly because of reports that children in non-Communist countries were discriminated against in distributions behind the Iron Curtain and partly because of carry-overs from the previous year.

The \$245 million cut in the \$4.2 billion estimate for ECA the Senate Committee admitted was difficult to justify, but "principally because the justification for the appropriation itself has neither certainty nor substance." The "entire approach toward justifying any appropriation for fiscal 1950 should be based on a more business-like and stable formula," added the committee.

Need of Western Europe for aid and the self-interest of the U. S. in making aid available led the committee to "recommend an appropriation that well may be too high for the amount that can be accomplished in Europe in the coming year."

HIGH PRICE BAN KILLED

The House provision banning purchase of commodities at prices higher than those prevailing in the U. S. was cut out as unworkable, but language was written in the report to instruct the Administrator to act in accord with the House intent.

Also cut out in the recommendations was the House provision requiring set-asides of local currency accounts for U. S. use, and the provision requiring the ECA Administrator to take for shipment to ECA countries any goods manufactured or ordered for export prior to March 1, 1948 for which an export license is denied.

Limitation on the purchase of farm

machinery was increased to \$75 million.

Extension of the operations of the Joint Committee on Foreign Economic Cooperation to cover the expenditures in occupied areas, as proposed by the House, was endorsed strongly, but the proposal to place Greek-Turkey aid restrictions on funds for China was stricken from the Senate bill. The Committee proposed that \$125 million of China aid be earmarked for military aid.

The committee also refused to recommend an amendment requested by the Army to allow the use of occupied area funds for the expansion of fertilizer plants in the U. S.

Debate

The brief Senate debate June 15 was opened by Committee Chairman Styles Bridges (R. N. H.) who explained the differences from the House bill and said by way of justification: "We were not asked to provide money to purchase any particular goods or to meet any specified needs. In effect, we were told that we were buying recovery and the price tag was established by a deficit in the balance of payment arising out of projected trade patterns. The proponents of the program did not justify the expenditure of \$5.3 billion on a reasonable basis. Instead the committee has been challenged to justify a cut in a program that has shifted its figures constantly as the Congress has questioned the propriety of the various component parts."

James P. Kem (R. Mo.) spoke against the bill and "the grapeshot scattering of American commodities around the world with no return." He was supported by Albert W. Hawkes (R. N. J.).

The proposed cut in the International Children's Fund appropriation was the only specific proposal to provoke discussion. Wayne Morse (R. Ore.), Claude Pepper (D. Fla.), Scott W. Lucas (D. Ill.), Carl A. Hatch (D. N. M.), and H. Alexander Smith (R. Wis.) questioned the cut, but the committee recommendation was supported by division vote.

Arthur H. Vandenberg (R. Mich.) asked for the yeas and nays on the committee amendment to put the ECA appropriation on a 12-month instead of a 15-month basis. The amendment was agreed to, 64-15, (p.136).

Morse offered an amendment to require the Army to transfer 3 to 5 per cent of the anhydrous ammonia

allocated for export to fertilizer plants in this country to keep them in operation and U. S. farmers in supply. The proposal carried by voice vote.

Amendments

Amendments were:

Committee Amendment

To make ECA appropriation for 12 months instead of 15, agreed to by roll call vote, 64-15, June 15, (p.136).

Committee Amendment

To cut appropriation to International Children's Fund from \$60 million to \$20 million, agreed to by division vote.

All other committee amendments

Agreed to by voice vote

Wayne Morse (R. Ore.)

To cut exports of fertilizers by the Army in order to take care of domestic needs for anhydrous ammonia, agreed to by voice vote.

Vote

Passed Senate on roll call vote, 60-9, June 15, see p.136.

Bill as Enacted

The Conference agreed to the 12-month basis for the ECA appropriation if the President makes a determination that this is necessary. All other appropriations were for a straight 12 months.

The dollar appropriation for ECA stayed at the \$4 billion it had been from the beginning, but economic rehabilitation of Japan, Korea and the Ryukyus was transferred from this fund to the Army occupied areas fund. Expenditures for Trieste continue to come from ECA money as originally proposed by the House.

COMPROMISES

Other appropriation figures: Occupied areas, Greece and Turkey, China and International Children's Fund were compromised between the House and Senate proposals. Supervision of China aid in accord with provisions of the Greek - Turkey Aid Act remained out of the bill, as proposed by the Senate.

The full estimate for IRO had been approved by both the House and Senate, but the provision requiring adjustment of refugee camp diets before the appropriation becomes available was compromised by making it

APPROPRIATIONS

Government Corporations

HR 6481—Public Law No. 860

Appropriations:	(Thousands of dollars)
Tennessee Valley Authority	27,389
Housing and Home Finance Agency	*5,590

Institute of Inter-American Affairs	2,500
Farm Credit Administration (Agriculture)	**500
Inland Waterways Corporation (Commerce)	2,000

Total	37,979
-------	--------

Administrative Expense Authorizations	(Thousands of dollars)
---------------------------------------	------------------------

Export-Import Bank of Washington	800
Panama Railroad Company	715
Tennessee Valley Authority	3,700
Tennessee Valley Associated Cooperatives, Inc.	1
Reconstruction Finance Corporation	24,796

Housing and Home Finance Agency	
Home Loan Bank Board	1,800
Federal Savings and Loan Insurance Corp.	600

Home Owners' Loan Corporation	2,300
-------------------------------	-------

Federal Housing Administration	19,000
Public Housing Administration	9,500
Liquidation of resettlement projects	40

Federal Farm Mortgage Corporation (Agriculture)	2,000
Federal intermediate credit banks (Agriculture)	1,607

Production credit corporations (Agriculture)	1,500
--	-------

Regional Agricultural Credit Corporation of Washington, D. C. (Agriculture)	172
---	-----

Inland Waterways Corporation (Commerce)	499
---	-----

Virgin Islands Company (Interior)	98
-----------------------------------	----

Federal Prison Industries, Inc. (Justice)	302
---	-----

Institute of Inter-American Affairs (State)	490
---	-----

Total (discrepancy due to rounding)	69,896
-------------------------------------	--------

*—Included \$750,000 for administrative expenses.

**—Administrative expenses.

Other Provisions	(Millions of dollars)
------------------	-----------------------

Borrowing authority	
Virgin Islands Company (Interior)	.5

Payments to Treasury	
Tennessee Valley Authority (amortization of Federal investment)	5.5

applicable against only 40 per cent of the fund. Sixty per cent is available without limitation.

House conferees insisted on provisions prohibiting ECA purchases at prices above those prevailing in the U. S., requiring set-asides from local currency accounts for U. S. use — although reducing the amount from the 10 per cent proposed by the House to 5 per cent, and requiring shipment to ECA countries of any goods manufactured or ordered for export prior to March 1, 1948 for which an export license was denied.

NON-COMMUNIST PROVISION KILLED

The provisions requiring purchase of \$65 million of nonfat dry milk solids and making it a felony to belong to a labor union whose officers had failed to sign non-Communist oath required by the Taft-Hartley law stayed out of the bill, as provided by the Senate.

The Senate increase in the limitation on purchase of farm machinery to \$75 million stayed in the bill.

The conference agreed on 10 per cent as the amount of anhydrous ammonia to be made available by the Army for domestic use.

The conference report was agreed to in the House June 20 by a roll call vote, 318-62 (p. 132) after Cannon said the report was a "complete victory" for the Senate program and highly satisfactory to the minority.

The report was agreed to in the Senate by voice vote June 20, at which time Vandenberg said "the conferees have done a splendid piece of constructive work which maintains the full spirit of this great enterprise."

The President signed the bill June 28. He said the ECA appropriation "is substantially in accord with the program presented to the Congress six months ago. It represents the combined judgment and will of the Executive and the Congress. It was evolved in the spirit of cooperation and not of partisan conflict. It demonstrates the united determination of our people to make good our pledge of cooperation to those who, like ourselves, are striving to achieve enduring peace and prosperity among all nations."

Housing and Home Finance Agency (recession)	7.6
Panama Railroad Company (dividend to Treasury)	10.0
Federal Farm Mortgage Corporation (dividend to Treasury)	68.0
Production credit corporations	30.0
Regional Agricultural Credit Corporation (cut in revolving fund)	19.4

Total returned to Treasury	141.0
----------------------------	-------

Losses written off—	
Cancellation of RFC notes representing unrecoverable war	Billion

and defense expenses	\$9.3
----------------------	-------

Legislative provisions—	
Public Housing Administration—	

Payments by housing authorities to local governments in lieu of taxes limited to amounts specified in original contracts; limitation of 20 per cent on number of PHA employees in higher pay brackets	
Defense Homes Corporation—Assets and liabilities transferred to RFC for liquidation; Regional Agricultural Credit Corporation of Washington—Provision for loans to fur farmers up to \$4 million.	

Votes

Passed House by voice vote, May 11.

Passed Senate by voice vote June 15.

Conference report agreed by voice vote June 19 after a roll call vote in each house on the TVA steam plant (p. 125).

Summary

This bill provided \$38 million in cash appropriations and authorized \$69.9 million in administrative expenses for 84 of the 86 government corporations. These corporations have access to approximately \$30 billion in government credit, of which approximately \$12 billion is in use. Income and expenses each amount to \$3 billion annually.

The only issue debated heatedly in this year's bill was the proposal—eliminated by the House, passed by the Senate, and finally eliminated in conference—for \$4 million to start construction of a steam plant for the Tennessee Valley Authority to generate electricity. Questions raised about the proposal: Does TVA legislation permit construction of a steam plant? Is TVA primarily for flood control and navigation with power development only a by-product? Must

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APPROPRIATIONS

Summary dismissal powers were granted for the first time to the Secretary of Commerce and renewed for the Secretary of State.

Report

Here is how some of the individual departments and agencies fared, and what the 320-page Committee report had to say about them.

Defense Department

The largest single portion of the budget — \$13,911,127,300 — went to the Defense Department. The sum included \$12,825,342,300 in cash and \$1,085,785,000 in new contract authority. This was \$203,332,700 less than the amount requested by the President, but the cuts were confined almost entirely to administrative expenses, auxiliary services and allowances for price declines. The Committee accused President Truman of "thwarting a major policy of Congress" by ordering the Defense Secretary to place in reserve money provided by Congress last year for increasing the size of the Air Force from 48 to 58 groups. This amounted to an "item veto", the Committee charged. In support of the military funds, the Committee asserted the country "cannot safely make further reductions in the military program."

Veterans Administration

An outlay of \$5,801,782,795 was recommended for the VA in fiscal 1951, representing a decrease of \$205,832,205 under the budget request. The sum was \$528,736,205 below the 1950 appropriations. The Committee urged the VA to "take early steps to correct (the) unsatisfactory situation" of its vast insurance program by consolidating insurance records in one office.

Atomic Energy Commission

The Committee said more accurate estimates of construction costs should be provided. The bill contained \$647,820,000 for the 1951 fiscal program and \$300,150,000 in contract authorization. This represented a \$61,980,000 cut in cash and \$33,350,000 contract reduction.

Commerce Department

The special provision giving the Secretary of Commerce power to fire at will any employee "whenever he shall deem such termination necessary or advisable in the interests of the United States" grew out of heated sessions of the Commerce Appropriations Subcommittee's hearings. Subcommittee

Chairman John J. Rooney (D N.Y.) charged that the Department "was 'honeycombed' with Communists. Department officials had responded that a group of employees cleared of disloyalty charges had remained on the payroll, even though they were considered 'bad security risks', because authority was lacking to fire them.

Post Office Department

The Committee set \$401,500,000 as the legal maximum which the Post Office Department could get from the Treasury for operating expenses in fiscal 1951. This was done in anticipation of enactment of HR 2945, a bill to increase postal rates, the Committee said. (See page 427.) The remainder of estimated postal expenditures of \$2,235,607,000 would be made up from postal revenues amounting to \$1,681,000,000.

Army Department Civil Functions

A total of \$600,945,000 was recommended for the Corps of Engineers rivers and harbors and flood control activities. This represented a budget cut of \$197,537,000, or 25 per cent, one of the largest cuts in the one-package appropriation legislation.

Justice Department, Federal Bureau of Investigation

The Committee recommended \$144,230,000 for the Justice Department, decreasing the budget estimate \$3,195,800. The full amount requested for the Federal Bureau of Investigation—\$57,400,000 — was voted, however. The funds were to provide for 700 new employees, of whom 325 would be agents. A \$4,000-a-year increase in the present \$16,000-a-year salary of FBI Director J. Edgar Hoover was also stipulated.

State Department

Reductions in the percentage of financial support the United States was giving international organizations was urged by the Committee, which approved an appropriation of \$217,651,297 to run the State Department. A \$25 million item for the International Refugee Organization was granted "with the explicit understanding that it is to complete the program."

Agriculture Department

An appropriation of \$764,032,701 was voted the Agriculture Department, \$42,245,745 below the budget requests. It reduced by \$199,990,000 the

revolving fund for resubscriptions to capital stock of the Federal Farm Mortgage Corp. The National School Lunch Program was given the full budget estimate of \$83,500,000. The Rural Electrification Administration got \$375,000,000 in loan authorization, \$25,000,000 of which was earmarked for the rural telephone program. This was \$75,000,000 below the budget estimate.

Interior Department

The amount of \$621,634,130 was recommended for the Interior Dept. This was \$47,617,375 under the budget. The Bureau of Reclamation got \$325,108,000 for its activities, which include construction and rehabilitation of authorized reclamation projects. The Bureau of Indian Affairs got \$76,293,000, some \$16 million more than it got in 1949, but about \$10 million less than was requested in the 1951 budget.

U. S. Maritime Commission

A cash appropriation of \$96,128,720 was allowed the U. S. Maritime Commission, which also got \$63,000,000 in contract authorization. The President had asked \$164,730,000 and \$70,000,000 respectively. The Committee was critical of the Commission's operating-differential subsidy request, pointing out that \$93,380,000 had been asked, but that the use of only \$50,406,843 had been proposed. The Committee granted \$26,450,000 in new funds for subsidies, but reappropriated enough unused 1949 and 1950 funds to make a total of \$81,659,157 for this purpose.

Other Reports

Rep. John Taber (R N.Y.), ranking Republican member of the House Appropriations Committee, issued a statement on HR 7786, in which he maintained the bill's money total should be cut another \$1 billion or more. "Our people are being taxed beyond endurance," he declared, "and we are headed for uncontrolled inflation and bankruptcy unless a brake is put to unnecessary spending."

The House Republican Policy Committee, moving in to kill some of the money in the big measure, met March 28 and afterwards disclosed that members were preparing to seek an across-the-board cut of 20 per cent in federal personnel as one way of achieving government economies.

Rep. Taber (R N.Y.) said the cut, if it were proposed, would be offered as a ban on the refilling of government vacancies. He said such a poli-

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APPROPRIATIONS

State - Justice - Commerce

HR 4740 — P.L. 188

Summary — Among the last appropriation bills of the year to become law was the measure (HR 4740) financing the State, Justice and Commerce Departments and the Judiciary for fiscal 1952.

Sent to the White House on Oct. 12, it was signed into law by President Truman Oct. 22, nearly four months after fiscal 1952 had begun. It became Public Law 188. The measure provided a total appropriation of \$1,042,867,887 (budget estimates were \$1,258,296,141) for the four branches of the government in fiscal 1952.

In the House, which passed the bill July 26, an appropriation of \$1,045,940,115 was voted, while the Senate, which passed the bill Aug. 24, approved a total of \$1,045,452,863. The conference committee took the lower of the House and Senate figures, wherever there was a substantial difference.

Of the total approved, the State Department received \$228,104,861, Justice \$181,602,000, Commerce \$607,242,911, and the Judiciary \$25,918,115.

Congress' overall reduction in the budget estimates for these agencies amounted to about 18 per cent. State and Commerce were dealt the severest cuts, of about 19 and 22 per cent, respectively. Justice and the Judiciary were cut about two per cent each.

To State and Commerce, also, was applied the compromise personnel reduction amendment, sponsored by Rep. Ben F. Jensen (R Iowa), prohibiting the filling of more than 25 per cent of the personnel vacancies occurring in fiscal 1952, until a 10 per cent reduction in personnel force was achieved. Also written in to supplement the Jensen amendment was a Senate-sponsored 10 per cent cut in budget estimates for personal services.

Justice, with the exception of general administrative personnel, and Judiciary were excluded from the application of these amendments, and some agencies of both State and Commerce also were exempted, such as the Foreign Service and the Civil Aeronautics Administration.

As in earlier appropriation bills, the Senate struck out the Jensen amendment, and inserted instead a 10 per

cent cut in budget estimates for personal services. However, the conference committee revised the Jensen amendment and restored it to the bill, and at the same time left intact the reduction in personal services budgets.

The House completed action on the conference report Oct. 11 and the Senate accepted it Oct. 12.

The President signed it Oct. 22 without comment.

Provisions

State Department	\$228,104,861
Salaries and Expenses	74,200,000
Representation Allowances	675,000
Acquisition of Buildings Abroad	7,500,000
Emergencies in the Diplomatic and Consular Services	9,900,000
Contributions to International Organizations	30,297,861
Missions to International Organizations	1,400,000
International Contingencies	2,500,000
International Boundary and Water Commission, United States and Mexico	12,930,000
American Sections, International Commissions	702,000
International Information and Educational Activities	85,000,000
Philippine Rehabilitation	3,000,000
Justice Department	181,602,000
Salaries and Expenses, General Administration	2,285,000
Salaries and Expenses, General Legal Activities	9,032,000
Salaries and Expenses, Anti-Trust Division	3,200,000
Salaries and Expenses, United States Attorneys and Marshals	12,990,000
Fees and Expenses of Witnesses	1,000,000
Salaries and Expenses, Claims of Persons of Japanese Ancestry	725,000
Federal Bureau of Investigation	90,000,000
Immigration and Naturalization Service	36,400,000
Federal Prison System	25,970,000
Office of Alien Property	*(3,600,000)
Commerce Department	607,242,911
Office of the Secretary	1,734,530
Bureau of the Census	13,700,000
Civil Aeronautics Administration	155,074,562
Civil Aeronautics Board	3,625,000
Coast and Geodetic Survey	12,200,000
Bureau of Foreign and Domestic Commerce	10,341,180
Patent Office	11,500,000
Bureau of Public Roads	360,125,000
National Bureau of Standards	13,442,639
Weather Bureau	25,500,000
Judiciary	25,918,115
Supreme Court	1,238,250
Court of Customs and Patent Appeals	194,500
Customs Court	433,165
Court of Claims	588,900
Other Courts and Services	23,463,300
TOTAL	1,042,867,887

*Figure for Office of Alien Property not included in the Justice Department total.

(For other provisions, see CONFERENCE section of this story, below.)

HOUSE

Committee

The House Appropriations Committee July 10 reported the State, Justice and Commerce and Judiciary Ap-

propriation Bill for fiscal 1952 (HR 4740). Leaders repeatedly had postponed bringing the bill to the House floor in fear of a promised Republican attempt to pass a rider ousting Dean Acheson as Secretary of State.

After the new fiscal year began, Administration leaders decided against further delay. But as the bill was reported, John Phillips (R Calif.) a member of the Appropriations Committee, said he would offer on the floor a so-called "get-Acheson amendment" to deny government policy-making posts to anyone who, during the previous five years, had been connected with a legal or business firm that had dealings with a foreign government. (Acheson's law firm had.)

Recommended for the four branches by the Committee was an appropriation totaling \$1,051,715,115 as against budget estimates totaling \$1,258,296,141. This was a cut of \$206,581,026, or about 16 per cent, and was among the highest cuts, percentage-wise, proposed by the Committee in any of the year's regular departmental money bills.

Biggest cuts recommended were in State and Commerce Department funds. These were, respectively, from a requested \$283,686,476 to \$231,432,000 and from \$763,763,925 to \$612,698,000. The State Department reduction was about 18 per cent under its budget, and Commerce was cut about 20 per cent.

On the other hand, the Justice Department, for which \$181,667,000 was recommended against estimates amounting to \$184,356,000, was cut only about 1.5 per cent; and the federal Judiciary, for which \$25,918,115 was recommended against a budget of \$26,489,740 was cut only a little more than two per cent. Both Justice and the Judiciary were to receive increases over their fiscal 1951 funds. Most of the Justice Department increase was for the Federal Bureau of Investigation and the additional funds for the Judiciary were earmarked to pay for newly-created federal judgeships.

In its report, the Committee pointed to its overall 16 per cent cut in the budget estimates. "This reduction is especially significant," the Committee wrote, "in view of the numerous agencies in the bill which are performing necessary services directly related to national defense which could not be reduced."

State Department

The Committee cited the dangers

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inherent in restricting the State Department's essential activities in an era of world tension, but it then proceeded to administer a scolding, and make item-by-item cuts in the Department's functions and activities. The Committee contended that sufficient funds had been permitted for essentials, and that allowance had been made for improvement of quality, rather than quantity, of operations.

Most severely cut was the Department's International Information and Educational Activities, the feature function of which is the Voice of America. A budget of \$115 million had been proposed for the various activities but the Committee trimmed it by \$30 million, leaving \$85 million for fiscal 1952 operations, after noting that the Department had placed what it called "undue emphasis" on certain activities and included others on its program "the value of which is extremely questionable." Tight restrictions were applied to funds for salaries and expenses of the directional and management staffs of the information program. The Committee said these staffs had been enlarged beyond the scope of the estimates previously presented to Congress, and without "prior consultation with . . . the Appropriations Committee and even contrary to the specific instructions" of the Committee.

In addition, disappointment was expressed by the Committee over the progress made in reducing this government's contributions to international organizations. A cut of \$1,384,476 was made in the budget estimates of \$30,684,476 for this purpose, leaving \$29,300,000. Further reductions and withdrawals, where benefits were light or activities were duplicated, were recommended.

Further, the Committee alleged there was carelessness in the handling of State Department travel funds. It urged that Foreign Service personnel be held longer at their posts and required to adjust transfer travel to home leaves in the interest of economy. A provision that would have permitted Foreign Service personnel to travel on ships of other than United States registry was killed.

The only item untouched in the Department's budget was the Philippine Rehabilitation Program, for which \$3 million to liquidate previous contract authority was provided.

Justice Department

Among the biggest cuts in Justice's budget was \$500,000 trimmed from the Anti-Trust Division, leaving \$3.2 million for the unit.

It also trimmed \$500,000 from the \$1.5 million requested for fees and

expenses of witnesses, saying past experience showed the request was inflated. An appropriation of \$90 million was recommended for the FBI; this was a reduction of \$665,000 in budget estimates, but an increase of \$20,728,000 over the 1951 appropriation. The increase was in accord with the "Bureau's need for discharging its many official responsibilities and confidential investigation commitments in the security field," wrote the Committee.

Commerce Department

Brunt of the 20 per cent cut in the Commerce budget was borne by the Civil Aeronautics Administration and the Bureau of Public Roads. But it was admitted that some of these cuts might be considered in a "phony" category. For example, \$325 million was allowed for the federal-aid highway construction program administered by the Bureau of Public Roads, a cut of \$95 million in the budget estimate. The Committee said it expected materials shortages would reduce the amount of road work during fiscal 1952, but it admitted that the Bureau had legal authority to take on any obligations up to \$500 million a year, and if the roads should be built, Congress would be obliged to furnish the funds. Similarly, \$15 million was cut from the \$30 million requested to liquidate contract authority previously granted the federal-aid airport program run by the CAA. The full \$30 million, of course, already had been committed and the money would have to be appropriated sooner or later, it was acknowledged. A total of \$35,840,000 was allowed the federal-aid airport program.

In another category of cuts, however, the Committee trimmed \$17,150,000 from the CAA's program for establishing air navigation facilities, leaving \$20 million for the program. A budget item of \$600,000 for the CAA to start a research program for testing and improving jet transports for government and commercial use was deleted entirely. The Committee declared the plane manufacturers and commercial airlines, and not the federal government, should finance such development.

Judiciary

This appropriation, for the expenses of all federal courts including the salaries and expenses of judges, provided funds for an additional judgeship for the first circuit of Hawaii, one for the new district court of Guam and two for the northern district of Illinois, and additional personnel to assist these judges, as well as an additional law clerk for Justice William O. Douglas of the U. S. Supreme Court.

For all four branches, requests for additional automobiles were denied and reductions of varying degree were made in allowances for car replacements.

State Department Reacts

Hardly had the committee reported to the House when Deputy Undersecretary of State Carlisle H. Humelsine wrote to Rep. John J. Rooney (D N.Y.), chairman of the Appropriations Subcommittee which handled the money measure, and presented his estimate of the effects of the "get Acheson amendment" proposed to be introduced by Phillips.

Humelsine reported that the Phillips proposal would cut off the pay of some 50 to 75 top officials of the State Department, including many prominent Republicans.

Floor Action

The House began debate on the bill July 23. Final passage came July 26, after an acrimonious four-day debate that centered on two big issues: funds for the Voice of America and the Republican drive to tack on a rider cutting off the pay of Secretary Acheson. The total appropriation after passage, was \$5,775,000 less than the Committee recommended.

Off-the-Floor Action

The Republican's "get Acheson" strategy occupied the GOP both on and off the House floor after debate began on the appropriation bill, the proposed vehicle for the amendment. Phillips was the nominal author of the amendment but before he brought it up on the floor, it was rewritten considerably and officially adopted by the House GOP membership. The first rewriting was done by Phillips himself, after the State Department attacked its broad application and revealed it would hit many high officials. Phillips denied the Department's contentions but nevertheless rewrote it to "narrow" its effect so that it would deny pay only "to the head of any executive department" who had been affiliated within the previous five years with a firm that represented a foreign government.

On July 24, a House GOP Policy Committee met to scrutinize the anti-Acheson proposal. The group recommended that the rider be changed to provide that the salary of any official, otherwise banned by the amendment, might be paid if his nomination were "submitted or resubmitted" for Senate confirmation. On July 25, this version was presented to the House Republican membership, which

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promptly approved it by a vote of 71 to 33.

And In The Chamber

With these activities in progress backstage, Republican debaters in the House had been laying down a two-day barrage against the Voice of America. They denounced it as "fuzzy-headed," mismanaged and ineffectual, and, in short, "a \$100 million flop." Sharing in the criticism were the other programs of the Department's International Information and Educational Activities and the man who headed them, Edward A. Barrett, Assistant Secretary in charge of Public Affairs.

Clarence J. Brown (R Ohio) called the VOA the "Voice of Acheson" and classified Barrett as "part and parcel of this fuzzy-minded, timid cabal" in the State Department. Brown agreed that the VOA should not be abolished but added, "I can see no way to improve the product so long as it remains in the hands of the present Administration."

He advocated a slash in the Voice's funds, in the meantime. The Ohioan particularly criticized a statement by Barrett that a little land reform in some countries might be worth 20 divisions of troops in preventing Communist seizures of power there. But John W. McCormack (D Mass.), House Majority Leader, answered by pointing to Gen. Douglas A. MacArthur as one of the many advocates of Asian land reform.

George A. Dondero (R Mich.) criticized the VOA for sending "picture books overseas showing well-fed and well-clothed Americans." From what he heard, said Dondero, "the people of Europe and Asia are getting tired of such infantile attempts at propaganda."

Calls Program "Flop"

Richard B. Wigglesworth (R Mass.) accused the VOA of having failed to meet its responsibility of encouraging people in Russian-dominated areas. Complaints from Poland, he said, were that VOA programs were filled with detailed reports about American internal affairs incomprehensible to the Poles and that international affairs were presented in a way often "irritating and offensive." Also, Wigglesworth asserted, there was exaggerated praise of German achievements and of the Tito regime in Yugoslavia.

John Taber (R N.Y.), termed the whole VOA program "a flop." Wil-

liam S. Hill (R Colo.) asked why the Voice, with its large permanent staff, had found it necessary to pay \$443,926 to outside free lance writers in fiscal 1951. Among the latter group were, he said, several broadcasters of the Columbia Broadcasting System, including Charles Collingwood, William Downs, Griffing Bancroft and Eric Sevareld.

"In hiring these men," Hill stated, "the State Department, to put it mildly, has placed itself in a highly dubious position. As political commentators, they frequently have occasion to pass judgment and express opinions regarding the same State Department that is making cash payments to them." Hill said CBS "has the reputation of being a strong supporter of the Truman Administration and of socialistic tendencies generally."

On July 25, the day after Hill leveled his attack on these four, Assistant Secretary Barrett wrote to Rep. Rooney in defense of the men and called the attack "a gross injustice." Barrett stated that the commentators deserve "very sincere thanks from the nation."

Prince H. Preston Jr., (D Ga.) challenged the Republicans to offer an amendment to "wipe out" the Voice. He suggested that some of the GOP speeches on the subject had been written by the Republican National Committee and expressed doubt some Republicans were stating their own opinions.

"Oust Acheson" Drive

The Republicans, having readied the Phillips amendment for presentation to the House, trained their guns on the Secretary July 26.

It was the method of ousting him, rather than the objective itself, that became the main issue before the House and provoked one of the most heated debates of the session.

Lawrence H. Smith (R Wis.) said Acheson had caused "irreparable damage to the United States." Referring to a Polish loan which Acheson's law firm supported after the war (Poland was its client at the time), Charles J. Kersten (R Wis.) said it was Acheson who was responsible for "setting up the police state of Poland." George H. Bender (R Ohio) blamed the Secretary for "all the casualties in Korea."

For the Democrats, Rooney led the defense. "If you want to get Acheson out of office," Rooney advised, "do it the honest way. Do it the way the

Constitution prescribed. Do it with your head held high. Do not grovel in the slum of irresponsible flouting of the law. Impeachment is the proper course if you feel the present Secretary of State unfit for the office he holds . . ."

Joseph W. Martin, Jr., (R Mass.), House Minority Leader, protested, angrily making a point of order that the New Yorker was violating House rules by reflecting on the integrity of Republican members. House Speaker Sam Rayburn (D Tex.) said he could hardly agree that Rooney's remarks were "quite proper" and upheld Martin's point of order.

In defense of the State Department, Alfred D. Sieminski (D N.J.) accused its Republican critics of having "no guts."

Decision on "Ouster"

Finally the Phillips amendment came up for a decision. The proposal, as approved by the Republican conference (requiring resubmission of Acheson's nomination to the Senate if his pay was to continue), was ruled out of order. It was then revised, leaving out the renomination provision, to simply forbid payment of the Secretary's pay.

This provision was then defeated on a standing vote, 81 - 171.

The Republicans suffered another setback when the House refused to slash funds for the State Department's information services, including the VOA. The latter action was taken on amendment by Cliff Clevenger (R Ohio) to cut \$15 million from the funds. The House turned it down on a standing vote, 137 - 167. Later Clevenger offered a motion to recommend the bill with instructions to the Appropriations Committee to make the \$15 million cut, but again he was defeated, this time on a roll-call vote, 142-245. (For voting, see page 168.)

When the battle was over, however, funds for the State Department had been reduced by \$5,057,000 in addition to the \$52,254,476 in Committee cuts which the House had also approved. Among floor cuts was a \$2.3 million reduction in funds for American contributions to international organizations, offered by James C. Davis (D Ga.), and approved by roll-call vote, 117-102. Subsequently adopted was a parallel amendment, by John Bell Williams (D Miss.), which provided that American contributions to any international organization should not exceed one-third of the estimated total annual cost of the or-

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ganization. This amendment was challenged on a point of order, but was sustained and then accepted on standing vote, 155-137.

In addition, \$100,000 was trimmed from the Justice appropriation, and \$600,000 from Commerce. No changes were made in the appropriation for the Judiciary.

The amendment added by Ben F. Jensen (R Iowa) to most other regular appropriation bills of the year was written into the measure. With the exception of the Justice Department, the Judiciary and the Civil Aeronautics Board, it prevented the filling of more than 25 per cent of the personnel vacancies occurring in the agencies in fiscal 1952. Smith (R Wis.) was defeated, however, when he attempted to add his amendment cutting domestic information staffs by 25 per cent.

As the bill went to the Senate, the total appropriation was \$1,045,940,115, divided among the four agencies as follows:

State Department — \$226,357,000
Justice Department — \$181,567,000
Commerce Department — \$612,098,000
Judiciary — \$25,918,115.

AMENDMENTS ACCEPTED

Karl Stefan (R Neb.) — Reduce funds for salaries and administrative expenses of the Department of State by \$2,500,000. Teller vote, 126-102.

Stefan — Reduce fund for representation allowances of State by \$175,000. Voice vote.

James C. Davis (D Ga.) — Reduce U. S. contributions to International Organizations by \$2,300,000. Teller vote, 117-92.

Stefan — Reduce salaries and expenses fund of the Immigration and Naturalization Services by \$100,000. Voice.

William M. Colmer (D Miss.) — Reduce salaries and expenses fund of the Bureau of the Census by \$600,000. Teller, 81 - 73.

Stefan — Reduce funds for international contingencies of Department of State by \$100,000. Voice.

John Bell Williams (D Miss.) — Provide that U. S. contributions to international organizations should not exceed one-third estimated total annual cost. Sustained on point of or-

der, then accepted on standing vote, 155-137.

Ben F. Jensen (R Iowa) — Limit filling of personnel vacancies to 25 per cent but exempt Justice Department, the Judiciary, and the Civil Aeronautics Board from limitation. Standing, 142 - 127.

AMENDMENTS REJECTED

Karl Stefan (R Neb.) — Reduce funds for Tuna Fish Commission by \$20,000. Voice vote.

Laurie C. Battle (D Ala.) — Increase U. S. contributions to international organizations by \$997,861 to cover obligations incurred from Jan. 1 to June 30. Voice.

Cliff Clevenger (R Ohio) — Reduce funds for Voice of America by \$15,000,000. Standing, 136-167.

John Phillips (R Calif.) — Withhold the salary of the head of any executive department who, within a period of five years preceding his appointment, was a partner in or a member of a professional firm which derived any part of its income from or acting for a foreign government, or who, acting as an individual derived income from such representation. Standing, 81 - 171.

Gerald R. Ford, Jr. (R Mich.) — Withhold funds to the State, Justice and Commerce Departments for full-time chauffeurs for official limousines. Standing, 97 - 121.

Lawrence H. Smith (R Wis.) — Reduce by 25 per cent the budgeted amounts for the Domestic Information Services. Standing, 154-154.

SENATE

Committee

The Senate Appropriations Committee reported on Aug. 21 its version of the State, Justice, Commerce and Judiciary Appropriation Bill, with a recommended appropriation of \$1,022,882,263. This was \$23,057,852 short of the sum approved by the House and \$235,413,878 or about 18.7 per cent under budget estimates.

Principally responsible for the overall reduction was the Senate Committee's decision to strike out the House's Jensen amendment prohibiting the filling of more than 25 per cent of the personnel vacancies occurring in the agencies under the bill in fiscal 1952, and to propose substituting a 10 per cent reduction in budget esti-

mates for most personal services in the State and Commerce Departments. The Justice Department and the Judiciary were exempted from this cut, though their general budgets were reduced and they were warned not to exceed their budgeted amounts for personal services.

In the case of State, the 10 per cent reduction was not applied to Americans in the Foreign Service, since, the Committee said, "it might seriously affect the ability of the Department to carry out the foreign affairs of the United States." In Commerce, the reduction was applied only to personnel engaged by the CAA in administrative activities and not to persons operating facilities.

State Department

The total amount recommended for the State Department was \$205,877,838 a reduction of \$20,479,162 below the House figure and \$77,808,638 below the budget estimates. The largest reduction was in the Department's International Information and Educational Activities (including the VOA) which the Committee cut \$22 million under the House appropriation of \$85 million (budget estimate: \$115 million). Contributions to International Organizations were increased from the House's \$27 million figure to \$30,297,861, the amount requested. The Committee struck out the House language, flatly prohibiting American payment of more than one-third of the total annual cost of any international organization, and inserted a provision requiring the State Department to get approval of the House and Senate Appropriations Committees before it committed the American government to a contribution larger than one-third of the organization's budget.

Justice Department

The House appropriation of \$181,567,000 for Justice was approved in full by the Senate Committee. However, funds for operating the Office of Alien Property (not derived from Treasury revenue but from enemy property vested in the Attorney General under the Trading with the Enemy Act) were cut from the \$3.6 million recommended by the House to \$3 million. The Committee noted that the Office had a total of 187 attorneys and said this was "entirely" too many.

Commerce Department

The Committee recommended an appropriation of \$609,500,560, a decrease of \$2,597,440 from the House

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bill and \$154,263,365 under the budget estimate.

The \$20 million approved by the House for the CAA to establish air navigation facilities was raised to \$25 million.

The House - approved \$15 million for liquidation of contract authority under the federal-aid airport program was cut by the Committee to \$10 million (the CAA "volunteered" a reduction in these contract liquidation funds from \$15 million to \$11.8 million, noted the Committee in its report). A fund of \$597,500 was restored to the bill for the CAA to proceed with development of jet - transport aircraft (the requested \$600,000 was deleted by the House). The House reduction in budget estimates for the federal-aid highway program (from \$420 million to \$325 million) was approved.

Judiciary

An appropriation of \$25,936,865 was recommended, an increase of \$18,750 over the House bill. The increase was made to provide funds to equip a library for the new United States court about to be completed in the District of Columbia.

General Provisions

Recommended for insertion in the bill were the following general provisions, also included in several previous appropriation bills, which:

Required the ratio of employees engaged in personnel work to those in other regular activities to be 1 to 115.

Banned the employment by any of the agencies of full - time chauffeurs in the District of Columbia except for automobiles assigned to the Secretary of State and Commerce, the Attorney General and for operation by the FBI. The Foreign Service was limited to the employment of not more than 500 full-time chauffeurs in countries outside the U. S.

Public information staffs of the various agencies were reduced to 75 per cent of their 1952 budget, except in the cases of disseminators of information necessary for enforcement of law by the FBI, the Immigration and Naturalization Service, the promotion of safety of human life by the CAA and the Weather Bureau, scientific experimentation by the National Bureau of Standards and the Coast and Geodetic Survey.

Floor Action

The Senate took up the bill Aug. 22, and passed it by voice vote Aug. 24.

As in the House, the main issue of controversy during the Senate debate was the State Department's International Information and Educational Activities - Voice of America program.

Before final action on the bill, a total of \$22,570,600 was added through floor amendments, the greatest portion of which - \$22 million - went to the international information program. The latter amount was added under an amendment by Karl E. Mundt (R S.D.), which was approved on roll-call, 52-16. It restored the full amount cut from the program by the Committee. In other amendments affecting the program, all offered by Mundt and approved by voice votes, the Senate increased the sum, within the total appropriation, earmarked for "exchange of persons" from \$5 million recommended by the Senate Committee to \$10 million, as requested in the budget estimates; and raised the limitation on funds for personal services to \$33,200,000.

The other \$570,600 added to the bill was for the Justice Department - restoring the \$300,000 cut by the House from the Anti - Trust Division, and \$70,600 of the \$113,000 cut from the Department's general administration funds. Estes Kefauver (D Tenn.) sponsored both these additions. He said the general administration addition would be used to put into effect the National Youth Correction Act approved by the 81st Congress.

During the three days of debate, the VOA received both praise and criticism. Mundt described the Voice as "the only overseas campaign we have to keep this country out of war - most of our other overseas programs are designed to help win a war if we get into it."

Benton Sees "Dividends"

William Benton (D Conn.) said "money invested in this area now, in the coming critical year, in my judgment will pay dividends not only in the present but for many, many decades." Benton proposed to restore the full budget estimate (\$115 million) for the information and educational activities, and he offered an amendment to this effect; however, he later withdrew it in favor of Mundt's amendment restoring the Senate Committee cut.

Pat McCarran (D Nev.), however, supported the \$63 million budget proposed by the Committee. McCarran, who headed the Appropriations Subcommittee that drafted the recommendations on the bill, said \$63 million "would allow necessary things to be done but will suffice . . . to prevent frivolous and ill-conceived projects to go forward."

While the Senate made only additions to the bill, it nevertheless was confronted with numerous amendments to make reductions in various appropriations. But all were rejected.

Four reduction amendments were offered by Paul H. Douglas (D Ill.). All were rejected. The Illinoisan tried to cut the funds for salaries and expenses of the State Department by \$4,487,777, but this was rejected on voice vote. Then, Richard M. Nixon (R Calif.) attempted to cut the salaries and expenses fund by \$207,115, but his amendment also was rejected on a roll-call vote, 28-45. (For voting, See Page 178.)

Thereafter, Douglas tried to cut \$2 million from funds provided for the State Department to acquire buildings abroad (the House provided \$8 million, the Senate \$7 million for this purpose). The Senate rejected the amendment on a 36-36 roll call, when Vice President Alben W. Barkley broke the tie with a negative vote.

In another amendment, Douglas tried to reduce by \$175,000 the State Department's "representation allowances," the funds used to establish and maintain relationships with foreign officials. The Senate rejected this too, 25 - 40. Douglas' last effort was an amendment to cut by \$25 million the funds for federal highways. It was rejected by voice vote.

As the bill went to conference the total appropriation was \$1,045,452,863, divided:

State Department—\$227,877,838.
Justice Department—\$182,137,600.
Commerce Department — \$609,500,560.
Judiciary — \$25,936,865.

AMENDMENTS ACCEPTED

Pat McCarran (D Nev.)—Increase from \$144,000 to \$147,500 limitation on expenditures for personal services in the care of building and ground funds for the Supreme Court. Voice vote.

Carl Hayden (D Ariz.) — Exempt employees of the Foreign Service of the U. S. from ratio limitation imposed on employees engaged in personnel work. Voice.

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Karl E. Mundt (R S.D.) — Increase by \$22 million funds for International Information and Educational Activities of the State Department. Roll call, 52-16.

Mundt — Provide \$10 million of the International Information and Educational Activities fund for the exchange of persons. Voice.

Mundt — Amend Mundt amendment increasing funds for International Information and Educational Activities by raising limitation on funds for personal services to \$33,200,000. Voice.

Estes Kefauver (D Tenn.) — Increase by \$70,600 funds for general administration of the Justice Department. Voice.

Kefauver — Increase by \$500,000 funds for the Anti-Trust Division of the Justice Department.

McCarran — Increase by \$1,270,290 the limitation on funds for personal services of the Weather Bureau of the Department of Commerce. Voice.

AMENDMENTS REJECTED

Paul H. Douglas (D Ill.) — Reduce by \$4,487,777 salaries and expenses fund of the State Department. Standing vote.

Richard M. Nixon (R Calif.) — Reduce by \$207,115 salaries and expenses funds of the State Department, and bar funds for compensation of Division of Liaison employees. Roll-call vote, 28 - 45.

Douglas — Reduce by \$2 million funds for acquisition by State Department of buildings abroad. Roll call, 36-36.

William Benton (D Conn.) — Increase by \$52 million funds for the International Information and Educational Activities of the State Department. Withdrawn by Benton.

Douglas — Reduce by \$175,000 funds for representation allowance of the State Department. Roll call, 25-40.

Douglas — Reduce by \$25 million funds for federal aid for highways. Voice vote.

CONFERENCE

Appointed to the conference committee to the House were: John J. Rooney (D N.Y.), Daniel J. Flood (D Pa.), Prince H. Preston, Jr., (D Ga.), Fred Marshall (D Minn.), Clarence Cannon (D Mo.), Cliff Clev-

enger (R.Ohio), John Taber (R N.Y.) and Ben F. Jensen (R Iowa).

From the Senate were appointed: Pat McCarran (D Nev.), Kenneth McKellar (D Tenn.), Allen J. Ellender (D La.), Theodore Francis Green (D R.I.), Styles Bridges (R N.H.), Leverett Saltonstall (R Mass.) and Homer Ferguson (R Mich.).

It was six weeks before the conference was able to reach an agreement. On Oct. 10, a report was issued, containing the following major compromises:

A total appropriation of \$1,042,867,887 (less than the amount voted by either House or Senate) was approved. (The conferees generally accepted the lower figure, wherever there was a difference between House and Senate appropriations.) For the State Department, \$228,104,861 was approved; Justice received \$181,602,000; Commerce, \$607,242,911; and the Judiciary, \$25,918,115.

The \$30,297,861 approved by the Senate for contributions to international organizations was accepted. House conferees, however, would not accept the Senate's revision of the House provision limiting American contributions to international organizations to one-third of the organization's budget, but said they would ask for a separate vote of the House.

No "Voice" Cut

A sum of \$34 million was earmarked for personal services for the State Department's International Information and Educational Activities (within the total appropriation of \$85 million) instead of the \$33.2 million proposed by the Senate. Also, \$6.5 million was provided, within the total appropriation, for the "exchange of persons" program, instead of \$10 million proposed by the Senate. The VOA, one of the "activities," was allotted the full amount of its budget estimate, \$25,164,655.

\$3.2 million was appropriated for the Justice Department's Anti-Trust Division, instead of the \$3.7 million proposed by the Senate.

\$22.5 million was appropriated for the CAA to establish air navigation facilities, instead of the \$20 million proposed by the House and \$25 million by the Senate.

A total appropriation of \$28.7 million was appropriated for the federal-aid airport program, as proposed by the Senate, with \$10 million provided for liquidation of prior con-

tract authority, also as proposed by the Senate.

The Senate appropriation of \$597,500 for the CAA to develop jet - transport aircraft was removed.

Retain Jensen Rider

The House's Jensen amendment, prohibiting the filling of more than 25 per cent of the vacancies in the agencies in fiscal 1952, was restored with the added limitation that it was to apply only until the total number of personnel had been reduced 10 per cent below budget estimates for 1952. Excluded from its application were the following: Offices or positions required to be filled by appointment of the President, the Department of Justice (except general administration personnel), the FBI, the Judiciary, the CAA, operational personnel of the Weather Bureau, Coast and Geodetic Survey and the Bureau of Public Roads, the Patent Office, the Civil Aeronautics Board, Americans in the Foreign Service, and employees in Civil Service grades CPC 1 and 2.

Where the Senate had made 10 per cent reductions in budget estimates for personal services (see Senate Committee section), these were allowed to stand, with only an occasional modification, as a supplement to the revised Jensen amendment.

The Senate amendment establishing a new ratio for employees in personnel work compared to other employees of 1 to 115 was accepted, but with the added proviso that under "unusual requirements" the President might approve a ratio of 1 to 85. The Foreign Service was excluded.

The Senate limitation on employment of chauffeurs was modified to permit the continued employment in the District of Columbia of half the number on the payrolls of the four agencies as of July 1, 1951.

The Senate amendment reducing the number of persons engaged in information and public relations activities was stricken.

Republicans Disagree

Republican conferees of both the House and Senate disagreed with conference action in striking out the amendment reducing public relations staffs. The Senate members signed the conference report with the notation that they would move for a new conference on this point.

Chambers Accept Report

The House took up the report first, on Oct. 11, and passed it by voice vote, after first accepting by roll-call vote, 200 - 126, the Senate revision of the amendment with respect to American contributions to international organizations.

The Senate likewise accepted the compromise, on Oct. 12, approving the report by roll-call vote, 31-27.

Before final passage, however, Ferguson urged the Senate to vote against acceptance and to recommit the bill with instructions to the conferees to restore the limitation on information and publicity activities. Ferguson said that most other appropriation bills had carried such a limitation and the State-Justice-Commerce-Judiciary bill should not be excepted. But Blair Moody (D Mich.) said publicity staffs should not be cut at a time when "there is so much controversy about the foreign policy of the U.S."

President Truman signed the measure Oct. 22, and it became Public Law 188.

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U.S. Congress



UNITED STATES

OF AMERICA

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(PAGES 9879 TO 11316)

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amend the Life Insurance Act of the District of Columbia; with an amendment (Rept. No. 1177). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H. R. 2015. A bill to authorize the Secretary of Agriculture to convey and exchange certain lands and improvements in Grand Rapids, Minn., for lands in the State of Minnesota, and for other purposes; without amendment (Rept. No. 1178). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H. R. 4090. A bill to extend the benefits of section 23 of the Bankhead-Jones Act to Puerto Rico; with an amendment (Rept. No. 1179). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H. R. 5601. A bill to authorize the exchange of certain lands of the United States situated in Iosco County, Mich., for lands within the national forests of Michigan, and for other purposes; without amendment (Rept. No. 1180). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H. R. 5679. A bill to authorize the transfer of certain agricultural dry land and irrigation field stations to the States in which such stations are located, and for other purposes; without amendment (Rept. No. 1181). Referred to the Committee of the Whole House on the State of the Union.

Mr. LYLE: Committee on Rules. House Resolution 310. Resolution providing for the consideration of the bill (H. R. 1758), to amend the Natural Gas Act approved June 21, 1938, as amended; without amendment (Rept. No. 1182). Referred to the House Calendar.

Mr. SABATH: Committee on Rules. House Resolution 311. Resolution providing for the consideration of the bill (H. R. 5526), to authorize the President to provide for the performance of certain functions of the President by other officers of the Government, and for other purposes; without amendment (Rept. No. 1183). Referred to the House Calendar.

Mr. DELANEY: Committee on Rules. House Resolution 312. Resolution providing for the consideration of House Joint Resolution 297, joint resolution authorizing Federal participation in the International Exposition for the Bicentennial of the Founding of Port-au-Prince, Republic of Haiti, 1949; without amendment (Rept. No. 1184). Referred to the House Calendar.

Mr. SABATH: Committee on Rules. House Resolution 298. Resolution creating a Select Committee on Lobbying Activities; without amendment (Rept. No. 1185). Referred to the House Calendar.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. SMITH of Virginia: Committee on the District of Columbia. H. R. 4059. A bill to clarify exemption from taxation of certain property of the National Society of the Sons of the American Revolution; without amendment (Rept. No. 1170). Referred to the Committee of the Whole House.

Mr. DENTON: Committee on the Judiciary. S. 622. An act for the relief of Isalah Johnson; without amendment (Rept. No. 1171). Referred to the Committee of the Whole House.

Mr. LANE: Committee on the Judiciary. H. R. 1484. A bill for the relief of Mrs. Mary Capodanno, and the legal guardian of Vincent Capodanno; with an amendment (Rept. No. 1172). Referred to the Committee of the Whole House.

Mr. KEATING: Committee on the Judiciary. H. R. 3498. A bill for the relief of the Gluckin Corp.; with an amendment (Rept. No. 1173). Referred to the Committee of the Whole House.

Mr. DENTON: Committee on the Judiciary. H. R. 4563. A bill for the relief of Mrs. Sarah E. Thompson; without amendment (Rept. No. 1174). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 5777. A bill for the relief of Joe D. Dutton; without amendment (Rept. No. 1175). Referred to the Committee of the Whole House.

Mr. VINSON: Committee on Armed Services. House Joint Resolution 281. Joint resolution to authorize the President to issue posthumously to the late John Sidney McCain, vice admiral, United States Navy, a commission as admiral, United States Navy, and for other purposes; without amendment (Rept. No. 1176). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. BARRETT of Pennsylvania:

H. R. 5862. A bill to provide for direct Federal loans to meet the housing needs of moderate-income families, to provide liberalized credit to reduce the cost of housing for such families, and for other purposes; to the Committee on Banking and Currency.

By Mr. CELLER:

H. R. 5863. A bill for refund of customs duties to the preparatory Commission for the International Refugee Organization; to the Committee on the Judiciary.

By Mr. LYNCH:

H. R. 5864. A bill to repeal the tax on business and store-machines; to the Committee on Ways and Means.

By Mr. PRIEST:

H. R. 5865. A bill to amend the Public Health Service Act to authorize assistance to States and political subdivisions in the development and maintenance of local public health units, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. REDDEN:

H. R. 5866. A bill to adjust and define the boundary between Great Smoky Mountains National Park and the Cherokee-Pisgah-Nantahala National Forests, and for other purposes; to the Committee on Public Lands.

By Mr. TOLLEFSON:

H. R. 5867. A bill authorizing certain works for the improvement of navigation, the control of floods, and the conservation and utilization of the waters of the Columbia River and its tributaries, and for other purposes; to the Committee on Public Works.

By Mr. HART:

H. R. 5868. A bill to amend the Employment Act of 1946 with respect to the Joint Committee on the Economic Report; to the Committee on Expenditures in the Executive Departments.

By Mr. KENNEDY:

H. R. 5869. A bill to provide specific measures in furtherance of the national policy established in the Employment Act of 1946; to the Committee on Ways and Means.

By Mr. TEAGUE:

H. R. 5870. A bill to grant hospitalization to certain widows and children of deceased World War II veterans; to the Committee on Veterans' Affairs.

By Mr. McMILLEN of Illinois:

H. J. Res. 333. Joint resolution prohibiting the promulgation of certain rules and regulations of the Home Loan Bank Board published in the Federal Register on July 16, 1949, the same to become effective August 15, 1949; to the Committee on Banking and Currency.

By Mr. JACKSON of Washington: H. Con. Res. 119. Concurrent resolution relating to the extension of transportation facilities from Prince George, British Columbia, Canada, to Alaska; to the Committee on Foreign Affairs.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII,

Mr. BAILEY introduced a bill (H. R. 5871) for the relief of Davina Teh-hsing Huang; which was referred to the Committee on the Judiciary.

PETITIONS, ETC.

Under clause 1 of rule XXII petitions and papers were laid on the Clerk's desk and referred as follows:

1377. By Mr. CASE of New Jersey: Petition of 72 residents of the Sixth Congressional District of New Jersey relative to Federal excise taxes on alcoholic beverages; to the Committee on Ways and Means.

1378. By Mr. RICH: Petition of Mrs. Viola L. Smith and other residents of Bradford, Pa., and vicinity, in opposition to H. R. 4643, Federal aid to education; to the Committee on Education and Labor.

SENATE

THURSDAY, AUGUST 4, 1949

(Legislative day of Thursday, June 2, 1949)

The Senate met at 12 o'clock meridian, on the expiration of the recess.

Rev. Albert J. McCartney, LL. D., director of the Chicago Sunday Evening Club, Chicago, Ill., offered the following prayer:

O Thou who knowest the way that we take, may we remember that the steps of a good man are ordered of the Lord. As Thy servants address themselves to the crowded calendar of another day wilt Thou fulfill to each one the promise "as thy days so shall thy strength be." If any amongst us are pressed down with some personal anxiety, or private sorrow, or distress of soul, encourage us to cast all our cares over upon Thee, Thou great burden bearer.

And now let Thy special blessing rest upon the Presiding Officer of this Chamber, upon the President of the United States and his household, and upon those into whose hands Thou hast placed the leadership of the people in this great hour. God save the state. We ask this in the name of Jesus our Lord. Amen.

THE JOURNAL

On request of Mr. LUCAS, and by unanimous consent, the reading of the Journal of the proceedings of Wednesday, August 3, 1949, was dispensed with.

MESSAGES FROM THE PRESIDENT— APPROVAL OF A BILL

Messages in writing from the President of the United States were communicated to the Senate by Mr. Miller, one of his secretaries, and he announced that on August 3, 1949, the President had approved and signed the act (S. 1742) removing certain restrictions imposed by the act of March 8, 1888, on certain lands

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Hendrickson	Long	O'Mahoney
Hickenlooper	Lucas	Pepper
Hill	McCarthy	Robertson
Hoey	McClellan	Russell
Holland	McFarland	Saltonstall
Humphrey	McKellar	Schoeppel
Hunt	McMahon	Smith, Maine
Ives	Magnuson	Stennis
Johnson, Colo.	Malone	Taylor
Johnson, Tex.	Martin	Thomas, Okla.
Johnston, S. C.	Maybank	Thomas, Utah
Kefauver	Miller	Thye
Kem	Millikin	Watkins
Kerr	Morse	Wherry
Kilgore	Mundt	Wiley
Knowland	Murray	Williams
Langer	Myers	Young
Leahy	Neely	
Lodge	O'Connor	

Mr. MYERS. I announce that the Senator from Louisiana [Mr. ELLENDER] is absent because of a death in his family.

The Senator from Iowa [Mr. GILLETTE] is absent because of illness.

The Senator from Delaware [Mr. FREAR], the Senator from Alabama [Mr. SPARKMAN], the Senator from Nevada [Mr. McCARRAN], and the Senator from Maryland [Mr. TYDINGS] are absent by leave of the Senate on official business.

The Senator from Kentucky [Mr. WITHERS] is absent on public business.

Mr. SALTONSTALL. I announce that the Senator from Maine [Mr. BREWSTER], the Senator from New York [Mr. DULLES], the Senator from Kansas [Mr. REED], and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Indiana [Mr. JENNER] is absent on official business.

The Senator from Ohio [Mr. BRICKER], the Senator from Vermont [Mr. FLANDERS], and the Senator from New Jersey [Mr. SMITH] are absent on official business with leave of the Senate.

The Senator from Ohio [Mr. TAFT] and the Senator from New Hampshire [Mr. TOBEY] are necessarily absent.

The VICE PRESIDENT. A quorum is present.

COMMITTEE MEETINGS DURING SENATE SESSION

On request of Mr. LUCAS, and by unanimous consent, the Committee on the Judiciary and the Committee on Interior and Insular Affairs were authorized to sit during the session of the Senate today.

MESSAGE FROM THE PRESIDENT

A message in writing from the President of the United States submitting a nomination was communicated to the Senate by Mr. Miller, one of his secretaries.

MESSAGE FROM THE HOUSE—ENROLLED BILLS SIGNED

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Vice President:

S. 627. An act for the relief of Leon Moore;
S. 2116. An act to provide for the advance planning of non-Federal public works;

H. R. 195. An act to assist States in collecting sales and use taxes on cigarettes;

H. R. 3191. An act to amend the act approved September 7, 1916 (ch. 458, 39 Stat. 742), entitled "An act to provide compensation for employees of the United States suffering injuries while in the performance of their duties, and for other purposes," as amended, by extending coverage to civilian

officers of the United States and by making benefits more realistic in terms of present wage rates, and for other purposes;

H. R. 3734. An act making appropriations for civil functions administered by the Department of the Army for the fiscal year ending June 30, 1950, and for other purposes;

H. R. 4708. An act to amend the United Nations Participation Act of 1945; and

H. R. 5300. An act making appropriations to supply deficiencies in certain appropriations for the fiscal year ending June 30, 1950, and for other purposes.

TRANSACTION OF ROUTINE BUSINESS

By unanimous consent, the following routine business was transacted:

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. THOMAS of Oklahoma, from the Committee on Agriculture and Forestry:

S. Res. 172. Resolution expressing the sense of the Senate as favoring the development of a special aircraft for agricultural purposes and related equipment to be undertaken by the Civil Aeronautics Administration and the Department of Agriculture; without amendment (Rept. No. 1135).

By Mr. McCLELLAN, from the Committee on Expenditures in the Executive Departments:

H. J. Res. 340. Joint resolution to clarify the status of the Architect of the Capitol under the Federal Property and Administrative Services Act of 1949; without amendment (Rept. No. 1136).

By Mr. HUNT, from the Committee on the District of Columbia:

S. 2205. A bill to authorize the Commissioners of the District of Columbia to enter into contract for the removal of sludge; with amendments (Rept. No. 1137);

S. 2365. A bill to provide for placing under the Classification Act of 1923, as amended, certain positions in the municipal government of the District of Columbia; without amendment (Rept. No. 1138);

H. R. 4059. A bill to clarify exemption from taxation of certain property of the National Society of the Sons of the American Revolution; without amendment (Rept. No. 1139);

H. J. Res. 302. Joint resolution to amend the act of June 30, 1949, which increased the compensation of certain employees of the District of Columbia, so as to clarify the provisions relating to retired policemen and firemen; without amendment (Rept. No. 1140); and

H. J. Res. 337. Joint resolution extending the time for payment of the sums authorized for the relief of the owners of certain properties abutting Eastern Avenue in the District of Columbia; without amendment (Rept. No. 1141).

By Mr. PEPPER, from the Committee on Foreign Relations:

S. J. Res. 128. Joint resolution to authorize the President to lend to the Food and Agriculture Organization of the United Nations funds for the construction and furnishing of a permanent headquarters, and for related purposes; with amendments (Rept. No. 1142).

By Mr. CHAVEZ, from the Committee on Public Works:

H. R. 5472. A bill authorizing the construction, repair, and preservation of certain public works on rivers and harbors for navigation, flood control, and for other purposes; with amendments (Rept. No. 1143).

REPORTS ON DISPOSITION OF EXECUTIVE PAPERS

Mr. JOHNSTON of South Carolina, from the Joint Select Committee on the Disposition of Executive Papers, to which were referred for examination and recommendation two lists of records trans-

mitted to the Senate by the Archivist of the United States that appeared to have no permanent value or historical interest, submitted reports thereon pursuant to law.

ENROLLED BILLS PRESENTED

The Secretary of the Senate reported that on today, October 7, 1949, he presented to the President of the United States the following enrolled bills:

S. 627. An act for the relief of Leon Moore; and

S. 2116. An act to provide for the advance planning of non-Federal public works.

EXECUTIVE MESSAGE REFERRED

As in executive session,

The VICE PRESIDENT laid before the Senate a message from the President of the United States submitting the nomination of James Bruce, of Maryland, to be Director of Foreign Military Assistance, which was referred to the Committee on Foreign Relations.

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. LODGE:

S. 2648. A bill for the relief of Carlo Fava; to the Committee on the Judiciary.

By Mr. BALDWIN:

S. 2649. A bill to make awards of death compensation and death pension payable by the Veterans' Administration effective as of the date of death of the veteran; to the Committee on Finance.

By Mr. BUTLER (for himself and Mr. BYRD):

S. 2650. A bill to reduce the amount of obligations, issued under the Second Liberty Bond Act, which may be outstanding at any one time; to the Committee on Finance.

(Mr. HUMPHREY introduced Senate bill 2651, for refund of customs duties to the Preparatory Commission for the International Refugee Organization, which was referred to the Committee on the Judiciary, and appears under a separate heading.)

By Mr. MYERS:

S. 2652. A bill for the relief of Paul L. Barrett; to the Committee on the Judiciary.

By Mr. BUTLER:

S. 2653. A bill to increase certain pension rates under laws administered by the Veterans' Administration; to the Committee on Finance.

By Mr. PEPPER:

S. 2654. A bill to exempt Government insurance dividends from taxation and the claims of creditors; to the Committee on Finance.

REFUND OF CUSTOMS DUTIES TO PREPARATORY COMMISSION FOR INTERNATIONAL REFUGEE ORGANIZATION

Mr. HUMPHREY. Mr. President, I introduce for appropriate reference a bill providing for refund of customs duties to the Preparatory Commission for the International Refugee Organization, and I ask unanimous consent that an explanatory statement by me of the bill may be printed in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred, and, without objection, the explanatory statement will be printed in the RECORD.

The bill (S. 2651) for refund of customs duties to the Preparatory Commission for the International Refugee Organization, introduced by Mr. HUMPHREY, was read twice by its title and referred to the Committee on the Judiciary.

The explanatory statement presented by Mr. HUMPHREY is as follows:

STATEMENT BY SENATOR HUMPHREY WITH INTRODUCTION OF BILL FOR THE INTERNATIONAL REFUGEE ORGANIZATION

The bill will restore to the International Refugee Organization \$120,000 paid by that international organization to the United States as customs duties on property brought into this country in accordance with an international agreement which this country signed, to provide funds for the rehabilitation and resettlement of Nazi victims.

On January 14, 1946, article 8 of part I of the Final Act of the Paris Conference on Reparations became effective. It recognized the fact that large numbers of persons suffered heavily at the hands of the Nazis and stood in dire need of aid to promote their rehabilitation and resettlement. As a result a share of German reparations consisting of all the nonmonetary gold found in Germany by the Allied armed forces was allocated for the rehabilitation and resettlement of these nonrepatriable victims of totalitarianism. The appropriate agency of the United Nations was designated to administer this portion of the reparations.

Under the terms of this agreement, the Governments of the United States, France, the United Kingdom, Czechoslovakia, and Yugoslavia were directed to work out a plan for the administration of the property. Accordingly, on June 14, 1946, title to this nonmonetary gold passed to the United Nations and this body was directed to take the necessary steps to liquidate it as soon as possible, due consideration being given to securing the highest possible realizable value so that the rehabilitation and resettlement of refugees could be facilitated.

The nonmonetary gold in question consisted of personal property such as jewelry, rugs, unmounted precious and semiprecious stones, silver watches, family glassware, cameras, and the like, which had been seized by the Nazis from their victims, most of whom perished in concentration camps. All of this property was unidentifiable either to previous ownership or national origin. The United States Army had been charged with the gathering and custody of this property, and made every effort to identify the lawful owners of that property. But where this could not be done the property was turned over to the International Refugee Organization.

In accordance with the terms of this agreement the International Refugee Organization brought to the United States for liquidation portions of this nonmonetary gold which could not be disposed of advantageously elsewhere. A committee of outstanding businessmen and public servants served without compensation and advised and supervised the sale of the property in the United States in a manner which would not adversely affect the economy of this country, and at the same time would provide the maximum funds for the relief of refugees.

This property has been disposed of in the past year and a half. Since it was sold through commercial channels, principally by public auction sales, the custom laws of the United States required the payment of customs duties based upon the appraisal of the customs officials totaling \$120,000.

The United States Government played a leading role in the Paris Conference on Reparations in 1945 and at the Five Power Conference in June of 1946 in assisting these victims of the war who had no government representing them receiving reparations from Germany. The United States Government played a leading role in all of the negotiations and decisions which were made. It is clear that it is was not the intent of the United States to profit from this transaction, for to do so would detract from the rehabilitation and resettlement of deserving victims of totalitarian persecution.

The bill is a companion to H. R. 5863 introduced in the House by Congressman CELLER, is designed to restore to the International Refugee Organization the funds intended for its use.

The text of the bill is as follows: "Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to the Preparatory Commission for the International Refugee Organization the sum of \$120,000, paid by the Preparatory Commission for the International Refugee Organization to the United States as duties on property brought into the United States for sale to provide funds for the rehabilitation and resettlement of victims of German action pursuant to the agreement entered into on June 14, 1946, by the Government of the United States with the Governments of the United Kingdom, France, Czechoslovakia, and Yugoslavia."

AMENDMENT OF EXPORT-IMPORT BANK ACT RELATING TO INVESTMENTS ABROAD

Mr. SALTONSTALL submitted an amendment in the nature of a substitute intended to be proposed by him to the bill (S. 2197) to amend the Export-Import Bank Act of 1945, as amended (59 Stat. 526, 666; 61 Stat. 130), to vest in the Export-Import Bank of Washington the power to guarantee United States investments abroad, which was ordered to lie on the table and to be printed.

AMENDMENT OF DISPLACED PERSONS ACT—AMENDMENTS

Mr. HUMPHREY submitted amendments intended to be proposed by him to the bill (H. R. 4567) to amend the Displaced Persons Act of 1948, which were referred to the Committee on the Judiciary and ordered to be printed.

AMENDMENT OF AGRICULTURAL ADJUSTMENT ACT OF 1938—AMENDMENTS

Mr. AIKEN (for Mr. TAFT) submitted an amendment intended to be proposed by Mr. TAFT to the bill (H. R. 5345) to amend the Agricultural Adjustment Act of 1938, as amended, and for other purposes, which was ordered to lie on the table and to be printed.

Mr. FULBRIGHT submitted amendments intended to be proposed by him to House bill 5345, supra, which were ordered to lie on the table and to be printed.

Mr. HUNT submitted an amendment, Mr. BUTLER submitted an amendment, and Mr. WILLIAMS submitted amendments intended to be proposed by them, respectively, to House bill 5345, supra, which were ordered to lie on the table and to be printed.

Mr. MALONE submitted an amendment intended to be proposed by him to the bill (H. R. 5345) to amend the Agricultural Adjustment Act of 1938, as amended, and for other purposes, which was ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

At the end of the bill add the following new section:

"Section 22 of the Agricultural Adjustment Act, as added by section 31 of the act of August 24, 1935 (49 Stat. 773), and reenacted by section 3 of the Agricultural Act of 1948 (Public Law 879, 80th Cong.) is hereby amended to read as follows:

"Sec. 22. (a) Whenever the average wholesale price of any farm commodity or product

thereof is less than the parity price of such commodity or product, there shall be levied, assessed, collected, and paid, on such commodity or product when imported from any foreign country into the United States or into any of its Territories or possessions, an import tax or fee equal to the difference between the landed cost of such imported commodity or product and the parity price thereof.

"The term 'average wholesale price' for the purpose of this section shall, as of any date, mean the average wholesale price used by the Bureau of Labor in computing the wholesale price commodity index (1926=100) current on such date.

"The term parity price, in the case of a farm commodity, shall mean the parity price as determined under the Agricultural Adjustment Act of 1938, as amended, and, in the case of a product of such a commodity, a price which reflects the parity price of the commodity."

Mr. THOMAS of Oklahoma submitted an amendment intended to be proposed by him to House bill 5345, supra, which was ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

On page 26, at the end of the line 5, strike out the period, insert a semicolon, and the following: "Provided, That the Secretary of Agriculture is authorized within his discretion to make available, under rules and regulations to be made and announced, any of such surplus commodities to the Cooperative for American Remittances to Europe, Inc. (CARE), for relief in Europe and Asia; And provided further, That upon application of the Munitions Board or any other Federal agency for any part of the accumulated supplies on hand at any time for use in making payment for commodities not produced in the United States, the Secretary of Agriculture may approve such application or applications and thereafter make such commodities available on such terms, rules, and regulations as may be deemed in the public interest."

ANTIMONOPOLY LEGISLATION—STATEMENT BY SENATOR KILGORE

[Mr. NEELY asked and obtained leave to have printed in the RECORD a statement by Senator KILGORE regarding the need for additional antimonopoly legislation, which appears in the Appendix.]

PURCHASE OF CANADIAN WHEAT BY GREAT BRITAIN WITH ECA MONEY—LETTER FROM SENATOR BUTLER TO ADMINISTRATOR HOFFMAN

[Mr. BUTLER asked and obtained leave to have printed in the RECORD a letter written by him, dated September 30, 1949, to Paul Hoffman, Administrator of the ECA, on the subject of the purchase of Canadian wheat by Great Britain with ECA money, which appears in the Appendix.]

LEIF ERIKSON—TRIBUTE BY SENATOR WILEY

[Mr. WILEY asked and obtained leave to have printed in the RECORD a statement prepared by him in tribute to Leif Erikson and the Viking spirit, which appears in the Appendix.]

MARY T. SCHIEK—STATEMENT BY SENATOR MCCARTHY AND EDITORIAL COMMENT

[Mr. MCCARTHY asked and obtained leave to have printed in the RECORD a statement by him regarding the case of Mary T. Schiek, together with an editorial from the Wheeling (W. Va.) Intelligencer, and a letter from Senator MCCARTHY to the editor of the Intelligencer, which appear in the Appendix.]

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Congressional Record

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- H. R. 5854—To provide for direct Federal loans to meet the housing needs of moderate-income families, to provide liberalized credit to reduce the cost of housing for such families, and for other purposes.
Mr. Granahan; Committee on Banking and Currency, 10647.
- H. R. 5855—To provide for a grant to the Prisoners Relief Society for use in the rehabilitation of chronic alcoholics.
Mr. Ramsay; Committee on the Judiciary, 10647.
- H. R. 5856—To provide for the amendment of the Fair Labor Standards Act of 1938, and for other purposes.
Mr. Lesinski; Committee on Education and Labor, 10647.—Made special order (H. Res. 183), 10988.—Debated (pursuant to H. Res. 183), 10998, 11106, 11196.—Passed House, 11287.—Ordered placed on Senate Calendar, 11238.—Remarks on, 12364.—Amended and passed Senate (in lieu of S. 653), 12583.—Senate insists upon its amendment and asks for a conference, 12583.—Conferees appointed, 12583.—House disagrees to Senate amendment and agrees to a conference, 13177.—Conferees appointed, 13177.—Conference report (No. 1453) submitted in House and agreed to, 14925.—Conference report submitted in Senate and agreed to, 14868.—Examined and signed, 15099, 15006.—Presented to the President, 15101.—Approved [Public, No. 393], 15102.
- H. R. 5857—To provide for the conveyance of a certain war housing project to Tuskegee Institute, Tuskegee, Ala.
Mr. Andrews; Committee on Banking and Currency, 10648.
- H. R. 5858—For the relief of J. Alfred Pulliam.
Mr. Church; Committee on the Judiciary, 10648.
- H. R. 5859—For the relief of Simone Papillo.
Mr. Clemente; Committee on the Judiciary, 10648.
- H. R. 5860—Authorizing the Secretary of the Interior to issue a patent in fee to Frank Phelps.
Mr. D'Ewart; Committee on Public Lands, 10648.
- H. R. 5861—Conferring jurisdiction upon the United States Court for the Western District of North Carolina to hear, determine, and render judgment upon the claim of Paul Rose, Jonas Ridge, N. C.
Mr. Jones of North Carolina; Committee on the Judiciary, 10648.
- H. R. 5862—To provide for direct Federal loans to meet the housing needs of moderate-income families, to provide liberalized credit to reduce the cost of housing for such families, and for other purposes.
Mr. Barrett of Pennsylvania; Committee on Banking and Currency, 10732.
- H. R. 5863—For refund of customs duties to the Preparatory Commission for the International Refugee Organization.
Mr. Celler; Committee on the Judiciary, 10732.
- H. R. 5864—To repeal the tax on business and store machines.
Mr. Lynch; Committee on Ways and Means, 10732.
- H. R. 5865—To amend the Public Health Service Act to authorize assistance to States and political subdivisions in the development and maintenance of local public health units, and for other purposes.
Mr. Priest; Committee on Interstate and Foreign Commerce, 10732.
- H. R. 5866—To adjust and define the boundary between Great Smoky Mountains National Park and the Cherokee-Pisgah
- H. R. 5866—Continued
Nantahala National Forests, and for other purposes.
Mr. Redden; Committee on Public Lands, 10732.—Reported back (H. Rept. 1256), 11316.—Passed House, 13666.—Referred to Senate Committee on Interior and Insular Affairs, 13760.
- H. R. 5867—Authorizing certain works for the improvement of navigation, the control of floods, and the conservation and utilization of the waters of the Columbia River and its tributaries, and for other purposes.
Mr. Tollefson; Committee on Public Works, 10732.
- H. R. 5868—To amend the Employment Act of 1946 with respect to the Joint Committee on the Economic Report.
Mr. Hart; Committee on Expenditures in the Executive Departments, 10732.
- H. R. 5869—To provide specific measures in furtherance of the national policy established in the Employment Act of 1946.
Mr. Kennedy; Committee on Ways and Means, 10732.
- H. R. 5870—To grant hospitalization to certain widows and children of deceased World War II veterans.
Mr. Teague; Committee on Veterans' Affairs, 10732.
- H. R. 5871—For the relief of Davina Teh-hsing Huang.
Mr. Bailey; Committee on the Judiciary, 10732.
- H. R. 5872—To extend the boundaries of the Toiyabe National Forest in the State of Nevada.
Mr. Baring; Committee on Public Lands, 10802.—Reported with amendment (H. Rept. 1343), 13386.—Amended and passed House, 13671.—Referred to Senate Committee on Interior and Insular Affairs, 13760.
- H. R. 5873—To provide for direct Federal loans to meet the housing needs of moderate-income families, to provide liberalized credit to reduce the cost of housing for such families, and for other purposes.
Mr. Christopher; Committee on Banking and Currency, 10802.
- H. R. 5874—To provide for a new Federal building in Ozone Park, Long Island, N. Y.
Mr. Clemente; Committee on Public Works, 10802.
- H. R. 5875—To provide for a new Federal building in South Ozone Park, Long Island, N. Y.
Mr. Clemente; Committee on Public Works, 10802.
- H. R. 5876—To amend the Army-Navy Nurses Act of 1947, to provide for additional appointments, and for other purposes.
Mr. Durham; Committee on Armed Services, 10803.—Reported with amendment (H. Rept. 1375), 13849.—Amended and passed House, 14135.—Referred to Senate Committee on Armed Services, 14174.
- H. R. 5877—To provide for direct Federal loans to meet the housing needs of moderate-income families to provide liberalized credit to reduce the cost of housing for such families, and for other purposes.
Mr. Irving; Committee on Banking and Currency, 10803.
- H. R. 5878—To provide for direct Federal loans to meet the housing needs of moderate-income families, to provide liberalized credit to reduce the cost of housing for such families, and for other purposes.
Mr. Magee; Committee on Banking and Currency, 10803.
- H. R. 5879—To repeal titles I and II of Public Law 76 of the Eighty-first Congress entitled the "District of Columbia Revenue Act of 1949."

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T: Congressional Record

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necessary legislation and such other recommendations as it may deem advisable. Any report submitted when the Congress is not in session may be filed with the Clerk of the House and with the Secretary of the Senate. The committee shall make its final report whenever it deems it advisable and not later than January 3, 1951.

Sec. 3. For the purpose of carrying out this resolution, the committee is authorized to sit and act during the present Congress at such times and places within the continental United States, whether the House is in session, has recessed, or has adjourned, to hold such hearings, and to require, by subpoena or otherwise, the attendance and testimony of such witnesses and the production of such books, records, correspondence, memoranda, papers, and documents, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any member of the committee designated by him, and may be served by any person designated by such chairman or member.

Sec. 4. The following regulations shall govern the conduct of hearings and investigations by all committees of the Senate and the House of Representatives, including standing committees, select committees, and joint committees and duly authorized subcommittees thereof:

(1) The subject of any investigation in connection with which witnesses are summoned shall be clearly stated before the commencement of any hearings, and the evidence sought to be elicited shall be relevant and germane to the subject as so stated. In cases of special investigations authorized by congressional resolution, the subject of the investigation shall be so stated in the resolution, and in the case of investigations initiated by the committee, the subject shall be so stated by the committee and announced before the commencement of the hearings.

(2) Any witness summoned at a public hearing and, unless the committee by a majority vote determines otherwise, any witness before a private hearing, shall have the right to be accompanied by counsel, who shall be permitted to advise the witness while on the witness stand of his rights.

(3) Every witness shall have an opportunity, at the conclusion of the examination by the committee, to supplement the testimony which he has given, by making a written or oral statement, which shall be made part of the record; but such testimony shall be confined to matters with regard to which he has previously been examined.

(4) An accurate stenographic record shall be kept of the testimony of each witness, whether in public or in executive session. In either case, the record of his testimony shall be made available for inspection by the witness or his counsel; and, if given in public session he shall be furnished with a copy thereof if he so requests, and if given in executive session he shall be furnished with a copy thereof in case his testimony is subsequently used or referred to in a public session.

(5) No photographs, moving pictures, television, or radio broadcasting of the proceedings shall be permitted while any witness is testifying.

(6) Any person whose name is mentioned or who is specifically identified and who believes that testimony or other evidence given in a public hearing before any committee or comment made by any member of the committee or its counsel tends to defame him or otherwise adversely affect his reputation, shall be afforded the following privileges:

(a) To file with the committee a sworn statement concerning such testimony, evidence, or comment, which shall be made a part of the record of such hearing.

(b) To appear personally before the committee and testify in his own behalf.

(c) To have the committee secure the appearance of witnesses whose testimony adversely affected him and to cross-examine such witnesses, either personally or by counsel; but such cross-examination shall be limited to one hour as to any one witness unless the committee votes to lengthen the period.

(d) In the discretion of the committee, by a majority vote, to have the committee call a reasonable number of witnesses in his behalf. The extent to which this privilege may be availed of shall be left to the discretion of the committee.

EXTENSION OF REMARKS

Mr. GWINN asked and was given permission to extend his remarks and include an editorial from a Brooklyn newspaper.

Mr. MCCORMACK (at the request of Mr. LANE) was given permission to extend his remarks in two instances and include newspaper articles.

Mr. CANFIELD asked and was given permission to extend his remarks and include extraneous matter.

Mr. VELDE asked and was given permission to extend his remarks.

Mr. JUDD asked and was given permission to extend his remarks in four instances and in each to include extraneous material.

Mr. JONAS. Mr. Speaker, at the time of the untimely death of Congressman Church I was not on the floor of the House but was out of the city. Otherwise I would have paid my tribute to his memory. I ask unanimous consent that I may extend my remarks in tribute to the memory of the late Congressman Church.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

Mr. BONNER (at the request of Mr. COOPER) was given permission to extend his remarks.

Mr. HOFFMAN of Michigan (at the request of Mr. TABER) was given permission to extend his remarks in three instances.

LEAVE OF ABSENCE

By unanimous consent leave of absence was granted as follows:

To Mr. MILLS, for 2 days on account of official business.

To Mr. TACKETT, for 2 days, on account of official business.

To Mr. PLUMLEY (at the request of Mr. MEYER), for 2 days, on account of official business.

SENATE ENROLLED BILLS SIGNED

The SPEAKER announced his signature to enrolled bills of the Senate of the following titles:

S. 212. An act for the relief of John Joseph McKay; and

S. 2084. An act for the relief of Jackson Riley Holland.

ADJOURNMENT

Mr. MCCORMACK. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 5 o'clock and 47 minutes p. m.) the House adjourned until tomorrow,

Wednesday, April 5, 1950, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

1357. A letter from the Comptroller General of the United States, transmitting a report on the audit of Public Housing Administration for the fiscal years ended June 30, 1947 and 1948 (H. Doc. No. 541); to the Committee on Expenditures in the Executive Departments and ordered to be printed.

1358. A letter from the Board of Trustees of the Federal Old-Age and Survivors Insurance Trust Fund, transmitting the Tenth Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance Trust Fund, pursuant to section 201 (b) of the Social Security Act, as amended; to the Committee on Ways and Means.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. LANE: Committee on the Judiciary. H. R. 5863. A bill for refund of customs duties to the Preparatory Commission for the International Refugee Organization; with amendment (Rept. No. 1870). Referred to the Committee of the Whole House on the State of the Union.

Mr. KILDAY: Committee on Armed Services. H. R. 5920. A bill to provide for payment of amounts due mentally incompetent personnel of the Army, Navy, Air Force, Marine Corps, Coast Guard, Coast and Geodetic Survey, and Public Health Service; with amendment (Rept. No. 1877). Referred to the Committee of the Whole House on the State of the Union.

Mr. KILDAY: Committee on Armed Services. H. R. 6320. A bill to authorize the acceptance of foreign decorations for participation in the Berlin airlift; without amendment (Rept. No. 1878). Referred to the House Calendar.

Mr. DAVIS of Georgia: Committee on the District of Columbia. H. R. 7341. A bill to authorize and direct the Commissioners of the District of Columbia to construct a bridge over the Anacostia River in the vicinity of East Capitol Street, and for other purposes; with amendment (Rept. No. 1879). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. DENTON: Committee on the Judiciary. S. 794. An act for the relief of certain contractors employed in connection with the construction of the United States Appraisers Building, San Francisco, Calif.; with amendment (Rept. No. 1866). Referred to the Committee of the Whole House.

Mr. LANE: Committee on the Judiciary. H. R. 5051. A bill for the relief of Mrs. Juan Antonio Rivera, Mrs. Raul Valle Antelo, Mrs. Jorge Diaz Romero, Mrs. Otto Resse, and Mrs. Hugo Soria; without amendment (Rept. No. 1867). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 5151. A bill for the relief of the estate of Louridine Livermore

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PREPARATORY COMMISSION FOR THE
INTERNATIONAL REFUGEE ORGANIZA-
TION

The Clerk called the bill (H. R. 5863) for the relief of the Preparatory Commission for the International Refugee Organization.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. CUNNINGHAM. Reserving the right to object, Mr. Speaker, I would like to inquire of the chairman or someone in regard to this bill. Just why is it that the customs duties will be remitted to this organization and not to other people who come into the United States and pay duty on their jewelry, diamonds, and so forth when they are declared? I would like to understand why there is special privilege given to this one group of people in this bill that does not apply to all other peoples who emigrate to the United States.

Mr. CELLER. Mr. Speaker, there is quite a distinction, in this sense, that this is a remission of the customs duties to the Preparatory Commission for the International Refugee Organization. After the war was over the army of occupation seized upon considerable property, nonmonetary gold and silver, rugs, jewelry, and precious stones from the Nazis. It was agreed by international accord amongst the allied nations that this property that had been seized might be used to help rehabilitate and reestablish the economy of the various countries, the victims of Nazi persecution. It was thought best to bring some of this property to countries like the United States where there would be a ready market. The property was brought here and sold, with no profit to anybody, no profit either to the Preparatory Commission for the International Refugee Organization or any individual.

Mr. CUNNINGHAM. But even so, why should that not be subject to duty, the same as any other property that comes into the United States? It seems to me that this bill opens the door for a great deal of fraud on the part of people who might indirectly use this method to get property into the United States.

Mr. CELLER. It was not for any individuals at all or any group of individuals.

Mr. CUNNINGHAM. I understand that.

Mr. CELLER. The purpose of the bill is simply to reduce the charges or burdens that the United States customs laws inflicted upon an international organization set up to relieve human suffering.

Mr. CUNNINGHAM. If that was the agreement and if it was an agreement between the nations, how did it happen that our customs officials collected the duty in the first place?

Mr. CELLER. Because, unless a bill like this was passed, they had no other choice. They had to collect the duties. For that reason we are now asking that the amount of customs be remitted to this international organization which operates under the United Nations.

Mr. CUNNINGHAM. Was there any bill pending before the Congress, that the gentleman knows of, to exempt them from this duty?

Mr. CELLER. No. The procedure was unknown to us. Then after it had

been accomplished, the State Department and the Treasury Department concurred in a request that this bill be passed, and that this organization, purely eleemosynary, be relieved of these burdens.

Mr. CUNNINGHAM. Mr. Speaker, I ask unanimous consent that this bill be passed over without prejudice.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Iowa?

There was no objection.

OSAGE INDIANS OF OKLAHOMA

The Clerk called the bill (S. 1719) to amend section 3 of the act of Congress approved June 28, 1906, relating to the Osage Indians of Oklahoma.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That section 3 of the act of Congress approved June 28, 1906 (34 Stat. 539, 543), is amended by striking out "President of the United States" and substituting in lieu thereof "Osage Tribal Council, subject to the approval of the Secretary of the Interior."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

HAWAIIAN ORGANIC ACT

The Clerk called the bill (S. 3093) to amend section 82 of the Hawaiian Organic Act relating to the Supreme Court of the Territory of Hawaii and temporary vacancies therein.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That section 82 of the Hawaiian Organic Act (act approved April 30, 1900, ch. 339, 31 Stat. 157; 48 U. S. C., sec. 632), as amended, is amended to read as follows:

"SEC. 82. Supreme Court: That the supreme court shall consist of a chief justice and two associate justices, who shall be citizens of the Territory of Hawaii and shall be appointed by the President of the United States, by and with the advice and consent of the Senate of the United States, and may be removed by the President: *Provided,* That any vacancy or vacancies occurring within the court, whether by reason of disqualification, disability, death, resignation, removal, absence from the Territory or inability to attend, or for any other reason, shall, for the hearing and determination of any cause, be temporarily filled as provided by the law of said Territory, and, if there be no such law, then by appointment from among the circuit judges of the Territory by the remaining justices or justice, and if there be no such justice, then by the Governor."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

CHIPPEWA INDIANS OF LAKE SUPERIOR

The Clerk called the bill (H. R. 3125) to amend the Jurisdictional Act of August 30, 1935, affecting the Chippewa Indians of Lake Superior.

The SPEAKER pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Jurisdictional Act of August 30, 1935, affecting the Chippewa Indians be amended in paragraph 3, line 23,

to read as follows: "That in no case shall the fees decreed by said court amount to more than 10 percent of the amount of judgment recovered in such cause, to be paid only to contract attorneys if employed."

With the following committee amendment:

Strike out all after the enacting clause, and insert: "That in no case shall the fees decreed by said court amount to more than 10 percent of the amount of the judgment recovered in such cause, to be paid only to contract attorneys, if employed. Should an attorney be employed by the State to assist in the prosecution of any suit filed hereunder the court shall determine the value of his services on a quantum meruit basis and such amount shall be withheld from the said 10 percent and become available to said Indians as a part of said judgment."

Mr. MORRIS. Mr. Speaker, I offer an amendment, in the nature of a substitute for the committee amendment.

The Clerk read as follows:

Amendment offered by Mr. MORRIS as a substitute for the committee amendment: Strike out all after the enacting clause and insert: "That the Jurisdictional Act of August 30, 1935, affecting the Chippewa Indians be amended in paragraph 3, line 23, to read as follows: 'That in no case shall the fees decreed by said court amount to more than 10 percent of the amount of judgment recovered in such cause, to be paid only to contract attorneys if employed.'

"Should an attorney be employed by the State to assist in the prosecution of any suit filed hereunder the court shall determine the value of his services on a quantum meruit basis and such amount shall be withheld from the said 10 percent and become available to said Indians as a part of said judgment."

The substitute amendment was agreed to.

The committee amendment as amended by the substitute was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed.

The title was amended so as to read: "A bill to amend the act of August 30, 1935 (49 Stat. 1049), authorizing the Chippewa Indians of Wisconsin to submit claims to the Court of Claims."

A motion to reconsider was laid on the table.

FORT FREDERICA NATIONAL MONUMENT,
GA.

The Clerk called the bill (H. R. 6986) relating to the acquisition and addition of certain lands to Fort Frederica National Monument, in the State of Georgia, and for other purposes.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the maximum acreage of the Fort Frederica National Monument established pursuant to the act of May 26, 1936 (49 Stat. 1373), is hereby increased from 8 acres to 100 acres.

Sec. 2. There is hereby authorized to be appropriated not to exceed \$5,000 for the acquisition of land and interests in land for the said national monument. The Secretary of the Interior is authorized to use any funds so appropriated, together with any donated funds made available pursuant to the aforesaid act of May 26, 1936, for the procurement of land and interests in land for the national monument.

The bill was ordered to be engrossed and read a third time, was read the third

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ject to its being passed over at this time. I object, Mr. Speaker.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. FORD. I object, Mr. Speaker.

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to extend my remarks at this point and include a statement.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. RANKIN. Mr. Speaker, H. R. 8236 amends the National Service Life Insurance Act to provide that any dividends payable after January 1, 1951, may be accumulated in the National Service Life Insurance Fund, unless the insured requests payment of dividends in cash.

This bill enacts the practice now followed by commercial companies; under present law can be followed on all permanent-type national service life insurance policies.

When any premium is unpaid, this bill would prevent the lapsing of a policy until dividends had been exhausted in payment of premiums.

Dividends accumulated in the fund could be withdrawn at the election of the policy holder and would draw interest.

No additional cost to the Government; no additional liability upon the National Service Life Insurance Fund.

Reported unanimously after full hearing by subcommittee; supported by the VFW, DAV, and AMVETS.

AMENDMENTS TO NATIONAL SERVICE LIFE INSURANCE ACT

The Clerk called the bill (H. R. 8235) to amend further the National Service Life Insurance Act of 1940, as amended.

Mr. FORD. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

Mr. RANKIN. Reserving the right to object, Mr. Speaker, this bill has been carefully considered by the Veterans' Administration and it is supported by the American Legion, the Veterans of Foreign Wars, the Disabled American Veterans, and the AMVETS, or American Veterans of World War II. I submit that it ought not to be carried over from week to week. I object to the request.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. FORD. I object, Mr. Speaker.

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to extend my remarks at this point and include some extraneous matter and a statement I have prepared.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. RANKIN. Mr. Speaker, H. R. 8235 contains 10 sections of technical amendments to the National Service Life Insurance Act.

The bill was thoroughly considered by a subcommittee which held detailed hearings.

Based upon the suggestions of the American Legion, VFW, DAV, and AMVETS. These organizations strongly urged favorable approval.

Generally, the bill seeks to correct certain administrative practices and to

give service-connected veterans more leeway in maintaining their insurance.

I will insert in the Record at this point a detailed explanation of the bill:

Section 1 authorizes waiver of health requirement as to compensable disability in application for insurance or reinstatement of insurance made prior to July 1, 1951 (present provision expired January 1, 1950, and requires disability must result from performance of active military or naval service).

Sections 2 and 3 extend the time for applying for continuance of \$5,000 gratuitous insurance in certain cases to July 1, 1951.

Section 4 permits the commuted value of insurance maturing prior to August 1, 1946, and remaining unpaid at the death of the last person within the permitted class of beneficiaries, to be paid to the estate of the insured.

Section 5 provides that in any case where the insured provided for the payment of premiums by deductions from his service pay or where premiums were paid by the Government, such insurance shall not lapse or be forfeited so long as the insured remained in active service prior to August 1, 1946. This would be true despite the fact that such deductions may not have been deducted because (1) the insured was discharged to accept a commission, or (2) the insured was absent without leave but restored to active duty, (3) the insured was sentenced by court martial and if he was restored to active duty or required to engage in combat or became totally disabled or was killed in combat. Premiums in such cases would be deducted from the proceeds of insurance.

Section 6 provides for application for waiver of premium for total disability on any policy due after October 8, 1940, and prior to date of enactment of this bill; premiums paid during the time in which the waiver is effective shall be applied to payment of subsequent premiums, waiver of premium to cease upon notice sent by registered mail by the Veterans' Administration after the insured ceases to be totally disabled; in the event of the death of the insured without filing application for waiver of premium, beneficiaries may file application for waiver of premiums which were due after date of the death of insured; permits waiver in cases where the premiums are not otherwise waived because the insured died prior to the continuance of the total disability for 6 months.

Section 7 repeals section 602 (r) and is necessary as a result of section 6.

Section 8 authorizes waiver of health requirements in application for disability income coverage until July 1, 1951; existing law permits waiver only until January 1, 1950.

Section 9 protects the veteran or his beneficiary when he had ordered deductions from his service pay or compensation, pension, or retirement pay and when premiums were not paid due to an error on the part of the service department or the VA.

Public 301 of the Seventy-ninth Congress prohibited the issuance of any additional insurance to Philippine veterans. Section 10 continues this ban for any Philippine veteran who might be eligible under this bill.

GIVING MILITARY STATUS TO RUSSIAN RAILWAY SERVICE CORPS

The Clerk called the bill (H. R. 6277) to give discharges to the members of the Russian Railway Service Corps organized by the War Department under authority of the President of the United States for service during the war with Germany.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. RICH. Reserving the right to object, Mr. Speaker, it seems to me this

legislation is so important it should not be taken up here on the Consent Calendar. It ought to be taken up in the House and thoroughly aired and discussed. I ask unanimous consent that the bill be passed over without prejudice.

Mr. WADSWORTH. I object, Mr. Speaker.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. RICH. I object, Mr. Speaker.

The SPEAKER. Three objections are required.

Mr. RANKIN and Mr. POLK objected.

The SPEAKER. Three objections are heard, and the bill is stricken from the calendar.

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to extend my remarks at this point and include a statement I have prepared on this bill.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. RANKIN. Mr. Speaker, this bill seeks to give military status to members of the Russian Railway Service Corps, organized in 1917 and sent to Siberia by the War Department for service immediately after World War I.

I have been asked by the American Legion to call to the attention of the House the opposition of the American Legion to this and any similar type of legislation. Previously I have objected to consideration of this legislation.

Mr. Speaker, the important thing about this bill is that it confers military status and thereby grants compensation, pension, hospitalization, and other veterans' benefits upon civilians. This group has been recognized as a civilian group by the Department of the Army.

It has been the historic policy of the Congress to deny veterans' benefits to any except those who were in the active military and naval forces. I can see no reason for departure from this historic and wise policy. If this bill should be enacted, there would immediately be claims for the Red Cross, YMCA, USO, and other organizations. If the door is opened, there is no logical stopping place.

Mr. Speaker, I therefore again object to this bill, since it confers veterans' benefits upon this civilian group.

PREPARATORY COMMISSION FOR THE INTERNATIONAL REFUGEE ORGANIZATION

The Clerk called the bill (H. R. 5863) for refund of customs duties to the Preparatory Commission for the International Refugee Organization.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. CUNNINGHAM. I object, Mr. Speaker.

AMENDING THE BANKHEAD-JONES FARM TENANT ACT

The Clerk called the bill (H. R. 7268) to amend the Bankhead-Jones Farm Tenant Act so as to provide a more effective distribution of mortgage loans insured under title I, to give holders of such mortgage loans preference in the refinancing of loans on a noninsured basis, to adjust the loan limitations governing

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other departments and agencies of the Government and by various employee organizations. No opposition to the modernization of the Government's bonding program was voiced during the hearings.

Because of the great benefits and protection which will be afforded the Government under this measure for a very modest cost, and because it will provide an up-to-date bonding procedure, efficient and economical and in keeping with sound business practices, I hope the bill will be passed.

Mr. WAGNER. Mr. Speaker, the figures on bonded personnel of the Federal Government compiled by the Public Accounts Subcommittee, in collaboration with the various departments and agencies of the Government, indicate very clearly an urgent need for modernizing and improving the existing surety bonding procedure for employees and officers within the Federal service.

The House report on H. R. 8706 reveals that under the present law 1,103,036 individual surety bonds are written and maintained in Government records. Although the Federal Government does not now pay the premium cost for these bonds, undoubtedly administrative cost for handling all these records is an expensive operation for our Government when consideration is given to the fact that each of these bonds must be carefully reviewed from time to time for the purpose of ascertaining whether the bond is sufficient in penal sum, that it has not expired, and the surety company involved is on the approved list of the Treasury Department.

As further pointed out in the report on the proposed legislation, these 1,103,036 individual bonds can be reduced to 20,628 if blanket and position schedule bonds are employed. The use of blanket and position schedule bonds will modernize our present bonding system and bring it in line with the sound practices of private industry, State and local governments. Furthermore, by this enormous reduction in individual bonds, the administrative cost for handling the records of Federal bonded personnel will be virtually eliminated. The subcommittee has information from the departments indicating that the administrative expenses for this operation now costs the Government approximately \$350,000 annually.

In comparing this cost alone, with the annual cost of premiums which the Government will absorb under H. R. 8706, sufficient savings will be realized by the Government to pay for the proposed Federal bonding procedure envisioned by this bill.

Because this measure is a great improvement over existing law and will in fact pay for its own operation through savings on our existing bonding system, I hope that the bill will be passed.

Mr. HUBER. Mr. Speaker, I ask unanimous consent to address the House with reference to the statement made by the gentleman from Missouri [Mr. KARSTEN] concerning H. R. 8706, a bill to provide for the purchase of bonds to cover officers and employees of the Government.

The gentleman from Missouri has done an outstanding job in sponsoring

this piece of legislation and I wish to compliment him. The measure is a progressive step in the field of suretyship and its relation to Federal employees, and it will provide a splendid means for improving our present bonding system. There is no doubt that it will promote more efficiency in our Federal service and undoubtedly in time the Government will realize a great saving in operating under this proposed system for modernizing surety bonding requirements with the Federal Government.

I hope that the whole program of surety bonds as it affects Federal personnel will be reviewed carefully under the provisions of H. R. 8706 with a view toward further improvement.

Mr. HOFFMAN of Michigan. Mr. Speaker, we have no requests for time.

The SPEAKER. The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

AMENDING MUTUAL DEFENSE ASSISTANCE ACT OF 1949

Mr. DELANEY, from the Committee on Rules, reported the following privileged resolution (H. Res. 696, Rept. No. 2573), which was referred to the House Calendar and ordered to be printed:

Resolved, that immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 3809) to amend the Mutual Defense Assistance Act of 1949, and all points of order against the said bill are hereby waived. That after general debate which shall be confined to the bill and continue not to exceed 1 day, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Foreign Affairs, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

AMENDING FEDERAL DEPOSIT INSURANCE ACT

Mr. SMITH of Virginia, from the Committee on Rules, reported the following privileged resolution (H. Res. 697, Rept. No. 2574), which was referred to the House Calendar and ordered to be printed:

Resolved, that immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee on the Whole House on the State of the Union for the consideration of the bill (S. 2822) to amend the Federal Deposit Insurance Act (U. S. C., title 12, sec. 264). That after general debate, which shall be confined to the bill, and continue not to exceed 2 hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Banking and Currency, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted

and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

REFUNDING OF CUSTOMS DUTIES TO PREPARATORY COMMISSION FOR THE INTERNATIONAL REFUGEE ORGANIZATION

Mr. LANE. Mr. Speaker, I move to suspend the rules and pass the bill (H. R. 5863) for refund of customs duties to the Preparatory Commission for the International Refugee Organization, as amended.

The Clerk read as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to the Preparatory Commission for the International Refugee Organization the sum of \$120,000, paid by the Preparatory Commission for the International Refugee Organization to the United States as duties on property brought into the United States for sale to provide funds for the rehabilitation and resettlement of victims of German action pursuant to the agreement entered into on June 14, 1946, by the Government of the United States with the Governments of the United Kingdom, France, Czechoslovakia, and Yugoslavia: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The SPEAKER. Is a second demanded?

Mr. MICHENER. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. LANE. Mr. Speaker, I yield myself 5 minutes, and I ask unanimous consent to revise and extend my remarks.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. LANE. Mr. Speaker, it was neither the desire nor the intent of this Government to profit from sales of looted property, the proceeds of which were designated to promote the rehabilitation of the victims of Nazi persecution.

These exact words are quoted from a State Department letter to the Committee on the Judiciary, in recommending the enactment of H. R. 5863.

But customs duties to the amount of 120,000 have been taken from reparation goods sold in this country to provide funds for the resettlement of those victims of Nazi aggression who could not be repatriated.

This is not only a contradiction of our solemn commitments. If we do not return this money which has been taken to provide revenue when it should have been spared to provide relief, a number of victims will suffer, unjustly.

This may seem like a small matter in the march of great events.

At a time, however, when we are planning a global truth campaign to win the moral support of people everywhere it behooves us to practice what we preach.

The world will judge our words by our ability to back them up. Every time we cut corners on a definite obligation, we sacrifice that much of our credit and our prestige in the eyes of the world.

This is one of those situations where an international agreement that we made in good faith is compromised by one of our domestic laws. The purpose of this bill is to refund the sum collected as duties on reparations sold in this country for the relief of the Preparatory Commission for the International Refugee Organization.

These reparation sales are of a non-recurring nature.

But first let us look at the background of this case.

World war is frightening, even in retrospect, as we recall the millions of its hapless victims who were subjected to methodical and scientific persecution by the Nazis.

When the survivors were finally liberated, large numbers of them were in desperate need of help to promote their rehabilitation and resettlement.

Many of them had no government to represent them and to receive the reparations that would partially satisfy their needs.

In 1945 and 1946, 18 nations—excluding the Soviet Union—met in Paris to divide reparations. They allocated the nonmonetary gold found in Germany by the allied armed forces for the relief of those victims of Nazi aggression who could not be repatriated.

The Preparatory Commission for the International Refugee Organization is the agency of the United Nations entrusted with this task.

This commission was authorized to sell the retrieved goods at the highest possible value in order to secure funds for the relief of these homeless refugees.

The property classified as nonmonetary gold consisted of personal property such as jewelry, rugs, unmounted precious and semiprecious stones, silver, watches, china and glassware, cameras, and the like, which had been seized by the Nazis from their victims, of whom countless numbers later died in concentration camps. This property was unidentifiable both as to previous ownership and national origin.

The bulk of this property was brought to the United States by the commission in order to get the best price for it. It was sold in a manner that did not affect our domestic economy. At the same time there was every hope of securing maximum funds for the relief of refugees.

That is, until the rigid United States customs laws were invoked, requiring the Preparatory Commission to pay duties of \$120,000 on the importation of this property, thereby curtailing the net funds available after final sale and reducing the numbers of victims who might otherwise be helped.

In other words, the Government of the United States promised to assist and then took a profit on its assistance.

If we are to extend charity, it is best that we do so cleanly, and without any kick-backs.

I prefer to think of the customs duties imposed on a special and limited type of

property that is brought to this country for the sole purpose of raising relief funds, as the blind and thoughtless application of a rule which can be corrected in the proper way.

To pass this matter over lightly, is the way we would expect the Soviets to act in a similar situation, but not the United States. There is a moral issue here, which cannot be dismissed by a technicality.

One hundred and twenty thousand dollars represents the sole hope of salvation for more than 100 refugees, which we are taking from them, thoughtlessly up to this moment, but deliberately if we fail to refund this commission we have charged on a humanitarian endeavor.

At the Paris Conference on Reparation, to which we were a party, the sale of nonmonetary gold found by the Allied armed forces in Germany to provide relief funds was approved by the signors to that instrument.

A further sum, not to exceed \$25,000,000, was allocated for the same purpose, said sum to be raised from a portion of the proceeds of German assets in neutral countries which are available for reparation.

Furthermore, the governments of neutral countries were requested to make available for rehabilitation and resettlement those assets in such countries belonging to victims of Nazi aggression who have since died and left no heirs.

In order to concentrate aid on the most needy and deserving refugees, it was decided to limit such aid to those who were victims of Nazi concentration camps, but not including those persons confined in prisoner-of-war camps.

In the Five-Power Agreement of June 14, 1946, it was decided that assets becoming available should be used not for the compensation of individual victims, but solely for rehabilitation and resettlement.

All available evidence indicates beyond any doubt that the overwhelming majority of eligible persons under the provisions of article 8 are Jewish, since they were the principal targets of Nazi hate and terror. Eligible non-Jewish victims of the Nazi extermination policy are refugees from Germany and Austria who can demonstrate that they were persecuted by the Nazis for religious, political, or racial reasons. This latter category also includes German and Austrian nationals, similarly persecuted, whose only hope of mending their broken lives, is in emigration to new environments.

In all cases, loyalty to the United Nations is required, as a further test of eligibility.

The conclusion that 95 percent of the heirless funds made available should be set aside to take care of the Jewish victims, recognizes the fact that these funds are overwhelmingly Jewish in origin. The 5 percent made available for non-Jewish victims is based upon a liberal presumption of heirless funds non-Jewish in origin.

This is the broad picture of the common agreement under which the Preparatory Commission for the International Refugee Organization operates.

You and I are presently concerned with a part of that program and how it is being crippled by one of our own laws.

To resolve this conflict and to live up to our word, it is necessary to pass legislation that will direct the Secretary of the Treasury to refund the \$120,000 in customs duties that have been collected from the Preparatory Commission.

The Committee on the Judiciary and the State Department recommend such action.

The promptings of good faith and conscience tell us that this is the right and honorable thing for us to do.

I hope and trust that the Congress will not default on this obligation and permit a technicality to cheat us of full performance.

The enactment of H. R. 5863 means that we will carry out our pledge to the International Refugee Organization without short-changing the people it is trying to help.

The cost of this is small.

Its value is great.

Mr. MICHENER. Mr. Speaker, we have no requests for time on this side.

The SPEAKER. The question is, will the House suspend the rules and pass the bill?

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

HOUR OF MEETING TOMORROW

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 11 o'clock tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

CALENDAR WEDNESDAY

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that business in order on Calendar Wednesday of this week may be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

CALL OF THE HOUSE

Mr. MARCANTONIO. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 207]

Allen, Ill.	Chatham	Fogarty
Allen, La.	Chipfield	Frazier
Andrews	Christopher	Gillette
Angell	Cole, N. Y.	Gilmer
Barrett, Wyo.	Combs	Gordon
Biemiller	Cooper	Gore
Blackney	Cox	Gregory
Boggs, La.	Davis, Tenn.	Hall
Breen	Davis, Wis.	Edwin Arthur
Bulwinkle	Dawson	Hare
Burdick	Dingell	Harris
Carroll	Eaton	Hart
Case, S. Dak.	Engel, Mich.	Havenner

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all in your power to restore the full amount. Your support in this matter is solicited by the Wisconsin Council of Agriculture Cooperative.

Sincerely yours,

MILK K. SWANTON,
Executive Secretary.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. O'MAHONEY, from the Committee on Interior and Insular Affairs:

H. R. 2753. A bill to amend section 2 of the act of April 28, 1904 (33 Stat. 527; 43 U. S. C., sec. 213), relating to additional homestead entries; without amendment (Rept. No. 2092).

By Mr. BUTLER, from the Committee on Interior and Insular Affairs:

S. 3129. A bill authorizing the issuance of a patent in fee to Mr. and Mrs. Charles Whitford, heirs of Anna Louise Whitford, deceased; with amendments (Rept. No. 2093).

By Mr. GREEN, from the Committee on Foreign Relations:

S. 2633. A bill to give effect to the Convention for the Establishment of an International Commission for the Scientific Investigation of Tuna, signed at Mexico City, January 25, 1949, by the United States of America and the United Mexican States, and the Convention for the Establishment of an Inter-American Tropical Tuna Commission, signed at Washington, May 31, 1949, by the United States of America and the Republic of Costa Rica; and for other purposes; with amendments (Rept. No. 2094).

By Mr. FREAR, from the Committee on the District of Columbia:

H. R. 8055. A bill relating to the collection, payment, and dishonor of demand items, and to the revocation of credit for, and payment of, such items, by banks in the District of Columbia; without amendment (Rept. No. 2096).

By Mr. McCARRAN, from the Committee on the Judiciary:

S. 1292. A bill to amend section 32 (a) (2) of the Trading With the Enemy Act; with an amendment (Rept. No. 2097);

S. 2707. A bill to authorize the appointment of two additional district judges for the northern district of Illinois; without amendment (Rept. No. 2098);

S. 3800. A bill to amend title 18 of the United States Code, relating to the mailing of obscene matter; without amendment (Rept. No. 2099), and

S. 3921. A bill to provide for the temporary appointment of referees in bankruptcy, and for other purposes; without amendment (Rept. No. 2100).

By Mr. WILEY, from the Committee on the Judiciary:

S. 3585. A bill for the relief of Dodge County, Wis., without amendment (Rept. No. 2101).

By Mr. DONNELL, from the Committee on the Judiciary:

S. 410. A bill for the relief of the former shareholders of the Goshen Veneer Co., an Indiana corporation; with amendments (Rept. No. 2102).

UNITED STATES-MEXICAN BOUNDARY— REPORT OF A COMMITTEE

Mr. CONNALLY. Mr. President, from the Committee on Foreign Relations, I report an original bill to amend the act of May 13, 1924 (43 Stat. 118), as amended, relating to the United States-Mexican boundary, and I submit a report (No. 2095) thereon.

The VICE PRESIDENT. The report will be received and the bill will be placed on the calendar.

The bill (S. 3934) to amend the act of May 13, 1924 (43 Stat. 118), as amended, relating to the United States-Mexican boundary, was read twice by its title, and placed on the calendar.

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. MURRAY:

S. 3928. A bill for the relief of Fred Hess; and

S. 3929. A bill for the relief of Conrad Xavier Charles Maurer; to the Committee on the Judiciary.

By Mr. FERGUSON:

S. 3930. A bill to provide for the issuance of a special postage stamp in commemoration of the two hundred and fiftieth anniversary of the city of Detroit, Mich.; to the Committee on Post Office and Civil Service.

S. 3931. A bill for the relief of Frank A. Gray; to the Committee on the Judiciary.

By Mr. DOUGLAS:

S. 3932. A bill for the relief of Matei Chica-Cantacuzino; to the Committee on the Judiciary.

By Mr. THYE:

S. 3933. A bill for the relief of Sister Bertha Pfeiffer and Sister Elzbieta Zabinska; to the Committee on the Judiciary.

(Mr. CONNALLY, from the Committee on Foreign Relations, reported Senate bill 3934, to amend the act of May 13, 1924 (43 Stat. 118) as amended, relating to the United States-Mexican boundary, which was ordered to be placed on the calendar, and appears under a separate heading.)

By Mr. LANGER:

S. 3935. A bill to amend the act approved August 4, 1919, as amended, providing additional aid for the American Printing House for the Blind; to the Committee on Labor and Public Welfare.

AMENDMENT OF INTERNAL REVENUE CODE—AMENDMENT

Mr. FERGUSON submitted an amendment intended to be proposed by him to the bill (H. R. 3905) to amend section 3121 of the Internal Revenue Code, which was ordered to lie on the table and to be printed.

NOTICE OF MOTION TO SUSPEND THE RULE—AMENDMENT TO GENERAL AP- PROPRIATIONS BILL

Mr. McCARRAN submitted the following notice in writing:

In accordance with rule XI, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H. R. 7786) making appropriations for the support of the Government for the fiscal year ending June 30, 1951, and for other purposes, the following amendment, namely:

Page 448, line 7, after the word "specified" insert the following: "Provided further, That of this appropriation, \$100,000,000 shall be used only for assistance to Spain, to be extended upon credit terms as provided in section 111 (c) (2) of the Economic Cooperation Act of 1948, as amended."

Mr. McCARRAN also submitted an amendment intended to be proposed by him to House bill 7786, making appropriations for the support of the Government for the fiscal year ending June 30, 1951, and for other purposes, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

HOUSE BILLS AND JOINT RESOLUTION REFERRED OR PLACED ON CALENDAR

The following bills and joint resolution were severally read twice by their titles and referred or ordered to be placed on the calendar, as indicated:

H. R. 10. A bill to facilitate the deportation of aliens from the United States, to provide for the supervision and detention pending eventual deportation of aliens whose deportation cannot be readily effectuated because of reasons beyond the control of the United States, and for other purposes;

H. R. 5863. A bill for refund of customs duties to the Preparatory Commission for the International Refugee Organization;

H. R. 7260. A bill to provide for the holding of court and the furnishing of quarters at Rock Island for the United States district court for the southern district, northern division, of Illinois; and

H. R. 8763. A bill to amend the Clayton Act with respect to the recovery of triple damages under the antitrust laws, and for other purposes; to the Committee on the Judiciary.

H. R. 6560. A bill to amend the National Service Life Insurance Act of 1940, as amended, to authorize provisions in national service life-insurance policies for increased monthly disability benefits;

H. R. 8236. A bill to provide that on and after January 1, 1951, dividends on national service life insurance shall be applied in payment of premiums unless the insured has requested payment of dividends in cash; and

H. J. Res. 502. Joint resolution to suspend certain import taxes on copper; to the Committee on Finance.

H. R. 7257. A bill to provide for the acquisition of land and the construction thereon of buildings and appurtenances essential for forest fire control operations of the Forest Service, United States Department of Agriculture, at or near Missoula, Mont., and for other purposes; to the Committee on Agriculture and Forestry.

H. R. 7667. A bill directing the transfer to the Department of the Interior by the General Services Administration of certain property in Boise Barracks, Boise, Idaho; ordered to be placed on the calendar.

H. R. 8619. A bill to amend the act entitled "An act to establish a Department of Medicine and Surgery in the Veterans' Administration," approved January 3, 1946, to provide for the appointment of dental specialists, and for other purposes; to the Committee on Labor and Public Welfare.

H. R. 8706. A bill to provide for the purchase of bonds to cover officers and employees of the Government; to the Committee on Expenditures in the Executive Departments.

THE WAR IN KOREA—STATEMENT BY SENATOR SALTONSTALL

[Mr. SALTONSTALL asked and obtained leave to have printed in the Record a statement entitled "All-Out Effort To Back Boys in Korea Urged by SALTONSTALL," written by him and published in the Boston Sunday Herald of July 16, which appears in the Appendix.]

ADDRESS BY SENATOR LEHMAN BEFORE INTERNATIONAL LADIES' GARMENT WORKERS UNION

[Mr. PEPPER asked and obtained leave to have printed in the Record an address delivered by Senator LEHMAN before the International Ladies' Garment Workers Union, at Atlantic City, N. J., on May 29, 1950, which appears in the Appendix.]

ILLINOIS EDITORIAL COMMENT ON SENATOR LUCAS

[Mr. DOUGLAS asked and obtained leave to have printed in the Record two editorials, one entitled "Republicans for Lucas," pub-

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H. R. 22. A bill to establish a United States Air Force Academy; to the Committee on Armed Services.

H. R. 23. A bill to authorize the issuance of a special Korean Campaign Medal; to the Committee on Armed Services.

By Mr. BURNSIDE:

H. R. 24. A bill to provide for the evacuation of dependents of Armed Forces personnel from occupation zones or areas; to the Committee on Armed Services.

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H. R. 35. A bill to establish in the Department of Labor an Agency for the Handicapped, to define its duties, and for other purposes; to the Committee on Education and Labor.

H. R. 36. A bill to amend title 28, United States Code, section 456, so as to increase to \$15 per day the limit on subsistence expenses allowed to justices and judges while attending court or transacting official business at places other than their official station, and to authorize reimbursement for such travel by privately owned automobiles at the rate of 7 cents per mile; to the Committee on the Judiciary.

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By Mr. FURCOLO (by request):

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H. R. 65. A bill to create a commission to study the feasibility of Federal participation in the American Negro Progress Exposition; to the Committee on House Administration.

H. R. 66. A bill to exempt from estate tax national service life insurance and United States Government life insurance; to the Committee on Ways and Means.

By Mr. GOODWIN:

H. R. 67. A bill to recognize nonprofit non-political veterans' organizations for purposes of bestowing upon them certain benefits, rights, privileges, and prerogatives; to the Committee on Veterans' Affairs.

H. R. 68. A bill to add certain veterans' organizations to the list of veterans' organizations whose proceedings are printed annually for Congress; to the Committee on House Administration.

H. R. 69. A bill to amend the act entitled "An act to authorize the Secretary of the Army, the Secretary of the Navy, and the Secretary of the Air Force to lend certain property to national veterans' organizations, and for other purposes," approved August 1, 1949, so as to include property of the Coast Guard, and by defining "recognized national veterans' organization"; to the Committee on Armed Services.

which was read by the Clerk, and, together with accompanying papers, referred to the Committee on Armed Services:

To the Congress of the United States:

Pursuant to article 36, section 1, Public Law 506, Eighty-first Congress, I am transmitting herewith a copy of Part II of the Federal Register, February 10, 1951, in which there are set forth the rules and regulations which I have promulgated to implement the Uniform Code of Military Justice.

HARRY S. TRUMAN,

THE WHITE HOUSE, February 12, 1951.

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted as follows:

To Mr. FENTON (at the request of Mr. GRAHAM), indefinitely, on account of illness.

To Mr. RABAUT, indefinitely, on account of illness.

EXTENSION OF REMARKS

Mr. THOMPSON of Texas asked and was given permission to extend his remarks and include an editorial.

Mr. ROOSEVELT (at the request of Mr. WALTER) was given permission to extend his remarks and include an address delivered by Senator LEHMAN.

Mr. SMITH of Mississippi asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. YORTY asked and was given permission to extend his remarks and include extraneous matter.

Mr. MACHROWICZ asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. CARNAHAN asked and was given permission to extend his remarks and include a newspaper article.

Mr. FERNANDEZ asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. HOWELL asked and was given permission to extend his remarks and include an article on the one hundred and seventy-fifth anniversary of the Battle of Trenton and also an article on the food situation in India.

Mr. JONES of Alabama asked and was given permission to extend his remarks and include a newspaper article appearing in the Florence (Ala.) Times.

Mr. RANKIN asked and was given permission to extend his remarks and include a report by S. W. Jackson, Franklin, Pa., district engineer of the State highway department.

Mr. CURTIS of Nebraska asked and was given permission to extend his remarks and include letters.

Mr. HOFFMAN of Michigan asked and was given permission to extend his remarks following any special orders today, and that the footnotes be printed as footnotes.

Mr. ANGELL asked and was given permission to extend his remarks and include excerpts.

Mr. VAN ZANDT asked and was given permission to extend his remarks and

include an editorial appearing in the Philadelphia Enquirer.

Mr. SMITH of Kansas asked and was given permission to extend his remarks and include extraneous matter.

Mr. KILBURN asked and was given permission to extend his remarks and include an editorial.

Mr. EDWIN ARTHUR HALL asked and was given permission to extend his remarks and include a letter.

Mr. BURNSIDE asked and was given permission to extend his remarks in two instances and include two editorials from the Washington Post.

Mr. BRYSON asked and was given permission to extend his remarks and include a short newspaper excerpt.

Mr. DOLLIVER asked and was given permission to extend his remarks and include a letter from Omar B. Ketchum, director of the national legislative service of the Veterans of Foreign Wars of the United States.

Mr. BOYKIN (at the request of Mr. PRIEST) was given permission to extend his remarks and include a transcript of a telecast.

ADJOURNMENT

Mr. PRIEST. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 1 o'clock and 2 minutes p. m.) the House adjourned until tomorrow, Tuesday, February 13, 1951, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred, as follows:

187. A letter from the Under Secretary of the Navy, transmitting a draft of a proposed bill entitled "A bill to authorize the reimbursement of certain naval attachés, observers, and other officers for certain expenses incurred while on authorized missions in foreign countries"; to the Committee on Armed Services.

188. A letter from the Director, Administrative Office of the United States Courts, transmitting a draft of a proposed bill entitled "A bill to fix the term of the judge of the District Court of the Virgin Islands at 8 years"; to the Committee on the Judiciary.

189. A letter from the Secretary of the Interior, transmitting a draft of a bill entitled "A bill to consolidate the Parker Dam power project and the Davis Dam project"; to the Committee on Interior and Insular Affairs.

190. A letter from the Archivist of the United States, transmitting a report on records proposed for disposal and lists or schedules covering records proposed for disposal by certain Government agencies; to the Committee on House Administration.

191. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, United States Army, dated December 14, 1950, submitting a report, together with accompanying papers, on a preliminary examination of Saganing River and tributaries, Michigan, authorized by the Flood Control Act approved on July 24, 1946; to the Committee on Public Works.

192. A letter from the Deputy Attorney General, transmitting a draft of a bill entitled "A bill to amend section 73 of the act of January 12, 1895, as amended, relating to the printing, binding, and distribution of the Statutes at Large, and sections 411, 412, and 413 of title 28, United States Code, re-

lating to the printing, binding, and distribution of decisions of the Supreme Court of the United States, and for other purposes"; to the Committee on the Judiciary.

193. A letter from the Assistant Secretary of the Navy, transmitting the second annual report by the Department of the Navy in accordance with the requirements of section 404 (d) of the Federal Property and Administrative Services Act of 1949 on the disposal of excess property in foreign areas; to the Committee on Expenditures in the Executive Departments.

194. A letter from the Chairman, Pacific Marine Fisheries Commission, transmitting the Third Annual Report of the Pacific Marine Fisheries Commission, for the year 1950, pursuant to section 2 of Public Law 232, Eightieth Congress; to the Committee on Merchant Marine and Fisheries.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. GOSSETT: Committee on the Judiciary. H. R. 1030. A bill to extend the period for the admission of alien spouses and minor children of citizen members of the United States Armed Forces; with amendment (Rept. No. 117). Referred to the Committee of the Whole House on the State of the Union.

Mr. GOSSETT: Committee on the Judiciary. H. R. 2339. A bill to clarify the immigration status of certain aliens; with amendment (Rept. No. 118). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 31. A bill for refund of customs duties to the Preparatory Commission for the International Refugee Organization; without amendment (Rept. No. 99). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 661. A bill for the relief of Thomas J. Smith; with amendment (Rept. No. 100). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 1966. A bill for the relief of Mrs. Dorothy Manious; without amendment (Rept. No. 101). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 2066. A bill for the relief of Ralph Dunsmore; without amendment (Rept. No. 102). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 2070. A bill for the relief of Geraldine L. Smith, mother and natural guardian of Thomas Clayton Smith, a minor; without amendment (Rept. No. 103). Referred to the Committee of the Whole House.

Mr. BYRNE of New York: Committee on the Judiciary. H. R. 2110. A bill for the relief of Continental Insurance Co., Federal Insurance Co., and National Fire Insurance Co., of Hartford, Conn.; without amendment (Rept. No. 104). Referred to the Committee of the Whole House.

A-6604457, Brosz, Sister Clare Violete Ibolya.
 A-6703322, Byk, Abram Mojsze.
 A-6703302, Klor, Elia-Ber.
 A-6694202, Szczytnicki, Josef.
 A-6555838, Perkowski, Srul.
 A-6534355, Kagan, Mejer.
 A-6545331, Krupnik, Abram Girsz.
 A-6500157, Abramczyk, Jankiel.
 A-6499311, Chejfec, Michel Aron.
 A-6874496, Demenyl, Beno.
 A-6874497, Demenyl, Margit Kelemen.
 A-6886853, Fink, Chaim Burech.
 A-6491567, Friedel, Estera Szmulewicz.
 A-6533955, Friedel, Mordka.
 A-6704668, Gasiorek, Helena (Sister Mary Corinne).
 A-68113694, Gittelman, David.
 A-6813697, Gittelman, Ida or Eichenblatt (nee Hinda Fliker).
 A-6813695, Gittelman, Larry or Leiser.
 A-6813696, Gittelman, Florence or Fania.
 A-6704685, Gomulka, Aniela (Sister Marcita Clarine).
 A-6527578, Grynberg, Jankiel Judko.
 A-6683219, Grynspan, Moszek Abram.
 A-6884638, Grynspan, E'ka.
 A-6883342, Krupenia Lejwik.
 A-666306, Laub, Salomea.
 A-666307, Laub, Antonina Franciszka.
 A-684662, Lifszyc, Menahem or Martin Lifshitz.
 A-6521647, Manson, Benjamin.
 A-6687979, Maszyc, Dawid.
 A-6676369, Maszyc, Rachela.
 A-6752126, Merfeld, Necha Rivka.
 A-6752128, Merfeld, Gershon.
 A-6752123, Merfeld, Clara.
 A-6704673, Nowicka, Jadwiga.
 A-6704946, Ligaj, Maria.
 A-6702170, Olbrycht, Stanislaw.
 A-6704259, Szubert, Czeslawa.
 A-6459147, Peker, Berko.
 A-6459148, Peker, Sara (nee Mazurek).
 A-6496258, Peker, Mojaze Chaim.
 A-6483085, Pekier, Rywa.
 A-683578, Rosen, Henryk.
 A-6984449, Rosen, Josepha.
 A-612600, Rotkin, Lejb.
 A-6616880, Rotkin, Sofia.
 A-6718762, Rudnicki, David.
 A-7046290, Rudnicki, Anna.
 A-6344908, Rydz, Zygmunt Stanislaus.
 A-6704263, Rygiel, Zofia (Sister Mercita Speciosa).
 A-6538017, Schwanenfeld, Berl.
 A-6538015, Orbach, Chaskel.
 A-6538016, Orbach, Rosa.
 A-6538018, Yoffe, Chana Schwanenfeld.
 A-6658969, Orbach, Alexander.
 A-6538014, Orbach, Chana.
 A-6538013, Orbach, Efrolim.
 A-6090734, Sokalski, Wojciech.
 A-6859161, Stopnicki, Abraham.
 A-6704258, Syberyjska, Honorata (known as Sister Consolatia).
 A-6688866, Szwarcberg, Samuel or Szmul.
 A-6631510, Szwarcberg, Sara (nee Bernstein).
 A-6985767, Tural, Sister Anna.
 A-6601942, Wagner, Maria Beatrix.
 A-6667557, Wajntraub, Moszek Hirsz.
 A-6575209, Wenger, Morduch.
 A-6504797, Wenger, Cyra.
 A-6704221, Weselak, Janina.
 A-6704229, Tumanow, Weronika.
 A-6704255, Skarzenska, Maria Ludwika or Marie Ludwika.
 A-6704226, Zaleska, Anna.
 A-6704653, Novicka, Jozefa Theresa.
 A-6704091, Uruska, Anna.
 A-6704645, Lobuczek, Janina or Janina Mary Lobuczek.
 A-6704691, Kreczmanska, Jadwiga.
 A-6704235, Bilanska, Aniela.
 A-6704267, Respondowska, Eulalia.
 A-6856818, Zollman, Leopold.
 A-6991592, Zsiros, Jozsef or Joseph Zsiros.
 A-6991593, Zsiros, Irene.
 A-6991594, Zsiros, Sandor (Alexander).
 A-6286548, Polodna, Joseph Vladimir.

A-6997881, Visoianu, Constantine Ion.
 A-6751265, Grabinska, Wanda Wojtowicz or Wanda Wojtowicz.
 A-6602994, Glogowska, Leokadia (nee Buttner).
 A-6854461, Glogowska, Margaret Maria.
 A-6856836, Glogowska, Maria Ludwika (nee Horodecka).
 A-6905373, Glogowski, Tadeusz.
 A-7125357, Markovits, Jenő.
 A-7364828, Bilmanis, Halina.
 A-6427863, Abu-Lughod, Ahmad Amin Ali.
 A-6395529, Cretzianu, Alexandre.
 A-6341475, Kowalski, Wincenty.
 A-6742709, Krustev, Dimitr Iliev.
 A-7243139, Siedlewski, Jan Karszo.
 A-6652497, Tawil, Fuad, or Fouad Mousa Tawil.
 A-6730648, Tse-Chiang, Mei.
 A-6679689, Boks, Tamara.
 A-6795026, Fattal, Akram Haron.
 A-6991778, Korbonski, Stefan.
 A-6991779, Korbonska, Zofia (nee Ristau).
 A-7209591, Varga, Bela.
 A-6903246, Godina, Josef (Joseph).
 A-6864683, Cenkner, Stefan John.

REFUND OF CUSTOMS DUTIES TO PREPARATORY COMMISSION FOR THE INTERNATIONAL REFUGEE ORGANIZATION

The Clerk called the bill (H. R. 31) for refund of customs duties to the Preparatory Commission for the International Refugee Organization.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to the Preparatory Commission for the International Refugee Organization the sum of \$120,000, paid by the Preparatory Commission for the International Refugee Organization to the United States as duties on property brought into the United States for sale to provide funds for the rehabilitation and resettlement of victims of German action pursuant to the agreement entered into on June 14, 1946, by the Government of the United States with the Governments of the United Kingdom, France, Czechoslovakia, and Yugoslavia: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

THOMAS J. SMITH

The Clerk called the bill (H. R. 661) for the relief of Thomas J. Smith.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury be, and he is hereby, authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Thomas J. Smith, of Beaver Dam, Va., the sum of \$3,798.82, in full settlement of all claims against the United States for loss of salary, loss of annual leave and attorneys' fees, all caused by his having been separated without pay from the employment of the Public Housing Administration for the period from July 25, 1947, to March 1, 1948, which separation was unjustified and un-

warranted as evidenced by the findings of the Civil Service Commission in their opinion dated February 5, 1948, directing his reinstatement: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

With the following committee amendments:

Page 1 line 6, strike out "\$3,798.82" and insert in lieu thereof "\$3,041.95."

Page 1, line 8, strike out "and attorneys' fees."

The committee amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

MRS. DOROTHY MANIOUS

The Clerk called the bill (H. R. 1966) for the relief of Mrs. Dorothy Manious.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Mrs. Dorothy Manious, Nebraska City, Nebr., the sum of \$2,500, in full settlement of all claims against the United States for property damage, personal injuries, medical expenses, and loss of earnings sustained by her as the result of an accident involving an Army truck, which occurred in Munich, Germany, on January 31, 1948: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

RALPH DUNSMORE

The Clerk called the bill (H. R. 2066) for the relief of Ralph Dunsmore.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Ralph Dunsmore, of Knoxville, Tenn., the sum of \$1,387. Such sum represents currency belonging to the said Ralph Dunsmore which was entirely destroyed when the boat in which he was a passenger exploded and burned: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The VICE PRESIDENT. The resolution will be received and appropriately referred.

The resolution (S. Res. 75) was referred to the Committee on Expenditures in the Executive Departments, as follows:

Resolved, That the Senate Committee on Expenditures in the Executive Departments, or any duly authorized subcommittee thereof, is authorized and directed to make a full and complete study and investigation of all phases of the disposition by the various departments, agencies, and instrumentalities of the Government of materials declared surplus to the needs of the Government after World War II.

Sec. 2. The committee shall report to the Senate at the earliest practicable date, but not later than 3 months after the date on which this resolution is agreed to, the results of such study and investigation, together with such recommendations for legislation as it deems advisable.

REORGANIZATION PLAN NO. 1 OF 1951, RELATING TO RECONSTRUCTION FINANCE CORPORATION

Mr. CAPEHART submitted the following resolution (S. Res. 76), which was referred to the Committee on Expenditures in the Executive Departments:

Resolved, That the Senate does not favor the Reorganization Plan No. 1 of 1951 transmitted to Congress by the President on February 19, 1951.

STUDY OF PROPOSED SALE OF GERMAN EMBASSY IN THE DISTRICT OF COLUMBIA

Mr. LANGER submitted the following resolution (S. Res. 77), which was referred to the Committee on the Judiciary:

Resolved, That the Committee on the Judiciary, or any duly authorized subcommittee thereof, is directed to make a full and complete study concerning the proposed sale of the property in the District of Columbia known as the German Embassy, and to report to the Senate at the earliest practicable date the results of such study together with its recommendations as to the advisability of such sale.

Sec. 2. The Attorney General is hereby requested to postpone the proposed sale of the German Embassy until the completion of the study referred to in the first section of this resolution.

HOUSE BILLS REFERRED OR PLACED ON CALENDAR

The following bills were severally read twice by their titles, and referred, or ordered to be placed on the calendar:

H. R. 31. An act for refund of customs duties to the Preparatory Commission for the International Refugee Organization;

H. R. 400. An act to provide for the expeditious naturalization of former citizens of the United States who have lost United States citizenship through voting in a political election or in a plebiscite held in Italy;

H. R. 403. An act providing the privilege of becoming a naturalized citizen of the United States to all aliens having a legal right to permanent residence;

H. R. 574. An act for the relief of the estate of James Patrick Hackett and Charles L. Stover;

H. R. 576. An act for the relief of Fred E. Weber;

H. R. 596. An act for the relief of the Alaska Juneau Gold Mining Co., of Juneau, Alaska;

H. R. 599. An act conferring jurisdiction upon the United States District Court for the District of Delaware to hear, determine, and render judgment upon the claim of Alvin

Smith, of New Castle, Del., arising out of the damage sustained by him as a result of the construction and maintenance of the New Castle United States Army Air Base, New Castle, Del.;

H. R. 613. An act for the relief of John P. Hayes;

H. R. 622. An act for the relief of Mrs. Oksana Stepanovna Kasenkina;

H. R. 624. An act for the relief of Chisako Shimizu and Ryoichi Shimizu;

H. R. 638. An act for the relief of Warren Thomas and others;

H. R. 647. An act for the relief of the estate of Lourdlne Livermore and the estate of Dorothy E. Douglas;

H. R. 661. An act for the relief of Thomas J. Smith;

H. R. 664. An act for the relief of Mrs. Coral E. Alldritt;

H. R. 667. An act for the relief of Hildegard Dettling and Judith Ingeborg Dettling;

H. R. 676. An act for the relief of Mrs. Aimee Hoyningen-Huene;

L. R. 680. An act for the relief of the State Compensation Insurance Fund of California;

H. R. 706. An act for the relief of Mrs. Alice N. Kozma;

H. R. 712. An act for the relief of Charles W. Wulf, warrant officer, junior grade, United States Air Force;

H. R. 714. An act for the relief of James A. G. Martindale;

H. R. 715. An act for the relief of Aenny Blank;

H. R. 721. An act for the relief of the Peerless Oil Co., of Brooklyn, N. Y.;

H. R. 723. An act for the relief of Carlo de Luca;

H. R. 727. An act for the relief of Julia Busch;

H. R. 745. An act for the relief of Thomas A. Trulove, postmaster, and Nolen J. Salyards, assistant postmaster, at Inglewood, Calif.;

H. R. 746. An act for the relief of Harris A. Bakken;

H. R. 756. An act for the relief of Nicoletta and Guilla Pontrelli;

H. R. 774. An act for the relief of the American Barrel Co., Inc.;

H. R. 795. An act for the relief of Carlos Sanchez Perez;

H. R. 824. An act for the relief of Luisa Monti;

H. R. 848. An act for the relief of Mrs. Martha W. Johnson;

H. R. 857. An act for the relief of Mrs. Rose A. Mongrain;

H. R. 859. An act for admission to the United States of Mrs. Margot Kazerski;

H. R. 889. An act for the relief of Lena Valsamis and Lucy Balosa Valsamis;

H. R. 890. An act for the relief of Athina Mary Onassis;

H. R. 891. An act for the relief of Mary Valsamis Dendramis and Vassili G. Dendramis;

H. R. 898. An act for the relief of Gunter Arno Thelemann;

H. R. 963. An act for the relief of Chu Bud Yick;

H. R. 966. An act for the relief of Mrs. Solveig Normanson;

H. R. 971. An act for the relief of Louis R. Chadbourne;

H. R. 990. An act to confer jurisdiction on the Court of Claims to hear, determine, adjudicate, and render judgment on the claim of Preston L. Watson, as administrator of the goods and chattels, rights, and credits which were of Robert A. Watson, deceased;

H. R. 997. An act for the relief of William J. Drinkwine;

H. R. 1095. An act for the relief of Shelby Shoe Co., of Salem, Mass.;

H. R. 1111. An act for the relief of Taro Takara;

H. R. 1134. An act for the relief of Henry Leonard Hoffmann;

H. R. 1157. An act for the relief of Lum Ying;

H. R. 1239. An act for the relief of Bruce M. Stern;

H. R. 1249. An act for the relief of the La Fayette Brewery, Inc.;

H. R. 1449. An act for the relief of Mr. and Mrs. Fred A. Fletcher;

H. R. 1458. An act for the relief of Zygmunt Pakula (also known as Pakuta);

H. R. 1461. An act for the relief of Josephine Lisitano;

H. R. 1473. An act for the relief of Caroline M. Newmark and Melville Moritz;

H. R. 1475. An act for the relief of Elena Erbez;

H. R. 1486. An act for the relief of Maria Geertrude Mulders;

H. R. 1487. An act for the relief of the Sonoma County Farmers' Mutual Fire Insurance Co.;

H. R. 1566. An act for the relief of A. J. Crozat, Jr.;

H. R. 1580. An act for the relief of the Overseas Navigation Corp.;

H. R. 1583. An act for the relief of Francis A. Gunn;

H. R. 1584. An act for the relief of Edward Woolf;

H. R. 1594. An act for the relief of Earl L. Doss;

H. R. 1596. An act for the relief of N. H. Kelley, Bernice Kelley, Clyde D. Farquhar, and Gladys Farquhar;

H. R. 1682. An act for the relief of Capt. Marciano O. Garces;

H. R. 1722. An act for the relief of Louise Letzinger and her daughter;

H. R. 1822. An act for the relief of Harry C. Goakes;

H. R. 1823. An act for the relief of Jose Encarnacion Ortiz;

H. R. 1840. An act for the relief of Bernard Spielmann;

H. R. 1845. An act for the relief of Sam Patterson;

H. R. 1908. An act for the relief of Helena Jange Chinn;

H. R. 1912. An act for the relief of Wilcox Electric Co., Inc.;

H. R. 1971. An act for the relief of Kirocor Haladjian, Tacouhl Haladjian, Gulunia Haladjian, and Virginie Haladjian;

H. R. 2066. An act for the relief of Ralph Dunsmore;

H. R. 2068. An act for the relief of Sook Kat;

H. R. 2070. An act for the relief of Geraldine L. Smith, mother and natural guardian of Thomas Clayton Smith, a minor;

H. R. 2110. An act for the relief of Continental Insurance Co., Federal Insurance Co., and National Fire Insurance Co., of Hartford, Conn.;

H. R. 2205. An act for the relief of Mary Alice Floyd; and

H. R. 2276. An act for the relief of Mary Jane Sherman; to the Committee on the Judiciary.

H. R. 1730. An act to amend section 4 (g) of the Communications Act of 1934 to permit the Federal Communications Commission to make expenditures for land for radio monitoring stations, and for other purposes; to the Committee on Interstate and Foreign Commerce.

H. R. 335. An act to confer jurisdiction on the Court of Claims to hear, determine, and render judgment upon a certain claim of the Board of County Commissioners of Sedgwick County, Kans.;

H. R. 966. An act for the relief of Mrs. Vera Raupe;

H. R. 1090. An act to extend the period for the admission of alien spouses and minor children of citizen members of the United States Armed Forces;

H. R. 1165. An act for the relief of Richard Gregory Rundle and Valiquette Adele Rundle;

H. R. 1936. An act for the relief of Mrs. Dorothy Manious; and

H. R. 2339. An act to clarify the immigration status of certain aliens; ordered to be placed on the calendar.



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Congressional Record

PROCEEDINGS AND DEBATES OF THE 82^d CONGRESS, FIRST SESSION

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PREPARATORY COMMISSION FOR THE INTERNATIONAL
REFUGEE ORGANIZATION

328556

APRIL 4, 1950.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. LANE, from the Committee on the Judiciary, submitted the
following

REPORT

[To accompany H. R. 5863]

The Committee on the Judiciary, to whom was referred the bill
(H. R. 5863) for the relief of the Preparatory Commission for the
International Refugee Organization, having considered the same,
report favorably thereon with an amendment and recommend that
the bill do pass.

The amendment is as follows:

At the end of bill add:

Provided, That no part of the amount appropriated in this Act in excess of
10 per centum thereof shall be paid or delivered to or received by any agent or
attorney on account of services rendered in connection with this claim, and
the same shall be unlawful, any contract to the contrary notwithstanding.
Any person violating the provisions of this Act shall be deemed guilty of a
misdemeanor and upon conviction thereof shall be fined in any sum not exceeding
\$1,000.

The purpose of the proposed legislation is to pay the sum of \$120,000
to the Preparatory Commission for the International Refugee Organi-
zation, paid by the said Commission to the United States as duties on
property brought into the United States for sale to provide funds for
the rehabilitation and resettlement of victims of German action pur-
suant to the agreement entered into on June 14, 1946, by the Govern-
ment of the United States with the Governments of the United King-
dom, France, Czechoslovakia, and Yugoslavia.

STATEMENTS OF FACT

The Department of State recommends the enactment of this bill
and in its letter dated November 28, 1949, gives, in detail, the history
of this proposed legislation and after your committee carefully studied

this claim it was of the opinion that this money should be refunded and concurs in the recommendation of the Department of State. The letter of the Department of State is as follows:

DEPARTMENT OF STATE,
Washington, November 28, 1949.

Hon. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives, Washington, D. C.

MY DEAR MR. CELLER: Reference is made to your letter of August 11, 1949, requesting the views of this Department concerning H. R. 5863, a bill for refund of customs duties to the Preparatory Commission for the International Refugee Organization.

The circumstances pursuant to which the customs duties on the importation of various articles were paid by the Preparatory Commission for the International Refugee Organization are well known to this Department. So far as the precise amount (\$120,000) stated in the bill is concerned, it is suggested that the Bureau of Customs of the Treasury Department is in possession of the facts justifying such amount.

At the close of hostilities of World War II, large numbers of persons who were persecuted by the Nazis were in dire need of aid to promote their rehabilitation and resettlement, but had no government to represent them in receiving reparation from Germany in order partially to satisfy this need. Consequently, the 18 nations which met in Paris in late 1945 and early 1946 to divide the reparation from Germany which was allocable to the countries at war with Germany (other than the Soviet Union, which was separately provided for in the Potsdam Declaration) enacted article 8 of part I of the final act of the Paris Conference on Reparation of January 14, 1946. This article allocated a share of German reparation consisting of the nonmonetary gold found in Germany by the Allied armed forces to the rehabilitation and resettlement of nonrepatriable victims of German action. The Intergovernmental Committee on Refugees or its appropriate successor agency was designated to administer this portion of the reparation. The Preparatory Commission for the International Refugee Organization (and subsequently the International Refugee Organization) is the agency of the United Nations to which this function had been transferred.

Article 8 also directed the Governments of the United States, France, the United Kingdom, Czechoslovakia, and Yugoslavia to work out an agreement which provided for administration of such property. These five nations, in an agreement of June 14, 1946, directed the Intergovernmental Committee on Refugees or its successor to take title to the property from the appropriate authorities and to take all necessary steps to liquidate as promptly as possible, due consideration being given to securing the highest possible realizable value in order that the rehabilitation and resettlement of refugees could be facilitated. The property made available to the Preparatory Commission classified as nonmonetary gold consisted of personal property such as jewelry, rugs, unmounted precious and semiprecious stones, silver, watches, china and glassware, cameras, and the like, which had been seized by the Nazis from their victims, a large number of whom had died in concentration camps. All of this property was unidentifiable both as to previous ownership and national origin. Following investigation which determined the unidentifiability of the property, the United States armed forces turned over the property to the Preparatory Commission for the International Refugee Organization pursuant to a directive of the Joint Chiefs of Staff dated November 16, 1946.

The Preparatory Commission brought the bulk of the property turned over to it to the United States for liquidation in order to dispose of it at advantageous prices which could not be obtained elsewhere. A Merchandising Advisory Committee, the Department is informed, was appointed by the Preparatory Commission to direct the sale of the property in the United States in a manner which would not adversely affect the economy but would nevertheless provide the maximum funds for the relief of refugees.

It is the understanding of the Department that the Merchandising Advisory Committee has completed its task. Under the customs laws of the United States the Preparatory Commission was required to pay customs duties upon the importation of the property into the United States, based upon the appraisal of the customs officials. It is the understanding of the Department that the amount paid as customs duties was \$120,000.

This Government played a leading part in the Paris Conference on Reparation in late 1945 and early 1946, and at the Five Nation Conference in June 1946, in

securing an allocation of reparation for those victims of the war who were clearly deserving and in need of help in order that rehabilitation could be accomplished, but who had no government representing them receiving reparation from Germany. This Government also was most desirous that these people could have available the maximum funds in order that their rehabilitation and resettlement might be accomplished quickly and successfully, although realizing that the amounts involved in the turn-over of nonmonetary gold could at best be only of partial assistance in achieving this objective. It was neither the desire nor the intent of this Government to profit from sales of looted property, the proceeds of which were designated to promote the rehabilitation of the victims of Nazi persecution.

The Department, therefore, strongly supports the passage of H. R. 5863, which is designed to restore to the Preparatory Commission for the International Refugee Organization these funds which, owing to the rigidity of the customs laws, would otherwise have been, and which should be, available to the International Refugee Organization for the most desirable work which it was directed to perform.

There are attached, for the information of the committee, copies of the Final Act of the Paris Conference on Reparation, and of the Five Nation Agreement of June 14, 1946.

The Department has been informed by the Bureau of the Budget that there is no objection to the submission of this report.

Sincerely yours,

JACK K. McFALL,
Assistant Secretary
(For the Secretary of State).

EXHIBIT 1

FINAL ACT OF THE PARIS CONFERENCE ON REPARATION, DECEMBER 21, 1945 PART I, ARTICLE 8

Allocation of a reparation share to nonrepatriable victims of German action

In recognition of the fact that large numbers of persons have suffered heavily at the hands of the Nazis and now stand in dire need of aid to promote their rehabilitation but will be unable to claim the assistance of any government receiving reparation from Germany, the Governments of the United States of America, France, the United Kingdom, Czechoslovakia, and Yugoslavia, in consultation with the Intergovernmental Committee on Refugees, shall, as soon as possible, work out in common agreement a plan of the following general lines:

- A. A share of reparation consisting of all the nonmonetary gold found by the Allied armed forces in Germany and in addition a sum not exceeding \$25,000,000 shall be allocated for the rehabilitation and resettlement of nonrepatriable victims of German action.
- B. The sum of \$25,000,000 shall be met from a portion of the proceeds of German assets in neutral countries which are available for reparation.
- C. Governments of neutral countries shall be requested to make available for this purpose (in addition to the sum of \$25,000,000) assets in such countries of victims of Nazi action who have since died and left no heirs.
- D. The persons eligible for aid under the plan in question shall be restricted to true victims of Nazi persecution and to their immediate families and dependents, in the following classes:
 - (i) Refugees from Nazi Germany or Austria who require aid and cannot be returned to their countries within a reasonable time because of prevailing conditions;
 - (ii) German and Austrian nationals now resident in Germany or Austria in exceptional cases in which it is reasonable on grounds of humanity to assist such persons to emigrate and providing they emigrate to other countries within a reasonable period;
 - (iii) Nationals of countries formerly occupied by the Germans who cannot be repatriated or are not in a position to be repatriated within a reasonable time. In order to concentrate aid on the most needy and deserving refugees and to exclude persons whose loyalty to the United Nations is or was doubtful, aid shall be restricted to nationals or former nationals of previously occupied countries who were victims of Nazi concentration camps or of concentration camps established by regimes under Nazi influence, but not including persons who have been confined only in prisoner-of-war camps.

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E. The sums made available under paragraphs A and B above shall be administered by the Intergovernmental Committee on Refugees or by a United Nations agency to which appropriate functions of the Intergovernmental Committee may in the future be transferred. The sums made available under paragraph C above shall be administered for the general purposes referred to in this article under a program of administration to be formulated by the five governments named above.

F. The nonmonetary gold found in Germany shall be placed at the disposal of the Intergovernmental Committee on Refugees as soon as a plan has been worked out as provided above.

G. The Intergovernmental Committee on Refugees shall have power to carry out the purposes of the fund through appropriate public and private field organizations.

H. The fund shall be used, not for the compensation of individual victims, but to further the rehabilitation or resettlement of persons in the eligible classes.

I. Nothing in this article shall be considered to prejudice the claims which individual refugees may have against a future German Government, except to the amount of the benefits that such refugees may have received from the sources referred to in paragraphs A and C above.

EXHIBIT 2

FIVE POWER AGREEMENT OF JUNE 14, 1946

In accordance with the provisions of article 8 of the Final Act of the Paris Conference on Reparation, the Governments of the United States of America, France, the United Kingdom, Czechoslovakia, and Yugoslavia, in consultation with the Intergovernmental Committee on Refugees, have worked out, in common agreement, the following plan to aid in the rehabilitation and resettlement of nonrepatriable victims of German action. In working out this plan the signatory powers have been guided by the intent of article 8, and the procedures outlined below are based on its terms:

In recognition of special and urgent circumstances, the sum of \$25,000,000, having been made available by Allied Governments as a priority on the proceeds of the liquidation of German assets in neutral countries, is hereby placed at the disposal of the Intergovernmental Committee on Refugees or its successor organization for distribution to appropriate public and private field organizations as soon as they have submitted practicable programs in accordance with this agreement.

A. It is the unanimous and considered opinion of the Five Powers that in the light of paragraph H of article 8 of the Paris Agreement on Reparation, the assets becoming available should be used not for the compensation of individual victims but for the rehabilitation and resettlement of persons in eligible classes, and the expenditures on rehabilitation shall be considered as essential preparatory outlays to resettlement. Since all available statistics indicate beyond any reasonable doubt that the overwhelming majority of eligible persons under the provisions of article 8 are Jewish, all assets except as specified in paragraph B below are allocated for the rehabilitation and resettlement of eligible Jewish victims of Nazi action, among whom children should receive preferential assistance. Eligible Jewish victims of Nazi action are either refugees from Germany or Austria who do not desire to return to these countries, or German and Austrian Jews now resident in Germany or Austria who desire to emigrate, or Jews who were nationals or former nationals of previously occupied countries and who were victims of Nazi concentration camps or concentration camps established by regimes under Nazi influence.

B. The sum of \$2,500,000, amounting to 10 percent, arising out of the \$25,000,000 priority on the proceeds of German assets in neutral countries, 10 percent of the proceeds of the nonmonetary gold, and 5 percent of the heirless funds shall be administered by the Intergovernmental Committee on Refugees or its successor organization through appropriate public and private organizations for the rehabilitation and resettlement of the relatively small numbers of non-Jewish victims of Nazi action who are in need of resettlement. Eligible non-Jewish victims of Nazi action are refugees from Germany and Austria who can demonstrate that they were persecuted by the Nazis for religious, political, or racial reasons who do not desire to return, or German and Austrian nationals, similarly persecuted, who desire to emigrate.

C. The Director of the Intergovernmental Committee on Refugees or the Director General of the successor organization shall under the mandate of this agreement make funds available for programs submitted by the appropriate field organizations referred to in paragraphs A and B above as soon as he has satisfied himself that the programs are consistent with the foregoing. Only in exceptional circumstances may the cost of resettlement programs exceed a maximum of \$1,000 per adult and \$2,500 per child under 12 years of age. The action of the Intergovernmental Committee on Refugees or its successor organization shall be guided by the intent of article 8 and by this agreement which is to place into operation as quickly as possible practicable programs of rehabilitation and resettlement submitted by the appropriate field organizations.

D. In addition to the \$25,000,000 sum, the Intergovernmental Committee on Refugees or its successor organization is hereby authorized to take title from the appropriate authorities to all nonmonetary gold found by the Allies in Germany and to take such steps as may be needed to liquidate these assets as promptly as possible, due consideration being given to secure the highest possible realizable value. As these assets are liquidated, the funds shall be distributed in accordance with paragraphs A and B above.

E. Furthermore, pursuant to paragraphs C and E of article 8, in the interest of justice, the French Government, on behalf of the five governments concluding this agreement, are making representations to the neutral powers to make available all assets of victims of Nazi action who died without heirs. The Governments of the United States of America, the United Kingdom, Czechoslovakia, and Yugoslavia are associating themselves with the French Government in making such representations to the neutral powers. The conclusion that 95 percent of the heirless funds thus made available should be allocated for the rehabilitation and resettlement of Jewish victims takes cognizance of the fact that these funds are overwhelmingly Jewish in origin, and the 5 percent made available for non-Jewish victims is based upon a liberal presumption of heirless funds non-Jewish in origin. The heirless funds to be used for the rehabilitation and resettlement of Jewish victims of Nazi action should be made available to appropriate field organizations. The heirless funds to be used for the rehabilitation and resettlement of non-Jewish victims of Nazi action should be made available to the Intergovernmental Committee on Refugees or its successor organization for distribution to appropriate public and private field organizations. In making these joint representations, the signatories are requesting the neutral countries to take all necessary action to facilitate the identification, collection, and distribution of these assets which have arisen out of a unique condition in international law and morality.

If further representations are indicated, the Governments of the United States of America, France, and the United Kingdom will pursue the matter on behalf of the signatory powers.

F. To insure that all funds made available shall inure to the greatest possible benefit of the victims whom it is desired to assist, all funds shall be retained in the currency from which they arise and shall be transferred therefrom only upon the instructions of the organization to which the Intergovernmental Committee on Refugees or its successor organization has allocated the funds for expenditure.

G. The Director of the Intergovernmental Committee on Refugees shall carry out his responsibilities to the five governments in respect of this agreement in accordance with the terms of the letter of instruction which is being transmitted to him by the French Government on behalf of the governments concluding this agreement.

In witness whereof the undersigned have signed the present agreement.

Done in Paris, on the 14th of June 1946, in the English and French languages, the two texts being equally authentic, in a single original, which shall be deposited in the Archives of the Government of the French Republic, certified copies being furnished by that Government to the signatories of this present agreement.

ELI GINZBERG,
Delegate of the United States of America,

GEORGES BIDAULT,
Delegate of France,

DOUGLAS MACKILLOP,
Delegate of the United Kingdom of Great Britain and Northern Ireland,

JOSEPH VLADIMIR KLVANA,
Delegate of Czechoslovakia,

MILAN BARTOS,
Delegate of Yugoslavia.

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EXHIBIT 3

COPY OF DIRECTIVE ISSUED TO CG USFET AND CO USFA ON DEFINITION OF
NONMONETARY GOLD, PURSUANT TO ARTICLE 8 OF THE PARIS REPARATIONS
AGREEMENT

1. You will make available on demand to duly accredited representatives of Intergovernmental Committee on Refugees all valuable personal property which represents loot seized or obtained under duress from political, racial, or religious victims of Nazi government or its satellite governments, or nationals thereof, which was or may hereafter be found, seized, or confiscated by USFET or by local authorities acting under direction or control of United States forces, subject to following conditions:

A. That property cannot be restituted to government pursuant to WARX 85965 November 1945 (SWNCC 204/2) and WARX 99226 March 1946 (SWNCC 204/5), as amended and modified by Control Council action, because determination of individual ownership is impractical.

B. That property cannot be restituted to lawful owners under laws in force in place where presently found either because lawful owner has died or ceased to exist without legal successor or because determination of individual ownership is impractical.

C. That ownership interests in real property located in Germany and German currency or instruments of exchange payable in German currency will be excepted.

D. That Jewish books, manuscripts, and literature of cultural or religious importance will be excepted and disposed of pursuant to separate directive.

E. That detailed inventory and tentative agreed valuation will be made of property subject to transfer to Intergovernmental Committee on Refugees hereunder, and transfer will be made upon signing of joint inventory which shall be made part of receipt.

2. You will permit property transferred hereunder to be removed from Germany and Austria or to be sold therein if payment can be made outside Germany or Austria in acceptable foreign currency, notwithstanding any laws for control of foreign exchange, to end that maximum value be obtained therefrom by Intergovernmental Committee on Refugees.

3. You will seek to obtain Control Council agreement to disposition pursuant to terms of this directive of any property disposition of which is reserved to Control Council. Even prior to such agreement you will nevertheless execute directive and you may advise other representatives of control that you are doing so pursuant to obligation assumed by your Government in subscribing to Paris agreement on reparations.

4. Expression "Valuable personal property" as used in paragraph 1 of this directive shall be interpreted to exclude ordinary items of furniture, clothing, and other personal property of small intrinsic value and to include any such items of uncommon value. In determination of impracticability of identification pursuant to paragraph 1, subparagraphs A and B of this directive, regard shall be had to extent of commingling with other property and difficulty and expense of determination of ownership in comparison with value of property. All property, as defined herein, will be considered as falling within the directive and will be made available to Intergovernmental Committee on Refugees unless available evidence clearly is to contrary. You will establish such administrative machinery as may be necessary to execute this directive promptly and effectively.

(Received in Intergovernmental Committee on Refugees, Washington office November 20, 1946, from J. H. Hildring, Assistant Secretary of State.)

328559

Serial Set 11495

PREPARATORY COMMISSION FOR THE INTERNATIONAL
REFUGEE ORGANIZATION

328560

FEBRUARY 12, 1951.—Committed to the Committee of the Whole House and
ordered to be printed

Mr. BYRNE of New York, from the Committee on the Judiciary, sub-
mitted the following

REPORT

[To accompany H. R. 31]

The Committee on the Judiciary, to whom was referred the bill
(H. R. 31) for the relief of Preparatory Commission for the Inter-
national Refugee Organization, having considered the same, report
favorably thereon without amendment and recommend that the bill
do pass.

The facts will be found fully set forth in House Report No. 1870,
Eighty-first Congress, which is appended hereto and made a part of
this report.

An identical bill was favorably reported and passed the House dur-
ing the Eighty-first Congress, but no action taken by the Senate.

[H. Rept. No. 1870, 81st Cong.]

The purpose of the proposed legislation is to pay the sum of \$120,000 to the
Preparatory Commission for the International Refugee Organization, paid by
the said Commission to the United States as duties on property brought into the
United States for sale to provide funds for the rehabilitation and resettlement of
victims of German action pursuant to the agreement entered into on June 14,
1946, by the Government of the United States with the Governments of the
United Kingdom, France, Czechoslovakia, and Yugoslavia.

STATEMENTS OF FACT

The Department of State recommends the enactment of this bill and in its
letter dated November 28 1949, gives, in detail the history of this proposed
legislation and after your committee carefully studied this claim it was of the
opinion that this money should be refunded and concurs in the recommendation
of the Department of State. The letter of the Department of State is as follows.

DEPARTMENT OF STATE,
Washington, November 28, 1949.

HON. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives, Washington, D. C.

MY DEAR MR. CELLER: Reference is made to your letter of August 11, 1949, requesting the views of this Department concerning H. R. 5863, a bill for refund of customs duties to the Preparatory Commission for the International Refugee Organization.

The circumstances pursuant to which the customs duties on the importation of various articles were paid by the Preparatory Commission for the International Refugee Organization are well known to this Department. So far as the precise amount (\$120,000) stated in the bill is concerned, it is suggested that the Bureau of Customs of the Treasury Department is in possession of the facts justifying such amount.

At the close of hostilities of World War II, large numbers of persons who were persecuted by the Nazis were in dire need of aid to promote their rehabilitation and resettlement, but had no government to represent them in receiving reparation from Germany in order partially to satisfy this need. Consequently, the 18 nations which met in Paris in late 1945 and early 1946 to divide the reparation from Germany, which was allocable to the countries at war with Germany (other than the Soviet Union, which was separately provided for in the Potsdam Declaration) enacted article 8 of part I of the final act of the Paris Conference on Reparation of January 14, 1946. This article allocated a share of German reparation consisting of the nonmonetary gold found in Germany by the Allied armed forces to the rehabilitation and resettlement of nonrepatriable victims of German action. The Intergovernmental Committee on Refugees or its appropriate successor agency was designated to administer this portion of the reparation. The Preparatory Commission for the International Refugee Organization (and subsequently the International Refugee Organization) is the agency of the United Nations to which this function had been transferred.

Article 8 also directed the Governments of the United States, France, the United Kingdom, Czechoslovakia, and Yugoslavia to work out an agreement which provided for administration of such property. These five nations, in an agreement of June 14, 1946, directed the Intergovernmental Committee on Refugees or its successor to take title to the property from the appropriate authorities and to take all necessary steps to liquidate as promptly as possible, due consideration being given to securing the highest possible realizable value in order that the rehabilitation and resettlement of refugees could be facilitated. The property made available to the Preparatory Commission classified as nonmonetary gold consisted of personal property such as jewelry, rugs, unmounted precious and semiprecious stones, silver, watches, china and glassware, cameras, and the like, which had been seized by the Nazis from their victims, a large number of whom had died in concentration camps. All of this property was unidentifiable both as to previous ownership and national origin. Following investigation which determined the unidentifiability of the property, the United States armed forces turned over the property to the Preparatory Commission for the International Refugee Organization pursuant to a directive of the Joint Chiefs of Staff dated November 16, 1946.

The Preparatory Commission brought the bulk of the property turned over to it to the United States for liquidation in order to dispose of it at advantageous prices which could not be obtained elsewhere. A Merchandising Advisory Committee, the Department is informed, was appointed by the Preparatory Commission to direct the sale of the property in the United States in a manner which would not adversely affect the economy but would nevertheless provide the maximum funds for the relief of refugees.

It is the understanding of the Department that the Merchandising Advisory Committee has completed its task. Under the customs laws of the United States the Preparatory Commission was required to pay customs duties upon the importation of the property into the United States, based upon the appraisal of the customs officials. It is the understanding of the Department that the amount paid as customs duties was \$120,000.

This Government played a leading part in the Paris Conference on Reparation in late 1945 and early 1946, and at the Five Nation Conference in June 1946, in securing an allocation of reparation for those victims of the war who were clearly deserving and in need of help in order that rehabilitation could be accomplished, but who had no government representing them receiving reparation from Germany. This Government also was most desirous that these people could have available

the maximum funds in order that their rehabilitation and resettlement might be accomplished quickly and successfully, although realizing that the amounts involved in the turn-over of nonmonetary gold could at best be only of partial assistance in achieving this objective. It was neither the desire nor the intent of this Government to profit from sales of looted property, the proceeds of which were designated to promote the rehabilitation of the victims of Nazi persecution. The Department, therefore, strongly supports the passage of H. R. 5863, which is designed to restore to the Preparatory Commission for the International Refugee Organization these funds which, owing to the rigidity of the customs laws, would otherwise have been, and which should be, available to the International Refugee Organization for the most desirable work which it was directed to perform.

There are attached, for the information of the committee, copies of the Final Act of the Paris Conference on Reparation, and of the Five Nation Agreement of June 14, 1946.

The Department has been informed by the Bureau of the Budget that there is no objection to the submission of this report.

Sincerely yours,

JACK K. McFALL,
Assistant Secretary
(For the Secretary of State).

EXHIBIT I

FINAL ACT OF THE PARIS CONFERENCE ON REPARATION, DECEMBER 21, 1945

PART I, ARTICLE 8

Allocation of a reparation share to nonrepatriable victims of German action

In recognition of the fact that large numbers of persons have suffered heavily at the hands of the Nazis and now stand in dire need of aid to promote their rehabilitation but will be unable to claim the assistance of any government receiving reparation from Germany, the Governments of the United States of America, France, the United Kingdom, Czechoslovakia, and Yugoslavia, in consultation with the Intergovernmental Committee on Refugees, shall, as soon as possible, work out in common agreement a plan of the following general lines:

A. A share of reparation consisting of all the nonmonetary gold found by the Allied armed forces in Germany and in addition a sum not exceeding \$25,000,000 shall be allocated for the rehabilitation and resettlement of nonrepatriable victims of German action.

B. The sum of \$25,000,000 shall be met from a portion of the proceeds of German assets in neutral countries which are available for reparation.

C. Governments of neutral countries shall be requested to make available for this purpose (in addition to the sum of \$25,000,000) assets in such countries of victims of Nazi action who have since died and left no heirs.

D. The persons eligible for aid under the plan in question shall be restricted to true victims of Nazi persecution and to their immediate families and dependents, in the following classes:

(i) Refugees from Nazi Germany or Austria who require aid and cannot be returned to their countries within a reasonable time because of prevailing conditions;

(ii) German and Austrian nationals now resident in Germany or Austria in exceptional cases in which it is reasonable on grounds of humanity to assist such persons to emigrate and providing they emigrate to other countries within a reasonable period.

(iii) Nationals of countries formerly occupied by the Germans who cannot be repatriated or are not in a position to be repatriated within a reasonable time. In order to concentrate aid on the most needy and deserving refugees and to exclude persons whose loyalty to the United Nations is or was doubtful, aid shall be restricted to nationals of former nationals of previously occupied countries who were victims of Nazi concentration camps or of concentration camps established by regimes under Nazi influence, but not including persons who have been confined only in prisoner-of-war camps.

E. The sums made available under paragraphs A and B above shall be administered by the Intergovernmental Committee on Refugees or by a United Nations agency to which appropriate functions of the Intergovernmental Committee may in the future be transferred. The sums made available under paragraph C above

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shall be administered for the general purposes referred to in this article under a program of administration to be formulated by the five governments named above.

F. The nonmonetary gold found in Germany shall be placed at the disposal of the Intergovernmental Committee on Refugees as soon as a plan has been worked out as provided above.

G. The Intergovernmental Committee on Refugees shall have power to carry out the purposes of the fund through appropriate public and private field organizations.

H. The fund shall be used, not for the compensation of individual victims, but to further the rehabilitation or resettlement of persons in the eligible classes.

I. Nothing in this article shall be considered to prejudice the claims which individual refugees may have against a future German Government, except to the amount of the benefits that such refugees may have received from the sources referred to in paragraphs A and C above.

EXHIBIT 2

FIVE POWER AGREEMENT OF JUNE 14, 1946

In accordance with the provisions of article 8 of the Final Act of the Paris Conference on Reparation, the Governments of the United States of America, France, the United Kingdom, Czechoslovakia, and Yugoslavia, in consultation with the Intergovernmental Committee on Refugees, have worked out, in common agreement, the following plan to aid in the rehabilitation and resettlement of nonrepatriable victims of German action. In working out this plan the signatory powers have been guided by the intent of article 8, and the procedures outlined below are based on its terms:

In recognition of special and urgent circumstances, the sum of \$25,000,000, having been made available by Allied Governments as a priority on the proceeds of the liquidation of German assets in neutral countries, is hereby placed at the disposal of the Intergovernmental Committee on Refugees or its successor organization for distribution to appropriate public and private field organizations as soon as they have submitted practicable programs in accordance with this agreement.

A. It is the unanimous and considered opinion of the Five Powers that in the light of paragraph H of article 8 of the Paris Agreement on Reparation, the assets becoming available should be used not for the compensation of individual victims but for the rehabilitation and resettlement of persons in eligible classes, and the expenditures on rehabilitation shall be considered as essential preparatory outlays to resettlement. Since all available statistics indicate beyond any reasonable doubt that the overwhelming majority of eligible persons under the provisions of article 8 are Jewish, all assets except as specified in paragraph B below are allocated for the rehabilitation and resettlement of eligible Jewish victims of Nazi action, among whom children should receive preferential assistance. Eligible Jewish victims of Nazi action are either refugees from Germany or Austria who do not desire to return to these countries, or German and Austrian Jews now resident in Germany or Austria who desire to emigrate, or Jews who were nationals or former nationals of previously occupied countries and who were victims of Nazi concentration camps or concentration camps established by regimes under Nazi influence.

B. The sum of \$2,500,000, amounting to 10 percent, arising out of the \$25,000,000 priority on the proceeds of German assets in neutral countries, 10 percent of the proceeds of the nonmonetary gold, and 5 percent of the heirless funds shall be administered by the Intergovernmental Committee on Refugees or its successor organization through appropriate public and private organizations for the rehabilitation and resettlement of the relatively small numbers of non-Jewish victims of Nazi action who are in need of resettlement. Eligible non-Jewish victims of Nazi action are refugees from Germany and Austria who can demonstrate that they were persecuted by the Nazis for religious, political, or racial reasons who do not desire to return, or German and Austrian nationals, similarly persecuted, who desire to emigrate.

C. The Director of the Intergovernmental Committee on Refugees or the Director General of the successor organization shall under the mandate of this agreement make funds available for programs submitted by the appropriate field organizations referred to in paragraphs A and B above as soon as he has satisfied himself that the programs are consistent with the foregoing. Only in exceptional

circumstances may the cost of resettlement programs exceed a maximum of \$1,000 per adult and \$2,500 per child under 12 years of age. The action of the Intergovernmental Committee on Refugees or its successor organization shall be guided by the intent of article 8 and by this agreement which is to place into operation as quickly as possible practicable programs of rehabilitation and resettlement submitted by the appropriate field organizations.

D. In addition to the \$25,000,000 sum, the Intergovernmental Committee on Refugees or its successor organization is hereby authorized to take title from the appropriate authorities to all nonmonetary gold found by the Allies in Germany and to take such steps as may be needed to liquidate these assets as promptly as possible, due consideration being given to secure the highest possible realizable value. As these assets are liquidated, the funds shall be distributed in accordance with paragraphs A and B above.

E. Furthermore, pursuant to paragraphs C and E of article 8, in the interest of justice, the French Government, on behalf of the five governments concluding this agreement, are making representations to the neutral powers to make available all assets of victims of Nazi action who died without heirs. The Governments of the United States of America, the United Kingdom, Czechoslovakia, and Yugoslavia are associating themselves with the French Government in making such representations to the neutral powers. The conclusion that 95 percent of the heirless funds thus made available should be allocated for the rehabilitation and resettlement of Jewish victims takes cognizance of the fact that these funds are overwhelmingly Jewish in origin, and the 5 percent made available for non-Jewish victims is based upon a liberal presumption of heirless funds non-Jewish in origin. The heirless funds to be used for the rehabilitation and resettlement of Jewish victims of Nazi action should be made available to appropriate field organizations. The heirless funds to be used for the rehabilitation and resettlement of non-Jewish victims of Nazi action should be made available to the Intergovernmental Committee on Refugees or its successor organization for distribution to appropriate public and private field organizations. In making these joint representations, the signatories are requesting the neutral countries to take all necessary action to facilitate the identification, collection, and distribution of these assets which have arisen out of a unique condition in international law and morality.

If further representations are indicated, the Government of the United States of America, France, and the United Kingdom will pursue the matter on behalf of the signatory powers.

F. To insure that all funds made available shall inure to the greatest possible benefit of the victims whom it is desired to assist, all funds shall be retained in the currency from which they arise and shall be transferred therefrom only upon the instructions of the organization to which the Intergovernmental Committee on Refugees or its successor organization has allocated the funds for expenditure.

G. The Director of the Intergovernmental Committee on Refugees shall carry out his responsibilities to the five governments in respect of this agreement in accordance with the terms of the letter of instruction which is being transmitted to him by the French Government on behalf of the governments concluding this agreement.

In witness whereof the undersigned have signed the present agreement. Done in Paris, on the 14th of June 1946, in the English and French languages, the two texts being equally authentic, in a single original, which shall be deposited in the Archives of the Government of the French Republic, certified copies being furnished by that Government to the signatories of this present agreement.

ELI GINZBERG,
Delegate of the United States of America,
GEORGES BIDAULT,
Delegate of France,

DOUGLAS MACKILLOP,
Delegate of the United Kingdom of Great Britain and Northern Ireland,
JOSEPH VLADIMIR KLVANA,
Delegate of Czechoslovakia,
MILAN BARTOS
Delegate of Yugoslavia.

328562

EXHIBIT 3

COPY OF DIRECTIVE ISSUED TO CG USFET AND CO USFA ON DEFINITION OF
NONMONETARY GOLD, PURSUANT TO ARTICLE 8 OF THE PARIS REPARATIONS
AGREEMENT

1. You will make available on demand to duly accredited representatives of Intergovernmental Committee on Refugees all valuable personal property which represents loot seized or obtained under duress from political, racial, or religious victims of Nazi government or its satellite governments, or nationals thereof, which was or may hereafter be found, seized, or confiscated by USFET or by local authorities acting under direction or control of United States forces, subject to following conditions:

A. That property cannot be restituted to government pursuant to WARX 85965 November 1945 (SWNCC 204/2) and WARX 99226 March 1946 (SWNCC 204/5), as amended and modified by Control Council action, because determination of individual ownership is impractical.

B. That property cannot be restituted to lawful owners under laws in force in place where presently found either because lawful owner has died or ceased to exist without legal successor or because determination of individual ownership is impractical.

C. That ownership interests in real property located in Germany and German currency or instruments of exchange payable in German currency will be excepted.

D. That Jewish books, manuscripts, and literature of cultural or religious importance will be excepted and disposed of pursuant to separate directive.

E. That detailed inventory and tentative agreed valuation will be made of property subject to transfer to Intergovernmental Committee on Refugees hereunder, and transfer will be made upon signing of joint inventory which shall be made part of receipt.

2. You will permit property transferred hereunder to be removed from Germany and Austria or to be sold therein if payment can be made outside Germany or Austria in acceptable foreign currency, notwithstanding any laws for control of foreign exchange, to end that maximum value be obtained therefrom by Intergovernmental Committee on Refugees.

3. You will seek to obtain Control Council agreement to disposition pursuant to terms of this directive of any property disposition of which is reserved to Control Council. Even prior to such agreement you will nevertheless execute directive and you may advise other representatives of control that you are doing so pursuant to obligation assumed by your Government in subscribing to Paris agreement on reparations.

4. Expression "Valuable personal property" as used in paragraph 1 of this directive shall be interpreted to exclude ordinary items of furniture, clothing, and other personal property of small intrinsic value and to include any such items of uncommon value. In determination of impracticability of identification pursuant to paragraph 1, subparagraphs A and B of this directive, regard shall be had to extent of commingling with other property and difficulty and expense of determination of ownership in comparison with value of property. All property, as defined herein, will be considered as falling within the directive and will be made available to Intergovernmental Committee on Refugees unless available evidence clearly is to contrary. You will establish such administrative machinery as may be necessary to execute this directive promptly and effectively.

(Received in Intergovernmental Committee on Refugees, Washington office, November 20, 1946, J. H. Hilldring, Assistant Secretary of State.)

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TITLE 3—THE PRESIDENT
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TREASURY DEPARTMENT

328564

EXECUTIVE ORDER 9823

DESIGNATING PUBLIC INTERNATIONAL ORGANIZATIONS ENTITLED TO ENJOY CERTAIN PRIVILEGES, EXEMPTIONS, AND IMMUNITIES²

By virtue of the authority vested in me by section 1 of the International Organizations Immunities Act, approved December 29, 1945 (59 Stat. 669), and having found that the United States participates in the following-named international organizations pursuant to a treaty or under the authority of an act of Congress authorizing such participation or making an appropriation therefor, I hereby designate them as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said Act:

**Intergovernmental Committee on Refugees.
International Wheat Advisory Committee
(International Wheat Council).**

The designation of the above organizations as public international organizations within the meaning of the said International Organizations Immunities Act is not intended to abridge in any respect privileges and immunities which such organizations may have acquired or may acquire by treaty or Congressional action.

This order supplements Executive Orders No. 9698 of February 19, 1946, and No. 9751 of July 11, 1946.³

HARRY S. TRUMAN

**THE WHITE HOUSE,
January 24, 1947.**

Title 3—The President

for the International Refugee Organization under the authority of section 5 of Public Law 146, 80th Congress, 1st Session, and that section 1 of that Act authorizes me to accept membership for the United States in the International Refugee Organization, which membership I have duly accepted, I hereby designate the Preparatory Commission for the International Refugee Organization and its successor, the International Refugee Organization, as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said Act.

The designation of the above-named organizations as public international organizations within the meaning of the said International Organizations Immunities Act is not intended to abridge in any respect privileges and immunities which such organizations may have acquired or may acquire by treaty or Congressional action.

This order shall become effective immediately as to the Preparatory Commission for the International Refugee Organization, and shall become effective as to the International Refugee Organization on the date that organization comes into existence in accordance with the terms of its Constitution.

This order supplements Executive Orders No. 9698 of February 19, 1946,¹ No. 9751 of July 11, 1946, No. 9823 of January 24, 1947,⁴ and No. 9863 of May 31, 1947.⁴

HARRY S. TRUMAN

THE WHITE HOUSE,
August 22, 1947.

EXECUTIVE ORDER 9887

DESIGNATING PUBLIC INTERNATIONAL ORGANIZATIONS ENTITLED TO ENJOY CERTAIN PRIVILEGES, EXEMPTIONS, AND IMMUNITIES¹

By virtue of the authority vested in me by section 1 of the International Organizations Immunities Act, approved December 29, 1945 (59 Stat. 669), and having found that the United States participates in the Preparatory Commission

¹ 3 CFR 1944 Supp.

² 3 CFR 1945 Supp.

³ 3 CFR 1946 Supp.

⁴ *Supra.*

⁵ Noted in § 26.2 of Title 5, *infra.*

EXECUTIVE ORDER 9698

DESIGNATING PUBLIC INTERNATIONAL ORGANIZATIONS ENTITLED TO ENJOY CERTAIN PRIVILEGES, EXEMPTIONS, AND IMMUNITIES

By virtue of the authority vested in me by section 1 of the International Organizations Immunities Act, approved

Chapter II—Executive Orders

December 29, 1945 (Public Law 291, 79th Congress), and having found that the United States participates in the following-named international organizations pursuant to a treaty or under the authority of an act of Congress authorizing such participation or making an appropriation therefor, I hereby designate such organizations as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said International Organizations Immunities Act:

The Food and Agriculture Organization.

The International Labor Organization.

The Pan American Union.

The United Nations.

The United Nations Relief and Rehabilitation Administration.

With respect to the designation of such other international organizations as may be entitled to the privileges, exemptions, and immunities conferred by the said Act, the Department of State is hereby designated as the agency to receive applications for the granting of such privileges, exemptions, and immunities. The Secretary of State shall require such information as he may deem necessary from the international organizations making such applications, and shall submit recommendations to the President as to whether the applicant organizations should be designated as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said Act.

HARRY S. TRUMAN

THE WHITE HOUSE,
February 19, 1946.

CROSS REFERENCE: For designation of additional organizations entitled to enjoy the privileges, exemptions and immunities conferred by the International Organizations Immunities Act, see E.O. 9751, *infra*.

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Bretton-Woods Agreements Act of July
31, 1945 (Public Law 171, 79th Congress).

HARRY S. TRUMAN

THE WHITE HOUSE,
July 11, 1946.

° EXECUTIVE ORDER 9751

DESIGNATING PUBLIC INTERNATIONAL OR-
GANIZATIONS ENTITLED TO ENJOY CERTAIN
PRIVILEGES, EXEMPTIONS, AND IMMUNI-
TIES

By virtue of the authority vested in me by section 1 of the International Organizations Immunities Act, approved December 29, 1945 (Public Law 291, 79th Congress), and having found that the United States participates in the following-named international organizations pursuant to a treaty or under the authority of an act of Congress authorizing such participation or making an appropriation therefor, I hereby designate such organizations as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said Act:

Inter-American Coffee Board
Inter-American Institute of Agricultural Sciences
Inter-American Statistical Institute
International Bank for Reconstruction and Development
International Monetary Fund
Pan American Sanitary Bureau

The designation of the above-named organizations and of those named in Executive Order No. 9698 of February 19, 1946,¹ as public international organizations within the meaning of the said International Organizations Immunities Act is not intended to abridge in any respect privileges and immunities which such organizations have acquired or may acquire by treaty or Congressional action; provided, that with respect to the International Bank for Reconstruction and Development, such designation shall not be construed to affect in any way the applicability of the provisions of section 3, Article VII, of the Articles of Agreement of the Bank as adopted by the Congress of the United States in the

¹ *Supra.*

Chapter II—Executive Orders

EXECUTIVE ORDER 9863

DESIGNATING PUBLIC INTERNATIONAL ORGANIZATIONS ENTITLED TO ENJOY CERTAIN PRIVILEGES, EXEMPTIONS, AND IMMUNITIES¹

By virtue of the authority vested in me by section 1 of the International Organizations Immunities Act, approved December 29, 1945 (59 Stat. 669), and having found that the United States participates in the following-named international organizations pursuant to a treaty or under the authority of an act of Congress authorizing such participation or making an appropriation therefor, I hereby designate such organizations as public international organizations entitled to enjoy the privileges, exemptions, and immunities conferred by the said Act:

1. United Nations Educational, Scientific, and Cultural Organization
2. International Civil Aviation Organization
3. International Telecommunication Union

The designation of the above-named organizations as public international organizations within the meaning of the said International Organizations Immunities Act is not intended to abridge in any respect privileges and immunities which such organizations may have acquired or may acquire by treaty or Congressional action.

This order supplements Executive Orders No. 9698 of February 19, 1946, No. 9751 of July 11, 1946,² and No. 9823 of January 24, 1947.³

HARRY S. TRUMAN

**THE WHITE HOUSE,
May 31, 1947.**

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CONTAINING THE

LAWS AND CONCURRENT RESOLUTIONS
ENACTED DURING THE FIRST SESSION OF THE
SEVENTY-NINTH CONGRESS
OF THE UNITED STATES OF AMERICA

1945

AND

PROCLAMATIONS, TREATIES, AND INTERNATIONAL
AGREEMENTS OTHER THAN TREATIES

COMPILED, EDITED, INDEXED, AND PUBLISHED BY AUTHORITY OF LAW
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[CHAPTER 652]

AN ACT

To extend certain privileges, exemptions, and immunities to international organizations and to the officers and employees thereof, and for other purposes.

December 29, 1945
[H. R. 4480]
[Public Law 291]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I

SECTION 1. For the purposes of this title, the term "international organization" means a public international organization in which the United States participates pursuant to any treaty or under the authority of any Act of Congress authorizing such participation or making an appropriation for such participation, and which shall have been designated by the President through appropriate Executive order as being entitled to enjoy the privileges, exemptions, and immunities herein provided. The President shall be authorized, in the light of the functions performed by any such international organization, by appropriate Executive order to withhold or withdraw from any such organization or its officers or employees any of the privileges, exemptions, and immunities provided for in this title (including the amendments made by this title) or to condition or limit the enjoyment by any such organization or its officers or employees of any such privilege, exemption, or immunity. The President shall be authorized, if in his judgment such action should be justified by reason of the abuse by an international organization or its officers and employees of the privileges, exemptions, and immunities herein provided or for any other reason, at any time to revoke the designation of any international organization under this section, whereupon the international organization in question shall cease to be classed as an international organization for the purposes of this title.

Sec. 2. International organizations shall enjoy the status, immunities, exemptions, and privileges set forth in this section, as follows:

(a) International organizations shall, to the extent consistent with the instrument creating them, possess the capacity—

- (i) to contract;
- (ii) to acquire and dispose of real and personal property;
- (iii) to institute legal proceedings.

(b) International organizations, their property and their assets, wherever located, and by whomsoever held, shall enjoy the same immunity from suit and every form of judicial process as is enjoyed by foreign governments, except to the extent that such organizations may expressly waive their immunity for the purpose of any proceedings or by the terms of any contract.

(c) Property and assets of international organizations, wherever located and by whomsoever held, shall be immune from search, unless such immunity be expressly waived, and from confiscation. The archives of international organizations shall be inviolable.

(d) Insofar as concerns customs duties and internal-revenue taxes imposed upon or by reason of importation, and the procedures in connection therewith; the registration of foreign agents; and the treatment of official communications, the privileges, exemptions, and immunities to which international organizations shall be entitled shall be those accorded under similar circumstances to foreign governments.

Sec. 3. Pursuant to regulations prescribed by the Commissioner of Customs with the approval of the Secretary of the Treasury, the baggage and effects of alien officers and employees of international organizations, or of aliens designated by foreign governments to serve as their representatives in or to such organizations, or of the families, suites, and servants of such officers, employees, or representatives shall

International Organizations Immunities Act.
"International organization."

Withholding, etc., of privileges, exemptions, and immunities.

Revocation of designation; effect.

Powers.

Immunity from suit and judicial process.

Immunity from search and confiscation.

Privileges, etc., as accorded foreign governments.

Baggage and effects of designated alien personnel.

be admitted (when imported in connection with the arrival of the owner) free of customs duties and free of internal-revenue taxes imposed upon or by reason of importation.

Internal Revenue Code, amendments.

53 Stat. 48.
26 U. S. C. § 116 (c).

SEC. 4. The Internal Revenue Code is hereby amended as follows:

(a) Effective with respect to taxable years beginning after December 31, 1943, section 116 (c), relating to the exclusion from gross income of income of foreign governments, is amended to read as follows:

“(c) INCOME OF FOREIGN GOVERNMENTS AND OF INTERNATIONAL ORGANIZATIONS.—The income of foreign governments or international organizations received from investments in the United States in stocks, bonds, or other domestic securities, owned by such foreign governments or by international organizations, or from interest on deposits in banks in the United States of moneys belonging to such foreign governments or international organizations, or from any other source within the United States.”

53 Stat. 50.
26 U. S. C., Supp. IV, § 116 (b) (i).

(b) Effective with respect to taxable years beginning after December 31, 1943, section 116 (h) (1), relating to the exclusion from gross income of amounts paid employees of foreign governments, is amended to read as follows:

“(1) RULE FOR EXCLUSION.—Wages, fees, or salary of any employee of a foreign government or of an international organization or of the Commonwealth of the Philippines (including a consular or other officer, or a nondiplomatic representative), received as compensation for official services to such government, international organization, or such Commonwealth—

“(A) If such employee is not a citizen of the United States, or is a citizen of the Commonwealth of the Philippines (whether or not a citizen of the United States); and

“(B) If, in the case of an employee of a foreign government or of the Commonwealth of the Philippines, the services are of a character similar to those performed by employees of the Government of the United States in foreign countries or in the Commonwealth of the Philippines, as the case may be; and

“(C) If, in the case of an employee of a foreign government or the Commonwealth of the Philippines, the foreign government or the Commonwealth grants an equivalent exemption to employees of the Government of the United States performing similar services in such foreign country or such Commonwealth, as the case may be.”

“Employment.”
53 Stat. 178, 1385, 1386.
26 U. S. C. § 1426 (b).

(c) Effective January 1, 1946, section 1426 (b), defining the term “employment” for the purposes of the Federal Insurance Contributions Act, is amended (1) by striking out the word “or” at the end of paragraph (14), (2) by striking out the period at the end of paragraph (15) and inserting in lieu thereof a semicolon and the word “or”, and (3) by inserting at the end of the subsection the following new paragraph:

“(16) Service performed in the employ of an international organization.”

53 Stat. 187, 1395.
26 U. S. C. § 1607 (c).

(d) Effective January 1, 1946, section 1607 (c), defining the term “employment” for the purposes of the Federal Unemployment Tax Act, is amended (1) by striking out the word “or” at the end of paragraph (14), (2) by striking out the period at the end of paragraph (15) and inserting in lieu thereof a semicolon and the word “or”, and (3) by inserting at the end of the subsection the following new paragraph:

“(16) Service performed in the employ of an international organization.”

(e) Section 1621 (a) (5), relating to the definition of "wages" for the purpose of collection of income tax at the source, is amended by inserting after the words "foreign government" the words "or an international organization".

"Wages."
57 Stat. 128.
26 U. S. C., Supp.
IV, § 1621 (a) (5).

(f) Section 3466 (a), relating to exemption from communications taxes is amended by inserting immediately after the words "the District of Columbia" a comma and the words "or an international organization".

55 Stat. 714.
26 U. S. C., Supp.
IV, § 3466 (a).

(g) Section 3469 (f) (1), relating to exemption from the tax on transportation of persons, is amended by inserting immediately after the words "the District of Columbia" a comma and the words "or an international organization".

55 Stat. 722.
26 U. S. C., Supp.
IV, § 3469 (f) (1).

(h) Section 3475 (b) (1), relating to exemption from the tax on transportation of property, is amended by inserting immediately after the words "the District of Columbia" a comma and the words "or an international organization".

58 Stat. 65.
26 U. S. C., Supp.
IV, § 3475 (b) (1).

(i) Section 3797 (a), relating to definitions, is amended by adding at the end thereof a new paragraph as follows:

53 Stat. 469.
26 U. S. C. § 3797(a);
Supp. IV, § 3797 (a).

"(18) INTERNATIONAL ORGANIZATION.—The term 'international organization' means a public international organization entitled to enjoy privileges, exemptions, and immunities as an international organization under the International Organizations Immunities Act."

SEC. 5. (a) Effective January 1, 1946, section 209 (b) of the Social Security Act, defining the term "employment" for the purposes of title II of the Act, is amended (1) by striking out the word "or" at the end paragraph (14), (2) by striking out the period at the end of paragraph (15) and inserting in lieu thereof a semicolon and the word "or", and (3) by inserting at the end of the subsection the following new paragraph:

Social Security Act,
amendments.
53 Stat. 1375, 1376.
42 U. S. C. § 409 (b).

"(16) Service performed in the employ of an international organization entitled to enjoy privileges, exemptions, and immunities as an international organization under the International Organizations Immunities Act."

(b) No tax shall be collected under title VIII or IX of the Social Security Act or under the Federal Insurance Contributions Act or the Federal Unemployment Tax Act, with respect to services rendered prior to January 1, 1946, which are described in paragraph (16) of sections 1426 (b) and 1607 (c) of the Internal Revenue Code, as amended, and any such tax heretofore collected (including penalty and interest with respect thereto, if any) shall be refunded in accordance with the provisions of law applicable in the case of erroneous or illegal collection of the tax. No interest shall be allowed or paid on the amount of any such refund. No payment shall be made under title II of the Social Security Act with respect to services rendered prior to January 1, 1946, which are described in paragraph (16) of section 209 (b) of such Act, as amended.

Services rendered
prior to January 1946.
49 Stat. 636, 639; 53
Stat. 1387, 1396.
42 U. S. C. §§ 1001-
1110; Supp. IV, § 1101
note *et seq.*; 26 U. S. C.
§§ 1432, 1611; Supp. IV,
§ 1400 *et seq.*
Ante, pp. 38, 548,
576, 670.

Supra.

Property taxes.

SEC. 6. International organizations shall be exempt from all property taxes imposed by, or under the authority of, any Act of Congress, including such Acts as are applicable solely to the District of Columbia or the Territories.

SEC. 7. (a) Persons designated by foreign governments to serve as their representatives in or to international organizations and the officers and employees of such organizations, and members of the immediate families of such representatives, officers, and employees residing with them, other than nationals of the United States, shall, insofar as concerns laws regulating entry into and departure from the United States, alien registration and fingerprinting, and the registration of foreign agents, be entitled to the same privileges, exemptions, and

Representatives,
etc.
Privileges, exemp-
tions, and immuni-
ties.

immunities as are accorded under similar circumstances to officers and employees, respectively, of foreign governments, and members of their families.

Immunity from suit and legal process.

(b) Representatives of foreign governments in or to international organizations and officers and employees of such organizations shall be immune from suit and legal process relating to acts performed by them in their official capacity and falling within their functions as such representatives, officers, or employees except insofar as such immunity may be waived by the foreign government or international organization concerned.

Immigration Act of 1924, amendments. 43 Stat. 154.

(c) Section 3 of the Immigration Act approved May 26, 1924, as amended (U. S. C., title 8, sec. 203), is hereby amended by striking out the period at the end thereof and inserting in lieu thereof a comma and the following: "and (7) a representative of a foreign government in or to an international organization entitled to enjoy privileges, exemptions, and immunities as an international organization under the International Organizations Immunities Act, or an alien officer or employee of such an international organization, and the family, attendants, servants, and employees of such a representative, officer, or employee".

43 Stat. 162.

(d) Section 15 of the Immigration Act approved May 26, 1924, as amended (U. S. C., title 8, sec. 215), is hereby amended to read as follows:

Admission of certain aliens.

Supra.

43 Stat. 155.
8 U. S. C. § 204 (e).

"SEC. 15. The admission to the United States of an alien excepted from the class of immigrants by clause (1), (2), (3), (4), (5), (6), or (7) of section 3, or declared to be a nonquota immigrant by subdivision (e) of section 4, shall be for such time and under such conditions as may be by regulations prescribed (including, when deemed necessary for the classes mentioned in clause (2), (3), (4), or (6) of section 3 and subdivision (e) of section 4, the giving of bond with sufficient surety, in such sum and containing such conditions as may be by regulations prescribed) to insure that, at the expiration of such time or upon failure to maintain the status under which admitted, he will depart from the United States: *Provided*, That no alien who has been, or who may hereafter be, admitted into the United States under clause (1) or (7) of section 3, as an official of a foreign government, or as a member of the family of such official, or as a representative of a foreign government in or to an international organization or an officer or employee of an international organization, or as a member of the family of such representative, officer, or employee, shall be required to depart from the United States without the approval of the Secretary of State."

Foreign government officials, etc.

Requirements for benefits.

SEC. 8. (a) No person shall be entitled to the benefits of this title unless he (1) shall have been duly notified to and accepted by the Secretary of State as a representative, officer, or employee; or (2) shall have been designated by the Secretary of State, prior to formal notification and acceptance, as a prospective representative, officer, or employee; or (3) is a member of the family or suite, or servant, of one of the foregoing accepted or designated representatives, officers, or employees.

Undesirable persons.

(b) Should the Secretary of State determine that the continued presence in the United States of any person entitled to the benefits of this title is not desirable, he shall so inform the foreign government or international organization concerned, as the case may be, and after such person shall have had a reasonable length of time, to be determined by the Secretary of State, to depart from the United States, he shall cease to be entitled to such benefits.

Diplomatic status.

(c) No person shall, by reason of the provisions of this title, be considered as receiving diplomatic status or as receiving any of the

privileges incident thereto other than such as are specifically set forth herein.

SEC. 9. The privileges, exemptions, and immunities of international organizations and of their officers and employees, and members of their families, suites, and servants, provided for in this title, shall be granted notwithstanding the fact that the similar privileges, exemptions, and immunities granted to a foreign government, its officers, or employees, may be conditioned upon the existence of reciprocity by that foreign government: *Provided*, That nothing contained in this title shall be construed as precluding the Secretary of State from withdrawing the privileges, exemptions, and immunities herein provided from persons who are nationals of any foreign country on the ground that such country is failing to accord corresponding privileges, exemptions, and immunities to citizens of the United States.

SEC. 10. This title may be cited as the "International Organizations Immunities Act".

Benefits not conditioned upon reciprocity.

Rights reserved.

Citation of title.

TITLE II

SEC. 201. EXTENSION OF TIME FOR CLAIMING CREDIT OR REFUND WITH RESPECT TO WAR LOSSES.

If a claim for credit or refund under the internal revenue laws relates to an overpayment on account of the deductibility by the taxpayer of a loss in respect of property considered destroyed or seized under section 127 (a) of the Internal Revenue Code (relating to war losses) for a taxable year beginning in 1941 or 1942, the three-year period of limitation prescribed in section 322 (b) (1) of the Internal Revenue Code shall in no event expire prior to December 31, 1946. In the case of such a claim filed on or before December 31, 1946, the amount of the credit or refund may exceed the portion of the tax paid within the period provided in section 322 (b) (2) or (3) of such code, whichever is applicable, to the extent of the amount of the overpayment attributable to the deductibility of the loss described in this section.

56 Stat. 852.
26 U. S. C., Supp.
IV, § 127 (a).
53 Stat. 91.
26 U. S. C. § 322
(b) (1).

53 Stat. 92; 56 Stat.
876.
26 U. S. C., Supp.
IV, § 322 (b) (2), (3).

SEC. 202. CONTRIBUTIONS TO PENSION TRUSTS.

(a) DEDUCTIONS FOR THE TAXABLE YEAR 1942 UNDER PRIOR INCOME TAX ACTS.—Section 23 (p) (2) of the Internal Revenue Code is amended by striking out the words "January 1, 1943" and inserting in lieu thereof "January 1, 1942", and by striking out the words "December 31, 1942" and inserting in lieu thereof "December 31, 1941".

Internal Revenue
Code, amendments.

53 Stat. 15.
26 U. S. C., Supp.
IV, § 23 (p) (2).

(b) EFFECTIVE DATE.—The amendment made by this section shall be applicable as if it had been made as a part of section 162 (b) of the Revenue Act of 1942.

56 Stat. 863.
26 U. S. C., Supp.
IV, § 23 (p) (2).

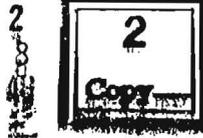
SEC. 203. PETITION TO THE TAX COURT OF THE UNITED STATES.

(a) TIME FOR FILING PETITION.—The second sentences of sections 272 (a) (1), 732 (a), 871 (a) (1), and 1012 (a) (1), respectively, of the Internal Revenue Code are amended by striking out the parenthetical expression appearing therein and inserting in lieu thereof the following: "(not counting Saturday, Sunday, or a legal holiday in the District of Columbia as the ninetieth day)".

53 Stat. 82; 55 Stat.
26; 53 Stat. 132, 149.
26 U. S. C., Supp.
IV, §§ 272 (a) (1), 732
(a), 871 (a) (1), 1012
(a) (1).

(b) EFFECTIVE DATE.—The amendments made by this section shall take effect as of September 8, 1945.

Approved December 29, 1945.



September 1947
Palais des Nations
Geneva.

PREPARATORY COMMISSION FOR THE INTERNATIONAL REFUGEE ORGANISATION

(Public Information Office)

MONTHLY DIGEST NO. 1

C O N T E N T S

- I. Policy and Programme of PCIRO.
- II. Proceedings of the Lausanne Conference
(15 - 25 July 1947)
- III. Headquarters Organisation.
- IV. Field Organisation.
- V. Prospects and Plans for bringing the IRO
itself into being.

It is the intention of the Preparatory Commission for the International Refugee Organisation to issue at approximately monthly intervals, digests of information concerning its work and organisation. These digests are for the use of any individuals and organisations interested in the refugee problem. It is hoped that each digest will contain a special account of some specific aspect of the work of PCIRO, such account being kept up to date in subsequent issues. Thus, this first issue contains a summary account of the proceedings at the Lausanne Conference of PCIRO during July together with an account of the existing PCIRO organisation.

Suggestions for the improvement of these Monthly Digests will be gratefully received.

6. Reparations

It will be recalled that, under the final Act of the Paris Conference on Reparations of December 1945 and pursuant to the Five Power Agreement of 1946, three types of assets would be available for the rehabilitation and resettlement of certain non-repatriable victims of Nazi action:

the non-monetary gold found by the Allied Forces in Germany;

§25,000,000 to be made available from the proceeds of German assets in neutral countries;

assets of victims of Nazi action dying without heirs in neutral countries.

The United States Government has made available to the Preparatory Commission non-monetary gold found in the American Zones of Germany and Austria, estimated in value at about §3,000,000.

The Swedish Government, shortly before the recent meeting, transferred the sum of 50 million Swedish Kroner to a special account of the Commission for the rehabilitation and resettlement of non-repatriable victims of Nazi action.

The Commission accordingly directed the Executive Secretary to urge the Governments of France and the United Kingdom to implement the provisions of the Five Power Agreement concerning non-monetary gold, directed that a further approach be made to the Government of Switzerland concerning the availability of funds in Switzerland, and further directed the Executive Secretary to urge the Five Powers to conclude appropriate negotiations with the neutral countries as early as possible to effect the transfer of heirless assets.

The next meeting of the Preparatory Commission is expected to be upon the coming into force of the Constitution or at an earlier date, should the circumstances make this necessary.

When the IRO Constitution does come into force it will be necessary for the Preparatory Commission to arrange for the convening of the General Council.

III. HEADQUARTERS ORGANISATION

The Headquarters of the PCIRO is in the Palais des Nations at Geneva. The organisation at Headquarters is headed by the Executive Secretary, who, as noted above, is Mr. Tuck⁺. There is also a Deputy Executive Secretary, Sir Arthur Rucker⁺; in direct policy making relationship with the Executive Secretary are three Assistant Executive Secretaries, each of whom is assigned to administer one of the three principal departments of the headquarters establishment, namely -

Repatriation and Resettlement	- M. Jacobsen (French)	328579
Care and Maintenance	- Mr. Myer Cohen (American)	
Administration	- Dr. Koolen (Netherlands)	

(h) Voluntary Societies

The work of about 35 voluntary societies with a staff of about 1,500 persons is an integral part of the efforts of PCIRO in Austria, Germany and Italy where the societies provide special services within the framework of PCIRO operations. In the countries of Western Europe societies are used as actual operating agencies for PCIRO operations

PCIRO provides various administrative services to assist the voluntary societies in their work. In order that the resources should be carefully used, the programmes of voluntary societies working under its auspices are being examined to eliminate possible duplication of work and to ensure all work is closely related to the main PCIRO efforts.

PCIRO is also to intensify liaison with voluntary societies engaged on PCIRO work.

2. PCIRO Budget

The budget of PCIRO for the financial year ending 30 June 1948 was fixed by the Preparatory Commission at the figure of \$115,645,000.

As originally drawn by the General Assembly the budget for the IRO requested contributions totalling \$155,860,500 from the 54 Member Nations of the United Nations for administration and operations plus \$5,000,000 for large scale resettlement schemes. The annual contributions due from the 21 nations which have signed the Constitution total \$122,362,154 or 78.5 per cent of the total budget. The contributions due from the eleven signatories whose governments have ratified adherence to the Constitution total \$109,077,674.

PCIRO, in May last, requested each of the signatory governments to make advances equalling one quarter of their annual contributions. Full compliance with this request would have yielded \$30,590,538, but only \$22,538,040 have been received as follows:-

<u>Nation</u>	<u>Contribution</u> \$	<u>Currency</u>
Australia	668,306.20	Convertible sterling
Belgium (not ratified)	23,192.50	Belgian francs
Canada	1,360,179.28	U.S. dollars
China	60,000.00	Chinese dollars at 50,000 to U.S.\$1
Dominican Republic	15,706.05	U.S. dollars
France (not ratified)	285,458.33	French francs
Guatemala	600.00	Swiss francs
Iceland	8,033.02	U.S. dollars
New Zealand	172,166.55	Convertible sterling
Norway	173,174.05	1/2 U.S. dollars. 1/4

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The annual budget submitted to the recent meeting of the Preparatory Commission totalled \$129,495,648, which contemplated expenditures of \$84,000,000 on care and maintenance, \$18,600,000 on resettlement and \$8,000,000 on repatriation.

It was pointed out to the Preparatory Commission that the limited convertibility of some contributions together with the fact that only 12 governments have actually made their contributions available indicated that a deficit would result if the intended programme were to be carried out.

Economies amounting to \$5,000,000 were seen to be possible in the draft budget. But, in general, it was thought by the Secretariat that because the IRO operations were likely to be biggest in its first year's work, the total expenditure of \$117,045,000 envisaged as necessary for that year's work by the Preparatory Commission when it met in May 1947 would have to be substantially increased.

It was pointed out to the Preparatory Commission that it could hardly ask for increased contributions so long as 10 out of the 30 governments who had approved the Constitution in the General Assembly of the United Nations had not ratified. Several delegates said that they did not expect their governments would agree to commitments aimed above the contributions already authorised, and it was therefore agreed finally by the Preparatory Commission that expenditures should be kept within the framework of actual money available.

In conformity with this policy, new budget proposals were made and agreed as follows:

	<u>Old Proposals</u> \$	<u>New Proposals</u> \$
Administration	18,706,000	16,500,000
Care and maintenance	84,035,559	80,480,000
Repatriation	7,942,175	4,500,000
Resettlement	18,656,914	14,020,000
Short Term Loans	145,000	145,000
<u>TOTALS:</u>	<u>129,495,649</u>	<u>115,645,000</u>

3. Future Plans

The Preparatory Commission was faced with the following dilemma. The most costly part of its operations is its care and maintenance programme on behalf of about 640,000. It is not expected, taking into account the number of people to be admitted for care and maintenance during the forthcoming year, that the final estimated reduction in the number of refugees in receipt of care and maintenance by 30 June next would exceed 100,000.

Every dollar spent on care and maintenance is a dollar taken away from the only ultimately productive tasks of resettlement and repatriation. The funds now at the disposal of PCIRO are so limited that it is difficult to free adequate funds for a re-establishment programme of sufficient scope to effect a rapid and substantial run-down of the care and maintenance liabilities. Yet if those funds cannot be freed, the refugee problem cannot

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- (a) The establishment of a date-line or priority line after which new refugees could not be accepted by the Organisation without new mandates and funds from Member Governments.
- (b) Action to obtain agreement from immigrant-receiving countries to accept definite quotas of those non-repatriable refugees who were under the care of the Organisation before the date-line.
- (c) Establishment of a two or three year budget instead of the present one year budget to permit the Organisation to meet the heavy expenses of the early function of the operation the movement of large numbers of refugees to new homes in Europe and overseas.

It was recognised by the Secretary that early application of a quota system was neither possible nor necessary and that it would present a very serious problem to some governments.

The Secretariat's proposals were discussed at great length by the Preparatory Commission. As noted above, the Preparatory Commission did not feel that it was possible to depart from the one-year budget previously recommended, nor was any firm decision made on the proposed date-line. It was emphasized that considerable preparations would be necessary before any proposals could be made or considered for potential immigrant-receiving countries to accept definite numbers of refugees and displaced persons.

The decision of the Preparatory Commission was that interested international organisations and all governments, whether members of PCIRO or not, should be consulted with the view to the calling of a conference to determine the best methods of resettling refugees quickly. The conference would also consider how to relate the wishes and qualifications of the refugees to the immigration requirements and possibilities of the reception countries.

II. REPARATIONS

After nearly two years work, the first payments have now been made to voluntary agencies for the rehabilitation and the resettlement of non-repatriable victims of Nazi persecution in accordance with Allied Reparations Agreements which are administered by PCIRO. Further payments will be made when currency convertibility difficulties are overcome.

The assets to be made available for victims of persecution are defined in the Final Act of the Paris Conference on Reparations signed on 14 January 1946. They are:-

1. "Non-monetary Gold" found by the Allied Forces in Germany;
2. \$25,000,000 to be made available from the proceeds of the liquidation of German assets in neutral countries;
3. Assets of victims of Nazi action dying without heirs, and which have been deposited in neutral countries.

Ninety per cent of the assets under (1) and (2) above and 95 per cent of the assets under (3) above are for the benefit of Jewish victims of persecution.

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The plan for the use of assets was worked out at a conference held in Paris in June 1946 of the Five Powers (Czechoslovakia, France, the United Kingdom, the United States and Yugoslavia). Under the plan the Intergovernmental Committee on Refugees, and its successor, the PCIRO, were to

administer the funds obtained making them available for approved schemes submitted by voluntary agencies. The funds for the Jewish victims of persecution were to be disbursed by the AJDC and the Jewish Agency for Palestine. Funds for non-Jewish victims of persecution were to be disbursed by other agencies selected according to the suitability of programmes submitted by them. The funds, whether for Jewish or non-Jewish agencies may not be used for the compensation of individuals but must be spent on the rehabilitation or resettlement of eligible persons.

Those who are eligible to receive assistance from these funds are defined in the agreements as those refugees from Germany and Austria who do not desire to be repatriated or who are still in Germany and Austria and should be assisted to emigrate because of persecution suffered at the hands of the Nazis. Also eligible are those Jews who were nationals or former nationals of previously occupied countries and who were victims of Nazi concentration camps or concentration camps established under Nazi influence. The total number of eligible persons has been estimated at a figure in excess of 200,000. Restrictions of eligibility to various specific categories means that reparations funds may assist less than twenty per cent of the total number of displaced persons.

The present status of availability of funds derived from the three types of assets described above is as follows:

1. Non-Monetary gold

This consists of largely unidentifiable personal possessions of victims of persecution including wedding rings, jewellery, gold teeth, silverware, etc. These were items found by the Allied Forces and brought to central storage places in Frankfurt, Germany and Salzburg, Austria.

In May of this year, a special reparations staff began the job of inventory and appraisal of these articles. The inventory of items stored at Frankfurt was completed in September and the assets were formally transferred by the Commander-in-Chief, U.S. Forces, European Command to PCIRO. The inventory of items stored at Salzburg will be completed shortly and the property will also be transferred to PCIRO.

Most of the non-monetary gold has been melted down and converted into bullion which will be sold to governments in order to obtain the greatest possible amount of hard currency. The remainder of the non-monetary gold consisted of articles of considerable intrinsic worth which are being shipped to the United States during November to be stored, initially, at Staten Island, Foreign Trade Zone, while final arrangements are being made for sale. The value of the non-monetary gold so far appraised is estimated at \$2,500,000. The non-monetary gold so far obtained has come from the American Zones of Germany and Austria; the British and French Occupation authorities are also arranging to transfer non-monetary gold to the PCIRO.

2. Proceeds from German Assets

The Swedish Government has paid 50,000,000 Swedish kronor to the PCIRO for the rehabilitation and resettlement of non-repatriable victims of Nazi action. This payment has not been made from the liquidation of German assets, but PCIRO has been directed by the Five Powers to use these funds to discharge its responsibilities under Reparations agreements. Negotiations are continuing with the Government of Switzerland as regards the availability of funds in that country.

3. Hairless Assets

The Executive Secretary, PCIRO, has urged the Five Powers concerned to conclude appropriate negotiations with the neutral countries as soon as possible; no funds so far have been obtained from this source.

Although the funds accruing from reparations will provide substantial financial assistance, for PCIRO on behalf of eligible persons, the amounts available will be small in comparison both with the requirements of the victims of persecution and with the overall resettlement and rehabilitation programmes of PCIRO.

France, the Netherlands, Portugal, Spain, Switzerland and the United Kingdom.

Three quarters of all refugees moved under group arrangements departed from the British and U.S. Zones of Germany.

Although the refugees who moved under individual arrangements left from thirteen PCIRO areas, nearly two thirds of them were from the U.S. Zone of Germany.

Date of Departure

There has been some fluctuation from month to month in the number resettled because of availability of shipping but the numbers increased during the second quarter, despite the approach of winter. Monthly figures and quarterly averages are shown below:

<u>Month</u>	<u>Number Resettled</u>
July	15,063
August	12,901
September	14,411
October	19,310
November	15,041
December	15,510

Monthly Average, First Quarter 14,125

Monthly Average, Second Quarter 16,620

d) Restitution Claims in Poland

By decree of 28th October, 1947, the period for the filing of claims according to the Decree of the Polish Government of 8th March, 1946, concerning Abandoned Property, has been extended.

Claims for the restitution of property in Poland which came under the Decree of 8th March, 1946, can accordingly be filed until 31 December, 1947.

PCIRO is anxious that this fact be brought to the attention of all Polish refugees and displaced persons who might benefit by the extension of the dateline.

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REPORT

to the General Council of the

INTERNATIONAL REFUGEE ORGANIZATION

by the Executive Secretary of
the Preparatory Commission

1 July 1947 to 30 June 1948



PALAIS DES NATIONS
GENEVA, SWITZERLAND
SEPTEMBER 1948

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PREFATORY MESSAGE FROM THE EXECUTIVE SECRETARY OF THE PREPARATORY COMMISSION

I have the honour to transmit hereunder a report on the efforts that have been made by the staff of the Preparatory Commission for the International Refugee Organization to solve one of the most pressing human problems left by the war—the problem of refugees and displaced persons.

Wars have always made refugees. The greatest war—the Second World War—left in its wake more than eight million persons homeless, uprooted, destitute, the survivors of uncounted millions of others who perished.

In the immediate post-war period, millions of these people returned to their homes aided by the armies of the United Nations, UNRRA and other agencies. But there remained at the end of 1946 hundreds of thousands of refugees and displaced persons throughout the world who at that time had been unable or unwilling to return to their homelands.

This mass of unassimilated human beings—men, women and children from all countries of Europe and all walks of life—presents grave social, economic and political problems bearing upon the reconstruction of a stable, peaceful world. As part of the price of victory, the United Nations assumed responsibility for solving those problems. The International Refugee Organization is the expression of the will of the peoples of the United Nations to discharge this obligation.

This report seeks to present the record of what has been done by the Organization in its preparatory period to meet the responsibilities placed upon it. Much has been accomplished. More remains to be done. The fates of more than eight hundred thousand human beings remain on the

conscience of the victors three and a half years after the victory. It must be the task of the IRO to keep that conscience alive and awake, to prevent it from becoming numbed and indifferent, lost in the flood of complexities which have beset us all in this period of difficult post-war adjustment.



WILLIAM HALLAM TUCK
*Executive Secretary
of the Preparatory Commission*

REPORT OF THE EXECUTIVE SECRETARY OF THE PREPARATORY COMMISSION

SECTION I

Previous Constitutional History

On 15 December 1946, the General Assembly of the United Nations voted to create an International Refugee Organization as its agency to deal with all aspects of the displaced persons and refugee problem, replacing the several other agencies then charged with the responsibility for various parts of it.

At the same time, an Agreement on Interim Measures was also adopted, under which a Preparatory Commission for the IRO was to be established, pending the entry into force of the Constitution, to take necessary and practical measures for bringing the Organization itself into effective operation as soon as possible.

On 31 December 1946, the requisite eight governments had signed the Constitution to bring the Preparatory Commission into being. Accordingly, the Secretary-General of the United Nations convened the first session of the Preparatory Commission, which met at the Palais des Nations, Geneva, from 11 to 21 February 1947.

At this first part of its first session, the Preparatory Commission elected His Excellency M. Henri Ponsot, Ambassador of France, as Chairman. Mr. Arthur J. Altmeyer, Chairman of the United States Social Security Board and the United States representative to the Social Commission of the Economic and Social Council of the United Nations, was elected Executive Secretary. Representatives of the United Nations Relief and Rehabilitation Administration (UNRRA) and the Intergovernmental Committee on Refugees (IGCR), who had been in constant consultation during the drafting of the IRO Constitution, met with the Commission to aid in the drafting of directives for the orderly transfer of their refugee responsibilities, personnel and assets to the new Organization. Preliminary directives were drawn to implement the constitutional functions of IRO, the promotion of repatriation and resettlement, the determination of eligibility, establishment of agreements between IRO

and the governments and Occupation Authorities and the provision of funds and personnel to carry out the work of the Preparatory Commission.

The Secretary-General of the United Nations, in response to a request from the Preparatory Commission, agreed to hold at the disposal of the Organization a sum not exceeding in all U.S. \$250,000, against which the United Nations paid the salaries and other necessary administrative expenses of the Organization on the understanding that these costs would later be reimbursed by the Organization. These arrangements extended during a period of approximately four months prior to the assumption of operational activities by the Organization ; the Secretary-General of the United Nations also agreed to make available to the Organization accommodation for its Headquarters at the Palais des Nations, Geneva.

The Preparatory Commission met for the second part of its first session from 1 to 20 May 1947. Although the number of signatures to the Constitution of the IRO had by that time increased to fourteen, only five of these signatures represented final acceptance of the Constitution by Member Governments, and the Commission recognized the unlikelihood that fifteen formal acceptances of the Constitution by States whose contributions to Part I of the Operational Budget would amount to 75 per cent thereof, necessary to bring the Organization into being, would be obtained by 30 June 1947, the date upon which both UNRRA and the IGCR were to terminate their activities on behalf of refugees and displaced persons. In order to avoid any breach in the continuity of operations, and in accordance with paragraphs 3 and 6 of the Agreement on Interim Measures, the Commission decided to assume, on 1 July 1947, operational responsibility for the refugees and displaced persons eligible for assistance under the terms of the Constitution. The Commission further decided to request Governments Members of the Preparatory Commission to make available, in advance, a portion of their contributions which would be due for the first financial year of the Organization itself, and to request UNRRA and IGCR to consider transferring to the Preparatory Commission any surplus funds they might have available on 30 June 1947. Staffs of these two organizations engaged in refugee and displaced persons work in the field on that date were transferred to PCIRO, pending final organization.

In view of the unexpectedly heavy responsibility which the Executive Secretary would have to bear as a result of the decision to commence active operations, the Preparatory Commission appointed an Advisory Committee to meet from time to time between meetings of the Prepara-

tory Commission to advise the Executive Secretary on his plans for the organization of the IRO and his appointments of senior members of the staff. The terms of reference of the Advisory Committee were subsequently widened to enable it to recommend action to the Preparatory Commission on all outstanding matters concerning the bringing into effective operation of the IRO.

At the third part of its first session, held in July 1947, the Preparatory Commission received with regret the resignation of Mr. Arthur J. Altmeyer and elected as Executive Secretary in his stead Mr. William Hallam Tuck. At the same time, Sir Arthur Rucker, K.C.M.G., C.B., C.B.E., was appointed Deputy Executive Secretary.

The Preparatory Commission convened for the fourth part of its first session in October 1947 and again for the fifth part of its first session in January 1948, by which time it felt able, in view of the degree of reorganization which had been achieved by the Executive Secretary, to give its approval in principle to the personnel establishment which had been set up.

At the sixth part of its first session, in May 1948, the Preparatory Commission took certain final steps towards the coming into existence of the IRO itself. By that time, twenty-one governments had signed the Constitution, fourteen of them having either signed without reservation as to subsequent approval or having formally accepted the Constitution subsequent to signature ; thus it was necessary for only one more government to complete the formalities of accepting the Constitution to bring it into force. The Commission therefore took preliminary steps to arrange for the convening of the General Council on 13 September 1948.

SECTION II

Transfer from UNRRA and IGCR

In assuming, on 1 July 1947, operational responsibility for the refugees and displaced persons eligible for assistance under the terms of the Constitution of the IRO, the Preparatory Commission also took over in large part such assets and personnel of the UNRRA Displaced Persons Operation and of the IGCR as were considered appropriate. Shortly after that date, in accordance with plans made by the Executive Secretary, the personnel of the Headquarters of the IGCR who were to

join the Preparatory Commission were transferred to the Commission's Headquarters at Geneva. For reasons of operational facility, the Field Liaison Centre in Paris, which had been created by UNRRA, was maintained for a few weeks by PCIRO. The Field Liaison Centre supervised the amalgamation in the various areas of operation of the missions or field offices of UNRRA with those of the IGCR. The Field Liaison Centre was closed during August 1947 and the necessary staff transferred to PCIRO Headquarters at Geneva.

SECTION III

Scope of Operation

On 1 July 1947, PCIRO became the largest operating agency of the United Nations in both the geographical scope of operations and numbers of people employed and served. It undertook the operation of missions and field offices in twenty-five different countries on five continents. The number of international staff members taken over from the predecessor organizations during July was 1,950, including 30 who had already been engaged in the preliminary work of the Organization. This international staff represented thirty-two different nationalities. In addition, 2,833 local employees came on to the payroll of the Organization during July 1947.

The Organization inherited four separate headquarters—those of IGCR in London, UNRRA in Paris, UNRRA Finance in London and the PCIRO staff in Geneva—and field missions and offices of the two predecessor organizations. The consolidation of the headquarters elements in Geneva and the field missions throughout the areas of operation was an administrative task of considerable magnitude.

Moreover, in order to introduce into PCIRO persons who had no connexion with either of the predecessor organizations and to secure the widest geographical representation possible among the staff, new personnel of the nationalities of the countries Members of the Preparatory Commission were recruited and incorporated into the new Headquarters and into the reorganized establishments in the field. A salary scale suitable to attract sufficiently experienced and qualified personnel (some of them to do work of a highly specialized nature) and yet at a level which could be met from the limited funds at the disposal of the Organization was drawn up and detailed conditions of service established.

Total emoluments for PCIRO staff members are, in general, lower than those of other comparable United Nations agencies, particularly in the matter of family and travel allowances.

The budget of the Organization had been originally calculated in mid-1946 and was finally approved by the General Assembly in December 1946, six months before the Preparatory Commission assumed operational responsibility. Many of the assumptions on which it had been based, therefore, were no longer valid when operations began. Moreover by 1 July 1947 only twenty governments had signed the Constitution of the IRO, and the contributions which would fall due from them upon their ratification would only have amounted to about 75 per cent of the total budget.

Expenses on personnel and establishment were of necessity higher during the early formative period and, in attempting to keep within the amount of \$15,100,000 approved by the Preparatory Commission in May 1947 for such expenses for the first financial year of the Organization, the Executive Secretary had to make considerable reduction in the number of personnel employed. On 31 January 1948, the numbers had dropped to 1,769 international staff members and 2,135 local employees.

In view of the economies which he had been able to make in other items of expenditure and in recognition of the changing nature of the Organization's programme, which necessitated increases in staff to perform certain essential functions such as resettlement, child care and legal and other protection, the Executive Secretary has since been able slightly to increase the Organization's staff, which on 30 June 1948 comprised 1,894 international staff members and 2,392 other employees recruited locally in the areas of operations.

At the end of the first twelve months of operation, the total number of main offices had risen to twenty-five through the establishment of new offices in several of the countries of resettlement. Some of the difficulties of financial administration in the thirty-eight different currencies required by those operations are dealt with in a succeeding chapter on Finance.

In Geneva, it has been necessary to distribute Headquarters staff in three buildings. This has presented numerous administrative difficulties and continuing efforts have been made in co-operation with the authorities of the Canton of Geneva and the Swiss Confederation to obtain accommodation for the entire staff in one location.

SECTION IV

Finance

During the first year the most essential PCIRO operations on behalf of the refugees and displaced persons were financed successfully despite difficulties inherent in the Organization's constitutional position.

A financial administration was set up which is capable of supervising expenditures in thirty-eight different currencies by twenty-five principal offices and numerous sub-offices throughout Europe, the Western Hemisphere, China and the Middle East areas. The exacting tasks of combining two predecessor organizations and recruiting a skilled technical staff have been substantially completed. Auditing and accounting procedures have been adopted which have ensured prompt production throughout the year of financial data to expedite operational planning and give it a measure of flexibility to meet the changing needs of a changing programme. The Organization has presented, only two months after the end of the year, a complete set of accounts covering the year's operations, together with the audited Balance Sheet and the Auditors' report.

In assessing the degree of progress that has been made in the financial field, it will be useful to consider the initial difficulties under which this phase of the work was begun on 1 July 1947. The Agreement on Interim Measures, in effect, invited signatory governments to make advance payments against their contributions for the first year, but could not place governments under any obligation to make funds available to the Commission. Thus, while the refugee problem, which the Commission was called upon to meet, remained constant and demanding, the amount of funds available to meet it was uncertain. In each of the first eight months of operation, for example, the Organization received an average of only 6 per cent of its anticipated revenue for the year. Then, in one month, in the third quarter, it received nearly a quarter of its revenue for the entire year. These fluctuations of receipts were one of the important factors which made definite planning difficult.

Whilst signatory governments gave proof of the most sympathetic understanding of the problem, it was inevitable that constitutional difficulties hampered many of them in completing ratification of membership and in making prompt financial assistance available. Furthermore economic difficulties in many countries caused their governments to furnish advances only in currencies of restricted convertibility. Th

search for commodities, shipping and services which could be obtained in exchange for these currencies of restricted convertibility has been a constant preoccupation of the operating departments concerned.

A further obstacle to operational planning was the Organization's inability to obtain immediately exact cost figures covering the various supplies which were being furnished to the displaced persons by the Occupation Authorities at the time it assumed operational control in the field. Prudence dictated establishment of substantial reserves to meet this liability of undetermined size. Only after months of careful negotiation were initial prices ultimately reduced, thus enabling the Organization to commit so much of this reserve as exceeded the actual liability.

These three factors of uncertainty—irregular receipts in funds of restricted convertibility and slow determination of the extent of past liabilities—tended to inhibit full commitment of resources in the early part of the year. Consequently, some projects initiated late in the first fiscal year and financed by revenue of that year will be completed in the second.

The budget necessary under the terms of the Constitution for the first financial year was established as a total sum, expressed in terms of U.S. dollars, of \$155,860,500, comprising \$4,800,000 for administrative expenses and \$151,060,500 for operational expenses, together with a further sum of \$5,000,000 in respect of large-scale resettlement expenditure.

When the Commission commenced operations on 1 July 1947, twenty countries had signified intention of membership, but of these only nine had completed their ratification.

During the month of July 1947, loans were made to the Commission by UNRRA in the amount of \$2,000,000 and by the United Nations in the amount of \$500,000 to enable PCIRO to commence its operations, but the terms of these loans made it necessary for the repayment thereof to be made by the Commission three months later.

After due deliberation, and having regard to the probability of delay in receipt of resources, the Commission finally decided that expenditure could be planned only to the extent of the equivalent of U.S. \$119,088,320 for administrative and operational expenditure, together with an additional provision for the equivalent of \$5,000,000 for large-scale resettlement programmes.

Because the task of care and maintenance could not be reduced or deferred, and because the rate of re-establishment of refugees during the

initial months was slow, the Commission allocated \$75,281,927 or 63 per cent of its anticipated resources for the programme of health, care and maintenance ; however, only \$24,600,760 or 21 per cent was allocated for re-establishment, repatriation and resettlement.

Based upon the conviction that the increased rates of resettlement and repatriation will produce a substantial reduction in the care and maintenance load, the Organization has budgeted to reverse the emphasis in its second year of operation—1948/49. Approximately \$70,000,000 or 43 per cent will be allocated to the constructive task of re-establishment and only \$54,065,811 or 33 per cent to meet the needs of refugees and displaced persons remaining in the camps.

SECTION V

Agreements

During the preparatory period, a number of Agreements were concluded between the Preparatory Commission and the governmental authorities of the areas where the Organization conducts its operations, and with a number of countries of resettlement.

Agreements with the Occupation Authorities in the United States Zones of Germany and Austria provide that the Organization is to be directly responsible for the care and maintenance of refugees and for the operation of assembly centres. They provide also for the performance by the Organization of its constitutional functions of repatriation, resettlement and legal protection. These Agreements also define the status of the Organization, of its staff, and of the refugees and displaced persons, and provide for the procurement of the facilities, supplies and services required by the Organization in the performance of its functions. Close liaison with the Occupation Authorities is provided for, and the Agreements set out the reciprocal undertakings of the Occupation Authorities with respect to the procurement of indigenous supplies, the furnishing of local currency, the maintenance of law, order and security, and similar matters.

Agreements concluded with the British and French Occupation Authorities in Germany and Austria differ in one essential respect from the Agreements concluded with the United States Occupation Authorities, in that, in the British and French Zones, the Authorities undertake the direct administration of assembly centres. This is performed with

the policy supervision of the Organization and in accordance with the principles established in the Constitution.

Operations agreements have also been entered into with the Governments of a number of sovereign countries in which the Organization operates. Formal Agreements have been concluded with the Governments of France and Italy and negotiations are proceeding with other governments, with which less formal arrangements have been established meanwhile. These Agreements and arrangements differ according to the nature of the programme carried out by the Organization in the respective countries, but they all provide for the conduct of the Organization's operations in accordance with the principles of the Constitution and the local practical requirements. An Agreement has also been concluded with the Government of the United Kingdom covering the Organization's activities in the Middle East (India, the Lebanon, Palestine, East Africa).

The Preparatory Commission has concluded formal Agreements with the French and Swiss Governments providing for the privileges and immunities of the Organization, of representatives of its Member Governments and of the staff. Elsewhere, the appropriate privileges and immunities have been established through less formal arrangements, in accordance with local practice.

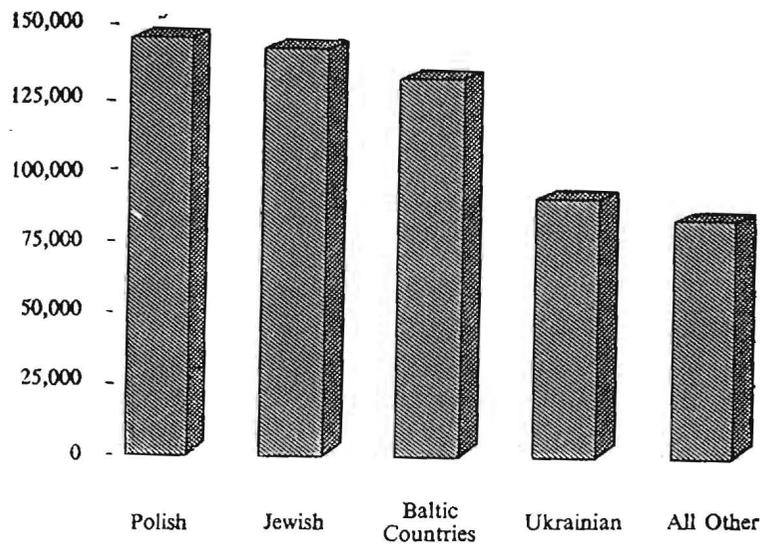
In addition, the Preparatory Commission has concluded formal Agreements or less formal arrangements with the Governments of the Argentine, Australia, Belgium, Brazil, Canada, Chile, Colombia, France, the Netherlands, Peru, Turkey, the United Kingdom and Venezuela, for the resettlement of refugees as immigrants into their territories. A number of resettlement agreements are currently under negotiation with other countries.

The normal resettlement agreement provides for recognition of the status and functions of the Organization and of its right to determine the eligibility of refugees and displaced persons under the Constitution ; the selection of refugees by the Government of the country of reception ; the acceptance of close relatives ; the establishment of civil rights for refugees, and recognition of the Organization's function of legal and political protection.

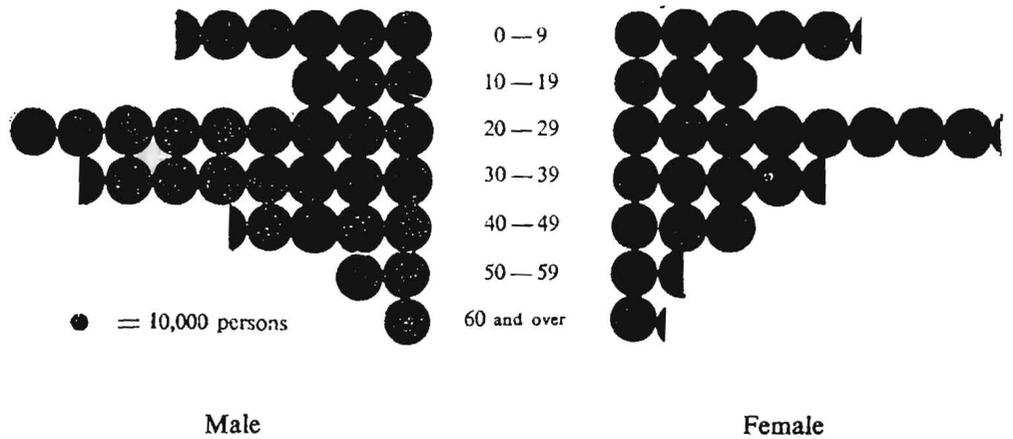
WHO are

The Refugees

Citizenship or Ethnic Group



Age and Sex



* Refugee population receiving care and maintenance at the end of PCIRO's first year.

provides penalties for refusal to work, the Executive Secretary of the Preparatory Commission has directed Chiefs of IRO Field Offices to provide suitable work opportunities for all refugees in so far as possible and to deny care and maintenance to those who refuse to accept suitable work.

E. RELATIONS WITH VOLUNTARY SOCIETIES

At the commencement of its operations, the IRO extended provisionally the agreements and working arrangements then in force between its predecessor organizations and some sixty voluntary societies active in refugee assistance programmes in Germany, Austria and Italy, in the Western European countries, and in China. In the course of the past year, new agreements and working arrangements have been negotiated with many of these societies.

In Germany, Austria and Italy, about twenty-five voluntary organizations have provided supplementary services in welfare, relief, tracing, child search, special training and employment projects, and in emigration and repatriation assistance in collaboration with the IRO operating programmes in these countries. In France, Belgium and the Netherlands both foreign and national organizations have furnished services supplementary to the scope of the IRO programme, and have also operated relief programmes and special projects on behalf of IRO. In Spain and Portugal several international relief societies have served as agents of the IRO. In China, similar societies have given supplementary help and operated special relief projects on behalf of the Organization.

In all areas of mutual concern to the IRO and co-operating voluntary societies, these organizations have rendered assistance on an extensive scale in individual migration and resettlement. Such aid has taken many forms : individual counselling, location of relatives and sponsors in countries of resettlement ; development of opportunities for emigration, assistance in preparing the necessary documentation ; financial aid in transit countries and en route ; and plans for reception and re-establishment in the adopted country. Thousands of refugees have been able to proceed to new countries and establish themselves successfully with the individual case-by-case help furnished by sponsoring organizations and their national branches or international connexions in many parts of the world. Characteristic of all these programmes are the planning and the services provided on a family-unit basis, and the

painstaking efforts made wherever possible to reunite surviving and scattered members of the family group.

An encouraging trend, particularly evident in the latter part of the fiscal year, has been the stimulation of greatly expanded voluntary effort to aid in the reception and establishment of refugees in those countries to which large numbers have emigrated or will go in the near future. In the United Kingdom and the United States of America voluntary societies have been exceedingly active. In the United Kingdom they are playing an important role in re-establishment programmes for the many thousands of former refugees who have already arrived in that country.

In the United States, religious and secular welfare organizations and churches are preparing greatly expanded reception and re-establishment programmes in anticipation of large emigration movements to that country. In Canada, Australia and Latin-American countries there is encouraging evidence of expanding interest and activity among both religious and secular organizations. In France and other Western European countries the voluntary societies are co-operating with the IRO in new efforts to strengthen those programmes which will contribute most directly to ultimate re-establishment.

In the principal areas of IRO field operations in Germany, Austria and Italy, the supplementary services of the voluntary societies have been progressively modified to lend much greater emphasis to re-establishment and preparation for re-establishment in all features of their programmes. Welfare and recreation services were adapted to the needs of staging and transit centres. New projects were organized for language training and orientation programmes. A number of societies assisted with studies and individual aid to facilitate the re-establishment of specialists in their own or allied professions, and several organizations joined with the IRO to organize and finance a medical refresher course for refugee doctors in Germany and Austria. Some programmes for re-training and rehabilitation of handicapped persons are in a developing stage. Joint planning among the societies and with the IRO during the past year has brought about a closer co-ordination of all field services related to emigration, and resulted in a more mobile organization to cope with the heavy volume of work and the rates of processing and movement which are now essential.

The new emphasis on services, which will contribute more rapidly to ultimate re-establishment, has not in general caused a discontinuation of former programmes but rather a re-direction of activities in the light of current objectives. Valuable supplementary aid has been continued

in all branches of the IRO care and maintenance programme. Children are the particular beneficiaries of many of these services, which are provided through special children's centres, in aid to schools, kindergartens and clinics ; through special feeding programmes ; through child search activities ; in assistance in location of relatives ; and in repatriation. New activities have been developed to a certain extent for adolescent youth, for whom special programmes have been greatly needed. Some forty thousand children and adolescents in Germany and Austria will also benefit from organized summer camp programmes which are now in full operation. Adults in need of special care, the aged, the sick, and nursing or expectant mothers also benefit from special assistance provided by voluntary effort.

Voluntary organizations provided not only supplementary aids to the IRO programme, but also greatly needed relief and other services to many eligible refugees for whom the Organization has been unable to furnish adequate assistance in the past year. Many of these organizations have warned the Executive Secretary of the Preparatory Commission in recent months that they will be unable in future to continue such relief operations on the same scale as heretofore. Severe financial retrenchments have affected a number of programmes. Rising costs in many countries, and particularly in the principal areas of IRO field operations, have also enforced some scaling down of services. Moreover, the responsible and active role which many of these societies must now play in their own countries, which have become countries of large-scale resettlement, has thrown new burdens upon them, inevitably affecting the scale of their operations elsewhere. Recent conferences and discussions between the IRO and co-operating societies have necessarily underlined these three factors affecting their future activities. A further study of these issues will be made in co-operation with the organizations concerned.

For the list of the voluntary societies working with and on behalf of the IRO in the principal areas of IRO field operations, see the Appendix at the end this report.

~~pattern as described above for the supply function.~~ That is, in the United States Zones of both countries IRO was responsible for the movement of supplies at all levels, whereas, in the British and French Zones, this service was performed largely by the Occupation Authorities. IRO transport in these latter Zones is largely limited to passenger vehicles for administrative staff. In other areas IRO has operated administrative vehicles, obtaining most load-carrying vehicles from civilian sources.

Procedures covering insurance and third-party claims have been developed and all IRO vehicles are insured against third-party risks either with commercial companies or through self-insurance, which is covered by a fund held at Headquarters, Geneva. During 1947/48, claims against the Organization payable under the self-insurance scheme amounted to \$14,000. A safety-first campaign instituted in May has produced excellent results.

SECTION IX

Legal and Political Protection

Under the Constitution, the legal and political protection of persons coming within the mandate of IRO is one of the Organization's prime functions. It means safeguarding the rights and legitimate interests of eligible persons, especially when they are stateless in law or in fact and therefore do not enjoy the protection given by a national state through its diplomatic representatives. This task bears a political character in so far as it involves relations with governments and inter-governmental agencies.

The legal problems to be dealt with are manifold since the position of persons who are stateless and who have, as a rule, no permanent resi-

dence, is bound to create legal difficulties and conflicts. Moreover, a great many have been persecuted during the war, and the Organization has to help in their rehabilitation, in restitution of property and adjustment of wrongs.

Four of the most important problems in which the IRO was concerned during the year were : Human Rights, Statelessness, Co-ordination of Procedure on Declaration of Death, Travel Documents.

* * *

In December 1947, the Organization submitted to the second session of the Human Rights Commission of the Economic and Social Council of the United Nations a memorandum dealing with the following problems which were considered to be of particular relevance for eligible persons :

- (a) Equality before the law ; prevention of discrimination, protection of minorities ;
- (b) Nationality and statelessness ;
- (c) Emigration, expulsion, asylum.

The meetings of the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities, and of the Commission on Human Rights, were attended by representatives of the Organization in the capacity of observers, and a number of the suggestions contained in the memorandum submitted were adopted by the Commission at its second session and maintained in the Declaration on Human Rights, adopted by the Commission at its third session.

On the basis of the action taken by the Organization, the Commission on Human Rights adopted, at its second session, a Resolution on Statelessness. Following the discussion on the Report of the Commission, the Economic and Social Council of the United Nations adopted at its sixth session, held at Lake Success in February/March 1948, a Resolution on Statelessness. Under the terms of this resolution, a study of the existing situation in regard to the protection of stateless persons was to be undertaken, as well as a study on the desirability of concluding a further convention on the subject.

In accordance with this resolution, the Secretary-General of the United Nations invited the Executive Secretary of the Preparatory Commission to collaborate with the competent organs of the United Nations in the implementation of this resolution. Consequently contact was established between members of the Secretariat of the United

Nations and members of the Secretariat of the IRO at Geneva, who discussed various aspects of the studies referred to above.

In continuing the work initiated by its predecessor organization, the Intergovernmental Committee on Refugees, the IRO has acquired material covering the legislation of thirty-seven countries on the subject of the legal problems created by the disappearance of millions of persons in consequence of the Second World War and of persecution, whose deaths cannot be conclusively established. In recognition of the urgency and importance of the problem, the Preparatory Commission adopted at the sixth part of its first session a resolution directing the Executive Secretary to prepare a survey of it, to transmit that survey to the Secretary-General of the United Nations and to request the latter to place the subject on the agenda of the next session of the Economic and Social Council. The Preparatory Commission expressed the hope that the Economic and Social Council would take all necessary measures with a view to the preparation of a draft international convention on the subject, or to some other form of international solution, in collaboration with the Executive Secretary. The survey was submitted by the Executive Secretary of the Preparatory Commission to the Secretary-General of the United Nations, who placed the item on the agenda of the seventh session of the Economic and Social Council held at Geneva in July/August 1948.¹

Since most of the persons coming within the mandate of the IRO do not enjoy the protection of any government, they are deprived of the possibility of obtaining a national passport and need, therefore, to be able to obtain some form of travel document to serve in its place.

As a result of considerable work undertaken by the Intergovernmental Committee on Refugees, an international Agreement was adopted in London on 15 October 1946 concerning the issue of a travel document to refugees and displaced persons who would come within the mandate of the IRO when that Organization was established. At the same time the form of the travel document to be issued was established, and it is now commonly known as the "London document" or the "IRO travel document".

¹ At the moment of issuing this Report, it can be stated that the Economic and Social Council accordingly resolved that a draft convention be prepared on the subject by the Secretariat of the United Nations in collaboration with the International Refugee Organization and other organizations concerned, and that this draft be submitted to Governments Members of the United Nations for their comments, not later than 20 October 1948 and be presented to the Economic and Social Council at its eighth session together with these comments.

It has two main advantages : it indicates that the holder is the concern of the IRO, a fact which gives it a certain protective value, and it contains a clause authorizing the holder's return, during a certain period, to the country of issue, which makes it more readily acceptable to governments of countries of resettlement.

As successor agency under the original Agreement, the IRO has followed closely all developments in connexion with that Agreement. Appropriate representations have been made to governments concerning changes in the manner of implementation of the Agreement which have appeared necessary or desirable. To those governments which require it, IRO representatives in the field have issued certificates stating that an applicant does in fact come within the mandate of IRO. Other governments issue the travel document upon direct application by the refugee and consult the IRO only in difficult or doubtful cases.

Negotiations have been conducted with governments with a view to their signing the London Agreement. Signature involves an undertaking both to issue the travel document and to recognize it when issued by other signatories. The total number of signatories is now eighteen, and thirteen British colonial governments have undertaken to extend application of the Agreement to their territories. Moreover, seven non-signatory governments and fourteen British colonial governments have undertaken to recognize the travel document.

The IRO also carried on negotiations with a view to obtaining issue of the travel document in the Western Zones of Germany and Austria. The British and French occupation authorities in Germany have indicated their willingness to issue it in their respective Zones, provided it be also issued in the United States Zone. A decision is still awaited from the United States authorities. In the British Zone of Austria, the travel document has been issued for some time. It is considered that the question of its issue in the French and United States Zones of Austria will depend upon the decision reached with regard to Germany.

SECTION X

Reparations

Under Article 8 of Part I of the Final Act of the Paris Conference on Reparations adopted by eighteen Allied Powers in December 1945, and under the Five-Power Agreement of 14 June 1946, certain assets were to be made available for non-repatriable victims of Nazi perse-

cution—persons who had suffered heavily at the hands of the Nazis and who stood in dire need of aid to promote their rehabilitation and resettlement, but were unable to claim the assistance of any government receiving reparations from Germany.

The specific assets to be made available were :

- (a) \$25,000,000 to be secured from German assets in neutral countries ;
- (b) All the non-monetary gold found by the Allied forces in Germany ;
- (c) Assets in neutral countries of victims of German action who died and left no heirs.

The Agreements cited above provided that these assets should be administered by the Intergovernmental Committee on Refugees, or by a United Nations agency to which appropriate functions of IGCR might be transferred.

Recognizing that the overwhelming majority of eligible non-reparables were Jewish, 90 per cent of the assets referred to in sub-paragraphs (a) and (b) above and 95 per cent of the funds mentioned in sub-paragraph (c) above were allocated for the benefit of eligible Jewish victims, among whom children were to receive preferential assistance. Eligible non-Jewish victims, who receive the balance of the funds, are Germans and Austrians who can demonstrate that they were persecuted by the Nazis for religious, political or racial reasons.

The five Governments signatory to the Agreement of 14 June 1946 designated the American Joint Distribution Committee and the Jewish Agency for Palestine as the appropriate field organizations to receive the reparations funds for rehabilitation and resettlement of Jewish victims. With regard to the share allocated for the benefit of non-Jewish victims, the Executive Secretary of the Preparatory Commission has been responsible for selecting the appropriate organizations to assist in rehabilitation and resettlement of the non-Jewish eligibles.

Funds available from reparations will not be sufficient to complete the task of rehabilitation and resettlement of all Jewish refugees. As far as non-Jewish victims are concerned, reparations funds are likely to be more than sufficient to complete the rehabilitation and resettlement of the limited number of eligible persons, as the eligible class of non-Jewish victims is very narrow, since it is restricted to Germans or Austrians who were persecuted.

During the first year of operations, the implementation of the programme with respect to the three sources of assets was as follows.

\$ 25,000,000 Fund

One-half of the fund, consisting of 50,000,000 Swedish kroner, was received in July 1947. However, currency restrictions delayed use of the funds until the first quarter of 1948, when a portion of the kroner was converted to sterling, thereby making possible the first payments of reparations funds. It may also be noted here that in July 1948 20,000,000 Swiss francs were received through the Allied Powers from the Government of Switzerland under the Swiss/Allied Accord of 25 May 1946. Since the Allied Powers have made available for the reparation fund 17.5 million dollars (50,000,000 Swedish kroner and 20,000,000 Swiss francs), there remains a balance of 7.5 million dollars still to be made available before implementation of the reparations programme can be completed.

The American Joint Distribution Committee—one of the two voluntary societies designated to share in 90 per cent of the funds mentioned in sub-paragraphs (a) and (b) above—has received payments totalling United States dollar equivalents of \$2,900,000. The Jewish Agency for Palestine, the other body entitled to share in 90 per cent of the funds, has received currency payments totalling £1,700,000. The following payments in dollar equivalents have been made to voluntary societies which share in 10 per cent of the funds for assistance to eligible non-Jewish victims :

	\$
International Rescue and Relief Committee	130,000
Comité international pour le placement des intellectuels réfugiés	8,000
Self-help of Emigrés from Central Europe	5,000
Swiss Central Office for Help to Refugees	5,000
World Council of Churches Refugee Commission	5,000

Non-monetary Gold

In November 1946, the Government of the United States issued a directive regarding the transfer of non-monetary gold by the United States Occupation Authorities in Germany and Austria to the Intergovernmental Committee on Refugees or its successor. To assist in the implementation of the directive, the field staff of the IGCR began a

joint inventory of non-monetary gold with the United States Authorities in Germany and Austria in April 1947, which was completed by the IRO in December 1947. The property consisted largely of diamonds and valuable jewellery, silverware, etc. Since it had been determined that the best market for liquidation of the property was in the United States, shipments were arranged aboard IRO-chartered vessels on scheduled voyages to New York in December 1947 and February 1948. This property from the United States Zones is worth several million dollars.

The Government of the United Kingdom has taken steps to hand over to the IRO non-monetary gold found in the British Zone of Germany, and it is expected that the transfer will take place in the near future. With respect to the British Zone of Austria, the Government of the United Kingdom advised that, while it does not consider the provisions of Article 8 of the Final Act of the Paris Conference on Reparations and the Five-Power Agreement applicable to non-monetary gold in Austria, it has nevertheless the intention to make available to the IRO, as a free and unconditional gift, any non-monetary gold found in the British Zone of Austria.

No indication was received that there was any non-monetary gold in the French Zones of Occupation available for transfer to IRO.

In order to obtain the highest possible proceeds from the sale of property, so that the greatest number of eligible non-repatriables may be assisted, a Merchandizing Advisory Committee of prominent American business men was established in the United States, to liquidate the property at the least expense. All proceeds, less out-of-pocket expenses, will be available for the reparations programme. Initial sales conducted under the auspices of the Merchandizing Advisory Committee have already netted several hundred thousand dollars.

Pursuing its liberal policy of turning over to the IRO as much non-monetary gold as possible, the Government of the United States also advised its intention to make an additional substantial transfer of non-monetary gold to the IRO in the United States Zone of Germany.

Assets in Neutral Countries

The third source of reparations funds is assets in neutral countries of victims of Nazi action who died without leaving heirs. Although international law provides in most cases for the disposition of heirless assets, the Allied Powers held that, since these particular heirless assets

resulted from the wilful murder of six million Jews, morality and equity demanded that the proceeds of the liquidation of these assets be used to rehabilitate and resettle surviving victims. While the neutral Powers have indicated that they will take a sympathetic attitude on this problem, the successful liquidation of these assets, estimated to amount to millions of dollars, can succeed only if the neutral governments take all necessary steps, including special legislation, to overcome the legal, administrative and fiscal problems which stand in the way of identifying, collecting and liquidating the assets. The Executive Secretary continued to pursue this question informally with governments and voluntary societies in order to arrive at a solution in accordance with Article 8 of Part I of the Final Act of the Paris Conference.

APPENDIX

LIST OF VOLUNTARY SOCIETIES ASSISTING
IN IRO FIELD OPERATIONS

Germany, Austria and Italy

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

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

France

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

Belgium

Aide aux israélites victimes de la guerre
Comité des réfugiés venant de l'Est
Comité central israélite
Comité d'Aide aux israélites victimes des lois raciales
Comité estonien
Comité international pour le placement des intellectuels réfugiés
Croix-Rouge lettonne
Ecole artisanale et agricole du Bahad

Front national autrichien
Jewish Agency
Œuvre de Notre-Dame de Sion
Organisation—Reconstruction—Travail
Comité yougoslave

Netherlands

Catholic Committee for Refugees
International Quaker Bureau
Jewish Co-ordination Committee
Organisation—Reconstruction—Travail
Vereinigung Deutscher Staatenloser Anti-
faschisten

Portugal

American Joint Distribution Committee

National Catholic Welfare Conference
Unitarian Service Committee

Spain

American Joint Distribution Committee
(*Barcelona*)
Representation in Spain of American
Relief Organizations (*Madrid*)

China

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

Report of the Director-General
to the General Council of the
**INTERNATIONAL REFUGEE
ORGANIZATION**

1 July 1948-30 June 1949



Palais Wilson
GENEVA, SWITZERLAND



CHAPTER VI

Reparations

Over the past two years payments of about \$20,000,000 for the benefit of victims of Nazi persecution—a sum in addition to those spent on refugees from IRO's normal funds—have been made to voluntary societies from reparations funds received by IRO. Of this sum more than \$10,000,000 was paid during 1948/49.

Payments to IRO equivalent to \$18,540,000 were made in 1947/48 by the Governments of Sweden and Switzerland consequent to the decisions of the Paris Conference on Reparations, 1945, and the Five Power Agreement of 14th June, 1946. In two years, the liquidation of non-monetary gold found by the Allied Forces in Austria and Germany and made available under the terms of the same Agreements, produced \$2,348,000, mostly obtained during the past year.

“Non-monetary gold” is a generic term covering a miscellaneous assortment of jewellery, silverware, china, stamps, coins and carpets as well as gold and silver bullion from the smelting of scrap metal articles. Disposal of the former items presented a difficult problem. It was decided that the best market for them would be in the United States and, to minimize the costs of liquidation, IRO sought the assistance of prominent American business men willing to give their advice and services. Thus a Merchandising Advisory Committee under the chairmanship of Colonel Ray C. Kramer was formed.

The first shipment of non-monetary gold to be liquidated by the Merchandising Advisory Committee arrived in the United States in December, 1947 and a second shipment arrived in February, 1948.

A trial auction sale of a collection of stamps, held in May, 1948 with a substantial amount of publicity, proved successful. The Committee thereupon decided to sell at auction the first large shipments of merchandise. The first sales, held in June, 1948, were very profitable. From the middle of July, 1948, to the middle of January, 1949, ten auction sales were held in New York under the auspices of various firms of auctioneers. Amounts realised by the Merchandising Advisory Com-

mittee from auction sales were highest in the first sale and declined, for various reasons, at each successive sale, until by January, 1949, it was apparent that auction sales were no longer the best method of disposing of non-monetary gold. Many prospective purchasers of large quantities of silver and watches either contacted or were referred to the Committee and as a result negotiated sales of large quantities of silverware, gold, jewellery and watches were made. At the end of the fiscal year low-grade merchandise worth an estimated \$150,000 still remained to be sold.

Other non-monetary gold was disposed of through dealers in England and in Switzerland. At the end of the year a quantity of non-monetary gold estimated to be worth about \$750,000 was due to be turned over to the Organization by the American Forces in Austria and further quantities were expected from the American and British Zones of Germany.

Under the Five Power Agreement all funds received by the Organization through the Final Act of the Paris Conference on Reparations were required to be spent by private agencies for the benefit of victims of Nazi persecution. Ninety per cent of the funds were to be disbursed by the American Joint Distribution Committee and the Jewish Agency for Palestine on behalf of the Jewish victims. As of 30 June 1949 the AJDC had received from IRO on reparation account the equivalent of \$7,510,792 and the JAFP had received the equivalent of \$11,266,172. The precise projects on which these sums have been spent were subject to the approval of the Director of the Inter-Governmental Committee on Refugees, before that organization was terminated on 30 June 1947, and, after that date, of the Director-General of the IRO.

Approval was given for the AJDC to make expenditures on various projects for resettlement, rehabilitation and vocational training of Jewish persecutees in areas all over the world. In view of the Jewish persecutees' urgent need of aid and the inevitable delay that occurred between the signature of the Five Power Agreement in June, 1946 and the funds actually becoming available, AJDC paid for operations under the approved projects out of its own funds and was reimbursed by the Organization. The projects of JAFP concerned the resettlement and establishment in Palestine of victims of persecution who were admitted legally into that country after 14 June 1946 and before the end of the British mandate. During that period about 43,000 persons who could have been eligible within the terms of the Reparation Agreement were legally admitted to Palestine. IRO later reimbursed JAFP for the temporary

maintenance and part of the re-establishment costs of about 39,000 persons.

Again under the terms of the Five Power Agreement, ten per cent of the funds accruing to the Organization were to be made available for the rehabilitation and resettlement of non-Jewish victims of persecution. The work of the voluntary societies on behalf of these victims has naturally been smaller than the work on behalf of the Jewish persecutees. Disbursement has been made by the following societies which have been appointed by the Organization:

U.S. Committee for Care of European Children
International Social Service
World Council of Churches
Comité International d'Aide aux Intellectuels Réfugiés
Unitarian Service Committee
The Vatican Migration Bureau.

Payments were normally made after examination of individual cases. They have covered the cost of transport and resettlement of about 2,000 persons in France, The Netherlands, Sweden, United States of America and other countries, as well as the medical care and maintenance of others prior to resettlement.

CHAPTER VIII

Finance

The IRO budget must be made up to take into account expenditures in 51 different currencies by IRO offices in 27 countries around the world. As required by the Constitution the Plan of Expenditure for the fiscal year 1948/49 was presented to the General Council in three parts—Administrative, Operational—Part I, and Operational,—Part II (Large Scale Resettlement).

The funds available for the second fiscal year of IRO were comprised of contributions from member governments amounting to \$117,987,972 and from funds brought forward from 1947/48 amounting to \$37,087,798. Funds brought forward were available because the resettlement programme in 1947/48 was slow in starting and because a disproportionately large percentage of contributions from governments was received during the latter months of the first year. Thus a total of \$155,075,770 was budgeted for 1948/49. Of this sum, \$4,797,800 was allocated for administrative expenses, \$150,229,258 for operational expenses and \$48,712 for large-scale resettlement. These sums are expressed in dollars although in actual fact government contributions to IRO are for the most part paid in currency of the contributing country. Thus, some of IRO's, money is of limited convertibility, and the Organization must seek goods and services it can buy directly from the contributing country with these sums.

The operational budget was estimated on the assumption that the resettlement programme would reach its peak in the second year of operation. Therefore, the funds allotted to the programme were proportionally higher than for the previous year. Two factors were involved in the increased resettlement budget. One was the rise in numbers moved and the other was the fact that the majority of refugees were moved to overseas destinations in 1948/49, whereas in the first year most refugee-emigrants travelled a relatively short distance to countries of Western Europe. Because large numbers of people had been resettled it was possible to reduce the funds for care and maintenance of refugees. Thus,

for the fiscal year 1948/49, \$79,465,750 or 51 per cent of the budget was allocated for the re-establishment of displaced persons against \$50,417,748 or 33 per cent for Care and Maintenance. In addition, a reserve of \$858,403 for contingencies was included in the Plan of Expenditure, in order to provide for possible increased requirements or emergencies.

The Plan of Expenditure for the fiscal year 1948/49, outlining the main subdivisions of the Budget, is published in Appendix II on page 81.

APPENDIX II

Recapitulation of Plan of Expenditure 1948-49

(As approved by the General Council)

ADMINISTRATIVE BUDGET	(Dollars)
SECTION I — <i>General Council and Executive Committee</i>	150,000
II — <i>Headquarters</i>	3,356,062
III — <i>Other Offices</i>	1,221,422
IV — <i>Contingency Reserve</i>	70,316
Total Administrative Budget	<u>4,797,800</u>

OPERATIONAL BUDGET — PART I

SECTION I — <i>Personnel and Establishment</i>	<u>13,700,699</u>
II — <i>Purchase and Maintenance of Vehicles</i>	<u>4,639,463</u>
III — <i>Health, Care and Maintenance</i>	
1. Direct Care	33,632,246
2. Medical Care	1,525,600
3. Vocational Training	1,500,000
Rehabilitation Training	850,000
4. Cash Assistance	4,146,567
5. Per Capita Costs	8,113,335
6. Community Organization and Welfare	650,000
Total	<u>50,417,708</u>
IV — <i>Repatriation</i>	<u>997,195</u>

V — <i>Resettlement</i>	(Dollars)
1. Transportation	57,057,000
Resettlement to Israel	9,000,000
Shanghai Move	2,000,000
2. Other Mass Resettlement	1,388,750
3. Individual Resettlement	10,020,000
<i>Total</i>	<u>79,465,750</u>
VI — <i>Local Re-establishment Loans</i>	<u>150,000</u>
VII — <i>Contingency Reserve</i>	<u>858,403</u>
Total Operational Budget — Part I	<u>150,229,258</u>
Total (excluding Large-Scale Resettlement)	<u>155,027,058</u>
OPERATIONAL BUDGET — PART II	
Large Scale Resettlement	<u>48,712</u>
<i>Grand Total</i>	<u>155,075,770</u>

HEADQUARTERS GENEVA
PREPARATORY COMMISSION
FOR THE INTERNATIONAL REFUGEE ORGANIZATION



STATISTICAL REPORT
ON
PCIRO OPERATIONS

SEPTEMBER 1947

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TABLE I. — Summary of PCIRO Statistics for July, August and September 1947

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	JULY	AUGUST	SEPTEMBER
I. CARE, MAINTENANCE AND SERVICES			
A.1. Refugees receiving PCIRO Care and Maintenance TOTAL:	<u>647,504</u>	<u>638,201</u>	<u>656,831</u>
a. In PCIRO assembly centres	629,622	614,968	639,273
b. Outside PCIRO assembly centres	17,882	23,233	17,558
2. Principal groups receiving PCIRO Care and Maintenance, by country of citizenship or ethnic origin			
Poland (excluding Jews)	165,250	158,814	159,843
Jewish (all countries)	153,834	151,894	167,520
Baltic countries	<u>147,355</u>	<u>145,568</u>	<u>144,783</u>
Estonia	22,444	22,188	22,190
Latvia	77,632	77,318	77,122
Lithuania	47,279	46,062	45,471
Ukrainian	99,930	98,243	98,088
All other	81,135	83,682	86,597
3. Location of refugees receiving PCIRO Care and Maintenance			
<u>AUSTRIA</u>	<u>27,167</u>	<u>25,994</u>	<u>44,158</u>
British Zone	9,352	9,098	9,030
French Zone	3,313	3,281	3,251
U.S. Zone	14,502	13,615	31,877
<u>GERMANY</u>	<u>544,352</u>	<u>536,663</u>	<u>537,868</u>
British Zone	180,710	176,049	176,130
French Zone	32,650	32,434	32,495
U.S. Zone	330,992	328,180	329,243
<u>ITALY</u>	<u>29,892</u>	<u>31,365</u>	<u>32,273</u>
<u>MIDDLE EAST</u>	<u>28,211</u>	<u>27,353</u>	<u>24,500</u>
<u>ALL OTHER</u>	<u>17,882</u>	<u>16,826</u>	<u>18,032</u>
4. Unaccompanied children, 16 years and under receiving PCIRO Care and Maintenance	a/ 3,180	3,244	3,030
5. Numbers employed among refugees receiving PCIRO Care and Maintenance (including vocational trainees)			
Austria	11,512	10,936	10,860
Germany	b/ 251,670	b/ 242,689	c/ 221,394
Italy	8,615	9,499	10,152
B. Refugees receiving PCIRO services but not Care and Maintenance	20,000	30,000	d/ 63,543

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	JULY	AUGUST	SEPTEMBER
II. <u>REPATRIATION AND RESETTLEMENT</u>			
1. Refugees repatriated from PCIRO centres or under PCIRO auspices	a/ 7,500	9,563	5,060
2. Refugees departed for resettlement from PCIRO centres or under PCIRO auspices	a/12,000	9,218	13,284
III. <u>PCIRO PERSONNEL</u>			
1. TOTAL (including CHQ Geneva)	<u>4,783</u>	<u>4,552</u>	<u>4,337</u>
a. Internationally recruited	2,000	1,998	1,952
b. Locally recruited	2,783	2,554	2,385
2. Number at Central Headquarters Geneva (including closure office Paris)			
a. Internationally recruited	248	253	256
b. Locally recruited (Paris only)	135	55	9

a/ Estimated.

b/ Figures include some refugees in the British Zone who are in CCG camps and not receiving PCIRO care and maintenance.

c/ Figure includes only refugees receiving PCIRO care and maintenance.

d/ Figure includes all refugees (37,690) in CCG camps in the British Zone, Germany, to whom PCIRO amenity supplies are distributed.

These figures are subject to revision, as they may include a number of refugees receiving PCIRO services only.

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TABLE IV. — Jewish Refugees Receiving Care and Maintenance at 31 October 1947 (Included in Table III)

Country of Citizenship or Last Habitual Residence	TOTAL	Austria	Belgium	Czecho- slovakia	Far East	France French N. Africa	GERMANY			Italy	Middle East	Nether- lands	Portugal
							British Zone	French Zone	U. S. Zone				
TOTAL:	<u>164,799</u>	<u>21,463</u>	<u>1,385</u>	<u>0</u>	<u>NR</u>	<u>NR</u>	<u>9,155</u>	<u>a/1,833</u>	<u>112,469</u>	<u>17,767</u>	<u>NR</u>	<u>b/598</u>	<u>129</u>
Austria	836	31	276				18	8	334	166			3
Belgium & Luxbg.	14	1							8	5			
Bulgaria	15	4							4	7			
Czechoslovakia	6,377	255					105	4	5,261	749		2	1
Danzig	6								6				
Dodecanese	73									73			
Estonia	7	1							6				
France	35								30	5			
Germany	6,221	285	500				76	1,102	4,060	124		72	2
Greece	237	10					2		148	77			
Hungary	7,957	1,013					990	11	4,837	1,103			3
Italy	30	7					1		12				10
Latvia	242	6					30	2	196	8			
Lithuania	1,743	40					33	6	1,467	197			
Netherlands	42								42				
Palestine	63	17					3		31	12			
Paraguay	9							9					
Poland	123,006	12,468	47				6,520	607	91,444	11,903		7	10
Portugal	7												7
Rumania	14,841	7,287					1,348	4	2,879	2,902		418	3
Spain	19	2							6	10			1
Switzerland	6								6				
Turkey	35								9	26			
U.S.S.R.	1,517	12					5		1,371	129			
United Kingdom	9								1	3			5
U.S.A.	8								1	5			2
Yugoslavia	470	23					3		200	244			
Miscellaneous	20	1							7	6			5
Nansen status	795		562				4	10	24	8		98	89
Ukrainian	7									7			
Undetermined	152						17	61	74				

a/ Subject to revision.

b/ Includes the Jewish children.

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PCIRO

**STATISTICAL REPORT
FOR YEAR ENDED JUNE 1948**

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STATISTICAL REPORT
COMPTE RENDU STATISTIQUE

FEBRUARY 1949

FÉVRIER 1949

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THE FINAL STATISTICAL REPORT OF IRO

With Summaries covering the 54 months
of its operations

JULY 1947 to DECEMBER 1951

328631

OFFICE OF STATISTICS AND OPERATIONAL REPORTS - HEADQUARTERS GENEVA

Des Statistiques et des Comptes Rendus

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SUMMARY OF IRO STATISTICS, 1 JULY 1947 - 31 DECEMBER 1951
RESUME DES STATISTIQUES DE L'OIR, 1er JUILLET 1947 - 31 DECEMBRE 1951

TABLE 1
TABLEAU 1

TOTAL	Austria			Belgium			Denmark			Far East Extrême-Orient			Germany Allemagne			Greece			Italy			Luxembourg			Middle East Moyen-Orient			Netherlands			Portugal			Spain			Sweden			All other areas																						
	Autriche			Belgique			Danemark			Shanghai			British Zone			French Zone			U.S. Zone			Greece			Italie			Luxembourg			East Africa			Lebanon			Syria			Turkey			Netherlands			Portugal			Spain			Sweden			All other areas							
	Autriche			Belgique			Danemark			Euro-peens Chinois d'outre-mer			Philip-pines			France			Zone britan-nique			Zone fran-çaise			Zone améri-caine			Grèce			Italie			Luxem-bourg			Africq-Orien-tale			Liban			Syrie			Tur-que			Pays-Bas			Portugal			E-pagne			Suède			Toutes autres zones	
<u>TOTAL REFUGEES WHO HAVE BEEN REGISTERED AND ASSISTED BY IRO</u>	1 619 008	188 498	20 074	3 105	23 585	11 122	5 537	224 890	326 738	61 426	585 589	2 198	106 806	1 060	15 778	6 403	188	1 117	4 749	610	795	4 031	17 713	NOMBRE TOTAL DES REFUGIES INSCRITS ET ASSISTES PAR L'OIR																																						
<u>Refugees resettled, repatriated or whose cases have been otherwise closed</u>	1 208 586	165 328	8 737	2 247	18 668	11 122	5 407	32 180	274 911	50 156	508 675	4 972	80 865	384	15 774	6 256	114	530	1 772	485	389	1 541	17 713	Refugiés réinstallés, rapatriés ou dont les dossiers ont été clos pour un autre motif																																						
1. Resettled in new countries ^{a/}	1 038 750	145 233	8 672	2 034	13 957	-	5 308	31 434	224 261	38 087	457 188	3 137	70 535	200	14 044	5 857	71	405	1 691	348	319	1 539	14 430	1. Réinstallés dans un autre pays ^{a/}																																						
2. Repatriated to their country of origin or former domicile	72 834	4 667	125	32	1 809	11 122	21	746	23 168	2 793	20 974	4	3 085	2	1 311	354	1	41	81	21	69	2	2 406	2. Rapatriés dans leur pays d'origine ou d'ancienne résidence																																						
3. Deaths, disappearances, etc.	97 002	15 428	-	481	2 902	-	78	-	27 482	9 276	30 513	1 831	7 245	182	419	45	42	84	-	116	1	-	877	3. Décès, disparitions, etc.																																						
<u>Other refugees who had not been resettled or repatriated</u>	410 422	23 170	11 277	528	4 917	-	130	192 710	51 827	11 270	76 914	4 226	25 941	676	-	147	74	587	2 977	125	406	2 490	-	Autres réfugiés qui n'ont pas été réinstallés ou rapatriés																																						
4. Who wished to be resettled ^{a/}	127 080	15 450	2 004	196	2 755	-	75	11 600	28 577	5 157	34 800	2 611	22 146	48	-	29	50	122	-	16	76	1 368	-	4. Désirant être réinstallés ^{a/}																																						
1. Considered by IRO to have prospects for resettlement which had not been effected	35 386	4 450	977	91	1 483	-	75	3 000	3 661	557	15 800	907	4 000	37	-	29	50	122	-	-	76	71	-	1. Considérées par l'OIR comme ayant des perspectives de réinstallation qui ne se sont pas réalisées																																						
11. considered by IRO to be without prospects or possibilities	91 694	11 000	1 027	105	1 272	-	-	8 600	24 916	4 600	19 000	1 704	18 146	11	-	-	-	-	-	16	-	1 297	-	11. Considérées par l'OIR comme n'ayant ni perspectives ni possibilités de réinstallation																																						
5. Institutional Hard Core and their dependents	523	13	-	-	353	-	54	-	13	17	-	20	40	-	-	5	-	-	-	-	8	-	-	5. Réfugiés à placer dans des institutions et personnes à leur charge																																						
1. Awaiting final movement or placement	157	13	-	-	20	-	25	-	13	17	-	20	40	-	-	5	-	-	-	-	4	-	-	1. Attendant leur transport ou leur placement définitif																																						
11. For whose establishment no satisfactory plans were possible	366	-	-	-	333	-	29	-	-	-	-	-	-	-	-	-	-	-	-	-	8/4	-	-	11. Dont l'établissement n'a pas été jugé possible																																						
6. Desiring repatriation which could not be effected	144	15	-	-	26	-	-	-	3	-	65	-	25	-	-	-	-	2	-	-	8	-	-	6. Désirent être rapatriés mais qui n'ont pu l'être																																						
7. Others for legal and political protection only	282 675	7 692	9 273	362	1 783	-	1	151 110	23 234	6 096	42 049	1 595	3 730	628	-	113	22	465	2 977	109	314	1 122	-	7. Autres réfugiés ne recevant que la protection juridique et politique																																						

^{a/} Arrangements made to resettle a further 7,000 during January
Des dispositions ont été prises pour en réinstaller 7,000 autres au cours de janvier

^{b/} Possible that satisfactory establishment will be realized for these 4 in the near future
Il existe la possibilité d'établir sur place d'une manière satisfaisante ces 4 réfugiés dans un proche avenir

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