

FOURTH WORKING GROUP

EMIGRATION OF REFUGEES TO OVERSEAS COUNTRIES

Chairman: Prof. Dr. M. POTULICKI (France)

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This group has examined not only the question of the remaining refugees and escapees in Europe, but also problems of China refugees and the developments of the Catholic refugee problem in Indochina (see page 56)

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The Refugee Relief Act

by the CATHOLIC RELIEF SERVICES-NATIONAL CATHOLIC WELFARE CONFERENCE*
(Geneva)

THE UNITED STATES REFUGEE RELIEF ACT admitting 209,000 refugees to the United States became law on August 7, 1953. Plans for assisting Catholics to be resettled under its provisions were put into effect at once by War Relief Services — N.C.W.C. The Act and the Regulations subsequently issued under it were analyzed. Diocesan Resettlement Directors in the U.S.A. were given full information regarding their activity, meetings were held with a view to solving the problems posed by the requirements of the law, and in every diocese the Church began actively to assist sponsors in the preparation and filing of assurances.

Bishops wrote special letters, the priests preached sermons, information leaflets prepared by War Relief Services — N.C.W.C. were distributed, all in an effort to interest American Catholics in the opportunity given them by the Refugee Relief Act to carry out our Holy Father's wishes on behalf of refugees.

At the same time, the offices of War Relief Services — N.C.W.C. outside of the United States began to select and prepare for resettlement in the United States, Catholic applicants who appeared to be eligible to receive visas under the Act. New personnel were appointed and, together with existing staff, were trained regarding their activities and responsibilities in connection with the Act.

Registers of applicants were reviewed and thousands of persons interviewed, counselled and considered

for presentation as persons who would be sponsored by War Relief Services — N.C.W.C. and those who appear to be eligible are presented to N.C.W.C. in New York after which they are submitted, through the Diocesan Directors, to potential sponsors for selection. Often the sponsor is engaged in preparing and filing the assurance at the same time that the refugee is being processed for resettlement.

By August 1, 1954, 4260 dossiers covering 9485 persons had been sent to W.R.S. — N.C.W.C., New York.

The first year following the passage of the Refugee Relief Act saw very few refugees resettled in the United States for various reasons, including the need for organizing the program, recruiting and training new staff, etc. The Act itself is difficult to administer because private agencies cannot issue assurances.

On August 7th of this year, President Eisenhower, seeking to break the bottleneck in the program, appealed to all state governors to help find jobs and homes for eligible refugees. Thus far, 14,000 job-and-home assurances have been obtained under the refugee program, most of them through the efforts of private organizations. A total of 8,000 admission visas has been issued in Italy, Greece, Germany, Austria, The Netherlands and Japan. Some Italian, Greek, and Dutch refugees have entered the United States under sponsorship of relatives already living there.

What are the factors contributing to this lag? They exist both internally in the United States and in the countries in which refugees have sought asylum.

Within the United States, progress has been

* The official name of the organization has been changed recently into *Catholic Relief Services - NCWC*, in stead of *War Relief Services*.

hampered by the involved procedure for filing the assurances (required by Section 7 of the Act). Such assurances must be filed with the Administrator of the Act by a citizen of the United States. Thus many „new Americans” who, a few years ago were themselves refugees or displaced persons and who have not yet achieved U.S. citizenship, must find a citizen sponsor for relatives or friends whom they wish to assist in obtaining entry. Section 7 of the Act requires that assurances must be for specified employment at specified places and for specific housing at specified addresses, and against the possibility of the person's becoming a public charge. The procedure established by the administrator requires the U.S. Employment Service (U.S.E.S.) of the Department of Labor to rule on the existence of the employment opportunities individually and on the adequacy of the remuneration offered. While the ruling of U.S.E.S. is advisory in nature, in practice the administrator will not verify an assurance whose employment opportunity does not meet with the approval of U.S.E.S. The internal processing of assurances by U.S.E.S. is rather cumbersome and this, added to a certain amount of unemployment in some areas of the United States, has made it relatively difficult for Catholic Diocesan Resettlement Directors to obtain the necessary assurances. This is especially true of non-designated assurances such as those which are for a person with certain qualifications whose nomination is left to one or another of the voluntary agencies.

The adequacy of housing offered in the assurances must be ruled upon either by a state housing agency or by the local office of the U.S. Housing Authority. The combination of all of these makes the filing of assurances a time-consuming effort.

In the areas of present residence of applicants for admission under the Act, there are also factors which make their processing slow. First, there was the reluctance of many governments to agree to the issuance of re-entry permits satisfactory to the U.S. State Department which are required by Section 7 (d) of the Act. (These re-entry permits, or „certificates of readmission”, must guarantee readmission of the applicant to the country in which he obtained his visa under the Act if it is subsequently found that he obtained his visa by fraud or by misrepresenting a material fact.). Such re-entry permits have now been agreed upon by the governments of the United States and of Austria, Belgium, France, Italy, Germany, Greece, Great Britain, the Netherlands, Trieste, Crown Colony of Honkong and several countries in the Far East. Negotiations are still under way between the U.S. State Department and the Governments of the other countries affected.

Section 11(a) (the security provision) of the Act, requires as a pre-requisite to visa issuance, a thorough investigation and written report concerning each

applicant, and Section 11(d) specifies that no visa shall be issued under the Act unless information shall be available regarding the history of the person to whom it is issued covering a period of at least two years immediately preceding his application for a visa. The investigative agencies charged with making the investigations and report required by Section 11, have ruled that an applicant must have been resident outside the Iron Curtain countries for a period of at least two years before the investigation required by Section 11 will be undertaken. They have further ruled that such investigation cannot be undertaken for applicants living in the Soviet zone of Austria, although such applicants are completely eligible to apply for visas under the Act.

The Foreign Office of the United States, the U.S. Employment Services, the U.S. Immigration and Naturalization Service, and the U.S. Public Health with certain investigative agencies outside of these branches of the U.S. governments are engaged in the processing of applicants under the Act. To facilitate their operation a lengthy questionnaire has been drawn up and has been proposed to the several consulates charged with issuing visas under the Act for adaptation on minor points to local requirements. After such adaptation the questionnaire, which runs to some 64 questions, is to be answered by each applicant 14 years of age or older. This is a formidable task and studies made by personnel of W.R.S. — N.C.W.C. have demonstrated that, even with the assistance of a trained emigration officer, the execution of each of these questionnaires takes approximately 90 minutes.

It is not surprising therefore that such a small number of assurances has been filed in the United States and a relatively small number of applicants has arrived at the stage of formal application for a visa. Of the 205,000 special non-quota visas authorized by Section 3 of the Act very few have been issued to N.C.W.C. clients and a relatively small number have made any substantial progress toward obtaining visas.

Field Offices of the War Relief Services — N.C.W.C. have been charged to present to New York for submission to the Diocesan Directors only cases which by virtue of an interview by a qualified representative of W.R.S. — N.C.W.C. and the submission of certain documents, (the basic one of which is the confidential report of the applicant's priest-reference) are considered to meet the criteria of this agency and to qualify under the terms of the Act. W.R.S. — N.C.W.C. has formulated a pre-processing procedure designed to eliminate such applicants for assistance in resettlement under the Act as do not meet N.C.W.C. criteria or the requirements of the Act or who, because of other reasons, would obviously not be granted a visa or admitted into the United States. This pre-processing culminates in the interview mentioned above, as the result of

which an application for emigration is prepared, giving as complete information as is possible regarding the applicant. This application is signed by an American representative of N.C.W.C. and sent in duplicate to New York, together with photographs of the applicant and other members of his family for whom assurances are to be sought.

In the course of the pre-processing and the interview, applicants are counselled regarding resettlement and, where it is believed that they cannot be suitably resettled in the United States, are given information regarding other resettlement possibilities.

War Relief Services — N.C.W.C. has concluded

negotiations with the Intergovernmental Committee for European Migration covering loans to defray the ocean transport expenses of those who receive visas under the Refugee Relief Act.

Attached as Annex „A” is a list of those who are eligible to obtain U.S. visas under the Refugee Relief Act.

In addition to its activities under the Refugee Act, N.C.W.C. has resettled since January 1, 1948, 141,022 refugees from Europe, the Middle East and Honkong. A breakdown of these movements is attached.

ANNEX “A”

No.	For	Residing	Visas may be issued
55,000	German Expellees from Soviet or Soviet-dominated areas in Europe <i>except</i> the Soviet Zone of Germany	In Western Zones of Germany and Western Sectors of Berlin or in Austria	In Western Zones of Germany and Western Sectors of Berlin or in Austria
35,000	Escapees, including DPs and refugees who fled from U.S.S.R., other Soviet-dominated or Soviet controlled areas of Europe, including Soviet Zone of Germany	In Western Zones of Germany and Western Sectors of Berlin or in Austria	In Western Zones of Germany and Western Sectors of Berlin or in Austria
10,000	Escapees, including DPs and refugees who fled from U.S.S.R., other Soviet-dominated or Soviet controlled areas or Europe, including Soviet Zone of Germany	In European Continental limits of NATO countries or in Turkey, Sweden, Iran or Free Territory of Trieste	In European Continental limits of NATO countries or in Turkey, Sweden, Iran or Free Territory of Trieste
2,000	Polish War Veterans	On Aug. 7, 1953 in British Isles	Not limited
45,000	Italian Refugees who are out of their usual place of abode because of persecution, natural calamity or military operations	On Aug. 7, 1953 in Italy or Free Territory of Trieste	In Italy or Zone „A” of Free Territory of Trieste
15,000	Italian Relatives — parents, brothers, sisters, sons, daughters of U.S. citizens over 21 years of age and spouses and unmarried minor children of lawfully admitted aliens	On Aug. 7, 1953 in Italy or Free Territory of Trieste	In Italy or Zone „A” of Free Territory of Trieste
15,000	Greek Refugees who are out of their usual place of abode because of persecution, natural calamity or military operations	On Aug. 7, 1953 in Greece	In Greece
2,000	Greek Relatives — parents, brothers, sisters, sons, daughters of U.S. citizens over 21 years of age and spouses and unmarried minor children of lawfully admitted aliens	On Aug. 7, 1953 in Greece	In Greece
15,000	Netherlands Refugees who are out of their usual place of abode because of persecution natural calamity or military operations	On Aug. 7, 1953 in Continental Netherlands	Continental Netherlands
2,000	Netherlands Relatives — parents, brothers, sisters, sons, daughters of U.S. citizens over 21 years of age and spouses and unmarried minor children of lawfully admitted aliens	On Aug. 7, 1953 in Continental Netherlands	Continental Netherlands

No.	For	Residing	Visas may be issued
2,000	Non-Asian Far East Refugees	At the time of visa application in British Borneo, Burma, Cambodia Federation of Malaya, Honkong, Indonesia, Japan, Korea, Laos, Macau, New Caledonia, Philippines, Singapore, Taiwan, Thailand, Timor, Vietnam	U.S. Consular District in the Far East
3,000	Asian Far East Refugees	At the time of visa application in British Borneo, Burma, Cambodia, Federation of Malaya, Hongkong, Indonesia, Japan, Korea, Laos, Macau, New Caledonia, Philippines, Singapore, Taiwan, Thailand, Timor, Vietnam	U.S. Consular District in the Far East
2,000	Chinese Refugees	None, but passports to travel to the U.S. must be indorsed by Chinese Nationalist Government or its representatives	Not limited
2,000	Palestine Refugees, i.e. former residents of Palestine who have lost homes and livelihood as result of Arab-Israeli hostilities and who on Aug. 7, 1953 were eligible to receive assistance from the U.N. Relief & Works Agency for Palestinian Refugees in the Near East	In the Near East	Bahrein, Egypt, Iran, Iraq, Jordan, Kuwait, Lebanon Oman, Saudi Arabia, Syria, Turkey, Yemen
4,000	Orphans under 10 years of age at time visa is issued	None	Not limited
5,000	Lawfully admitted alien residents who entered U.S. as non-immigrants	Prior to July 1, 1953 in U.S.A.	Not applicable
214,000	(i.e., 205,000 plus 4,000 orphans	plus 5,000 who can adjust their	status).

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N.C.W.C.-Participation in the United States Escapee Program (U.S.E.P.)

by the CATHOLIC RELIEF SERVICES-NATIONAL CATHOLIC WELFARE CONFERENCE (Geneva)

THE U.S. ESCAPEE PROGRAM, CREATED IN THE spring of 1952 to provide assistance to the thousands who flee Communist persecution behind both the Iron and the Bamboo Curtains, has been one of the most important media through which War Relief Services — National Catholic Welfare Conference has given aid to harrassed peoples of virtually every color, race and creed. This report will be concerned only with N.C.W.C./U.S.E.P. activities in Europe.

From the very outset, the National Catholic Welfare Conference has co-operated fully with the Escapee Program. N.C.W.C. is the largest single agency sharing in this vast U.S. Government-sponsored effort; and is pleased with its role in this program. In the two years since the Escapee Program got under-

way in Europe, N.C.W.C. has spent more than a million and a half dollars of U.S.E.P. funds to sponsor escapee projects ranging from language instruction for potential migrants to the making of wash-basket beds for newborn babies coming into the world in the bleak, poverty-ridden surroundings of a refugee camp. Experience has shown the value of this joint N.C.W.C./U.S.E.P. co-operation. Attached to this report is a brief summary of aims and procedures of the U.S. Escapee Program, and N.C.W.C./U.S.E.P. progress report for the month of June, and recent figures on the entire U.S.E.P. operation released at its Office of Field Co-ordination headquarters in Frankfurt in mid-August. A study of these appendices provides a cursory knowledge of the Escapee Program, but to provide an over-all

picture, its workings are elaborated considerably here, especially for those who are not familiar with it. The U.S. Escapee Program aims, first of all, to assist those who flee Communism to establish themselves in the free world and to provide them with certain measures of care and maintenance from the time they arrive in a country of asylum until their final permanent resettlement in one of the countries of immigration. The Escapee Program itself is non-operative; its entire sphere of activity is channeled through one of the voluntary agencies, which in addition to N.C.W.C., includes the World Council of Churches, the Lutheran World Federation, the American Joint Distribution Committee, the Tolstoy Foundation, the American Friends for Czech Relief, and others.

From the moment an escapee enters Germany, Austria, Greece, Italy or another country bordering the Iron Curtain and contacts border officials to seek asylum, he is offered assistance made possible by the Escapee Program. A "welcome kit" containing toilet articles and other necessities is the first thing an escapee receives. In the initial period following his arrival, shelter, medical assistance and food provided by the country in which he has found haven are also supplemented by the Program. Many escapees, after years of inadequate diet and insufficient medical attention, are in ill health and require special food and medical care. By assisting them to regain their health, the program enables them to meet physical and health standards of resettlement countries. Resettlement, after all, is the prime goal for the escapee, and helping him to achieve it is the prime goal, too, for those who are implementing the Escapee Program on his behalf. The deeply touching story of the Kapus family, an N.C.W.C. case in Vienna, whose harrowing flight from Red-dominated Hungary and their subsequent emigration to the United States, made newspaper headlines and was featured on radio broadcasts all over the world. There have been other escapees whose stories were equally dramatic and which caught the eye of officialdom able to cut through red tape to hasten their resettlement and in doing so, to make use of their experience for propaganda purposes. There are, however, thousands of oppressed and despairing nationals of Poland, Czechoslovakia, Hungary, Albania, Bulgaria, Rumania, the Baltic States and even Soviet Russia itself who, too, are driven to chance the mine fields, the electrically-charged fences, and the guns of border guards and who make good their escape without fanfare. Most of these must wait months in crowded refugee camps before that happy day when they board a ship for the United States, Canada, Australia or South America, which are the chief countries of resettlement in the western hemisphere.

To date, the National Catholic Welfare Conference

has helped a total of 3,400 escapees to emigrate to one of the countries of the western world with funds provided by the Escapee Program. This is almost one-third of the total number resettled during the past two years.

For the thousands of escapees still in Europe, mainly in Western Germany, Austria, Italy, Greece, Turkey and the Free Territory of Trieste, the Escapee Program has set up through the voluntary agencies a threefold undertaking:

1. supplementary care and maintenance;
2. counseling, vocational and language training, and medical or dietary assistance designed to help equip them for emigration to the West; and
3. funds for free transportation to their new homes when the long processing period is over and visas have been granted.

Of particular interest in this pre-emigration phase of escapee assistance are two N.C.W.C./U.S.E.P. visa search projects in the United States and in South America which were established to find job opportunities and homes for potential immigrants. In the United States, the visa search project is carried on through the co-operation of national groups such as the American Committee on Italian Migration, American Relief for Poland, Catholic Hungarian League, Croatian Refugee Committee, Estonian Aid, Inc., League of Catholic Slovenian Americans and many others. In South America, N.C.W.C.'s representative in Rio de Janeiro, Brazil, working through the International Catholic Migration Commission in many Latin American countries, directs the "job-and-home-search". In South America, too, the Escapee Program provides reception and placement grants and funds for inland transportation for escapees who resettle there.

The Escapee Program is not a dole. The whole operation, from the very beginning, has been geared to helping the escapee help himself through facilities financed by U.S. funds. Initial provision of food, medical care, clothing and shelter is gratis, it is true, but throughout the escapee's stay in a country of asylum in Europe, he is encouraged to re-orient himself and his family for departure to a country of resettlement and eventual integration into the life and economy of his potential new homeland.

The type of projects which U.S.E.P. sponsors in co-operation with the National Catholic Welfare Conference to prepare the escapee to take care of himself and his family covers a wide range. A few weeks ago Escapee Program officials agreed to a grant of \$ 350 per boy to provide vocational training and eventual job placement in Australia for a total of 26 boys who have recently sought haven in the West. There, they will be given various types of vocational training fitting them for work, and will be helped to find jobs. Several boys are receiving vocational training in a Belgian institution run by the Salesian

Fathers through joint N.C.W.C./U.S.E.P. efforts, and more will be going there soon. A review of the attached N.C.W.C. report on Escapee Program activities for June cites the progress of, for instance, a children's center, a shoe repair, and a recreation and gardening project in Austria; an electro-radio course in Italy; provision of food, shoes and clothing to escapees and a domestic service training course in Trieste. There are many others.

Under a contract which N.C.W.C. negotiated recently with the Escapee Program, refugees who cannot emigrate under normal circumstances and who have come to be known as "hard core" cases will also be helped. Grants ranging from \$ 50 to \$ 1,500 will be made for cases requiring institutional placement or assistance in integrating into the local economy of the country where they are living. A grocer needing funds to pay rent for a store he wishes to open; a postman who needs a motor bike to make his rounds; or a seamstress who must have a sewing machine are examples of the type of aid these people may receive.

National Catholic Welfare Conference emigration staffs prepare dossiers and social histories on each escapee for presentation to resettlement missions and consulates of resettlement countries so that his skills, education and experience are presented in a way which may speed his selection for resettlement. Dossiers are also useful in finding local employment for escapees.

Expert counseling assistance is given to the escapee by N.C.W.C. Each individual is questioned in an interview by trained counsellors regarding his hopes, ambitions and interests in an effort to find the best possible place for him in the democratic West. These interviews have been important factors in raising his morale and making him feel that he is welcome in the free world. Indeed, the Escapee Program is concrete expression of the friendship of the free world for people of the Soviet-dominated countries. Its accomplishments contradict communist propaganda which claims that escapees are maintained indefinitely in prison camps or are ruthlessly exploited. News of the Escapee Program and of the voluntary agencies helping to implement it inevitably filters back of the Iron Curtain, and the many who remain behind are heartened by the knowledge that those who reach freedom are welcomed, cared for and otherwise aided in their efforts to rebuild their lives.

CATHOLIC RELIEF SERVICES
NATIONAL CATHOLIC WELFARE
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Field Operations Bulletin (Resettlement) # 303.4

SUBJECT:

UNITED STATES ESCAPEE PROGRAM,
AIMS AND PROCEDURES

This Field Operations Bulletin replaces all previous instructions concerning the United States Escapee Program. These instructions were cancelled under the general cancellation order contained in Field Operations Bulletin (Administration) # 1.1. issued on January 8, 1954.

1. *Purpose*

In July 1952 the United States Government formulated a new program designed to help recent escapees from behind the Iron Curtain. The program was named the "United States Escapee Program" and operates within the framework of the Foreign Operations Administration (F.O.A.).

The primary aim of the program is to resettle the escapees by means of emigration. The secondary purposes are to provide for better collection and registration of escapees, and to provide for supplementary care and maintenance for escapees.

2. *Offices*

U.S.E.P. missions have been set up in Germany, Austria, Italy, Trieste, Greece and Turkey. A special U.S.E.P. Co-ordinating Unit has been set up in Frankfurt, Germany, to handle cases from countries in which no local U.S.E.P. unit has been established, and to give final approval on cases from all countries.

3. *Eligibility*

The legislation governing this program specifically states that only those escapees who have defected from Russia, Poland, Czechoslovakia, Hungary, Rumania, Yugoslavia, Bulgaria, Albania, Lithuania, Latvia and Estonia since 1 January 1948 will be eligible. The only exception to this dateline is made in the case of refugees who have received visas for the United States under Section 3(c) of the D.P. Act of 1948 (as amended). U.S.E.P. will pay the transportation costs of refugees with 3(c) visas regardless of the date on which they left an Iron Curtain country. All ethnic Germans are ineligible.

U.S.E.P. will not assist war criminals (persons indicted by an international tribunal for crimes against humanity) or common criminals (persons convicted of any felony or persons classified as habitual criminals). The program will not assist refugees who have already been integrated in the local economy of the country of haven. Persons who have refused, without sufficient reason, previous emigration opportunities, and persons who have returned from countries of immigration are also ineligible.

The eligibility of one member of the family will decide the eligibility of the family unit.

4. *Registration cards*

Registration Cards on all cases potentially eligible for assistance from U.S.E.P. should be lodged with the local office of the Escapee Program for determination of eligibility. It is suggested that all offices keep a duplicate of all U.S.E.P. registration cards. Each item on these cards must be carefully completed. The item "Date of arrival" should show the date of arrival in the first non-communist country. The item "Where" should give the name of the first non-communist country entered by the refugee, and the item "From" should give the name of the last Communist country from which the refugee departed. Wherever possible, the registration cards should be completed in English, but where this is not feasible, the language of the country may be used. A supply of registration cards may be obtained from local U.S.E.P. offices.

5. *Movement request forms*

When a case is visaed and ready for movement, five copies of a Movement Request Form should be submitted to the local U.S.E.P. office, who will make the transportation arrangements through the Inter-governmental Committee for European Migration. I.C.E.M. will then notify N.C.W.C. of the ship and date of sailing. The movement request forms should state whether or not the refugees concerned are willing to travel by air. A supply of these forms may be obtained from local U.S.E.P. offices.

6. *Transportation costs*

The transportation costs covered by U.S.E.P. include movement from the refugee's *place of residence* to the port of debarkation or to the border of the country of immigration if the country has no coastline. In addition, U.S.E.P. will pay an amount not exceeding sixty dollars (\$ 60.00) for each person towards the costs of inland transportation in *South America* only, together with \$ 3. per diem flat rate for subsistence while on route if the journey in South America takes longer than 24 hours. (see Field Operations Bulletin # 303.6).

7. *Processing costs*

U.S.E.P. is prepared to pay processing costs for all eligible persons if these expenses cannot be met from any other source, e.g. applicant, sponsor, local governments. These costs include medical examinations, travelling expenses to and from the Consulate, documentation, visa fees, luggage charges on trains and for portage, lodging at the port of embarkation and pocket money for incidentals.

In order to obtain reimbursement of processing costs, it is necessary for N.C.W.C. offices to submit to the local U.S.E.P. office original receipts for these

expenses, or other evidence of payment as may be prescribed by the local U.S.E.P. office.

8. *Travel loans*

It is stressed that Travel Loans should not be granted to refugees eligible for U.S.E.P. assistance to cover transportation to the country of destination, processing costs, or any other expenses provided by U.S.E.P.

9. *Case Histories*

U.S.E.P. has requested that case histories be given on the back of the Registration Cards or Movement Request forms. These case histories should specify if the refugee speaks English, is photogenic, and would make a good subject for a publicity interview.

10. *Countries where no U.S.E.P. has been established*

N.C.W.C. offices or corresponding agencies in countries where no U.S.E.P. office has been established should submit Registration Cards direct to the U.S.E.P. Field Co-ordinating Unit, Office for Field Co-ordination, Escapee Program, Headquarters Building, Annex A, Frankfurt a. M. Movement Request forms should be routed through the N.C.W.C. European Headquarters. If a Registration Card has not already been lodged with U.S.E.P., it may be submitted, through the European Headquarters, together with the Movement Request Forms. Supplies of U.S.E.P. forms may be obtained from the N.C.W.C. European Headquarters.

CATHOLIC RELIEF SERVICES NATIONAL CATHOLIC WELFARE CONFERENCE

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REPORT NO. 20 - JUNE 1954

The following reports on the U.S.E.P. Program have been received by the European Headquarters from N.C.W.C. Missions.

AUSTRIA

Following are statistics on N.C.W.C./U.S.E.P. activities for the month of June:

New registrations received:

Original eligibles	36 persons
Other eligibles	75 "

Declared ineligible:

Original eligibles	27 persons
Other eligibles	7 "

Visas received:	Total	Country	Ocean Transp. Fin. by USEP	Ocean Transp. Not Fin. by USEP
Original eligibles . .	26	Brazil Canada U.S.A. Venezuela	3 7 12 1	3
Other eligibles . .	6	Brazil Canada	3 2	1
	32		28	4

Departures during month:	Total	Country	Ocean Transp. Fin. by USEP	Ocean Transp. Not Fin. by USEP
Original eligibles . .	11	Canada U.S.A.	8 2	1
Other eligibles . .	15	Australia Belgium Brazil Canada Venezuela	1 1 3 2 1	1 2 3 1
	26		18	8

Present total caseload:

Original eligibles: (Registered with N.C.W.C. for all services)	Persons	Cases
In Camp	584	371
Out of Camp	947	731
	1531	1102
Original eligibles: (Registered with N.C.W.C. for benefits and with A.F.C.R. for emigration)	None	
Other eligibles registered with N.C.W.C.	Persons	Cases
	1001	767

EMIGRATION

Brazil: Our three U.S.E.P. eligibles who were stranded in Genoa for nearly two months awaiting C.T. numbers have finally departed for Brazil. Notification was received from I.C.E.M. on 5 June that agreement has been reached between I.C.E.M. and the Brazilian authorities eliminating the need for C.T. numbers in respect of stateless persons. Consequently Mr. & Mrs. Martinovic and Mr. Herendic were embarked on the sixth. In spite of the agreement apparently reached in Rio, there are rumors that all is not well with Brazilian emigration and a possibility exists of a further complete hold-up in the issuance of visas to stateless

persons. We hope this is not true and that the position regarding emigration to Brazil will soon be clarified beyond question.

Lengthy delays at the port of embarkation are not only demoralizing to the refugees concerned but are very expensive. The bill for care and maintenance from the Casa San Giorgio in respect of the three migrants referred to above amounted to approximately \$ 84 per person — a considerable financial liability to be imposed upon a refugee through no fault of his own. As these particular migrants are U.S.E.P. eligibles, we have requested that this expenditure be defrayed either by I.C.E.M. under the terms of the I.C.E.M./U.S.E.P. travel contract or from U.S.E.P. resources. The whole matter has been referred by I.C.E.M. to Geneva and it is our understanding that the Office of Field Co-ordination has agreed to assume this liability; we are, however, awaiting official confirmation.

Dossiers are still being presented to Mr. Dushnyck for placement in Brazil of U.S.E.P. eligibles with suitable trades. However, our Vienna office has informed us that there is a time lag of three to four months between the obtainment of visa authorizations in Brazil and the arrival of the appropriate documents at the Consulate in Vienna. We are, therefore, compiling a list of specific cases from our Field Offices in Austria and will forward it to Mr. Dushnyck so that he may investigate the long delay.

Australia: Once again there seems to be an inordinate delay between receipt from Msgr. Crennan of notification of approval for admission to Australia of C.A.R.A. cases and the receipt of Forms 40 in Cologne. This matter is apparently worrying Australian officials also, and Mr. Pretzman has been asked by his Cologne Headquarters to investigate the matter. It seems that the Cologne Office cannot identify C.A.R.A. cases from the information contained on the Form 40 and consequently we have given Mr. Pretzman a list of names to check with the British Embassy in Vienna and his Headquarters in Cologne.

Canada: Call forwards under the Canadian Open Quota scheme are continuing at a good pace and the new method whereby the Mission deals directly with the Agency rather than the applicant in the matter of call forwards and rejections is assisting us in keeping a better control over our cases.

Threatened changes in Canadian emigration procedure have been causing some concern during the month. At one time there were very strong indications that the Migration Committee would not be permitted to make any further bookings in respect of Canadian migrants and that the whole matter would have to be dealt with by the Agencies through commercial shipping companies. At the time of

writing it seems that the position has again been changed and our latest information is that O.S.-8 applicants can continue to be booked on any I.C.E.M. ship, whereas nominated cases emigrating under the revolving fund must travel on a commercial and not a chartered vessel. Bookings, however, even in these instances can be made by I.C.E.M. as in the past.

PROJECTS

Language Courses: The language courses dwindled during the past month and so we visited the classes and put it up to the refugees to decide themselves whether or not they wanted the classes continued and if so whether they would promise to attend. Also we posted a new notice reminding people of the classes and inviting them to participate. As a result one class that had diminished to three students now has 24 students. We intend to run all language courses throughout the summer because pre-processing and emigration will continue and we are reluctant to withdraw any opportunity for study.

Laundry: The laundry suffers more than any other project from the current overcrowded state of the Camp. As a result of the heavy influx of private and public laundry to be washed for the escapees, the supervisor starts all the machines each day before 7 a.m. and runs them until well after 6 p.m. We have had our first taste of summer leaves, in the projects, when we ran the laundry for ten days without the presence of our excellent supervisor. To run a project that is overworked but understaffed presents great problems and calls for unusually close supervision. During the next two months one or another of the projects will be without supervisors, and escapees, skilled in the work of the particular project, will help us with supervision.

Sewing: A new course in pattern-cutting will soon be started for 16 women who have signed up for it. We are fortunate that the supervisor speaks many languages fluently and gives the explanations in both Czech and Hungarian. We have been pleased that we succeeded in interesting some of the young women in the Camp in learning to sew. One girl, for example, was most reluctant to enter the sewing room at all. She was finally persuaded to try to sew and became so interested that she has earned money to buy material and has made an excellent skirt for herself, which she intends to take to Brazil when she emigrates in the near future. She has also made an attractive blouse and has become deeply interested in making her own smart clothes. During this month we were authorized to buy two large washbaskets to be padded, trimmed, and used as baby-beds for some of the newborn babies in Camp. The mothers are trimming the baskets, under the instruction of

the sewing supervisor. These baskets will be on loan to the families until the children outgrow them and will then be turned back to be used for other newborn babies.

Children's Center: The children's playground is now in excellent condition. It is a pleasure to have new playground equipment that is safe for the children and that looks so fresh and clean. We have also rebuilt a portion of broken fence and padlocked the entrance gate to the playground so that teen-agers and grown-ups cannot enter the area after hours and strew papers or harm the equipment. We have had the full co-operation of the Camp leader who has posted notices on the bulletin board for us and taken a firm stand on the after-hours use of the playground. The school age children have begun their summer vacation. Some will go to children's camps, but others will be in the Camp throughout the summer, and we are hoping to plan some activities for them, such as short trips to nearby, unusually interesting towns.

Shoe Repair: The shoe repair project now repairs only the shoes of the Wels, Linz and Asten U.S.E.P. eligibles. Since the Camp Glasenbach shoe repair project has taken on repair of all Salzburg and Innsbruck U.S.E.P. shoes, we had hoped our 1002 workers would not be so hard-pressed. However, partly because of the over-crowded condition of the Camp, there is often a backlog of 50 to 75 pairs of shoes — all, of course, to be repaired "immediately"! We are always pleased when men come into the shop and ask to learn the shoe-making trade. They are always accepted as helpers and are trained by Herr Pichler, our highly skilled master shoe-maker. An older man has recently begun learning and, to everyone's delight, was able to do a good job on simple repairs of shoes by the end of his first week.

Recreation and Gardening: We are proud that our sports and recreational teams are being asked to participate in many Austrian sports events — a sign we feel, that Camp 1002 is being widely recognized and respected for its sports activities. Our men have boxed, with Austrian boxers, before audiences of 700 people. Football games, track meets, and sports exhibitions were also given recently in which we were invited to participate. The older, less active men have developed great interest in such games as chess and, in fact, defeated the Wels chess club members in a tournament. A great advantage of this kind of community participation for the Camp is that there are excellent contacts, with fine understanding as a result, between our refugees and the people of the town. In fact, one sports group allows us to use their gymnasium and all their equipment absolutely free two nights a week, a genuine gesture of friend-

ship and very different from an attitude we encountered in the early spring when another group not only charged us rent for their gymnasium but also asked for a written guarantee that all things damaged or destroyed by the refugee would be replaced by N.C.W.C. We feel we have recently come a long way toward an excellent understanding between the people of Wels and Camp 1002.

The Camp garden has already yielded, although it is still early in the long growing season, over \$ 200 worth of fresh vegetables for the Camp kitchen. We have already contributed many kilos of fresh radishes and are now delivering large quantities of salads, turnips and green beans daily to the kitchen. We have a faithful Bulgarian gardener who works always from sunup to sundown watering, weeding and rotating the crops as the seasons shift. He is assisted by some of the men in the Camp, though he does the bulk of the work himself. (The people are, needless to say, happier to eat the fresh garden food than to help with raising it!) We consider the garden project a great success and are constantly amazed at the size of our harvest.

Germany

Caseload	Persons	Cases
In Camp	790	427
Out of Camp	1063	602
	1853	1029

Emigration and Hard Core Cases: To N.C.W.C. went the honor of having the first case in Western Germany, of all types to be processed under the new R.R.A., to a point when it could be submitted to the U.S. Consulate. Our Stuttgart social worker by dint of going to a Czech refugee in a remote Black Forest village and working till past midnight, two weeks ago, finally completed case PRECHNER. During the month of June visa production continued to decline. For those having U.S.E.P. movement eligibility only twenty-one visas were procured. This contrasts sharply with thirty-one in May, and more so with eighty-eight in April. Unquestionably the termination of the so-called "3(c) cases" is mainly responsible for this situation but not the sole factor however. In February it was anticipated that our Canadian and Brazilian emigration programs would be flourishing during the summer, but here we have been sadly disappointed. Internal legal hindrances to emigrants, which have arisen in Brazil, are by now well known. Our program has been definitely retarded by them. So, too, Canadian efforts have hardly been more productive, probably due to the fact that the present economic situation there calls only for limited and specialized immigration skills.

Finances: All of our contracts for counselling, visa costs, and supplementary assistance have been increased and extended until December 31, 1954. The amount of the over-all increase for the contracts is \$ 160,000.00. There has been a pick-up in reimbursements due us from the Escapee Program, but there remains a considerable back-log. It is expected that this will be virtually eliminated within the next several weeks. It might be noted that the E.P. has generously assisted us with the loan of much needed typewriters and electric adding machines. These became available through the decrease in staff of the U.S. High Commission in Germany.

Local Resettlement and Hard-Core Cases: The Germany Mission has, to date submitted thirty-five cases to our European Headquarters for consideration under the Hard Core Scheme, i.e. for resettlement in European or South American countries with E.P. assistance (a grant). Otherwise these cases could not be so settled. Cases of this nature will continue to be submitted. The hope is that satisfactory arrangements can be made to have them accepted in the countries outside of Germany.

Escapees who are not willing to emigrate or cannot, are eligible for such E.P. assistance, as necessary, to enable them to be locally settled. A proposed form, in which we outline in detail our plan to settle the individual case locally, together with a request for the necessary sum to bring about this accomplishment, was submitted for approval to the E.P. This form is also used for hard-core cases needing assistance in out-of-Germany settlement. A new U.S.E.P. supplementary aid contract happily provides funds to be used in such approved cases.

Initial field visits to Valka, Munich and Stuttgart during June for the purpose of U.S.E.P. case reviews, familiarized the new Escapee Case Supervisor with personnel and problems of these sections. Inauguration of the "Local Resettlement" plan among hard-core cases got off to a hopeful start. All current hard-core cases were reviewed with the local social workers concerned and frequent recommendations for finalizing knotty cases made.

Particular stress was laid on all cases — emigrant as well as local resettlement — for the purpose of spotting what essential documents were lacking for finalization of the individual case. Now all case folders have a stamped form upon the outside of the folder listing the desired captions. A check, or absence of same, opposite each entry reveal at a glance just what progress is being made and what remains to be done. As the entire program enters a determined phase of either getting people off to new lands or permanently locally settling the remainder, the work of each case worker will be definitized to an unprecedented extent.

ITALY

Caseload	Cases	Persons
Eligibles	103 378	186 589
Other eligibles	534 89	665 141
Total	637 467	851 730
Grand Total	1,104	1,581

During the month of June, 43 new cases (92 persons) were declared eligible and entitled to all services. In the same period, 84 cases (140 persons) and 92 "other eligible" cases (102 persons) were presented to U.S.E.P. for eligibility consideration. Three cases (5 persons) which had previously been eligible for U.S.E.P. assistance were cancelled from our caseload. Four cases (4 persons) were referred to U.S.E.P. for admittance to A.A.I. Camps. Seventeen new cases were interviewed and 251 persons were interviewed for counselling and welfare assistance.

A meeting was held with the various nationality committee heads during which the new U.S.E.P. eligibility dateline of March 31, 1953 for escapees was announced. The U.S.E.P. plan for the piece meal reduction of our caseload was also explained at this meeting.

At U.S.E.P.'s request a statistical survey was conducted to ascertain approximately how many persons who escaped, subsequent to September 1, 1939, from various areas which were taken over by the Soviet Union at the outbreak of World War II are presently residing in Italy. This survey was restricted to the following categories of escapees: Balts, Poles from the Polish Ukraine, Czechs from the Carpatho-Ukraine and Rumanians from Bessarabia. Notwithstanding the short time at our disposal to make the survey, we submitted to U.S.E.P. the following statistics: 2 Latvians, 150 Lithuanians, 11 Polish-Ukrainians, 4 Czechs from the Carpatho-Ukraine and 5 Rumanians from Bessarabia.

EMIGRATION

Sixteen new cases were referred to our Emigration Office for processing.

Total U.S.E.P. departures during the month included:

- 2 Cases (2 persons) for Chile
- 1 Case (3 persons) for Norway
- 1 Case (1 person) for Japan
- 1 Case (2 persons) for Argentina
- Other eligibles
- 32 Cases (40 persons) for Chile
- Total 37 Cases (48 persons).

TRAINING PROGRAM

Refugees at the Electro-Radio course, which started last May have given satisfactory results as beginners, but two pupils needed extra lessons in order to catch up with the others; these 2 refugees have enrolled after 15 days from the date of initiation and

they also proved to be rather unprepared in mathematics; however both students are now at the same level as their fellow-pupils.

The four students at the Television course have shown marked interest in this fascinating modern study and the teachers are extremely satisfied about the students' quick-grasping attitude and keenness. Thirteen more names were submitted for U.S.E.P.-O.R.T. courses starting in July and two persons were enrolled for vocational training in the radio-technics courses.

MEDICAL

Several refugees — who have received treatment at the newly arranged medical centre — have expressed their satisfaction, during interviews, both from the point of view of "service" and because of the kindness and understanding of nurses and doctors alike.

WELFARE

About 450 U.S.E.P. eligibles visited our Office in connection with welfare assistance. Six hundred ninety-four orders were prepared for the various services of the U.S.E.P. program, resulting in an expenditure committment of \$ 15,120.83 subdivided as follows:

Item	No. of Orders	Amount
Clothing	63	\$ 488.00
Emergency Shelter	30	\$ 735.79
Food (including rations for May and June)	34	\$ 10,696.74
Medical	166	\$ 1,487.10
Counselling	384	\$ 1,368.40
Training	11	\$ 246.40
Travel Kits	6	\$ 98.40
	694	\$ 15,120.83

Plans for the local integration of 4 hard-core cases (9 persons) were submitted to U.S.E.P. for consideration, and several meetings were held to coordinate and accelerate efforts towards resettling and/or institutionalizing non-emigrable cases.

CONTRACTS

The termination date of our contracts was advanced to December 31, 1954 — originally they were to terminate in February or March of 1955. Four of these contracts were, therefore, reduced proportionately while one contract, Resettlement and Counselling, was increased by \$ 11,539.00. Although "other eligibles" have for several months been eligible for counselling in connection with emigration processing, this is the first time one of our contracts has been increased specifically to provide for the "other eligibles". It is expected moreover that within a month's time the "other eligibles" will be entitled to all services.

	Persons	Cases
In Camp	143	104
Out of Camp	9	4
	152	108
Eligible for other services	982	

281 visas were secured for N.C.W.C./U.S.E.P. cases to date. 70 U.S.E.P. persons were visaed during June and 17 persons have departed. These figures include regular and new category U.S.E.P. eligibles. The following material assistance was given to U.S.E.P. eligibles during this month:

1. 29 persons (15 W.C.C. cases and 14 N.C.W.C. cases) received new clothing and shoes for a total costs of Lire 393,591;
2. 486 packages of supplementary food for the total costs of Lire 470,012; 11 boxes of baby food for 1 child for a total cost of Lire 2,150;
3. Training, education and a noonday meal for 37 girls from the A.M.G. D.P. camps participating in the Domestic Service Training course for a total cost of Lire 193,167;

4. 16 sheets, 16 pillowcases and 8 pillows were distributed to new arrivals eligible for U.S.E.P. assistance.

12 new persons have been accepted for U.S.E.P. assistance and the applications for another 8 persons are still pending.

The Domestic Service Training Course

During June there were 37 girls enrolled in the Domestic Service Training Course which is given in the Gesu's Bambino Orphanage. 1 girl has received a visa for Venezuela and will depart in July and 1 girl has received a visa for Canada and will also leave in July. 2 girls were married this month and will emigrate to Brazil with their husbands. 40 girls have enrolled for the summer camp which will open in July at Laghi de Fusine, a beautiful site in the northern Italian Alps.

During the month, many of the girls have received letters from former students who have emigrated to Australia telling them how valuable the course has been for them and that as a result they have been placed in good jobs in good homes.

Catholic Relief Services - National Catholic Welfare Conference AUSTRIA U.S.E.P. report for month of June 1954

Project No.	Title	Category	Amount of Contract	Money Expended to Date	Reimbursed to Date	Date of Completion of Contract
<i>Current</i>			\$	\$	\$	
1	Language Course	Training	5,943.52	2,911.00	2,150.75	31 Dec. '54
2	Visa Search Program	Resettlement	80,991.37	42,825.43	34,854.28	31 Dec. '54
3	Visa Documentation	Resettlement	17,887.01	8,557.61	6,989.46	31 Dec. '54
4	Laundry	General	8,915.76	7,123.33	6,630.62	31 Dec. '54
5	Protheses and Corrective Medical Treatment	Resettlement	6,089.59	3,860.27	3,589.59	31 Dec. '54
6	Children's Center	Care/Maintenance	7,650.16	5,251.18	4,680.16	
7	Shoe Repair	Care/Maintenance	6,903.60	4,924.04	4,378.60	
8	Sewing and Tailoring	Care/Maintenance	8,655.03	6,129.19	5,540.03	
9	Recreation	Care/Maintenance	5,147.87	3,475.09	2,764.87	
	* Supplementary Food	Care/Maintenance	44,936.04	44,936.04	44,936.04	
	* Supplementary Clothing	Care/Maintenance	82,463.87	82,463.87	82,463.87	
	* Miscellaneous Amenities	Care/Maintenance	2,744.01	2,744.01	2,744.01	
<i>Completed</i>						
10	Resettlement of Boys-Belgium	Resettlement	2,160.00	2,160.00	2,160.00	30 June '54
11	Out of Camp Registration	General	5,748.62	5,748.62	5,748.62	31 Dec. '53
12	Seminarians Resettlement	Resettlement	4,326.52	4,326.52	4,326.52	30 June '53
13	Knitting Course	Training	175.44	175.44	175.44	28 Feb. '53
14	Visual Training	Training	119.75	119.75	119.75	30 June '53
15	Sewing Training Program		730.02	730.02	730.02	28 Feb. '53
16	Medical Examination Services	Resettlement	381.16	381.16	381.16	30 June '53
17	Bed Linen	Care/Maintenance	1,623.08	1,623.08	1,623.08	30 June '53
18	Summer Camps	Care/Maintenance	2,022.00	2,022.00	2,022.00	31 Dec. '53
19	Liaison Office	General	2,331.75	2,331.75	2,331.75	30 June '54
20	Administrative Office	General	35,729.47	35,729.47	35,729.47	30 June '54
		Totals	333,675.64	270,548.87	257,070.09	

* Purchased by USEP and distributed by NCWC as of May 31, 1954 — later figures not available from USEP — Austria.

Catholic Relief Service - National Catholic Welfare Conference GERMANY U.S.E.P. report for the month of June, 1954

Project No.	Title	Category	Amount of Contract	Money Expended to Date	Reimbursed to Date	Date of Completion of Contract
<i>Current</i>			\$	\$	\$	
1	Counselling-Berlin	Counselling	13,960.85	10,112.97	7,758.82	31 Dec. '54
2	Counselling-West Germany	Counselling	151,942.00	97,207.02	72,094.17	31 Dec. '54
3	Supplementary Aid	Care/Maintenance	164,615.23	116,662.17	87,444.82	31 Dec. '54
4	Berlin Escapee Center	Care/Maintenance	38,683.82	26,809.51	20,946.10	31 Dec. '54
5	Bundesauflanglager Supp. Aid	Care/Maintenance	113,585.09	38,142.34	34,818.24	30 June '54
6	Resettlement of Boys in Belgium	Resettlement	1,800.00	1,350.00	900.00	30 June '54
7	Neurenberg Camp Repairs	General	2,166.65	1,963.76	—	30 May '54
<i>Completed</i>						
8	Ingolstadt, Voc. Training	Training	3,549.85	3,549.85	3,549.85	1 Apr. '54
9	Children's Recuperation Leave	Care/Maintenance	7,225.64	7,225.64	7,225.64	4 Oct. '53
10	East Zone Germany Refugee Youth	Training	87,100.00	87,100.00	87,100.00	30 Sept. '53
11	Registration and Documentation	Resettlement	4,866.15	4,866.15	4,866.15	31 Dec. '52
12	Berlin Work Clothing	Care/Maintenance	307.06	307.06	307.06	30 June '53
13	Valka Repairs	General	39,274.08	39,274.08	39,274.08	31 Dec. '53
14	Valka Emergency Project	Care/Maintenance	18,259.60	18,259.60	18,259.60	30 June '53
15	Valka Emigration Counselling	Resettlement	1,412.02	1,412.02	1,412.02	31 Dec. '53
16	Visa Costs	Resettlement	1,855.53	1,855.53	1,855.53	31 Dec. '53
		Totals	650,603.57	456,097.70	387,812.08	

Catholic Relief Services - National Catholic Welfare Conference ITALY U.S.E.P. report for month of June, 1954

Project No.	Title	Category	Amount of Contract	Money Expended to Date	Reimbursed to Date	Date of Completion of Contract
<i>Current</i>			\$	\$	\$	
1	Language Courses	Training	3,066.70	2,739.52	1,063.58	31 Dec. '54
2	Sanatorial Care for Post TB Cases	Care/Maintenance	3,248.96	3,341.51	2,590.41	31 March '54
3	Medical and Dental Care	Care/Maintenance	28,450.00	22,065.44	17,133.81	31 Dec. '54
4	Counselling	Counselling	57,642.26	25,884.47	22,872.78	31 Dec. '54
5	Supplementary Food	Care/Maintenance	90,210.00	67,303.49	61,910.28	30 Sept. '54
6	Supplementary Clothing	Care/Maintenance	24,948.25	18,866.55	19,550.52	31 Dec. '54
7	Amenities	Care/Maintenance	4,200.00	3,150.66	1,815.40	31 March '54
8	Children's and Youth's Aid	Care/Maintenance	1,908.00	1,990.56	1,730.38	28 Feb. '54
9	Emergency Shelter	Care/Maintenance	7,109.80	3,694.02	872.07	31 Dec. '54
10	Travel Kits	Resettlement		61.60	—	31 Dec. '54
<i>Completed</i>						
11	Trips	Care/Maintenance	683.54	683.54	683.54	31 Oct. '53
		Totals	224,677.51	149,781.36	130,222.77	

Catholic Relief Services - National Catholic Welfare Conference TRIESTE U.S.E.P. report for month of June, 1954

Project No.	Title	Category	Amount of Contract	Money Expended to Date	Reimbursed to Date	Date of Completion of Contract
<i>Current</i>			\$	\$	\$	
1	Essential Clothing	Care/Maintenance	48,497.38	41,971.88	41,342.13	30 Sept. '54
2	Health Control Center	Care/Maintenance	14,863.90	13,931.57	12,115.13	30 Sept. '54
3	School for Illiterates	Training	585.74	480.08	442.45	30 Sept. '54
4	Processing Costs	Resettlement	6,344.56	1,317.04	1,266.30	30 Sept. '54
5	Administration	General	10,512.05	9,112.75	8,600.46	30 Sept. '54
6	Domestic Service Training	Training	5,101.33	3,743.64	3,433.76	30 Sept. '54
7	Bed Linen	Care/Maintenance	3,546.94	3,546.94	3,546.94	30 Sept. '54
<i>Completed</i>						
8	Visa Search Program	Resettlement	693.79	693.79	693.79	31 Dec. '52
9	Summer Clothing	Care/Maintenance	3,554.43	3,554.43	3,554.43	30 Sept. '53
10	Summer Camps	Care/Maintenance	1,276.00	1,276.00	1,276.00	15 Sept. '53
11	Christmas Dinner Project (1952)	Care/Maintenance	315.68	315.68	315.68	31 Jan. '53
12	Christmas Dinner Project (1953)	Care/Maintenance	825.51	825.51	825.51	14 Jan. '54
		Totals	96,117.31	80,769.31	77,412.58	

Catholic Relief Services - National Catholic Welfare Conference European headquarters, Western Europe and South America U.S.E.P. report for month of June, 1954

Project No.	Title	Category	Amount of Contract	Money Expended to Date	Reimbursed to Date	Date of Completion of Contract
1	Resettlement Coordination	Resettlement	\$ 8,640.00	\$ 5,033.21	\$ 4,883.21	31 Dec. '54
2	Visa Processing Costs	Resettlement	33,000.00	22,193.68	19,937.83	31 Dec. '54
3	Emigration Counselling-Belgium	Resettlement	10,320.00	7,763.76	7,338.76	31 Dec. '54
4	Emigration Counselling-France	Resettlement	10,640.00	6,988.28	6,988.28	31 Dec. '54
5	Emigration Counselling-England	Resettlement	3,000.00	1,254.00	1,254.00	31 Dec. '54
6	Emigration Counselling-Sweden	Resettlement	4,700.00	2,803.43	2,180.61	31 Dec. '54
7	Emigration Counselling-Switzerland	Resettlement	4,500.00	2,994.73	1,494.73	31 Dec. '54
8	Inland Transportation Costs South America	Resettlement	10,000.00	203.47	—	31 Dec. '54
9	Reception & Placement-South America	Resettlement	140,000.00	1,800.00	—	31 Dec. '54
Totals			224,800.00	51,034.56	44,077.42	

Consolidated amounts of contracts approved to June 30, 1954

Country	Resettlement	Care and Maintenance	Counselling	Training	General	Total
	\$	\$	\$	\$	\$	\$
Austria	111,835.65	162,145.66	—	6,968.73	52,725.60	333,675.64
Belgium	10,320.00	—	—	—	—	10,320.00
England	3,000.00	—	—	—	—	3,000.00
European HQ	41,640.00	—	—	—	—	41,640.00
France	10,640.00	—	—	—	—	10,640.00
Germany	9,933.70	342,676.44	165,902.85	90,649.85	41,440.73	650,603.57
Italy	3,210.00	160,758.55	57,642.26	3,066.70	—	224,677.51
South America	150,000.00	—	—	—	—	150,000.00
Sweden	4,700.00	—	—	—	—	4,700.00
Switzerland	4,500.00	—	—	—	—	4,500.00
Trieste	7,038.35	72,879.84	—	5,687.07	10,512.05	96,117.31
Ocean Transportation	422,250.00	—	—	—	—	422,250.00
Totals	779,067.70	738,460.49	223,545.11	106,372.35	104,678.38	1,952,124.03

Consolidated amounts expended to June 30, 1954

Country	Resettlement	Care and Maintenance	Counselling	Training	General	Total
	\$	\$	\$	\$	\$	\$
Austria	62,110.99	153,568.50	—	3,936.21	50,933.17	270,548.87
Belgium	7,763.76	—	—	—	—	7,763.76
England	1,254.00	—	—	—	—	1,254.00
European HQ	28,226.89	—	—	—	—	28,226.89
France	6,988.28	—	—	—	—	6,988.28
Germany	9,483.70	207,406.32	107,319.99	90,649.85	41,237.84	456,097.70
Italy	61.60	121,095.77	25,884.47	2,739.52	—	149,781.36
South America	2,003.47	—	—	—	—	2,003.47
Sweden	2,803.43	—	—	—	—	2,803.43
Switzerland	2,994.73	—	—	—	—	2,994.73
Trieste	2,010.83	65,422.01	—	4,223.72	9,112.75	80,769.31
Ocean Transportation	422,250.00	—	—	—	—	422,250.00
Totals	547,951.68	547,492.60	133,204.46	101,549.30	101,283.76	1,431,481.80

Consolidated amounts of reimbursement as of June 30, 1954

Country	Resettlement	Care and Maintenance	Counselling	Training	General	Total
Austria	52,301.01	151,152.66	—	3,175.96	50,440.46	257,070.09
Belgium	7,338.76	—	—	—	—	7,338.76
England	1,254.00	—	—	—	—	1,254.00
European HQ	24,821.04	—	—	—	—	24,821.04
France	6,988.28	—	—	—	—	6,988.28
Germany	9,033.70	169,001.46	79,852.99	90,649.85	39,274.08	387,812.08
Italy	—	106,286.41	22,872.78	1,063.58	—	130,222.77
Sweden	2,180.61	—	—	—	—	2,180.61
Switzerland	1,494.73	—	—	—	—	1,494.73
Trieste	1,960.09	62,975.82	—	3,876.21	8,600.46	77,412.58
Ocean Transportation	422,250.00	—	—	—	—	422,250.00
Totals	529,622.22	489,416.35	102,725.77	98,765.60	98,315.00	1,318,844.94

U.S.E.P. emigration report — June, 1954

Country of Emigration	June 1954		Total to June 30, 1954		Country of Immigration	June 1954		Total to June 30, 1954	
	Cases	Persons	Cases	Persons		Cases	Persons	Cases	Persons
Austria	15	18	212	331	Argentina	1	1	14	22
Belgium	3	7	301	961	Australia	4	7	41	76
Berlin	—	—	12	18	Belgium	—	—	9	9
France	11	37	192	446	Bolivia	—	—	2	5
Germany	20	27	331	680	Brazil	8	12	133	239
Israel	—	—	4	9	Canada	16	19	319	372
Italy	38	51	181	269	Chile	50	82	144	221
Luxembourg	—	—	2	8	Colombia	1	1	15	49
Malta	—	—	1	1	Costa Rica	—	—	2	7
Norway	—	—	2	2	Equador	—	—	1	1
Sweden	8	21	16	39	France	—	—	1	1
Switzerland	1	1	40	78	Italy	—	—	2	2
Trieste	17	41	145	303	Japan	—	—	1	1
Tunisia	—	—	11	33	Morocco	—	—	2	4
United Kingdom	4	4	113	222	New Zealand	—	—	3	5
Totals	117	207	1563	3400	Norway	—	—	3	6
					Palestine	—	—	1	2
					Peru	—	—	1	1
					Santo Domingo	—	—	1	1
					South Africa	—	1	4	6
					Spain	—	—	3	3
					Sweden	—	—	1	1
					United Kingdom	—	—	2	2
					United States	34	82	833	2242
					Uruguay	—	—	1	1
					Venezuela	2	2	13	21
					Totals	117	207	1563	3400

Refugee Resettlement in the United States

by the CATHOLIC RELIEF SERVICES-NATIONAL CATHOLIC WELFARE CONFERENCE (Geneva)

SHORTLY AFTER THE LIBERATION OF THE DP's BY the Allies in 1945, War Relief Services-N.C.W.C. started programs in the established camps and assembly centers. These programs took the form of supplementary feeding, specialized medical programs, care of orphaned children, training and retraining in the trades and vocations and morale services. It also assisted in reuniting families and establishing a search service so that people in the United States could learn the whereabouts of their relatives. Some assistance was also given to displaced persons who wished to be repatriated in their former homelands.

In addition to its relief programs for displaced persons, War Relief Services played an important part in the resettlement of a considerable number of people from the camps to various parts of the world. It cooperated very closely with the work of the Vatican Migration Bureau, which worked through the nuncios in the various countries, maintaining contact with all Catholic organizations throughout the world for the purpose of stimulating the interest of the Church in displaced persons.

PRESIDENTIAL DIRECTIVE

On December 22, 1945 President Harry S. Truman issued a directive reestablishing consular facilities near DP and refugee centers in Germany and Austria for the purpose of granting visas to displaced persons and refugees, permitting them to emigrate to the United States for permanent residence. In order to give effect to the President's directive, persons of the following categories who were then resident in the U.S. zones of occupation on or before December 22, 1945 were included as eligible for visas:

1. Those who were brought involuntarily into Germany from their home countries by German authority for forced labor;
2. Those victims of Nazism or Facism who fled their homes in countries other than Germany to seek safety from the ravages of war and have no homes to which to return;
3. Those who were removed from their homes and confined to concentration camps for racial or religious reasons or because of opposition or resistance to the Nazi Party or government of Germany, or those who fled their homes to escape confinement on those grounds;
4. Those who were involuntarily evacuated from their homes in countries other than Germany by

German military authority for military reasons other than military service;

5. Those who (other than Germans who were not racial, religious or political persecutees of Germany) have reasonable grounds to fear to return to their home countries because of political, racial, or religious persecution;
6. Parents, wives, husbands, children, brothers and sisters of those in the first five categories and residing with them. (Residence in the U.S. Zone on and before December 22, 1945 was not required of persons in this category.)

War Relief Services-N.C.W.C. established immigration offices in every consular city in Germany and Austria immediately after release of the Presidential directive and participated in this special program in co-operation with the Catholic Committee for Refugees which is located in New York City. The field workers of War Relief Services-N.C.W.C. in Germany and Austria assisted in the preparation and presentation of the documents of the immigrants to the American consular offices and in the selection of persons who were to come to the United States under the corporate affidavit of the Catholic Committee.

In appraising what was done by War Relief Services-N.C.W.C. under the President's directive, it is well to keep in mind the limitations under which it operated. The number of different nationality groups to be admitted was covered by the quotas of the countries of their respective origin. With the exception of the Polish quota, with its maximum of 6,400 numbers per year, the quotas for the other countries were decidedly small. Moreover, the Polish quota was spread out over the world so that Poles everywhere might have an equal opportunity. This meant that certainly not more than 3,000 refugees from the DP camps could be admitted to the United States in any one year. Nevertheless, this initial experience in the field of resettlement was extremely valuable in ensuing years, for a firm foundation had been laid for greater programs in the future. During the period that the President's directive was operative, the representatives of War Relief Services-N.C.W.C. processed and sponsored in co-operation with the Catholic Committee, a total of 3,715 persons.

NATIONAL CATHOLIC RESETTLEMENT COUNCIL

At the November 1947 meeting of the Board of Trustees, War Relief Services-N.C.W.C., a plan designed to lay the groundwork for a broader program for the resettlement of displaced persons in

the United States was presented and approved by the Board. This plan had as its first objective the carrying out of an educational program which would more fully acquaint the laity with the Christian issues involved in the displaced persons problem, and it called for the establishment of a co-ordinated program whereby all the various national Catholic organizations, the nationality organizations, and other interested groups would find an opportunity to participate.

As a result of this action by the Board of Bishops, the National Catholic Resettlement Council was formed. It is made up of representatives of the Diocesan Resettlement Committees, of which there are now 130, National Conference of Catholic Charities, National Catholic Rural Life Conference, National Council of Catholic Women, National Catholic Women's Union, National Council of Catholic Men, The Catholic Committee for Refugees, and the Department of Immigration of the National Catholic Welfare Conference. Nationality groups were also invited to and accepted membership in the National Catholic Resettlement Council, and among them we find: American Aid Societies, American Committee on Italian Migration, American Relief for Poland, American Sudeten Association, Catholic Hungarian League, Croatian Refugee Committee, Estonian Aid, Inc., Gottscheer Relief Association, Italo-American Committee on Immigration, Latvian Relief, inc., League of Catholic Slovenian Americans, National Alliance of Czech Catholics, Polish Immigration Committee, Slovak Catholic Federation of America, Ukrainian Catholic Committee, United Friends of Needy and Displaced People of Yugoslavia, United Lithuanian Relief Fund of America, World Association of Estonians.

War Relief Services-N.C.W.C. was charged with the overall administrative responsibility of the National Catholic Resettlement of displaced persons in the United States.

The original function of the National Catholic Resettlement Council was as follows:

1. To educate Catholic America to the full implications of the displaced persons problem;
2. To secure the passage of the necessary enabling legislation to permit a substantial number of displaced persons to enter the United States. This was to be accomplished in part by the Catholics in each local community expressing their views to their representatives in Washington;
3. To survey existing facilities for job placement and homes for the displaced persons who were eventually to be brought to the United States;
4. Cataloguing the names and addresses of all American Catholics who would be willing to provide affidavits to bring displaced persons into the United States;
5. Developing a system of sponsorship whereby

individuals and organizations would provide funds to bring these people to our country;

6. To provide the necessary follow-up care for the displaced persons once they had arrived in the local community.

During 1947 and the first half of 1948 War Relief Services-N.C.W.C. and the National Catholic Resettlement Council played an important part in promoting the enactment of legislation to admit displaced persons to the United States in large numbers.

PUBLIC LAW 774

As a result of the activities of War Relief Services, and many other American voluntary agencies interested in the displaced persons problem, the 80th Congress of the United States, Second Session, passed Public Law 774 known as the Displaced Persons Act of 1948. This was signed by President Truman on June 25, 1948. Public Law 774 provided for the admission of 205,000 "displaced persons", meaning any displaced person or refugee as defined in Annex 1 of the Constitution of the International Refugee Organization, and who, on or after September 1, 1939 and on or before December 22, 1945, entered Germany, Austria, or Italy and who on January 1, 1948, was in Italy or the American sector, the British sector, or the French sector of either Berlin or Vienna or the American zone, the British zone, or the French zone of either Germany or Austria. Public Law 774 included a special provision for the granting of 2,000 visas to natives of Czechoslovakia who fled from that country as a direct result of persecution or fear of persecution since January 1, 1948. It also provided for 3,000 visas to displaced orphans.

The DP Act of 1948 required that every applicant obtain an assurance of a home, job and against becoming a public charge, from a sponsor in the United States. War Relief Services-N.C.W.C., recognizing that 50% of the displaced persons in the camps and assembly centers of Germany, Austria and Italy were of Roman Catholic faith, immediately undertook to develop a program to provide for the resettlement of a minimum of 100,000 Catholic displaced persons.

The services of the Agency were available through the National Catholic Resettlement Council to sponsors all over the United States.

There were administrative delays of several months before the program got underway, but once it started, the tempo gradually increased to such an extent that in the summer of 1949 displaced persons were arriving in the United States at the rate of 1,700 per month. There was a great deal of interest in the displaced persons problem and in this resettlement program, and from several sides there were criticisms about the DP Act of 1948. As a result of these criticisms, renewed pressures were

brought to bear from many persons and agencies upon Congress to amend the law. War Relief Services-N.C.W.C., recognizing that some of these criticisms were valid, joined in the new legislative efforts.

PUBLIC LAW 555
(Amending the DP Act of 1948)

In June 1950, again as the direct result of voluntary agency activity, the Congress of the United States enacted new refugee legislation by way of amendments to the DP Act of 1948. The total number of I.R.O. DPs admissible under the amended law was 301,500. In addition, the new law, Public Law 555, authorized the granting of visas to the following special groups in the numbers indicated: 500 visas to persons in Germany, Austria and Italy recommended by or on behalf of the Secretary of State and the Secretary of Defense; 5,000 visas to displaced orphans sixteen years of age or under on June 25, 1948; 5,000 visas to orphans ten years of age at the time of visa issuance; 2,000 visas to Venezia-Giulia refugees; 4,000 visas to I.R.O. DP's from China; 18,000 visas to former members of the Armed Forces of the Republic of Poland who were residing in Great Britain; 10,000 visas to natives of Greece; 54,774 visas to persons of German ethnic origin; 15,000 visas to aliens (displaced persons) who were resident in the United States but did not have the right of permanent residence. This amended law included the previous requirement that the principal applicant of each family group must have an assurance of employment, housing and against becoming a public charge before a visa could be guaranteed to him, with the exception that orphans needed to have an assurance that adoption or guardianship proceedings would be initiated and that they would be properly cared for if admitted to the United States.

The I.R.O. guaranteed to pay the ocean transportation from Europe to the United States for all displaced persons eligible under Public Law 774 and Public Law 555. The Congress of the United States appropriated monies to cover the cost of ocean transportation for these persons of German ethnic origin (German expellees). In addition, the Congress of the United States made it possible for voluntary agencies like War Relief Services to borrow money from the Reconstruction Finance Corporation to provide loans to the aliens to cover the cost of reception and transportation from port of entry to final inland destination.

Some of the so-called discriminatory features of the original law were eliminated in the passage of the new law. For example, the elimination of the 40% preference which was granted to displaced persons from the Baltic States and the elimination of the 30% preference that was granted to agricultural

workers. A requirement was written into the amended Act providing for a "good faith" oath by which displaced persons and expellees accepted and agreed in good faith to abide by the terms of employment offered them in the United States by their American sponsors. This requirement was the result of some unfortunate initial experiences which were created when many displaced persons, immediately after arrival in this country, left their original sponsors and went some place else, in some cases causing hardship to sponsors, such as farmers, who were relying on DP labor to carry them through a growing season. The amended bill provided for the issuance of visas until June 30, 1951.

In the spring of 1951 it became evident that the Displaced Persons Commission, which had been appointed by the President to administer the Act, would be unable to complete the program by the deadline date of June 30, 1951. Legislation was passed extending the terminal date for granting of visas to I.R.O. DPs to December 31, 1951 and to orphans and German ethnics until June 30, 1952.

There was one special section of the amended law, Section 3(c), which permitted the granting of visas to refugees outside Germany, Austria and Italy in very limited numbers. This special section of the law terminated on June 30, 1954.

It is of interest now to evaluate the contribution of War Relief Services-N.C.W.C. and the National Catholic Resettlement Council toward the successful conclusion of one of the most outstanding achievements attempted in the field of planned immigration. In its final report, "The DP Story", the Displaced Persons Commission indicated that a total of 393,542 persons of all creeds and nationalities had arrived in America under provisions of the DP Act of 1948. Of this total, the National Catholic Resettlement Council was responsible for 135,748 or 34.5%. Forty-seven percent of all the immigrants admitted under the Act were of the Catholic faith; 35% were Protestant and Orthodox faith; 16% were of the Jewish faith and the remaining 2% were of other faiths. Since June of 1952 several thousand additional persons have been assisted under the Section 3(c) program, so that as of June 30, 1954 the total number of displaced persons and refugees helped by War Relief Services-N.C.W.C. to find new homes in America is 140,079, which is broken down into the following categories:

I.R.O. - Displaced Persons (includes 2112 hard core)	112,412
Polish Armed Forces in Great Britain	4,691
Greek Refugees	16
Hard Core	2,112
D.P. Orphans in Germany, Austria and Italy	835
DP's living outside Germany, Austria, Italy	3,538

Refugees from China (Samar)	240
Venezia Giulia	1,460
War Orphans	486
German Ethnic	16,084
Miscellaneous	317

The new immigrants fell into the following general occupational categories: farm and farm labor, semi-skilled workers, private household workers, common laborers, craftsmen, service workers, clerical and kindred workers, professional, managerial, sales, students, and others without occupation.

HARD CORE PLACEMENTS

Perhaps one of the most satisfying accomplishments in this great work of resettlement of refugees was the outstanding response to an appeal for the exercise of Christian charity in finding placements for the hard core cases involving the aged, sick and disabled. In the four-year period of operations, Diocesan Resettlement Directors accepted and placed 1,738 physically handicapped, 331 aged persons for whom room was found in dioceses and institutions and 43 tubercular for whom suitable hospitalization was provided while other arrangements were made for members of their families.

PROFESSIONALS

Another specialized activity of War Relief Services-N.C.W.C. in this overall program was its participation in the formation and operation of the National Committee for the Resettlement of Displaced Professionals. This organization, in cooperation with I.R.O. and other voluntary agencies, was instrumental in finding home and job opportunities for over 300 physicians, mechanical engineers, chemists, draftsmen and laboratory technicians.

ORPHANS

In co-operation with the Catholic Committee for Refugees, which found the child placement opportunities, War Relief Services-N.C.W.C. was able to locate in Europe and bring to the United States 1,321 orphans.

AREAS OF RESETTLEMENT

The displaced persons who came in under the DP Act of 1948, as amended, have been resettled in every diocese in the United States as well as in Alaska, Honolulu, Puerto Rico and the Virgin Islands.

RESETTLEMENT OF PRIESTS

The immigration program for displaced priests, like that of the orphans, was carried on jointly by War Relief Services-N.C.W.C. and the Catholic Committee for Refugees, with the latter agency arranging diocesan placement opportunities and War Relief

Services N.C.W.C. following through on the applications and processing abroad. Under this program, 415 priests from Iron Curtain countries have been brought to the United States since 1948 and are now serving in 75 American dioceses.

RECRUITING AND SELECTION

There was no actual recruiting of immigrants under Public Law 774 or Public Law 555. As previously indicated, every refugee had to have an assurance of a home, job and against becoming a public charge from a sponsor in the United States. There were two types of assurances — one called "designated" in which the sponsor, who may have been a friend or relative, submitted the necessary assurance for a designated applicant overseas; and the second type of assurance was known as "undesigned" assurance wherein the sponsor in the United States did not have any friend or relative refugee family in mind and permitted War Relief Services-N.C.W.C. to select a family for his opportunity. There sometimes were specifications on these undesigned opportunities. For example, the sponsor would want a family of a particular nationality, age group, sex, limited number of children, occupation and so on. It was the task of the overseas representatives of War Relief Services-N.C.W.C. to find a family with these qualifications. No selections or nominations were made to these undesigned opportunities unless and until the applicants received a favorable recommendation from their Catholic chaplain or pastor. Once selected, they were put into the pipeline and processed. During the course of processing, classes in English and some orientation regarding life, customs, etc. in America were given to them so that they would be better prepared upon arrival in the United States to take their place in their new communities.

During the final year and one-half of operations under the DP Act of 1948, as amended, it became evident that War Relief Services-N.C.W.C. did not have enough individual undesigned opportunities to take care of the registered demand for immigration assistance from refugees. With the approval of the Government, War Relief Services-N.C.W.C. was able to submit a "blanket" assurance for 30,000 cases. War Relief Services-N.C.W.C. was listed as sponsor on this blanket assurance and destination, as far as the authorities were concerned, as War Relief Services-N.C.W.C. New York. Through the medium of this blanket assurance over 30,000 persons who might otherwise have been left behind in Europe were given the opportunity for resettlement in America.

TRANSPORT

The International Refugee Organization carried the bulk of the DP's and refugees who came to this

country under the DP Act of 1948, as amended, on U.S. Army transports which had been chartered for the purpose, on airplanes chartered specifically and on space obtained on regular commercial ships and planes. The Intergovernmental Committee for European Migration has been booking space on commercial ships and planes on an individual basis for those persons who obtained their visas after I.R.O. went out of existence. These transportation facilities had to meet all of the rules and regulations of the U.S. Government as far as food, berths, sanitary conditions, etc. are concerned. In other words, the immigrants were assured of the same protection with respect to accommodations, food, medical care, etc., as were any regular commercial passengers.

RECEPTION

War Relief Services-N.C.W.C. New York established a special port and dock staff which had the responsibility for meeting every ship and plane which brought refugees to this country, regardless of whether the ship docked in Boston, New York, New Orleans or San Francisco. The immigrants were given assistance at the port of entry in obtaining clearance from the U.S. Immigration and Naturalization Service, as well as through the U.S. Customs procedures. Contact had already been made in advance with each immigrant's sponsor to make sure that the sponsor still intended to receive the family whom he sponsored. The immigrants were transferred from the dock to appropriate railroad stations, bus depots or airports where they made connections for their transportation to destinations. Additional services included notifications to sponsors and Diocesan Resettlement Directors to meet these people at their inland destinations. Further service included representation at transfer points by Diocesan Resettlement Directors to make sure that any immigrants who had to change trains or planes would do so without any difficulty.

In many instances, particularly in those blanket assurance cases where War Relief Services-N.C.W.C. was not able to finalize placement plans upon arrival of the immigrants at the port, the immigrants had to be maintained in hotels in the port city. No special hotels, hostels or camp were set up but the facilities of low-cost private hotels were used. When the placement was finalized in two or three days, the people were sent out the same as those who went out the day the ship arrived. Whenever necessary, special services such as medical care, hospitalization, issuance of clothing, etc. were granted when the immigrants arrived. The cost of temporary shelter at the port of arrival and the cost of inland transportation were granted on a loan basis to the immigrants who, since arrival, have been asked to repay the money. Once again it should be pointed out that the immigrants receive exactly the same transportation

facilities as are used by regular private commercial passengers.

In those situations involving designated assurances there was very little effort to examine the appropriateness of the opportunity for the designated refugee. It was felt that if the sponsor was satisfied that he wanted a particular family and if the refugee was willing to accept the opportunity, it was not, therefore, the concern of our agency. War Relief Services-N.C.W.C. desperately needed every available opportunity and hence did not do more than verify the existence of a suitable home and job from a reliable sponsor. In the case of undesignated opportunities, and especially in the blanket assurance situation, every effort was made to assign the refugees to an occupation, locality and home that would be in keeping with his educational, occupational and cultural background.

INTEGRATION

One of the major problems that was experienced in this mass resettlement program in the United States was the fact that the initial placement did not work out in the majority of cases. The new immigrants either went on their own or with the help of the Diocesan Resettlement Director worked out a second placement which generally brought about successful assimilation of the family. In some isolated instances a third or fourth placement was required. It was felt that many of the immigrants were not satisfied with the work assigned for one reason or another and there were also such factors as the desire of the immigrants to be reunited with friends or relatives in another locality, as well as a desire to settle in a community where there was a large settlement of persons of their own nationality.

All immigrants who came in under the DP Act of 1948, as amended, enjoyed the same legal rights and privileges as every other person in the United States. There is no discrimination of any kind. Furthermore, the local governments and communities make a special effort to provide English classes for foreign-speaking persons as well as classes leading to American citizenship, which is available after five years of permanent residence in the United States. As far as employment is concerned, they receive the same salary, social security benefits, union membership as other American workers. Once again there is no discrimination by reason of the fact that they are aliens. Employment was restricted only where the employers, whether government or private industry, were engaged in classified work and where special security clearances were necessary.

As far as spiritual care is concerned, the assistance rendered to the new immigrants depended in a large measure upon the availability of Catholic priests, schools and lay organizations in the community where the immigrants settled. In the large urban

communities many of the immigrants could find special churches run by pastors of their own nationality. In other places it was no problem at all to find priests who spoke the language of the immigrants and who could, therefore, hear confessions and consult with them regarding any problems they might have. In the rural communities churches are not always easily accessible and, furthermore, it is sometimes quite difficult to find a priest who speaks the language of the immigrants. The latter factor undoubtedly contributed to the movement of some of the immigrants from their initial placements to second or third placements.

The children of the new immigrants made the quickest adjustments in their new surroundings. They enjoy exactly the same educational advantages as native-born children, and they were quick to seize upon these privileges. From all parts of the country reports have been received showing the rapid adjustment of these children in their new environments and their ability to succeed in the educational institutions. It is not uncommon to learn that many of the former immigrant children within six months or a year achieve scholastic leadership of the classes which they attend. This is true whether the children attend the parochial schools, when they are available, or public school. We know that many of the immigrant youths were granted scholarships in American colleges and universities both public and private, Catholic and non-Catholic.

The integration of immigrants with European professional training and diplomas is one of the very difficult problems in this mass resettlement scheme. Each of the forty-eight states of the United States has its own separate and distinct laws and regulations for licensing of professionals. Unfortunately, some of these state laws and regulations are strict and require citizenship before a license will be granted. The immigrant professionals, therefore, are limited in their desire to practice their professions. They must accept placement opportunities in those states where the laws and regulations are the least restrictive.

NEW REFUGEE LEGISLATION

In 1951 prior to the expiration of the major part of the resettlement program of the DP Act of 1948, as amended, War Relief Services-N.C.W.C. took the lead in promoting the passage of new legislation to admit more refugees to the United States. It was recognized that the problem of DP's and refugees had not been settled, even though the International Refugee Organization and the Intergovernmental Committee for European Migration had assisted in the resettlement of over 1,000,000 people in many different countries of the Western World. Therefore, War Relief Services-N.C.W.C. invited into mem-

bership and created the American Committee on Special Migration composed of the following nationality groups in the United States: A.H.E.P.A. (American Hellenic Educational Progressive Association), American Aid Society, American Committee on Italian Migration, American Federation of International Institutes, American Relief for Poland, American Slovak Religious Relief Association, American Sudeten Association, Catholic Committee for Refugees, Croatian Refugee Committee, Estonian Aid, Inc., Georgian Assn. in U.S.A. Gottscheer Relief Association, Greek War Relief, Hungarian Catholic League, Independent Order Sons of Italy, Italo-American Commission on Immigration, Latvian Relief, League of Catholic Slovenian Americans, Missionaries of St. Charles for the Italian Immigrants, National Alliance of Czech Catholics, National Catholic Rural Life Conference, National Catholic Women's Union, National Conference of Catholic Charities, National Council of Catholic Men, National Council of Catholic Women, Polish Immigration Committee, Slovak Catholic Federation of America, Steuben Society of America, Ukrainian Catholic Committee, Ukrainian Congress Committee, United Friends of Needy and Displaced People of Yugoslavia, United Lithuanian Relief Fund of America, United Ukrainian American Relief Committee, War Relief Services-National Catholic Welfare Conference, White Ruthenian Congress, World Association of Estonians.

A legislative program was carried on in a rather unfavorable climate throughout the country. It was already several years since the original DP program had started, and much of the interest that was engendered back in 1947 and 1948 had waned. The members of Congress were reluctant to consider new refugee legislation, feeling that the United States had already done more than its share in trying to solve the problem of displaced persons and refugees in Europe. However, the American Committee on Special Migration continued its activities, and in April 1953 the President of the United States addressed a personal appeal to the Vice President and the Speaker of the House of Representatives recommending the enactment of emergency legislation within the framework of existing immigration laws. This action on the part of the President of the United States was fruitful, for after long weeks of hearings and debate, the Congress of the United States enacted another emergency immigration bill which upon the signature of President Eisenhower became law on August 7, 1953. This law, Public Law 203 of the 83rd Congress, First Session, is known as the „Refugee Relief Act of 1953". The Refugee Relief Act of 1953 permits 214,000 aliens to become permanent residents of the United States. Of these 214,000 aliens, 186,000 are refugees and escapees from communist persecution both in

Europe and Asia; 19,000, are close relatives of American citizens and of permanent resident aliens of the United States; 4,000 are orphans; and 5,000 are aliens who have come to the United States as non-immigrants and who cannot return abroad because of persecution or fear of persecution on account of race, religion or political opinion.

The special non-quota visas authorized by the new law are allocated as follows:

1. 55,000 Visas to "German Expellees" — which means any refugee of German ethnic origin residing in the area of the German Federal Republic, western sector of Berlin, or in Austria who was born in and was forcibly removed from or forced to flee from Albania, Bulgaria, Czechoslovakia, Estonia, Hungary, Latvia, Lithuania, Poland, Rumania, Union of Soviet Socialist Republics, Yugoslavia, or areas provisionally under the administration or control or domination of any such countries, except the Soviet zone of military occupation of Germany.
2. 35,000 Visas to "Escapees" in Western Germany, the western sector of Berlin and in Austria — which means any refugee who because of persecution or fear of persecution on account of race, religion or political opinion, fled from the Union of Soviet Socialist Republics or other Communist, Communist-dominated or Communist-occupied area of Europe including those parts of Germany under military occupation by the Union of Soviet Socialist Republics and who cannot return thereto because of fear of persecution on account of race, religion or political opinion.
3. 10,000 Visas to "Escapees" residing within the following listed countries: France, Portugal, Norway, Belgium, Netherlands, Luxembourg, Denmark, Italy, Greece, Turkey, Sweden, Iran, as well as the Free Territory of Trieste. "Escapees" residing in Great Britain are not covered.
4. 2,000 Visas for World War II members of the Armed Forces of the Republic of Poland presently residing in Great Britain who have not acquired British citizenship.
5. 45,000 Visas to refugees of Italian ethnic origin, which means persons who had formerly resided in the Italian colonies, Venezia Giulia, etc., and have returned to Italy or the Free Territory of Trieste.
6. 15,000 Visas to Italian nationals residing in Italy or the Free Territory of Trieste who qualify under any of the preferences specified in the following paragraphs of Section 203(a) of the Immigration and Nationality Act: Par. (2) Parents of American citizens; Par. (3) Spouses and unmarried minor children of permanent resident aliens; and Par. (4) Brothers and sisters of American citizens and sons and daughters of

American citizens who are married or over twenty-one years of age.

7. 15,000 Visas to refugees of Greek ethnic origin presently residing in Greece.
8. 2,000 Visas to Greek nationals presently residing in Greece who qualify under any of the preferences specified in the following paragraphs of Section 203(a) of the Immigration and Nationality Act: Par. (2) Parents of American citizens; Par. (3) Spouses and unmarried minor children of permanent resident aliens; and Par. (4) Brothers and sisters of American citizens and sons and daughters of American citizens who are married or over twenty-one years of age.
9. 15,000 visas to refugees of Dutch ethnic origin presently residing in continental Netherlands.
10. 2,000 Visas to Dutch nationals presently residing in continental Netherlands who qualify under any of the preferences specified in the following paragraphs of Section 203(a) of the Immigration and Nationality Act: Par. (2) Parents of American citizens; Par. (3) Spouses and unmarried minor children of permanent resident aliens; and Par. (4) Brothers and sisters of American citizens and sons and daughters of American citizens who are married or over twenty-one years of age.
11. 2,000 Visas to non-Asiatic refugees residing within the district of an American Consular office in the Far East.
12. 3,000 Visas to Asiatic refugees residing within the district of an American Consular office in the Far East.
13. 2,000 Visas to refugees of Chinese ethnic origin whose passports are authorized or endorsed by the Chinese Nationalist Government.
14. 2,000 Visas to Arab refugees who are eligible for assistance from the United Nations Relief and Works Agency for Palestine in the Near East.
15. 4,000 Visas to orphans under the age of 10 years at the time the visas are issued. (The orphan program in the United States will be handled by the Catholic Committee for Refugees, 265 West 14th Street, New York).
16. 5,000 Visas to aliens who establish that prior to July 1, 1953 they lawfully entered the United States as bona fide non-immigrants and that because of events which have occurred subsequent to their entry into the United States they are unable to return to their country of birth, or nationality — they may within one year after the effective date of the Act apply to the Attorney General of the United States (local Immigration and Naturalization Service office) for an adjustment of their status to that of admission for permanent residence.

As a rule, assurances by a citizen or citizens of the United States must be submitted for each family wishing to benefit from the Refugee Relief Act. This

procedure is similar to the operation under the DP Act of 1948, although the new law specifically prohibits the issuance of agency "blanket assurances". The latter were used extensively during the closing months of the old DP resettlement program.

A very important feature of the new law is that it contains no provision for payment of ocean transportation or inland transportation. It is anticipated that the Intergovernmental Committee for European Migration will provide funds through voluntary agencies for loans to migrants for ocean transportation, while the United States Government will grant loans to agencies to cover inland transportation. In both cases, the immigrant or his sponsor will have to repay these loans eventually.

The Refugee Relief Act of 1953 is administered by the Bureau of Security and Consular Affairs of the Department of State and the Immigration and Naturalization Service of the Department of Justice. These agencies have prepared regulations, instructions and forms in the implementation of the new act. The Refugee Relief Act of 1953 will be effective until December 31, 1956, unless all the visas authorized by it have been issued before that date.

SECURITY PROVISIONS

The Refugee Relief Act is an emergency relief measure designed to implement certain phases of American foreign policy, but is not an amendment to the Immigration and Nationality Act. Thus, an alien applying for a visa and for admission into the United States under the new measure must be found eligible under the provisions of the Immigration and Nationality Act.

The new act provides for the following additional safeguards in the interest of the security of the United States:

1. Each applicant for a visa must have documents assuring his readmission to the country of his nationality or foreign residence, or to the place where he obtains his visa, in the event he is denied admission to the United States or, after entry to this country, is found to have obtained a visa by fraud or by misrepresenting a material fact;
2. A thorough investigation and written report concerning each applicant for a visa by an investigative agency of the U.S. Government are required before a visa may be issued;
3. Each applicant in addition to being examined by a consular officer for his eligibility to receive a visa, is examined abroad, as well as at the time of arrival in the United States, by a representative of the Immigration and Naturalization Services concerning the question of his admissibility. Issuance of a visa is prohibited unless complete information is available regarding the history of

the applicant covering a period of at least 2 years immediately preceding his application. Exceptions are provided in national interest cases;

4. Each alien before being issued a visa must subscribe an oath or affirmation that he is not and has never been an anarchist, Communist, or a member of the Communist Party or any other party or organization proscribed for the purposes of the immigration laws;
5. Visa issuance is prohibited to any person who personally advocated or assisted in the persecution of any person or group of persons because of race, religion or national origin;

6. An alien may be issued a visa and admitted to the United States only if his eligibility is clearly established on the basis of affirmative evidence.

War Relief Services-N.C.W.C. was the first voluntary agency in the United States to be recognized by the Administrator for operations under the new law. As soon as the regulations and forms were released by the Administrator, War Relief Services began its operations through the National Catholic Resettlement Council and the Diocesan Resettlement Committees. To date 3,000 of the home, job and public charge assurance required by the new law have been approved and sent abroad for processing. The majority of these, as was expected, are designated assurances in behalf of friends and relatives. A nation-wide publicity campaign was launched in August 1954 for the purpose of stimulating production of undesigned opportunities for the many thousands of refugees who do not have any friends or relatives in this country. The effect of this campaign could not be judged at the time of the preparation of this report. The overseas offices of War Relief Services-N.C.W.C. likewise were able to begin their registration and preprocessing of persons shortly after the Refugee Relief Act was enacted. Application forms, together with medical, police and occupational records, as well as recommendations from pastors and chaplains are being compiled daily and forwarded to the New York office. Unlike the previous program, the selection of refugees for undesigned opportunities will be made at the New York office on the basis of completed dossiers received from abroad. In many instances sponsors of undesigned opportunities have asked for and have been given the right of reviewing many dossiers themselves in order to make their own selections. It is anticipated that this type of selection program will eliminate some of the unfortunate mismatches which occurred under the old program. Sponsors who study biographical material on families, photographs, and make selections themselves will not be too readily inclined toward dissatisfaction as they were previously. All opportunities whether designated or undesigned must be approved by the Diocesan Resettlement Director and, in addition,

the job opportunity must, under the regulations, be certified by the local office of the United States Employment Service.

It is conservatively estimated that War Relief Services-N.C.W.C. will assist in the emigration of 50,000 Catholic refugees under provisions of the

Refugee Relief Act of 1953. The same transport, reception, integration, placement and spiritual services available to the immigrants who came in under the DP act of 1948 will be available to the persons who arrive under provisions of the new law during the next 2½ years.

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Note sul problema dei profughi in Italia

per la GIUNTA CATTOLICA ITALIANA PER L'EMIGRAZIONE (Italia)

PREMESSA

LA VALUTAZIONE DELL'ODIERNA CONSISTENZA numerica dei profughi è tutt'altro che facile, sia per la progressiva riduzione del numero dei ricoverati nei campi, sia perchè gli attuali assistiti a domicilio con sussidi o altre provvidenze, costituiscono ormai un'esigua frazione della massa che è andata ad aumentare il numero dei disoccupati, dei sotto occupati, o dei disoccupati parzialmente od occultamente, sfuggendo, per ovvii motivi, ad un'accurata indagine statistica. Purtroppo alcuni elementi di giudizio potranno essere tratti da quanto viene esposto nel presente appunto.

E' da tener presente che questa esposizione si riferisce ai profughi di nazionalità italiana e che pertanto non tien conto delle 15000 „displaced persons” di altre nazionalità che nel mese di maggio del corrente anno, risultavano essere ancora in Italia. Ci limiteremo, a rilevare che di queste ultime, 3370 sono assistite dall'A.A.I.I. nei campi profughi di Aversa, Capua, Pontecagnano (S. Antonio) e Moscatello, 4286 si trovano nel Territorio Libero di Trieste, 600 hanno assistenza dal nostro governo nei campi di raccolta di Farfa e Fraschette (S. Antonio), e la differenza è costituita da profughi stranieri assistiti fuori campo.

PROFUGHI DALL'AFRICA (ex colonie italiane)

Non si posseggono dati esatti sul loro numero inquantochè il loro rimpatrio è avvenuto durante e dopo l'ultima guerra, senza che di essi sia stato possibile fare una precisa rilevazione. In ogni modo i dati ufficiali non si discostano di molto, presumibilmente, da quelli reali relativi a questa categoria di profughi.

Il numero degli italiani residenti nelle ex colonie africane era, secondo le stime del 1939 e del 1948 (dati dell'ONU), il seguente:

	1939	1948	differenze
Libia	118718	45000	73718
Eritrea	72500	25000	47500
Somalia Ital. . .	19000	5000	14000
Etiopia	58500	—	58500
	268718	75000	193718

Se si tiene conto dell'incremento demografico netto verificatosi nel periodo di tempo in esame, il numero di tali profughi, quale si può dedurre dai dati in questione, dovrebbe superare quindi le 200000 unità.

In effetti le fonti ufficiali li fanno ammontare a 220000 unità di cui 98000 provenienti dalla Libia ed il rimanente dall'Eritrea, dall'Etiopia e dalla Somalia Italiana. Altra fonte pure ufficiale ritiene che la cifra abbia raggiunto un massimo di 225000 unità. Si attendono inoltre altri profughi provenienti in gran parte dalla Libia.

Secondo le fonti di cui sopra l'afflusso totale dei profughi dal 1941 al 1953 sarebbe stato il seguente:

Anni	No rimpatriati
1941	34000
1942	30000
1943	35000
1944	3000
1945	15000
1946	52000
1947	35000
1948	7432
1949	5652
1950	1629
1951—1953	6287
	225000

Occorre notare che i profughi d'Africa avevano, in

gran parte, parentele in Italia e non di rado hanno potuto ottenere alloggio e vitto presso di essi come è dimostrato dal fatto che dal 30 Giugno 1951 i profughi d'Africa ricoverati nei campi ammontavano soltanto a 3023 e quelli assistiti fuori campo non superavano le 1735 unità. Si tratta di una massa notevole di persone non assistite, con numerosi casi pietosi e disperati, dato che la pubblica assistenza non può aiutarli per ragioni di bilancio.

La percentuale di uomini validi e quindi di unità produttive potenziali è particolarmente alta tra questi profughi, come alta è fra di essi la percentuale di specializzati, soprattutto nel campo agricolo. E le ragioni ne sono evidenti: si tratta di gente selezionata dal punto di vista fisico e professionale fin dal momento della sua partenza per la colonia, ove ha poi accresciuto queste doti con l'attività colonizzatrice.

PROFUGHI DALLE ISOLE DEL DODECANNESO

Come è noto le isole del Dodecanneso sono state assegnate dal Trattato di pace alla Grecia. Vi vivevano nel 1948 circa 10000 cittadini italiani. Attualmente vi si trovano solo tre persone con la cittadinanza italiana, ma siccome qualche migliaio di persone ha optato per la cittadinanza greca e qualcuno si è recato in altri paesi, si può ritenere che il numero di questi profughi raggiunga le 5000 unità.

PROFUGHI GIULIANO-DALMATI

Statistiche rigorosamente esatte non se ne hanno di questa categoria di profughi perchè il loro esodo cominciò, ed in misura rilevante, fin dal settembre 1943, mentre le rilevazioni ufficiali, anche queste approssimate per difetto, cominciarono dal 6 maggio 1943. Pertanto la cifra ufficiale di 115 mila unità deve essere aumentata a 200000 per essere più vicini alla realtà, come risulta del resto da una comunicazione ufficiale del Ministero degli Affari Esteri Italiano (settembre 1953).

Date le caratteristiche delle mutilazioni territoriali subite dall'Italia e dato che il governo Jugoslavo ha perseguito la politica di estromettere gli Italiani dai loro luoghi nati per sostituirli con popolazioni slave, è difficile stimare, dalla differenza di popolazione tra i dati del 1938 e quelli del 1943, l'entità dell'esodo. Si pensi però che dalla sola zona di Pola, sono rimpatriate non meno di 30000 unità.

Comunque come si è detto prima, 115000 di questi profughi hanno ottenuto dal Ministero dell'Interno il riconoscimento ufficiale della qualifica di profugo. Tra essi, 103000 hanno già ottenuto il pieno riconoscimento della cittadinanza italiana anche dalle autorità jugoslave e si spera che presto anche gli altri possano ottenerlo.

Il Ministero dell'Interno ha assistite dal febbraio 1947 al 31 maggio 1951 73875 profughi giuliani di cui 27152 ospitati nei campi. Al 30 giugno 1951

erano assistiti 29519 profughi giuliani di cui 14979 nei campi e 14540 fuori campo.

I profughi giuliano-dalmati costituiscono una categoria con alta percentuale di lavoratori specializzati soprattutto nel settore industriale. Si pensi al gran numero di operai provenienti dai cantieri di Pola, dai silurifici di Fiume, dalle miniere dell'Arsa, dalle industrie conserviere, dai liquorifici dalmati, ecc.

Il numero degli uomini validi si aggira sui 40000, purtroppo in gran parte disoccupati.

PROFUGHI PROVENIENTI DALL'ESTERO

A causa della guerra un gran numero di italiani già residenti all'estero sono stati costretti a rimpatriare e sono andati ad ingrossare le file delle „dislocated persons". Essi affluirono in Italia talora in gruppi e talora alla spicciolata. Non furono mai contati con precisione e spesso non ve ne era la possibilità. Le stime sono difficili: il loro numero però oscilla tra le 100000 e le 150000 unità e la cifra di 125000 può essere una media attendibile.

Le provenienze sono le più disparate: Bulgaria, Cecoslovacchia, Egitto, Germania Orientale, Grecia, Romania, Tunisia, Ungheria, ecc.

Nulla è possibile precisare sulla percentuale di uomini validi, sulla loro specializzazione od altro, data la natura di questo gruppo assolutamente eterogeneo.

Dando ora uno sguardo riassuntivo alla situazione abbiamo il prospetto seguente:

Profughi d'Africa	225000
„ del Dodecanneso	5000
„ giuliano-dalmati	200000
„ dall'estero	125000
	555000

e cioè, in cifra tonda, più di mezzo milione.

Come si è già detto, soltanto un ristretto numero è stato ricoverato nei campi e cioè circa 28000 unità tra cui 3000 profughi dall'Africa e 15000 giuliano-dalmati.

Nel 1947, 55000 profughi italiani erano ricoverati in 108 campi: successivamente il movimento dei campi subì un continuo flusso e deflusso di ammissioni e dimissioni. Alla data di oggi la situazione dei profughi assistiti dal Governo Italiano è la seguente:

<i>Assistiti nei campi:</i>	7460 capi-famiglia
	13883 familiari
	21343 unità in totale
<i>Assistiti fuori campo:</i>	24948 capi-famiglia
	44074 familiari
	69022 unità in totale

ASSISTENZA AI PROFUGHI

Oltre agli Organi Governativi, Enti Pubblici italiani di assistenza e molte istituzioni private tra le quali la

Giunta Cattolica Italiana per l'Emigrazione ed alcune agenzie di soccorso americane in Italia (1), si sono adoperate e si adoperano tuttora in favore dei profughi, con facilitazioni sul collocamento, sussidi di disoccupazione, sussidi vari, distribuzioni di soccorsi (2) ed altre provvidenze, che però hanno potuto soltanto alleviare momentaneamente situazioni particolarmente dolorose, senza risolvere il problema

(1) Il War Relief Services - NCWC e l'American Joint Distribution Committee fanno parte dell'American Council of Voluntary Agencies for Italian Service (che comprende otto organizzazioni internazionali governative e private che si occupano di emigrazione).

(2) Tanto per esemplificare, si ricorda che l'Ente Nazionale per la Distribuzione dei Soccorsi in Italia (ENDSI) è intervenuto in favore di questa categoria, distribuendo fra l'altro ben 9000 colli di pacchi viveri ai C.R.P. in occasione dello arrivo in Italia del "Friendship Train".

principale della sistemazione di questi profughi, che permane sempre grave.

Il contributo per l'assistenza a tali categorie incide su varie voci del bilancio dello Stato, di Enti Autarchici territoriali e di Enti vari di assistenza. Prescindendo dal contributo italiano dell'IRO rammenteremo che il solo Ministero dell'Interno, Direzione Generale dell'Assistenza Pubblica ha erogato le seguenti cifre per l'assistenza ai profughi:

Esercizio 1946/47 L.	3195000000
„ 1947/48 L.	5675000000
„ 1948/49 L.	6150000000
„ 1949/50 L.	3175000000
„ 1950/51 L.	1980000000
„ 1951/52 L.	1245000000
„ 1952/53 L.	857288000 (primo trimestre)
Totale	L. 21951880000

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The Forced Migration and the Refugee Problem of Hong Kong (1949-1954)

by Miss R. DONDERS (Netherlands)

INTRODUCTION

IN THE 115 YEARS THAT HAVE ELAPSED SINCE ITS beginnings as a barren, almost un-inhabited rock island in the South China Sea, the haunt of a few pirates and fishermen, the British Colony of Hong Kong has grown into a great entrepot port. It has become one of the world's greatest centres of international trade; it has in addition grown in some seven years into one of the greatest camps of D.P. and refugee people that the world knows today, and it is with this last aspect and the resultant problems and difficulties that the attached report proposes to deal.

HONG KONG

General Features

The colony of Hong Kong, lying off the southeast coast of China, to the east of the estuary of the Pearl River, consists of the island of Hong Kong (32 square miles), the peninsula of Kowloon (3 1/4 square miles) and a group of some 75 adjacent islands, the majority un-inhabited; a total area in all of some 391 square miles.

The island of Hong Kong, the most important but not the largest of the Colony is 11 miles long and contains the capital city, Victoria (population 1 million). High, mountainous and for the most part barren, the island is dominated by its rocky peak

some 1,823 feet high. Kowloon Peninsula on the China mainland, being a relatively flat area, has developed as the chief residential and industrial district of the Colony. The greater part of the terrain in general, however, is mountainous, rocky and unsuitable for cultivation; flat land is at a premium, the villages perching wherever cultivation is possible and making the maximum use of terracing.

The climate is sub-tropical and governed largely by the monsoons; the winter being normally cool and dry, the summer hot and humid (average temperatures varying from between 41 and 87 degrees).

Population

The population of Hong Kong is an overwhelmingly (99 per cent) Chinese one. The last official census, taken as far back as 1931, gave the population figure as 849,571. Since then there have been considerable fluctuations; firstly the influx of refugees during the Sino-Japanese War (by 1941 the total population had grown to 1,600,000), then a flow back into China during the years of the Japanese occupation of Hong Kong (in 1945 there were less than 750,000 people in the Colony). From this time onward the trend has been steadily upward. The growing unrest and the final Communist victory in China in 1949 brought a constant influx of refugees, heightened during the period 1949-1952, but continuing to

trickle in irregularly until the present time. The figure today is estimated at a conservative 2,360,000, with perhaps another 300,000 illegal entrants, „squatters” registered with no Government agency. The monthly birth rate of the colony is 9,000 and the reported deaths 2,000 per month.

Of the 2,360,000 of the present day population, some nine tenths live in the 6½ square miles of Victoria city and Kowloon Peninsula, an average of 2,000 persons per acre.

A group apart are the Hong Kong boat people who form a floating population of about 60,000 people. Forming the core of the local fishing industry, they live always aboard their boats, and are by habit self-sufficient and migratory.



Boat people in the harbour of Hong Kong. The total number of boat people in the Colony was estimated by the Mission at 200,000 (9.0 per cent of the population) out of which 25,000 are refugees. It should be stressed that living on boats is a traditional way of life for quite a large section of the population in China and other Far Eastern countries.

Industry and Commerce

The prosperity of the Colony has always depended on the entrepot trade; this with banking and insurance being regarded as the main „industry”. Its position as focal point between East and West, has made its prosperity always dependant on the local conditions both in China and the West, with the consequent constant lack of economic security. Except for light duties on alcoholic beverages, tobacco and petrol, Hong Kong has always been a free port with the least possible restrictions, and in the years before the Second World War it was one of the busiest ports of the Far East. From China came tea, silks, soybeans, ginger, works of art, carved and enamel ware; in return the outside world shipped machinery, fuels, metals and manufactured

goods. All this trade came to an end with the Japanese occupation (1941—’45), was reviving in the first post-war period, but received once more a severe set-back with the Communist conquest of China. The renewal of Japanese competition in the last years and the American embargo on the shipment of strategic goods during the Korean war meant further difficulty, but these things notwithstanding, the trade figure for 1953 still reached a figure of nearly H.K. \$ 7,000 million. Seven thousand ocean-going vessels at present enter and leave the port each year, and some 6,000 commercial planes each month.

The only real heavy industry of the Colony is its shipbuilding and dock-yards; but in the last years spurred on by the declining markets and the need of new trade outlets, and aided by the capital of wealth and experience brought from Shanghai by the early arriving factory-owner refugees, Hong Kong has gradually become a manufacturing centre in its own right. A large sugar refinery is in constant production, whilst in 2,000 registered factories (60% engaged in the manufacture of textiles) such a variety of goods are produced and exported as rope, cotton goods, footwear, fluorescent tubes, enamel ware, vacuum flasks, plastics, electric torches.

One quarter of the total exports today are local products.

Side by side with the big regular factories are always the multitude of what might be called the small factories, dozens of the „little” industries being carried on in workshops and homes and producing such typically Chinese goods as joss sticks, fire-crackers and preserved ginger.

Agriculture in Hong Kong has always been necessarily limited by the rugged and mountainous nature of the country. In the 270 square miles of rural land in the New Territories rice, vegetables, poultry, pigs etc. are produced, but the quantities are small in comparison with the needs of the population, e.g., the 20,000 short tons of rice produced annually are but a very small proportion of the amount needed for the Colony.

Fish is the main primary product of Hong Kong, and forms one of the basic items of the local diet, supplying the poorer members of the community — and incidentally the refugees — with almost their only source of protein. Much splendid work has been done in the last years by the Government encouragement of modern methods of fishing and agriculture and by its provision of assistance for the purchase of suitable equipment and help in the finding of suitable markets.

Labour conditions in general have been showing a steady improvement in the Colony in recent years, and though the cost of living has trebled the 1939 figure, wages have also shown a proportionate increase. These latter still retain, however, the

dubious distinction of being among the lowest in the world.

Such is a brief view of the Colony into which this million and more of dispossessed and refugee people have found their way today.

THE FORCED MIGRATION

This migration of the peoples is no new thing. In all its 115 years of varied history, it is perhaps „hospitality” which has been the out-standing characteristic of Hong Kong. The door has stood open for all — from Sun Yat Sen, founder of the modern Chinese Republic but himself forced to flee from Canton to save his life in the Colony, to the last of the thousands of refugees who throughout the years have fled to escape the unsettled conditions, the political unrest, the famines, droughts and floods that are, it seems, the eternal lot of China.

In its first treaty arrangement with pro-Communist China, Britain had agreed to receive all seeking sanctuary, but the overwhelming numbers crossing the border since 1949 have made restrictions of obligation. The long and irregular coastline of the colony, however, still affords many opportunities for determined illegal entrants.

The Refugees

The refugees who have flocked into Hong Kong in the last years have been of every type, of every age, from every province of China. From farms, from river boats, from city shops and universities, from every trade and profession they have come. The Colony at present harbours more than one million officially registered refugees (with an additional 300,000 squatters, illegal entrants).

There are those amongst them who had a chance to bring with them some remnants of their former wealth, others arrived with a small, and quickly exhausted, capital; but it is estimated that of the million more than 300,000 are completely destitute — a heavy drain on the resources and life of a small colony.

Reasons for Flight

Their reasons for flight have been as many and various as the people themselves. In a walk through one of the refugee areas, however, one would be sure to find at least the following types:

— Landlords and wealthy farmers caught in the land reform, their land divided amongst the peasants and they themselves forced to flee death.

— Many of the peasants, themselves early benefactors of the land reform, but presently forced by sheer economic necessity to leave the too-small allotments and over-great taxes imposed by the new regime. (The majority of these had drifted to the great cities as landless beggars, and from thence by one route or

another along to the „land of great opportunity”, Hong Kong.)

— Great industrialists from Shanghai and the cities of the north, arriving in the first years especially, often men of great commercial ability, who succeeded in bringing some part of their assets with them and in recommencing activity in Hong Kong.

— Groups of students, many of them the former leaders of the resistance in their own universities, sometimes faithfully accompanying their professor and continuing their work with him.

— Intellectuals, unable to accept the discipline of the new philosophy.

— Catholics, seeking freedom in which to live their Faith.

— The „politically unreliable”, the lepers, the physically disabled, thrust out by the new government, or forced to flee to escape a living death in the forced labour gangs.

— Boat people, for whom escape was only a matter of floating down one or the other of the great rivers.

— The Beggars and floating poor, who follow every great migration.

Foreign Expellees and Refugees

Forming a group apart among the refugees have been the foreign expellees and the people of all nationalities who have been so long in China (many of them are third and fourth generation Shanghai or Peking born), that China is the only fatherland they know. They include:

- a. White Russians
- b. Portuguese of Macao stock
- c. Eurasians of mixed descent
- d. European women, wives of Chinese merchants with their Eurasian children.

Hong Kong has provided camps for them in which they are maintained awaiting possible repatriation to their own or another land. Having left the only country that they know, they are uncertain to whom to turn, by whom they will be received, what work is possible for them to obtain. Many are sick, needing hospital treatment but without the money to pay their hospital bills.

Many have returned to their own country, others have been accepted as emigrants for resettlement in Brazil, Canada, Borneo, Australia; the Portuguese have been received in Macao. At least one camp remains, however, sheltering those unable to proceed further.

Seeking temporary hospitality in Hong Kong also have come the nearly 6 thousand foreign Catholic missionaries (88 alone remain in China, December 1954) and the many missionaries of the Protestant Churches. For the majority of these, however, Hong Kong was only an interlude, a passing-through place on their journey to their own land; a certain

number have remained to continue in Hong Kong their work for their Chinese people, but one and all they have presented no problem in Hong Kong, being independent of Government assistance and in transit.

THE PROBLEM

Housing

For the refugees of Chinese nationality the situation was of an earnestness for which only the liberty and



Squatter area on Hong Kong Island. The number of squatters was estimated at 300,000 (13.5 per cent of the population) out of which approximately 150,000 are refugees.

freedom of thought that they had gained could compensate. Amongst the greatest of their difficulties was the question of housing.

The more fortunate, those who came early with some capital, found place for themselves, but the rents were exceedingly high, and „key money”, illegal and exorbitant demands for bribes for the privilege of renting a flat was always demanded. People were obliged to live 8—10 families per hut. Furniture was reduced to below - necessity level, the floor was often a bed. Windowless rooms in dark apartment houses passed for something to be called home — and still do until the present day. There was no electricity, no running water, and most wearing of all, absolutely no privacy. Toilets were often large affairs in the public streets. Public showers, public clothes-lines; everything had to be shared; Hong Kong suffers from a perpetual water shortage. In the dry months of the year, the water supply is limited to two hours per day.

Others again, relying on the Chinese tradition of family hospitality, moved into the already overcrowded homes of relations, increasing the constant social problems of different families together, lack of privacy, etc.

For the rest, the 300,000 completely destitute, and for the increasing numbers who saw the microscopic capital with which they had come dwindling rapidly before the inroads of Hong Kong living, there was no other answer but the huts, tiny shacks, „squatted”, built on any scrap of vacant land. Makeshift paper homes made of . . . old packing cases, old tins, straw, cardboard and tar-paper, mud-daub or burlap bags. Six to fifteen was the average number of persons per tiny hut, the others slept in the last resort on the streets, on the foot-paths, in open doorways and under public staircases, in bombed-out buildings. Only the comparative mildness of the Hong Kong climate could make this possible for these street sleepers.

Between 1949 and 1951 some 47,000 squatters' huts sprang up (15 out of every 100 people in Hong Kong were living in them). Whole villages grew up overnight on the edges of the city, built generally of necessity along a water course running from the height of the mountain, and the hut-dwellers suffered the inevitable effects of unhygienic living, lack of sanitation, polluted water and over-crowding. Others again crowded on to the few available flat spaces — at the edge of the aerodrome, under the mountain, rows and rows of crazy shacks, packed close together, with no amenities, no roads, no drains, no water pipes — and always the terrible danger of the regularly recurring fires. (One example amongst many, the fire of Christmas night 1953 which in an hour destroyed some 10,000 huts and left 60,000 people once more completely homeless and destitute.



Squatter tent, detail of the above picture

Education

Already in 1948/49 the Government had found itself unable to provide educational facilities for the

children of the refugees who were then pouring into the Colony. These have remained and their numbers have increased immeasurably in the years between. This, coupled with the abnormally high birth-rate, has made a situation apparently incapable of solution. It is estimated that 225,000 pupils today are in the 1,097 registered secondary and primary schools. The overcrowding in many schools is solved in some



Street-sleepers in Hong Kong. The number of street-sleepers in Hong Kong was estimated by the Hong Kong Refugees Survey Mission at 30,000 (1.4 per cent of the population) out of which 10,000 are supposed to be refugees.

small measure by the institution of A.M. and P.M. (morning and afternoon) schools, each a separate group of scholars using the same building, and by the use of the schools for evening classes.

Waiting lists everywhere are long, and estimates of the number of children in the Colony receiving no formal education vary from 30,000 to a possible 110,000.

Education is voluntary and the standard is high, despite a present dearth of qualified teachers. There is no free schooling, but school fees in the new refugee settlement areas are as low as H.K. 50 cents per month. The parents of the children, however, are often unable to find even this small sum, and are further deterred from sending their children to school by the imperative need for their help at home, or for the few cents which they can earn each day by their labours, or by begging or scavenging to supplement the family resources.

Living Situation

With the simplest living costing \$ HK 1 per day (although many a refugee today lives on far less); with the most primitive packing case hut costing \$ HK 300; the rent of a cubicle in a hut some \$ HK 30

— 60 per month, or of a bed-space for \$ HK 10 per month (with, for the less fortunate who still possess a few cents, the only solution the hiring of a quarter-bed-space!), it can be seen that the ingenuity of the refugee people was taxed to the limit to find a way of survival.

The great scourge of the Colony is its growing high percentage of T.B. Despite all the efforts of the hardworking Medical and Sanitary Departments in their unceasing battle against the over-crowding, malnutrition, impossible sanitary conditions in the poorest refugee areas, the T.B. incidence has risen in the last years to its present total of 20% of all deaths in the Colony. 60 to 70 people are officially recorded as dying each week from T.B. and it is conservatively estimated that at least 50% of the population has the disease in some degree or other. A total of 5,000 hospitals beds in the Colony, (more than 4 times that number would be needed for adequate service), means long waiting lists of patients, above all in the maternity section, where beds have been known to be allotted, perforce, on the lottery system.

In at least one large Chinese hospital in Hong Kong tens of patients lie on mats on the floor beneath the hospital beds, waiting for the discharge of the occupant of the bed above.

It is fortunate, and greatly to the credit of the local Health authorities that there has been no major outbreak of cholera, typhoid or small-pox, indeed no major epidemic since the last war.



This picture was taken a few days after the fire which destroyed one of the largest squatter areas on Kowloon peninsula, Tai Hang Tun, on 22 July 1954 and left thousands of people homeless. By the end of March 1955 a number of multi-storey resettlement cottages for approximately 20,000 people had been completed on this ground by the Department of Resettlement of the Government of Hong Kong.

The labour situation in the Colony is in general peaceful, the over-supply of workers not being conducive to strike tactics. The disciplinary problems too are slight; no illegal entrant keeping the peace is ever deported to China, but the possibility of summary deportation for any persistent trouble-maker, registered or not, provides an efficient deterrent for the would-be offenders.

THE SEARCH FOR A SOLUTION

Personal Initiative

With the pressing need for a bare existence driving them on, the first attempt at a solution came naturally enough from these destitute people themselves. Though faced with the primary difficulty, many of them, of an unknown dialect (Cantonese is the language of Hong Kong), and of the need for a minimum knowledge of English to qualify for the great majority of the available positions, the new arrivals set out to make some form of livelihood.

Fitting into an already desperately crowded labour market, some managed to find full or part-time employment as dock-workers, road-builders or coolies.

Former army officers and high ranking officials found themselves now earning a few dollars and cents per day.

10,000 were absorbed into the lace-making industry, those from the district of Swatow being particularly fitted for this specialised work; thousands more found their way into the making of bamboo curtains, mats and rattan chairs (80% of the world's wicker ware is of Hong Kong origin).

Others again set out in business as hawkers. \$ HK 5 is sufficient capital for a modest beginning with a few half-stale buns, some vegetables, a few cheap towels or packets of cigarettes, stacked in a wicker basket and hawked along the streets. Thousands make a scarce living in this way, but as official hawkers' licences are granted only to widows and a strictly limited class of disabled and others, it remains for the majority a precarious livelihood, made doubly so by the ceaseless battle to evade the vigilant eye of the law and a possible confiscation of their goods.

Hundreds again began to make a living as scavengers, camping on the edge of the city rubbish dumps, and scavenging ceaselessly through the piles of vile smelling rubbish and junk. For some the way was through home industry begun on a pitifully small scale, the nurturing of a few cabbages of beans in a broken water crock for the harvest of bean sprouts — a never failing item in the Chinese menu; the keeping of a pig, a chicken or two, a vegetable garden labouriously scraped out of the corner of a hill-side.

Women at home looking after their children sometimes obtained embroidery work at extremely low rates of pay (often HK 60 cents for one dozen hand-embroidered handkerchiefs), working long hours into the night, crouched over the poorest and meanest of lights. Even the small children of 5—6 years of age were taught to earn their few cents a day thrusting wicks into bundled fire crackers for long hours on end, scavenging over the dumps or labouriously stitching at the most elementary edging of the embroidery. Every family set out to earn as best it could, two meals of rice per day.

Half a million people in Hong Kong make a living out of fishing. Even for those with a knowledge of local conditions and with the necessary boats and equipment it is at best precarious, for the newly-arrived refugee, knowing neither how to fish nor to read the weather, it was practically impossible.

An iron mine now employs 2 thousand. The work is heavy and the pay light. The company provides a doctor and a small school for the miners' children. It cannot afford to do more, and the refugees who are strong enough to do this work are happy to get it. A surprisingly large group found their way to a living by providing services or conducting small businesses right in the refugee camps and squatters' areas: barbers, shoe repairers, food-sellers, carpenters and tinsmiths. As many as possible continued naturally to ply their old trades.

Amongst them also was the cream of the Chinese intelligentsia, possessing invaluable funds of intellectual and professional skill. Never rich at the best of times, a very few only were able to bring means with them to Hong Kong; the vast number arrived, and continue today, in a destitute or near destitute condition. Many are still without employment or are barely subsisting by engaging in menial occupations representing a total waste of their knowledge and training. More detailed mention is made later of the help that is being attempted for this group, but their plight is amongst the most tragic of all, eking out their lives on a starvation level, and debarred by a strong native pride from applying for or accepting the assistance given by charitable sources.

Direct Relief

For the Administration of the Colony the changing social structure of the last years has presented a multitude of anomalous and almost insoluble problems. The constantly increasing Chinese population, the destitution, the ever-present problem of over-crowding and under-nourishment that the refugee peoples have brought with them, and the constant threat of a serious lowering of the public health have made direct assistance and relief a prime necessity.

In Rennie's Mill Camp, situated on a hillside some miles outside the city, the Government in 1950

gathered some 10—12 thousand of the most destitute of the street-sleeping refugees, who since that time have been maintained at Government expense with daily rations of already cooked, rice, fish and vegetables. The proportions of the camp have grown considerably since that time, but Government Relief to the original dwellers has continued.

There is, however, no general relief programme and any system of dole would be impossible, serving as it would as an open invitation to the hungry multitudes across the Border.

The Government Social Welfare Office, created in 1947, operates (1951) 6 Welfare centres giving direct assistance, free meals and clothing, and attending to child welfare.

Noteworthy in this connection is the work of the private relief agencies, local benevolent societies, individual and collective charities of the local Chinese community, and of the various religious bodies. Fifteen Welfare Centres have been built, through the generosity of the American Catholics, at an initial cost of more than \$ HK 540,000 which are totally staffed and supported by the Catholic Church. Scattered through the very poorest of the refugee areas of Hong Kong, each centre consists of a unit — Church-school and Recreation centre — the always open doors of which offer a place where the refugee can meet his fellows, learn religion and seek the information and advice he needs for his multitudinous dealings with Government, hospitals, etc.

Missionaries coming out of China had found their own people in difficulties in Hong Kong, Priests and Sisters who knew the language and customs of the various groups of refugees offered their assistance to the sorely pressed local clergy and went to live with the refugee people, sharing their hardships. The Centres presently commenced free weekly clinics, staffed voluntarily by the local Catholic doctors and nurses, and assistance was begun for the most immediate needs of the people: free clothing, food parcels, milk powder etc.

The material relief issued came and still comes almost without exception from War Relief Services — NCWC of America and has included in the last three years 600,000 lbs. of good used clothing and 200,000 lbs. of milk powder. As well hundreds of food parcels, each valued at \$ US 5 have been distributed to refugee families through the Adopt-a-Family plan of the American National Council of Catholic Women.

It goes without saying that all help given to the refugees has been given entirely following the dictates of individual need, not of religious conviction.

Co-operation

Outstanding co-operation is experienced between the Government officials and the various charitable and

relief organisations working in Hong Kong. The need is so exceedingly great but the whole-hearted response is always, it seems, to be found.

A typical example may be found in the fire of Christmas night 1953, already mentioned. On that night 60,000 people were made homeless in one hour. Already the following morning donations began to flow in from people in every walk of life. £ 200,000 was received from England, \$ US 150,000 from America, rice and money to the total of \$ HK 1,000,000 from China. Within more than a week or two \$ US 1,000,000 had been collected. Immediately setting up feeding stations at the scene of the fire, the Government, with the help of the British Army, was able to begin at once the distribution of 120,000 meals per day on the streets — a thing impossible except in a land where a bowl of rice and vegetables is the staple diet.

Mobile clinics treated hundreds of minor injuries (3 people only lost their lives) and the hospitals received the more serious cases. Of the 60,000, some 20% were able to find temporary shelter with relatives. The other 80% slept in the matsheds provided by the Government, or built small huts for themselves along the city foot-paths until the Government was able to provide new housing. Work began immediately upon what was called „Operation Boxing Day”. The Army and the Public Works Department co-operated in the levelling of some 50 acres of land and shortly 5,000 small apartments of cement and stone had been built and made available to the fire victims. Although not large and of the simplest model, they were an infinite step from the wood — tarred paper — fire hazard shacks they replaced.

Low Cost Housing

The Government, local contractors and private relief agencies have joined hands to provide several types of low-cost housing. In designated areas contractors have been authorised to build several thousand small homes. These are fire-proof, dry and incalculably better than the crowded huts and city tenements. But tens of thousands of these houses are needed, and the land for so many is not available. It is a problem that seems incapable of complete solution, as the logical answer, large blocks of workers' flats, occupying so much less space, yet requires more capital than can be found at the present time. The Government has given the widest freedom to the voluntary free enterprise in this regard, and has endeavoured to manage without direct assistance to the schemes.

Typical houses built in the Catholic scheme under the auspices of the Maryknoll Mission cost approximately \$ HK 800, and are made of cement — and stone granite if it is available to be quarried at the site. More than 300 houses have been built in the last 3 years. Each unit (one hundred families) has

its own bath house and central water tap, from which water is obtainable for an average four hours per day. Rentless, given as a free gift to the most needy refugee families, the houses are at their disposal for as long as they continue to live there.



Resettlement huts in the New Territory Hills nearby the Kai Tak Airfield.

Developmental Planning

The emphasis in the work for the dispossessed people in Hong Kong, however, has in recent years shifted more and more

„away from the short time and sometimes unproductive relief work, to the goal of enabling every resident to become a reliable neighbour and a useful fellow citizen”.

(Hong Kong Annual Report, 1948.)

To make this positive programme practical many large scale construction works have been begun under Government auspices: reclamation works (Hong Kong's new Town Hall will be built in 1955/56 on land reclaimed from the harbour), a new airport, a new stadium, a new reservoir (partial solution of the Colony's chronic water shortage), road construction and repair, shipbuilding extension, and finally the building works and the scheme for the low cost housing which has brought such a boom in the building trade in the last years and has provided innumerable refugees with a chance of livelihood. Government developmental plans cover primary as well as secondary industry. The agricultural plans, however, can do little to help the refugees as most of the available land was taken long before their arrival. Some have succeeded in clearing and planting tiny lots along the hillsides, or in finding a scrap of ground where a pig or several chickens can be raised. For them Government help provides some seeds, fertilizer, young chicks or piglets. The co-operative

buying and selling organised by the Government in recent years has also done much to help the farmers. For the fisherfolk help is given in the form of co-operatives for the purchase of motors for junks, machines for fish dehydration, loans for the purchase of nets, direct markets etc.: but, as already mentioned, very few refugees are able to enter the fishing industry.

Education

The Government places great emphasis on its educational programme, one tenth of its total expenditure for 1954/55 is planned for this work. In the last year \$ HK 500,000 was allotted for building grants to schools in refugee resettlement areas, which will hereafter receive also subsidies for their current expenses. In addition a further 6,500 places were provided in the last year in Government primary schools.

During the year 1953/54 only 80,000 of the children of Hong Kong were in the Government schools, but great assistance has always been given to grant-in-aid and subsidised schools, roughly one third of the present number being subsidised. In addition non-Governmental schools requiring land are always granted it on a dollar-for-dollar basis.

Poor Boys and Girls Clubs

Necessarily limited in numbers and reaching only a very small portion of the refugee children, but of a practical value for the fortunate ones amongst them, are the Poor Boys and Girls Clubs.

Begun in 1936 with a single experimental club, their numbers had risen to 20 when the Japanese occupation put a stop to their activities for the duration of the war. By 1952, however, some 69 clubs were in existence with a club membership of 2,779. Children of the very poorest, they are grouped in various clubs: Shoeshine Boys, Newspaper Boys, Mud-carriers, Children of Coolies, etc. Each child is given a daily free meal, regular check-up by a doctor, showers, baths etc. and in addition the elements of a rudimentary education.

Public Health

Hampered at present in its programme of public health by the serious over-crowding and lack of hospital accomodation, Hong Kong yet possesses an adequate supply of doctors. Costs of private medical treatment and of medicines are extremely high (although medicine prices have dropped by 50% in the last three years), but Hong Kong's doctors and medical staffs are most generous of both their time and their medicines in the service of the refugees. Every large refugee settlement has its own free clinics and dispensaries, and the Government mobile

medical and dental clinics traverse the city. Religious and other voluntary organisations conduct many free clinics in the city and refugee areas on the hill sides.

In an intensive attack on the scourge of T.B. Government clinics have been established both in Hong Kong and Kowloon for the distribution of BCG serum, and a free sanatorium of 230 beds, staffed by the Catholic Columban Sisters, is owned and operated by the Hong Kong Anti-Tuberculosis Association.

The War Relief Services of NCWC — National Cath. Welfare Conference of America — have last year supplied Hong Kong with a mobile clinic, working every day of the month and treating at present some 5,000 per month. Staffed by relays of volunteers from amongst the local doctors and nurses, both Chinese and foreign, and permanently equipped and supplied with medicines from War Relief Services, the clinic is an inestimable boon for the refugee people working as it does in close conjunction with the clinics already established in the various Catholic Welfare Centres. Ladies of the English Catholic Women's League and of the Chinese Catholic Club have formed volunteer professional teams, and have established smaller clinics and weekly dispensaries amongst the smaller groups of refugees.

Aid Refugee Chinese Intellectuals

The Organisation ARCI — Aid Chinese Intellectuals — formed in New York in 1952, has in its Hong Kong office registered over 25,000 refugees who, with their families comprised some 70,000 persons. A recent report lists the following qualifications of those registered:

Educated abroad	1425
American Universities & Colleges	549
Foreign Universities and Colleges	876
Educated in China	12947
Missionary Universities & Colleges	1194
College & University graduates	8149
British or American Universities & Colleges	519

These people have benefited in two ways from their registration with ARCI:

- a. Aid in Hong Kong programme,
- b. Resettlement in Taiwan.

a. Aid in Hong Kong:

The programme under which aid is given in Hong Kong includes the subsidisation of trainees in handicrafts, such as sewing, embroidery, rattan work, to enable them to become rapidly self-supporting in these occupations; the subsidisation also of teachers and of clinics for the refugee camps, and very modest loans to assist beneficial employ-

ment. Most of this work is done in an indirect manner through the various welfare agencies. With the same objective, 5 Fellowships for the University of Hong Kong were provided in the last year.

A Chinese literature programme has as its objective the fostering of production of Free Chinese literature and of preserving the persons and talents of some of China's most eminent scholars who are amongst the refugees, and who can otherwise find no suitable employment. This last project was conducted for one year during 1953. During this time ARCI subsidized a staff of 9 persons and gave financial assistance to 100 writers amongst the registered refugees. 34 books were produced of which 69,000 copies became available for public sale.

b. Resettlement in Taiwan:

Thousands of the refugees were registered for survey for eventual resettlement in near-by Taiwan (Formosa), but because of its already over-burdened position, and by reason of the economic problems resulting from the political and military exigencies now affecting the Far East, Taiwan is able to absorb the refugee Chinese people at the rate of hundreds instead of the thousands seeking admittance.

Conclusion

Such in brief is the present situation of the refugee problem in Hong Kong. A serious situation, in all its years of hospitality, Hong Kong has known no one more serious, nor one with less hope of a speedy return to normal conditions. It is a situation beyond the scope of the local authorities to solve, however valiant may be their efforts.

International bodies could do much to help with an immediate appeasement of the sufferings of the people; but, symbol and sign of the disheaval and disruption of our whole world, Hong Kong and its refugee peoples must wait the return of that whole world to unity and peace before the final answer can come.

Appendix

THE CATHOLIC CHURCH IN HONG KONG

Early History

The Catholic Church in Hong Kong is as old as the Colony itself, Hong Kong having been established as a Mission Prefecture exactly three months after the foundation of the Colony in the beginning of 1841.

The first Catholics were the soldiers of the new garrison but the first seminary was established in 1842 and the first Chinese priest had already begun work in the Colony by 1844. In 1848 the first Catholic hospital was opened by the Sisters of St. Paul de Chartres, and with it the first convent and

school. By 1855 the population of the Colony had grown to 73,000 of whom 36,000 were Catholics. At that time Hong Kong had still only its Apostolic Prefect assisted by two other priests, but numbers grew when the Foreign Mission of Milan (P.I.M.E.) was assigned officially to the Prefecture and the first of the young Chinese priests were ordained from the Seminary.

From then on the work of the Mission went steadily forward, numbers of Catholics increased, new parishes were formed everywhere and the Cathedral of the Immaculate Conception was officially consecrated in 1884. Finally in 1946, at the time of the establishment of the Chinese hierarchy, Monsignor Henry Valtorta, Vicar Apostolic, became the first Bishop of the new Diocese of Hong Kong. Increasing work obliged Bishop Valtorta to seek a Co-adjutor and in 1949 the present Bishop of Hong Kong, Monsignor Laurence Bianchi, became Bishop with right of succession. The new Bishop, however, returned immediately after his consecration to his mission in the South-East of Kwantung Province (the greater part of the Diocese of Hong Kong lies at present behind the Bamboo Curtain). Here he was detained for the next three years by the newly arrived Communists, and prevented from returning to his See, or even from communicating with his clergy after the death of Bishop Valtorta in 1951. Released in October 1952, he was finally able to return to Hong Kong and to the tumultuous and glad welcome that awaited him there.

The Church today

„The continuing life of the Church in Hong Kong is one of growth in numbers, vigour in activities, and splendour in works of welfare. The salient features of the Catholic Church's immense programme is that it is welfare not *for* but by the Catholics... From the Bishop, through the many leaders and directors of the Catholic institutions, down to the newest convert the aim of every one is the addition of members to the Mystical Body of Christ.”

(Welfare Report, Sunday Examiner Dec. 1954)

In Hong Kong today the Church is living that growth in numbers, and it is a heart-warming, almost miraculous growth. Catholics number only 57,000 (one in fifty in the population), but in the month of December 1954 alone, 2,000 people were baptised; baptism figures for 1952/53 were 5,300 adults and 1,700 children of Catholic parents and for 1953/54 some 8,300 adults and 2,040 children. The numbers grow without ceasing — the harvest is there, first fruit perhaps of the Church suffering so bitterly in China in these years. Conversion „campaigns” are not necessary, one could almost say that the number of catechumens was limited only by the numbers of those qualified to give the necessary instruction and

to follow the newly baptised with friendly interest during their first months in their new Church.

The Colony has just on 300 priests — 70 of them Chinese; some 530 sisters, of whom more than half are Chinese; and almost 100 teaching brothers. The Catholic Year Book and Directory for 1954 lists 11 Parishes in Hong Kong and Kowloon and some 12 Mission Districts in the New Territories. There are 4 major and one minor seminaries. A monastery of Chinese Trappists has been established on Lantau Island in the New Territories and a Chinese Carmel outside the city of Hong Kong itself.

The supply of priests is adequate for the care of the Catholics (a priest for each 200 people), although there is a shortage of native vocations. But the energies of one and all in Hong Kong are fully absorbed and taxed to the utmost however by the happy task of helping the streams of those wishing to enter the Church and by the pressure of the work to be done for and amongst the refugee peoples.

The bulk of the new converts come from the refugee people, but not, as might be supposed, from the most destitute, the most hopeless, the most unlettered amongst them. Torn from their old life, moved to deep questioning by their own suffering, and by the suffering of those around them, struck by the practical and all-embracing charity of the Church, and by her sure, untroubled and fearless stand in the face of persecution and death, moved by the Grace of God, always seemingly more visible at times such as this, they come in their hundreds, people of every age and social standing, to find a home in the Catholic Church. Then, time and again is it the case, the new-found happiness and the urge to share what they have received sends them out, prompted by none, to bring their friends and acquaintances to the Church. Personal experience can tell of at least one poor village woman who in this way had brought 32 others to the Church since her baptism two years ago.

The 81 schools listed in the current Year Book cater to some 36,735 pupils, only 20% of whom are Catholics.

The schools however, educate one seventh of the entire number of Hong Kong School children, and have an exceptionally long waiting list; the goal of the majority of people, even the pagans, being an education in a Catholic school for their children.

The six Catholic orphanages of the Colony care for 561 children, the Little Sisters of the Poor have 340 old people in their home; a Good Shepherd Convent, begun only two years ago, cares already for more than 50 girls.

The oldest of the Catholic organisations is the St Vincent de Paul Society, which with unobtrusive charity has been caring for the needs of the local poor since 1863. The Catholic Women's League, a group representative of many nationalities, cares for

dispensaries in the refugee areas, visits hospitals and assists children's institutions, whilst the Chinese Catholic Club aids the St Vincent de Paul Society in its charitable work, and in addition supplies volunteer teams of doctors and nurses for the refugee areas. The Welfare Centres attend to approximately 5,000 dispensary patients per month, and have 4,000 children in school. The Catholic Welfare Committee, Office of War Relief Services — NCWC of America, uses these centres as natural distribution centres for its charity funds and for its shipments of material aid. In one of the large office buildings in the heart of the city is the Catholic Centre, a work of the Bishop and the co-ordinating point for much of the Catholic life of the Diocese. Here in its chapel morning and evening Mass is celebrated, the Rosary is said and Benediction given at midday hours, Confessions are heard throughout the day in most languages. The Centre's reading room and library is a meeting place for all and sundry, and serves for all the general meetings, curia meetings of the Legion of Mary etc. for the city. Here too are produced the weekly diocesan newspaper the Sunday Examiner and its Chinese counter-part the Kung Ka Pao. It is to the Centre and to the office of the Catholic Welfare Committee that the thousands of expelled missionaries have come on their arrival, and it is here that a constant stream of refugee people, the greater majority of them pagan, find their way each day in search of help. Its rooms offer hospitality to the editorial office of the Missionary Bulletin, official

record of the sufferings and struggle of the Church in China in these years.

Such is Catholic Hong Kong in 1954, one tiny point of light along an apparently darkened coastline — one light that yet holds all the promise of the flooding light that will come when the night is passed and a new morning has come for China.

December 1954.

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The Refugee Problem in Trieste

by CATHOLIC RELIEF SERVICES-NATIONAL CATHOLIC WELFARE CONFERENCE (Geneva)

HISTORICAL BACKGROUND

ON SEPTEMBER 8, 1943, GERMAN TROOPS ENTERED the city of Trieste. A civil governor was appointed, thus materializing Hitler's dream of direct access to the sea through Austria.

The Nazi occupation of Venezia Giulia was of the utmost historical and political importance; for it was to render more evident the peculiar cultural and spiritual position of this territory torn by opposing Eastern and Western influences.

During the Italian occupation of Croatia and Dalmatia, in 1941, guerilla warfare had broken out in these Yugoslav provinces. These isolated groups worked under the leadership of Joseph Broz, otherwise known as Tito, whose headquarters were established in the mountains of Bosnia. Sabotage was their most powerful weapon. Although these

groups of partisans were fighting for the freedom of their country from foreign occupation, it was possible even then to detect communist, anti-catholic influences in the movement. Commissars trained in Russia controlled the partisan groups.

It was therefore only a natural historical consequence that during the German occupation of Venezia Giulia there should appear guerilla groups in the territory between Posthumia and Trieste, and Fiume and Pola — a perfect triangle within Venezia Giulia. The inhabitants of this territory fled in terror to Trieste, to Fiume or Pola, from the massacres and cruelty of the partisans. These were the first refugees in Trieste.

The communist occupation of this region lasted only forty days. In October, an Army Division known as the "SS Adolf Hitler" was sent into the hinterland of Istria and Venezia Giulia and the

refugees returned to their homes not realizing what was in store for them. Those suspected of anti-German feelings were immediately interned in prison camps. Others, suspected of communist leanings, disappeared mysteriously during the night. On April 30, 1945, the German Army, already defeated, withdrew beyond the Brenner Pass. The Allied armies were advancing towards the Alps. Tito then advanced from Slovenia and occupied the territory of Venezia Giulia, establishing his headquarters in the city of Trieste.

The Yugoslav occupation lasted forty days. Refugees left their homes by the hundreds and escaped to the zone beyond Isonzo where the Fifth American Army had already arrived.

On June 10, 1945, General Alexander signed an agreement with Tito whereby the Yugoslav troops would immediately withdraw beyond the Morgan Line. This gave Tito undisputed possession of most of Venezia Giulia.

It is not necessary to recall the mass executions by the Yugoslav armies during this period. Hundreds of men, women and children escaped death by fleeing to the city of Trieste where they received assistance from the Allied Authorities.

It was then that the problem of these refugees in all its magnitude appeared. All the refugees from Venezia Giulia were Italian nationals. Because of their great numbers, it was necessary to establish a reception center in Udine from where they were sent to various camps in Italy.

On September 15, 1947, Italy signed the Treaty of Paris. The Free Territory of Trieste was established and divided into two zones. Zone "A" was to be administered by the Allied Government, and Zone "B", which included 40 km. of the Istrian coastline, was entrusted to the Yugoslav Government.

The town of Pola was totally evacuated. Nearly 30,000 people left Fiume, and only Yugoslav citizens and persons holding foreign passports remained. Gorizia was handed back to Italy. Italian nationals still in the Yugoslav Zone were permitted to choose whether to remain or go, and the exodus of thousands of persons continued.

The Allied Authorities in Trieste did their best to help the refugees but the majority preferred to stay in Trieste where most of them had relatives and friends.

In the meantime, the situation in Trieste grew more and more serious. The sudden increase of population was a very grave problem. The local labour exchange had registered 25,000 unemployed persons. On the other hand, the political situation was far from reassuring. The appointment of a Governor, stipulated by the Treaty of September 1947, seemed little more than an illusion. In 1948, the Government of Yugoslavia broke away from the Cominform. A new persecution began, this time against people of

avowed Cominformist sympathies. The first refugees from behind the Iron Curtain began to arrive in Trieste. The Allied Authorities were forced to open new camps for these exiles who arrived in such numbers that in one year alone 4,000 Balkan refugees had to be provided for. In view of this situation, the Allied Military Government assumed control of all activities in favour of Balkan refugees.

THE REFUGEES FROM VENEZIA GIULIA

1. During 1954, 35,000 refugees from Venezia Giulia came to Trieste. Accommodations, temporary or permanent, have been provided for all these refugees. A total of 1,412 are lodged in five hotels requisitioned by the municipal authorities; 800 are living in a refugee camp in Opicina; 412 families (1,650 persons) are installed in grain storehouses, and the remaining refugees are living in temporary quarters in cellars or rooms provided by friends or mere acquaintances.

After the Allies declared their intention to withdraw from Trieste, in October 1953, the problem of the refugees from Zone "B" became more acute. The persecution of priests and peaceful citizens continued. The suspension by the Yugoslav authorities of free traffic between the two Zones created a political pressure which the international press did nothing to abate. Since that date, 5,250 refugees from Zone "B" have arrived in Trieste; that is to say, an average of 500 persons per day.

2. Since 1948, 10,000 Balkan refugees have arrived in Trieste from Yugoslavia. At present the number of these refugees fluctuates near 3,000.

In early 1948, War Relief Services-National Catholic Welfare Conference opened a Mission in Trieste. Since that date the following has been accomplished:

a. By December 31, 1951, 1,052 persons had emigrated to the United States under the DP Act which expired on that date

b. There are at present registered in the NCWC office:

1. 6,486 persons (2,280 cases) residents in Trieste;
2. 1,071 persons (482 cases) Zone "B" residents;
3. 4,128 persons (2,101 cases) "Triestini".

A total of 12,737 persons (5,276 cases) are registered and the registrations continue on an average of 10 cases per day.

Refugees from this district now in Trieste are assisted spiritually by priests of the parish in which they are residing. War Relief Services-NCWC also assists these refugees materially with normal plans of assistance which are carried out in collaboration with the Bishop of Trieste and through local Catholic Institutions and parishes.

During 1954, on a special government scheme ICEM moved to Australia 2381 persons from Venezia Giulia and Trieste, and 37 to Venezuela. The emigrants before their departure were referred to

their parish priests for confession and Holy Communion. The Bishop of Trieste invited them to the Basilica of San Giusto for a solemn religious service. The Bishop and all the Authorities of Trieste went on board the ships before the departure for their last farewell.

BALKAN REFUGEES

The emigration of the Balkan refugees from Trieste to overseas countries started in 1953 when NCWC presented projects to immigration countries for non-sponsored cases. Of 1,672 persons presented, a total of 442 have departed under the following projects:

Country	No. of persons presented	No. of persons accepted
Australia	59	12
Brazil	598	212
Canada	294	28
Chile	229	107
Colombia	441	71
Venezuela	51	12

The selection of refugees by our office is carried out as follows:

1. Registration, interviews, and counselling;
2. Documentation which includes photographs, religious certificates, medical certificates, and a professional certificate.
3. The applicant must sign a "Request for Emigration" indicating the country which he has selected for immigration.

NCWC then ascertains the USEP eligibility of the migrant and his classification under the Trieste Trust Fund, administered by ICEM. On the basis of this information, dossiers are prepared and sent to the overseas agencies, requesting them to obtain visas and informing them of the amount of funds from the Trust Fund that it is possible to send for reception and placement expenses. As soon as visas are obtained, ICEM prepares the various documents required by the Consulate of the country of immigration. ICEM also books transportation for USEP eligibles or for refugees who have been granted a Travel Loan.

SPIRITUAL CARE OF REFUGEES FROM BEHIND THE IRON CURTAIN

NCWC is responsible to AMG for the assistance and

spiritual welfare of the refugees in the AMG DP camps. For this purpose, the Bishop of Trieste has appointed a corps of chaplains who speak the various languages of the refugees. They are Diocesan priests of Trieste with the exception of one who has been sent to us by the Oriental Congregation to help with the spiritual needs of the Russians. The chaplains visit the refugees regularly and work through the NCWC offices. Holy Mass is said every Sunday for each of the national groups. Catechism is taught in the camp school, and the children and a few adults are prepared for their First Holy Communion and Confession. The chaplains also prepare the necessary documents required by Canon Law, assist with marital problems and work very closely with the youth of the camps. Our chaplain corps is made up as follows: 2 priests for Slovene and Croat Catholics; 1 priest for the Russian Catholics; and 1 priest for the Roumanian Catholics. Their job is very important and their counselling and assistance are needed by the refugees who become very depressed during their long period of waiting for emigration.

Through its welfare office, the NCWC has organized a domestic service training course for girls and a vocational training course for boys which includes courses in typography, carpentry, electricity and mechanics. NCWC has also organized a special course for illiterates. Summer camps for boys and girls of the AMG DP camps have been organized. Situated in Italy they offer the children a change from the life in the refugee camps. This program is very beneficial both to their spiritual and physical health. A summer camp for boys and girls lasts two months; a camp for young mothers and their infants lasts one month; a camp for Boy Scouts and Girl Guides lasts one month; and a camp for unaccompanied girls lasts two months. In this latter camp the domestic service training course continues.

FUTURE PLANS

1. The refugees from Venezia Giulia still constitute a grave problem. Many of them who hope to do so will not be able to emigrate to the United States. Every effort should be made to give these persons an opportunity to resettle in Australia or Canada.
2. Training and instruction programs in favour of refugees from behind the Iron Curtain, are being intensified.



Difficult Cases in Austria

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THE PRESENT ARTICLE IS A COMPENDIUM OF THE author's report to the United Nations High Commissioner for Refugees, concerning the situation of the difficult cases among the refugees in Austria.

DEFINITION OF DIFFICULT CASES

Difficult cases are those people, who, by reason of their physical and/or mental condition, are unable by their own efforts to attain a decent existence fit for human beings. They are either abandoned children or those who are as helpless as children, i.e. the aged, the chronic sick, the invalids.

Since the survey, resulting in the above mentioned report was carried out in Austria, and as concerned with the refugees under the Mandate of the U.N. High Commissioner, the difficult cases can be more precisely described as follows:

a. Non German speaking refugees who were placed in Institutions in 1951 under an agreement between the Austrian Federal Government and the IRO. At the end of 1951, special case and maintenance arrangements were made on behalf of these so called „Institutional hard-core“ refugees;

b. Refugees within the Mandate of the High Commissioner, both Volksdeutsche and non-German speaking, who by reason of their physical and/or mental condition are, according to expert medical or welfare opinion, in need of institutional care, on a temporary or permanent basis;

c. Refugees within the mandate of the High Commissioner both Volksdeutsche and non-German speaking, who by reason of their physical and/or mental condition are, according to expert medical or welfare opinion, in need of special care outside an institution for a period of not less than a year and without changing their place of residence.

It must be stressed, however, that the boundary line between the genuine difficult cases and other „refugees in difficulties“ — e.g. those living in huts, in lack of money, unemployed, killing time while awaiting emigration, is often very hard to draw. Social economic and mental distress, and the moods of hope, disappointment and apathy, have such utterly different effects on individual refugees that it is not always possible to classify them categorically on the basis of a more or less theoretical definition. There are many border-line cases and especially potentially difficult cases.

ORIGIN OF THE PROBLEM OF THE DIFFICULT CASES

In the post-war history of the refugees, the problem of the difficult cases first made itself felt in respect of

those refugees who by reason of their physical or mental condition could not fulfil the requirements for the IRO emigration programme and had to remain behind in Austria as an unassimilable „hard core“. So in its very beginning the problem of the difficult cases is indeed strongly connected with the emigration of refugees out of their countries of actual residence. Migration is more or less always a matter of positive selection, as far as the immigration — and of negative selection as far as the emigration countries are concerned. Here, however, arises the question of responsibility for the group of the difficult cases, as a restgroup of the refugees. Since the international world acknowledged the refugee-problem as an international one, arising as it did from a world war, it is clear that the problem of the difficult cases is of the concern of all the nations, and especially of the immigration countries, who accepted the healthy and able-bodied refugees as useful elements for their national economic and social life, and refused the unemployables.

The international responsibility for the problem of the difficult cases, was, indeed, acknowledged by the IRO, who on behalf of a number of them, concluded some agreements with various Austrian official bodies and voluntary agencies, under which agreements arrangements were made for their care and maintenance. The IRO undertook to make a grant of a certain amount of Austrian Schillings for each individual case and each family member. Agreements were concluded with the Austrian Federal Government, the Provincial Government of Carinthia, the NCWC and the Protestant Mission for Austria. In this way a total of 749 difficult cases, including a number of family members, had been provided with continuing care and maintenance by the time the IRO wound up its activities in Austria at the end of 1951. Supervision of the care and maintenance of these refugees has since that time been in the hands of the United Nations High Commissioner for Refugees.

DEVELOPMENTS OF THE PROBLEM OF THE DIFFICULT CASES, SINCE THE IRO WAS WOUND UP

The problem of the difficult cases was by no means settled when the IRO wound up its activities in Austria on 31 December 1951. On the contrary, the number of refugees who by reason of age, illness or other disability will never, or not for a long time, be in a position to look after themselves, has steadily increased since 1951. There are a number of reasons for this.

a. The problem of the IRO difficult cases was indeed provisionally settled in a general way at the end of 1951, but in the course of time a number of problems have arisen which require solution. By way of example mention need only be made here of the question of the statements which refugees sign when leaving the institutions to which they were admitted under the terms of the agreements.

b. Since 1951 a number of refugees who were within the mandate of the IRO and at that time were qualified for emigration or sought employment in Austria are no longer fit to work because of illness, old age etc. Here are for example all the refugees who for years worked for the occupation authorities and are gradually being or have already been dismissed. Those among them who have in the meantime become difficult cases could no longer, of course, be included in any of the IRO welfare schemes.

c. The crux of the grave problem of the difficult cases today is the fact that the many Volksdeutsche and non-German-speaking refugees, who did not come within the mandate of the IRO, but do now come within that of the High Commissioner for Refugees, include a large and growing number of difficult cases.

Up to November 1951, when the Vienna office of the U.N. High Commissioner for Refugees was opened, these refugees and expellees received no assistance or protection from official international bodies, so that the aged and sick among them found it extremely difficult to keep body and soul together.

d. Since during the years before, a relatively large proportion of healthy and able-bodied refugees have emigrated, the ratio of difficult cases to able-bodied refugees has been unfavorably influenced by a process of „negative selection”. There is no way of proving that emigration appreciably affected the age distribution of the refugees in the sense that the emigrants were exclusively or mainly young people, while the older people stayed behind in Austria, as, unfortunately, no reliable data are available on the age distribution of the emigrants out of Austria. A strong indication, however, for this negative selection, at least as far as the non-German-speaking refugees are concerned, can be found in the figures available for Germany. In a report of the office of the U.N. High Commissioner for Refugees¹⁾ it is shown that the proportion of refugees in the economically most productive age groups, from 20 to 45 years, fell steadily from 56,6 per cent at 31 March 1948 to 47,4 per cent at 31 March 1950. During the same period, in the 15 to 20 years group the figure fell from 5,5 per cent to 3,9 per cent. Along with this there was a proportionate increase both of children and of over 45's. The

proportion of old persons of 65 years and over, at 31 March 1948 1,8 per cent, rose to 5,5 per cent at 31 December 1953.

Moreover, the figures, given in the above mentioned report on the family structure, clearly illustrate the effects of selective migration. Between 31 August 1948 and 31 March 1950 we find:

i. a proportionate increase in the number of unattached refugees, particularly among those of 45 years and over,

ii. a proportionate increase in the number of families without a man at the head,

iii. a comparative increase in the number of females in all the economically and socially difficult categories — heads of families, children and old persons.

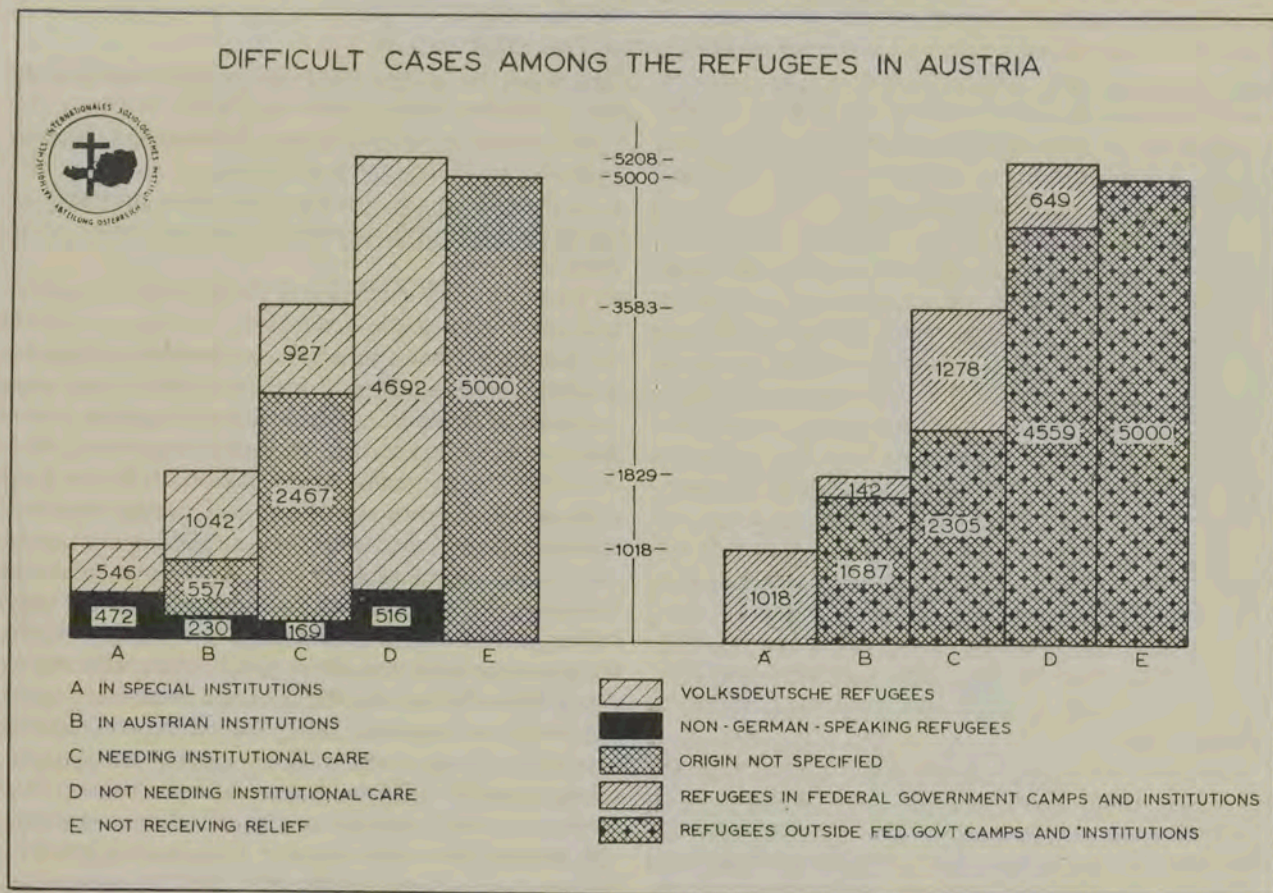
There are reasons to believe that among the Volksdeutsche the negative age-selection did not play such a role as among the non-German-speaking refugees. Experience with the so called sponsorship emigration schemes to the U.S. has shown that the Volksdeutsche, among whom the family ties are very strong, in fact almost matriarchal, are often unwilling to emigrate unless the entire family goes with them. Apart from the sponsorship schemes there were other opportunities for older refugees to emigrate. In the first place there were various smaller emigration schemes solely designed for difficult cases. The countries which carried out such schemes for the old and infirm were mostly European (Sweden, Belgium, the Netherlands, the U.K., Switzerland etc.). Further, those emigration schemes which were intended only for young and able-bodied refugees certainly for a time influenced the age-pattern of those who remained behind, but the position was partly restored a year or two later when families were reunited. Nevertheless, the emigration possibilities, also for Volksdeutsche aged people, were and are comparatively small, especially for the unattached elderly refugees and elderly couples.

There is no doubt, finally, that emigration produced „negative selection” of left-overs, in so far that TB patients, post TB cases and members of their families who refused to be separated from them, stayed behind in Austria, so that the proportion of these people is relatively high as compared with the position among the indigenous population.

e. The development of the difficult cases problem is not only intensified and — at least partly — caused by the emigration of refugees, but must also be considered as connected with their integration in the country of residence, i.e. Austria. Here too, a negative selection of refugees took place, as far as only the economically productive elements of the refugee population fulfilled the requirements of the integration projects. The difficult case category sprang up as and when able-bodied refugees gradually became ordinary citizens in Austria, and will stand out in greater relief as that process continues. It is clear,

¹⁾ „The Assimilation of the Refugees in Germany” HCR/RS/9, March 1954 pages 8 and 9.

FIGURE 1



Cas difficiles parmi les réfugiés en Autriche, selon la forme du secours, qui leur est donné et selon leur origine — Schwierige Fälle unter den Flüchtlingen in Oesterreich, gemäss der Form der ihnen gewährten Hilfe und gemäss ihrer Abstammung.

however, that the two groups — difficult cases and assimilable refugees — cannot be regarded as two different and separate categories. The aged and sick refugees are to some extent sociologically bound up with the entire refugee population by their family relationships, or, to say the least, by language, origin and a common fate. This means that the problem of the difficult cases cannot be solved without repercussions on the other refugees, and conversely that any constructive programme of assistance for assimilable refugees must inevitably be faced with the problem of the difficult cases.

In every population there are sick and aged people, disabled persons and orphans. But their problem is not unduly serious, firstly because their families can assume partly responsibility for their care and maintenance, and secondly because protection is afforded in most states today by social legislation providing sickness and disability insurance, old age pensions and allowances, etc.

The absence of these two important factors, the economic capacity of the group to which these persons belong and legal claim to some kind of allowance, pension or insurance, is, in the final analysis, the main

cause of the serious problem of the difficult cases among the refugees.

1. The economic capacity of the refugee group, already weakened by the process of „negative selection” brought about by emigration, is insufficient. Insofar as the refugees are capable of working, they frequently hold inferior and less well paid posts than they occupied in their country of origin, and are hence economically weaker than their capabilities warrant; or again, and this applied to the Volksdeutsche till 1952 and to the non-German speaking refugees till the end of 1954, they are only allowed to work with the express permission of the labour authorities. This permission was frequently granted only for manual work such as agriculture where there happens to be a shortage of badly-paid manpower. Here the difficult cases are in most instances too great a burden for the able bodied members of their families to bear. Hence the problem is inevitably a matter for public relief. But where the refugees, according to the current public relief regulations, are obliged to take over at any rate part of the care and maintenance of their incapacitated relatives, in most cases this is at the expense of the

assimilation prospects of the families in question.
 II. With regard to social legislation, the position of the Volksdeutsche must be distinguished from that of the non-German speaking refugees.

The Volksdeutsche, whether naturalized or not, can claim social insurance, unemployment benefit, hardship relief, maternity benefits, children's allowances, disability benefit and welfare reliefs. Some groups of Volksdeutsche are eligible for war-victim relief, and can claim a state pension. A regulation for the recognition of regular payments of contribution to social insurance schemes in their country of origin can be expected for some categories of Volksdeutsche. In spite of all this, a fairly large number of Volksdeutsche will hence forward have to manage without old age pensions and sickness insurance allowances. This applies mainly to the large group of Danube Swabians i.e. the Volksdeutsche originally from the Danube Valley in Hungary, Rumania and especially the northern part of Yugoslavia.

Non-German speaking refugees can claim next to nothing in Austria under the social security legislation. They are entitled to social insurance, unemployment benefit, children's allowance, welfare relief and in some cases hardship relief. They are not entitled to maternity benefits, war victim relief or disability benefits. Entitlement to pensions and insurance from contributions under the social security schemes in the former home country are not recognized.

THE PRESENT STATE OF THE PROBLEM²⁾

A. DIFFICULT CASES PLACED IN INSTITUTIONS³⁾

a. The former IRO Institutions

From the 749 difficult cases, placed in institutions according to the above mentioned agreements between IRO and some Austrian official bodies and voluntary agencies, some 400 are still living in those institutions. Another 40 non-German speaking refugees and 157 Volksdeutsche were admitted there, so that altogether 600 inmates or patients are cared for at the former IRO institutions. The breakdown of these refugees is as follows:

Old People's Home and chronic sick Hospital at Ried — im Innkreis:

non-German speaking refugees	197
Volksdeutsche	73

Hellbrunn Old People's Home, near Salzburg:

non-German speaking refugees	191
Volksdeutsche	—

Thalham Sanatorium for Pulmonary Diseases:

non-German speaking	50
Volksdeutsche	84

30 non-German speaking TB patients are for the time being in other, Austrian, sanatoria, owing to shortage of space in Thalham.

Some 25 other IRO difficult cases are placed in other — mostly private — institutions.

The Austrian Government has discharged the obligations laid down in the agreement with the IRO with regard to care of the difficult cases. As a matter of fact, however, various improvements in the situation of this group of persons are still desirable. The work of the various relief organizations deserves high praise and will still be necessary in the future.

b. Difficult cases in other Federal Government Institutions specially for Refugees

The Federal Government, in order to solve the problems of a number of difficult cases, who by reason of age or sickness were in need of institutional care, accommodated special buildings or sheds for their institutionalisation. So the Neukirchen Old People's and Invalids' Home, consisting in a number of huts, and housing 218 aged and invalid Volksdeutsche, The Refugee Home for Convalescents, Vienna XVII., housed in a former gentleman's residence, where 92 aged Volksdeutsche are living, and the Refugee Home for Convalescents, Vienna XII, consisting of three huts, and housing 96 Volksdeutsche patients.

The conditions of these institutions leave something to be desired. The Home for Convalescents, Vienna XII, does not meet the requirements of a home for sick people, and the authorities plan to close it down.

c. Difficult cases in ordinary Austrian Institutions³⁾

A number of difficult cases are housed in ordinary Austrian institutions because of their age or some illness. They receive the same care and maintenance as the Austrian inmates of these institutions. They came either from Federal Government Camps or private homes.

I. Difficult cases from Federal Government Camps who have been placed in Austrian institutions.

In Austria as a whole, 142 difficult cases from Federal Government Camps have been placed in ordinary Austrian institutions (hospitals for pulmonary diseases, infirmaries, mental hospitals, old peoples' homes etc.) 63 of them are non-German speaking refugees and 79 are Volksdeutsche.

II. Difficult cases from outside Federal Camps who have been placed in Austrian institutions.

Difficult cases living outside Federal Camps are installed by the District Welfare Associations in municipal or provincial institutions where necessary. The number of such persons throughout Austria, as far as they have been reported by the individual Associations, is 1,687, of whom 1,198 are old and sick refugees, 190 are TB cases and 299 are orphans, semi-orphans, illegitimate children and other children

²⁾ All the alleged figures are counted as from November 1st 1953.

³⁾ See Figure 1

without parents or guardians. A few Associations did not send in returns. The final figure should therefore be slightly higher, perhaps 1,700 odd.

d. *Summary*

A total of 2,863 non-German speaking and Volksdeutsche difficult cases have been placed in former IRO institutions, special refugee — or ordinary Austrian Institutions. Of that figure, 702 are non-German speaking, 1,588 Volksdeutsche and 16 New Austrians and Reichsdeutsche. No breakdown has been given for the remaining 557.

DIFFICULT CASES IN FEDERAL GOVERNMENT CAMPS

a. *Difficult cases requiring institutional care.³⁾*

i. Difficult cases requiring institutional care but meanwhile placed in available camp establishments.

The refugees in question are those living and cared for in old peoples' huts, childrens' huts and hospital huts, their need for transfer to an institution is largely eliminated by the fact that they are persons for whom relatively satisfactory accomodation is provided, while the temporary nature of this arrangement is due to the fact that the quarters built or reserved for them belong to the camp and cannot therefore constitute a final solution.

Taking Austria as a whole, 22 camps are equipped with a sick bay, a consultation room or an out-patients' department.

ii. Disabled and sick persons under 65 years of age.

A total of 89 persons have been reported as being sick or disabled difficult cases of this category, requiring institutional care. They consist of 40 non-German speaking refugees and 49 Volksdeutsche.

iii. Old, disabled and sick persons over 65 years of age.

A total of 41 old, disabled and sick persons of this category, consisting of 7 non-German speaking refugees and 34 Volksdeutsche, were reported as difficult cases requiring institutional care from Federal Camps in Austria.

iv. TB cases.

Some 1065 TB patients, either open or not open but active cases, are at present resident in camps. The open cases among them definitely require institutionalisation, while the not open but active cases require either institutionalisation or at least out-patient treatment.

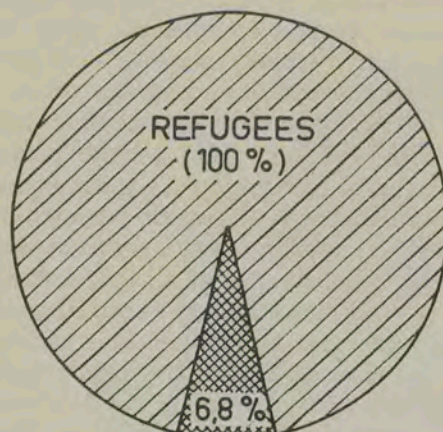
v. Orphans, semi-orphans, illegitimate children and other children without parents or foster-parents.

From the camps in Austria a total of 67 children were reported as needing institutional care, 12 non-German speaking and 55 Volksdeutsche.

vi. Besides the Federal Camps, occupied wholly or partly by persons in receipt of relief, there are in Austria various camps, the so called „reinen Wohnsiedlungen“, which are occupied almost

FIGURE 2

PERCENTAGE OF DIFFICULT CASES AMONGST REFUGEES



Le pourcentage des cas difficiles parmi les réfugiés — Prozentsatz der Schwierigen Fälle unter den Flüchtlingen.

exclusively by refugees who are employed and are not in receipt of relief. In general one does not expect to find difficult cases in these settlements, but they also do contain such cases. Taking Austria as a whole, a total of 5 non-German speaking refugees, a few non-German speaking children and 11 Volksdeutsche refugees were reported as such cases.

vii. *Summary.*

Altogether there are in the Austrian Federal Government Camps 64 non-German speaking refugees (plus a few children) and 149 Volksdeutsche refugees, who should be placed in an institution. In addition there are about 1,065 TB patients, of whom the open cases require full institutional treatment, and the not open but active cases need to enter an institution for at least a period of observation.

b. *Difficult cases who do not need institutional care.³⁾*

These cases require special care by reason of their physical and/or mental condition. In very many cases such care will be required to obviate the need for placing them in an institution in the future. Other cases again, despite special care, will sooner or later have to be placed in an institution. This group therefore contains a number of persons who are potentially in need of institutional care.

In the Federal Camps there are 296 difficult cases (102 non-German speaking and 194 Volksdeutsche) under 65 years of age not requiring institutional care. Difficult cases over 65 years of age number 348 (32 non-German speaking and 316 Volksdeutsche).

A number of 1,034 TB cases was reported who have already been discharged from hospitals but who

temporarily still need medical supervision and care. Altogether, 1585 orphans, semi-orphans etc. were established as falling into the category of children who are in need of special care.

DIFFICULT CASES OUTSIDE FEDERAL GOVERNMENT CAMPS

The difficult cases in this category were all reported by the District Welfare Associations in the different Austrian provinces. In principle, therefore, these cases are refugees in receipt of relief. That does not mean to say, however, that among the refugees living outside Federal Camps difficult cases are to be found only among those in receipt of relief. As has appeared from an investigation made in the province of Carinthia, there are in fact also difficult cases among refugees not in receipt of relief.

a. *Refugees in receipt of relief who should be placed in institutions.³⁾*

In this category come 241 persons under 65 years of age (46 non-German speaking and 195 Volksdeutsche), 332 difficult cases over 65 years of age (29 non-German speaking and 303 Volksdeutsche), 1,402 refugees with open or not open but active TB, of whom 189 are non-German speaking refugees, 919 Volksdeutsche and 294 whose origin was not specified, and finally 330 children (50 non-German speaking and 280 Volksdeutsche).

b. *Refugees in receipt of relief who do not need institutional care.³⁾*

1,689 cases (184 non-German speaking and 1,505 Volksdeutsche) under 65 years were reported in this category. Those who are over 65 years number 2,870 (197 non-German speaking and 2,673 Volksdeutsche). The number of TB patients in receipt of relief, the course of whose illness is at a standstill but who are for the most part still under medical supervision, amounts to 2,013. Finally, the orphans, semi-orphans etc. in need of special care, number 1,802. A breakdown as between non-German speaking and Volksdeutsche children cannot be made by reason of insufficiency of data.

c. *Difficult cases not in receipt of relief.³⁾*

It was not possible to make a special study of refugees who are not in receipt of relief. This category comes under no central office, as do those in receipt of relief. It nevertheless seemed essential to investigate these refugees who are not in receipt of relief, since experience has shown that the fact that a group of persons is not in receipt of relief does not necessarily mean that there are no difficult cases among them. There are many old and sick

refugees who, because of the fact that they have a small income or receive unemployment relief or a disability pension etc., or because they obtain emergency assistance from relatives, do not qualify for welfare relief. In many cases, however, these people have to meet their daily needs out of the same sum of money as those in receipt of relief. The fact that they obtain the money from sources other than welfare associations does not, however, alter the fact that they are in just as bad a physical and/or mental condition as those in receipt of relief, and they can therefore be placed in the category of difficult cases, exactly in the same way as the latter.

Since Department IV (Public Health and Social Affairs) of the Carinthian Provincial Government Office undertook an enquiry into the situation of all refugees living in Carinthia outside Federal Camps it was possible to state that in point of fact many refugees who are not in receipt of relief must be characterized as difficult cases. On the basis of the available data 188 difficult cases in receipt of relief were revealed in the enquiry in Carinthia, and in addition to this, it was established that there are 315 difficult cases among the refugees not in receipt of relief: 140 disabled and sick persons under 65 years of age, 77 old and sick persons over 65 years of age, 31 TB patients and 67 children.

The conditions in Carinthia cannot, however, be taken as general for the whole of Austria, since the composition of the refugee group varies from province to province. Thus in Carinthia the non-German speaking group accounts for nearly 47 per cent of the refugee population, but in the whole of Austria it represents only 18 per cent. It does not appear to be going too far that to the 6,864 refugees in receipt of relief living outside Federal Camps who were reported as difficult cases there must be added at least another 5,000 difficult cases not in receipt of relief. This estimate is certainly not unduly high, rather it is too low.

d. *Summary.*

An overall picture of the difficult cases among the refugees in the whole of Austria can be given in the table below. (See page 280)

If the final figure of 11,638 is increased by 5,000 difficult cases, not in receipt of relief, who are not included in the table, the number of difficult cases among the refugees in Austria is approximately 16,500. But of these the 2,467 reported TB patients do not all require institutional care for any length of time and accordingly not all should be regarded as difficult cases. Hence if we take the figure of 15,000, or 6.8 %⁴⁾ of the total refugee population in Austria, as the final estimate of the number of difficult

³⁾ See Figure 1

⁴⁾ See Figure 2

Table I.

DIFFICULT CASES AMONG THE REFUGEES IN AUSTRIA:

	Non-German-speaking refugees	Volksdeutsche refugees	Origin not specified	Total	(Naturalized Austrians and Reichsdeutsche)
In special institutions for refugees	472	546	—	1,018	(16)
In Austrian institutions:					
a. refugees from Federal Government camps	63	79	—	142	—
b. refugees from outside Federal Government camps	167	963	557	1,687	—
Needing institutional care:					
a. refugees in Federal Government camps.	64 plus a few children	149	1,065 ¹⁾	1,278 plus a few children	—
b. refugees outside Federal Government camps	125	778	1,402 ¹⁾	2,305	—
Not requiring institutional care:					
a. refugees in Federal Government camps	135	514	—	649 ²⁾	—
b. refugees outside Federal Government camps	381	4,178	—	4,559 ²⁾	—
Total	1,407 plus a few children	7,207	3,024	11,638 plus a few children	(16)

1) At least for observation.

2) Cured TB cases and the orphan group are not included here.

cases, that should represent the best possible assessment in the light of data available.

The number and also the percentage of difficult cases in Austria should only be regarded as very carefully estimated and not as the final total figure. This also applies to the quoted percentage of difficult cases compared with the total of refugees. The reason for this has already been mentioned in the above paragraphs.

Table II. Percentage of difficult cases according to Bundesländer

Bundesländer	Estimated total of difficult cases	Percentage of total of diff. cases	Grand total of refugees	Percentage diff. cases total refugees
Vienna	2,145	14,3	31,370	6,8
Lower Austria	1,525	10,2	17,049	8,9
Upper Austria	6,079	40,5	82,165	7,4
Salzburg	749	5,0	20,639	3,6
Styria	3,125	20,8	42,731	7,3
Carinthia	468	3,1	13,986	3,3
Tyrol	686	4,0	6,000	9,7
Vorarlberg	147	1,0	2,520	5,8
Burgenland	176	1,1	3,377	5,2
Austria	15,000	100,0	219,837	6,8

As shown in fig 3, 40% of the total of difficult cases are concentrated in Upper Austria. This alarmingly high figure however, could easily lead to the wrong conclusion that this province is the centre of the difficult case area. Compared with the total of

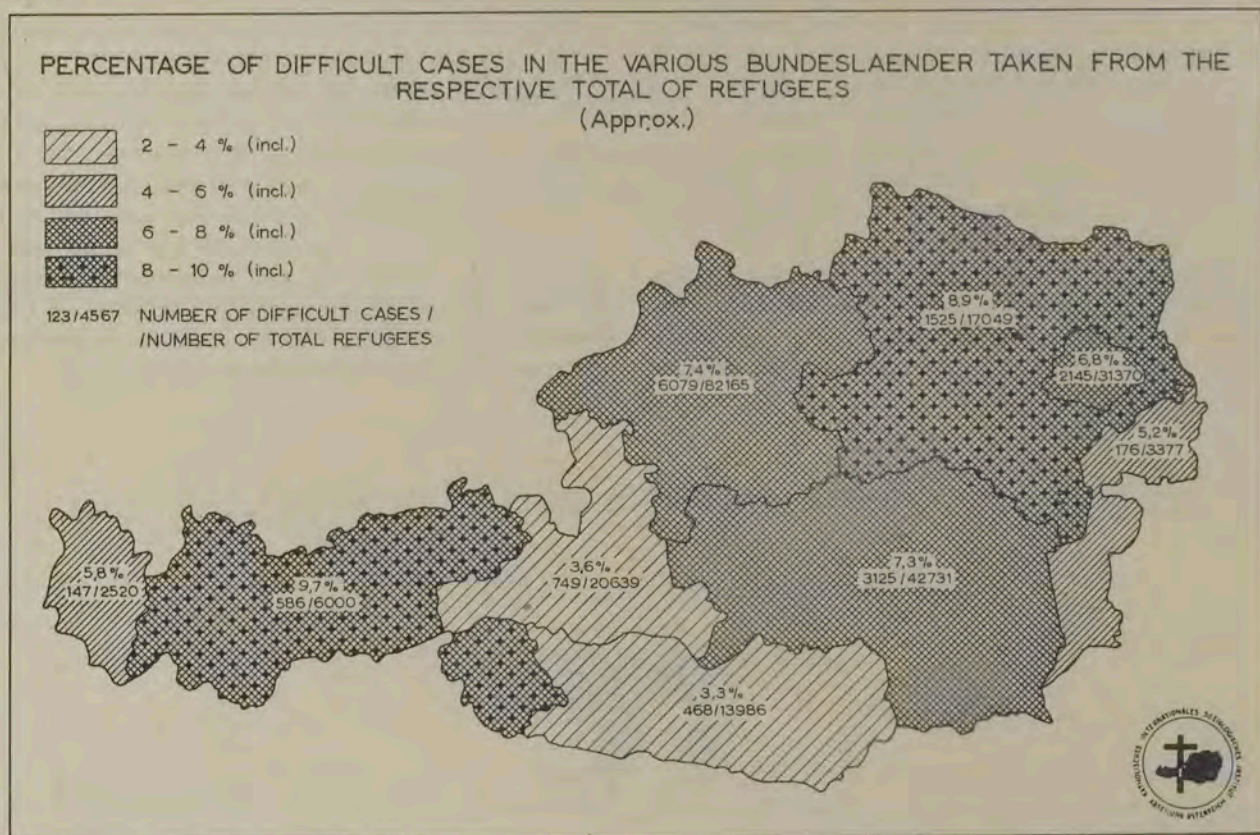
refugees in Upper Austria we find, that of a hundred refugees every seventh can be regarded as a difficult case (fig. 4). The highest rate of refugees in urgent need (every tenth!) could be found in the Tyrol, where, on the other hand, only 4% of the total of difficult cases are residing. (fig. 3 and 4).

CONCLUSION

As may be inferred from the foregoing, the problem of the difficult cases is merely an aspect of the refugee problem generally. The difficult cases are an integral part of the refugee population as a whole and cannot be treated separately from it. They are a symptom of the social disability from which the refugee suffers. This disability is most manifest in the difficult cases, the group most urgently in need of direct assistance.

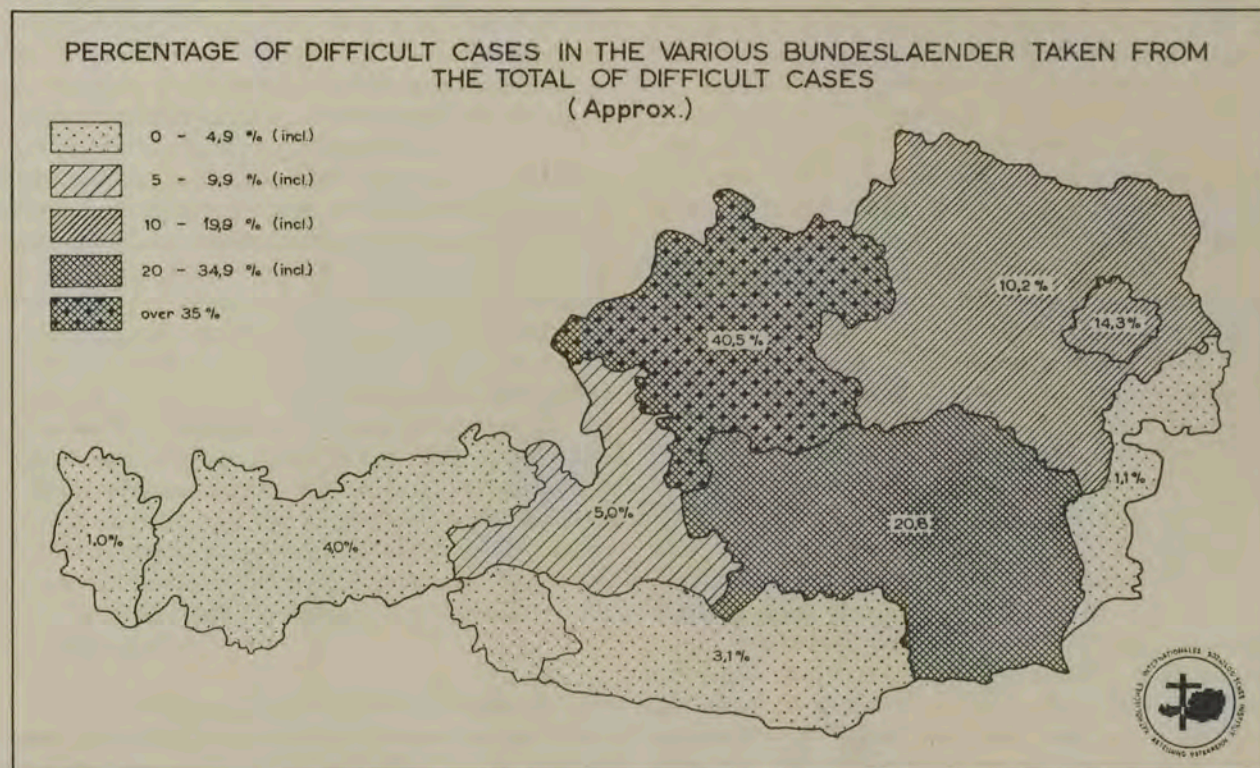
The vitally needed direct assistance consists in the improvement and enlargement of the special institutions for refugees, the improvement of the care and maintenance of their inmates, the filling up of vacancies in these institutions, the institutionalisation of all difficult cases who need institutional care and are prepared to go into institutions, either existing or new ones which are to be built, and finally, in the case of refugees who do not need institutional care, appropriate steps should be taken to provide them with the special care they need, e.g. expert social case-work, therapeutic treatment

FIGURE 3



Cas difficiles dans les différents „Bundesländer“ en pourcentages du nombre total des réfugiés dans ces régions — Schwierige Fälle in den verschiedenen Bundesländern im Prozentsatz der Gesamtzahl der Flüchtlinge in jenen Gebieten.

FIGURE 4



Cas difficiles dans les différents „Bundesländer“ en pourcentages du nombre total des cas difficiles en Autriche — Schwierige Fälle in den verschiedenen Bundesländern im Prozentsatz der Gesamtzahl der Schwierigen Fälle in Oesterreich.

of sick and disabled refugees, a Papworth project for employing TB patients who are cured or at any rate do not need institutional care and who do not present a danger of infection.

It must be clearly understood, however, that, necessary as this assistance is, and however much it may relieve the hard burden of this most distressed section of the refugees, it will not bring about any final solution, or rather any real cure. As long as we confine ourselves to relieving existing difficult cases, we are merely removing a symptom of the disease but not eradicating the disease itself. In other words, until such time as we can reinforce the refugee

population economically, i.e. by concrete measures — such as the provision of employment and housing — to promote settlement and integration, or by emigration schemes for entire families and not merely for the able-bodied members, difficult cases are likely to go on cropping up for many years to come. In so far, however, as we can assist the refugees to become a normal part of the population, they will be more and more in a position to assume personal responsibility for the care and maintenance of their sick and aged relatives, and the problem of the difficult cases will be solved not merely as it appears at the moment, but structurally once and for all.

