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UNREF EXECUTIVE COMMITTEE

(Fourth Session)

STANDING PROGRAMME SUB-COMMITTEE

(Fourth Session)

REPORT ON THE FOURTH SESSION OF THE
STANDING PROGRAMME SUB-COMMITTEE

(Geneva, 23 - 28 January 1957)

SECTION I - INTRODUCTION

1. The Standing Programme Sub-Committee held its Fourth Session from 23 to 28 January 1957 at the Palais des Nations, Geneva. The meetings of the Sub-Committee were held in private.
2. The following Governments Members of the Standing Programme Sub-Committee were represented:

Australia	Greece
Austria	Italy
Brazil	Netherlands
Denmark	Switzerland
France	United Kingdom
Federal Republic of Germany	United States of America

3. The following members of the UNREF Executive Committee were represented by observers:

Belgium
Holy See
Iran
Israel
Turkey
Venezuela

Election of Officers

4. The Sub-Committee elected its officers as follows:

Chairman:	Dame May Curwen (United Kingdom)
Vice-Chairman:	Mr. A. Scaduto-Mendola (Italy)
Rapporteur:	Mr. F. Gundelash (Denmark)

Opening remarks

5. The High Commissioner, Mr. ~~Auguste~~ R. LINDT, in his opening remarks particularly stressed the importance of the UNREF programme in which governments, voluntary agencies and his office co-operated. Although the programme was somewhat behind schedule, the High Commissioner was pleased to report on the considerable progress achieved during the last months in particular.

6. The impact of the programme on the situation of refugees was already making itself felt. Mr. Lindt paid tribute to Dr. van Heuven Goedhart, the late High Commissioner, who had had the foresight and idealism to lay the groundwork of the programme and whose tragic death had occurred before he was able to see its results.

7. The Office of the High Commissioner was faced with another new and very important problem, that of refugees from Hungary. The High Commissioner wished to emphasize, nevertheless, the importance of carrying on the whole UNREF programme to its completion.

8. The CHAIRMAN also paid tribute to the late Dr. van Heuven Goedhart's passionate sincerity and practical idealism. She welcomed the newly appointed High Commissioner in the name of the Committee and assured him of the Committee's desire to give all the assistance and advice which he might need. She also expressed the Committee's warm appreciation and thanks to Mr. Read, the Deputy High Commissioner, for his able direction of the UNHCR during the interim period, before Mr. Lindt took up office.

Adoption of the Agenda

9. Certain delegations suggested that the primary function of the Standing Programme Sub-Committee was to examine the details of programmes and projects before sessions of the Executive Committee and not to go into matters of policy or principle. In their opinion, it would be preferable therefore if certain items were left for consideration solely by the Executive Committee. Upon their suggestion, items 4 and 7 were deleted from the revised provisional Agenda (Document L/AC.79/PSC/R.20/Rev.1). The final Agenda as set out below was unanimously adopted:

1. Election of Officers
2. Adoption of the Agenda
3. UNREF Progress Report (L/AC.79/48 and Add.1)
4. UNREF Revised Plan of Operations (1957) (L/AC.79/45, L/AC.79/46, L/AC.79/46/Add.1 and L/AC.79/21/Add.4)

5. Plan of Administrative Expenditure for 1957
(A/AC.79/PSC/R.21 and Add.1)
6. The Problem of Hungarian Refugees in Austria (A/AC.79/49)
7. Any other business.

SECTION II - UNREF PROGRESS REPORT (Item 3 of the Agenda)

10. The Sub-Committee had before it the UNREF Progress Report up to 30 September 1956 (document A/AC.79/48), submitted to it by the High Commissioner, together with an Addendum covering the period 1 October - 31 December 1956 (document A/AC.79/48 Add.1). The Report contained an account, broken down by programme and country, of the projects implemented under the UNREF programme with an indication of the number of beneficiaries.
11. In introducing the Report, the High Commissioner pointed out that up to the end of 1956 the programme had benefited 24,598 refugees, more than 8,000 of whom had already been firmly settled. He stressed that projects within this programme constantly had to be adapted to the individual needs of refugees, so that delays in certain projects could not always be avoided. Nevertheless, during the last three months of 1956 the implementation of the programme had been gathering increasing speed.
12. In the course of the discussion additional information on the implementation of various projects was given by the Governments concerned and by the Office of the High Commissioner. These details may be found in the summary records of the 17th and 18th meetings of the Sub-Committee.
13. While general appreciation was expressed of the progress achieved, particular emphasis was laid on the need to eliminate as many as possible of those factors hampering the implementation of some of the projects, so as to speed up yet further the carrying out of the programme during the remaining part of the High Commissioner's mandate.
14. With regard to the concern expressed lest too few foreign refugees would benefit from the programme in Austria, the High Commissioner replied that considering the proportion of 5:1 between Volksdeutsche and foreign refugees, the number of beneficiaries among the latter category was adequate, while in the case of certain projects it was relatively higher. As for the small number of refugees in camps benefiting under the project for establishment in agriculture (PS/2/AUS/1955), the Sub-Committee noted that the majority of refugees who were suitable for resettlement

in agriculture were already working on the land and that this project was designed to help them raise their very low standard of living, and that furthermore, there were more opportunities for refugees to establish themselves in industry than in agriculture in Austria.

15. In considering the results of the housing programme, Representatives expressed the hope that priority for housing projects would be given, wherever possible, to refugees from camps.

16. Special tribute was paid to the "Centre d'initiation pour réfugiés et étrangers", which is responsible for the implementation of project PS/1/BEL/1955 in Belgium, and which had proved of immense value for the integration of refugees from Hungary, and of other refugees who had at first been welcomed into Gerovo camp in Yugoslavia.

17. The Sub-Committee agreed to the amendments proposed by the Representative of the Federal Republic of Germany to paragraphs 122, 123, 124 and 127 of the Section of the Report concerning projects for permanent solutions in Germany, which may be found in document A/AC.79/48 Cor. 2.

18. With reference to the delay in the implementation of the programme in Greece, the Representative of Greece stated that his Government had considered it its first duty to remove refugees from the camps. One great difficulty had been to encourage the refugee to overcome the apathy resulting from years of camp life; the pre-selection service, however, had now persuaded all the refugees to accept one of the solutions offered to them, and it was confidently hoped that by the end of 1957 all camps would have been closed. Furthermore, the special governmental service responsible for implementing the UNREF programme in Greece had been strengthened, and it was expected that the programme could now be more speedily implemented.

19. In the course of the ensuing discussion, attention was drawn to the fact that while certain projects were being held up, the funds which were reserved for these projects under the terms of the Financial Rules were lying idle, and the Sub-Committee, therefore, expressed the earnest hope that wherever this was the case, the greatest effort would be made rapidly to implement the projects concerned.

20. The Sub-Committee further agreed that paragraph 317 concerning project DC/1/FRA be amended more clearly to show the contribution made by the French Government.

21. The Committee noted with satisfaction the statement of the Representative of Switzerland that although only 40 out of the agreed 50 difficult cases to be settled

under project DC/3/EUR/SWI, had been selected for Switzerland in the course of 1956, the remaining 10 would be admitted during 1957 in addition to a second group of 50.

22. Referring to the Shanghai operation, the High Commissioner reported that although the United Nations refugee office in Shanghai had been closed in May of 1956, refugees were still able to leave China for Hong Kong, and a considerable number had received exit visas in recent weeks. He also expressed the hope that the valuable example offered by Sweden and the Netherlands in accepting refugees for resettlement would be followed by other Governments.

23. After tribute had been paid to the governmental and non-governmental agencies participating in the implementation of the UNREF programme, listed in Chapter VI of the report, the Standing Programme Sub-Committee took note of the Progress Report.

SECTION III - UNREF REVISED PLAN OF OPERATIONS (1957) (Item 4 of the Agenda)

24. The Sub-Committee first considered the analysis of implementation of the UNREF Plan of Operations for 1955, and of the Revised Plan of Operations (1956) (Part I of the Revised Plan of Operations (1957), documents A/AC.79/45 and A/AC.79/45/Add.1).

25. In outlining the contents of these documents, the High Commissioner pointed out that the total amount of contributions to projects implemented within the Plan of Operations for 1955 was \$ 2,991,135. Of this amount \$ 1,857,974 represented governmental contributions and \$ 1,133,162 non-governmental contributions.

26. The total amount of UNREF contributions to projects implemented within the Revised Plan of Operations (1956) was \$ 3,418,495. Of this amount \$ 3,134,663 were governmental contributions and \$ 283,832 non-governmental contributions. The Sub-Committee noted that the amount of non-governmental contributions of \$ 283,832 included a sum of \$ 255,983, listed as "Other contributions and miscellaneous income" it was informed that the total "other contributions and miscellaneous income", received in 1955 and 1956 was, as of 31 December 1956, according to the Financial Statements for 1955 (Document A/AC.79/33) and the Provisional Financial Statements for 1956 (Document A/AC.79/51) estimated as follows:-

	<u>Total for 1955 & 1956</u>
	\$
Interest on investments	53,021.72
Profit on exchange	109,730.20
Private contributions	95,638.42
Other income	<u>2,257.28</u>
	<u>260,647.62</u>

The amount of \$ 255,983 was, however, the actual amount of the proceeds under these headings at the time the document (A/AC.79/45) was prepared.

27. The high amount of interest on investments indirectly resulted from the fact that, under financial rule No. 8.1, the full amount required for each project in respect of which an agreement had been signed had to be reserved in cash until the project was fully implemented. The adoption of the amendment to this rule, proposed in document A/AC.79/50, would make it possible to overcome this difficulty to a large extent.

28. The High Commissioner referred to the decision taken by the UNREF Executive Committee at its second session to the effect that the combined target for governmental contributions to UNREF for 1956 should consist of the original target for 1956 to which should be added the shortfall in governmental contributions for 1955. He suggested that a similar procedure be followed in respect of the combined target for governmental contributions to UNREF for 1957. The combined target for governmental contributions to UNREF for 1957 would thus be made up of the shortfall in governmental contributions amounting to \$ 2,696,303, and the target for 1957 amounting to \$ 4,400,000, making a total of \$ 7,096,303. To this the High Commissioner proposed that an amount of \$ 1,000,000 should be added to enable his office to finance a number of long-term projects for new refugees from Hungary residing in Austria. It was emphasized that this was quite distinct from funds for emergency aid to refugees from Hungary. Taking into account an amount of \$2,711,409 representing governmental contributions for 1957 paid, pledged or promised, the outstanding balance for 1957 would then amount to \$ 5,384,894, as shown in the following table:-

	US \$
Shortfall in governmental contributions	2,696,303
Target for 1957	4,400,000
Increase in target to benefit new Hungarian refugees in Austria	1,000,000
Combined target for 1957	8,096,303
Governmental contributions paid, pledged or promised	- 2,711,409
Outstanding balance for 1957	5,384,894

29. The Sub-Committee endorsed the recommendation contained in paragraph 7 of document A/AC.79/45/Add.1 to the effect that the combined target for governmental contributions to UNREF for 1957 should consist of the original target for 1957, to which should be added the shortfall in governmental contributions for 1956, making a total of \$ 7,096,303. The Sub-Committee further decided that the proposal for an amount of \$ 1,000,000 to be added to the combined target, for long-term projects for new refugees from Hungary residing in Austria, should be submitted to the Executive Committee for its consideration and decision.

30. In the course of the discussion, the Sub-Committee noted that the Netherlands

contribution to UNREF for 1956 consisted of a contribution of \$ 96,000, as well as a special contribution of \$ 26,316.

31. The Sub-Committee then considered Parts II and III of the Revised Plan of Operations (1957) (documents A/AC.79/46 and A/AC.79/46/Add.1). In an introductory statement the High Commissioner drew attention to the impact which the problem of Hungarian refugees would certainly have on the programme.

32. The General Assembly had adopted a resolution on the Report of the UNHCR to the General Assembly, requesting the High Commissioner to study with the UNREF Executive Committee the appropriate means to ensure the full implementation of the UNREF programme.

33. The Addendum to the Annual Report submitted by the High Commissioner to the General Assembly at its eleventh session concerning the effect of the shortfall in governmental contributions to UNREF on the implementation of the UNREF programme (document A/3123/Add.1) had become obsolete in view of recent events, and the High Commissioner suggested that the Executive Committee might wish this document to be revised and submitted at its fifth session, to enable it to comply with the above-mentioned resolution of the General Assembly. At the same time it was becoming apparent, now that the UNREF programme was half-way through, that a re-appraisal of the problems arising in various countries and of the means to solve them would be necessary.

34. Several representatives endorsed the views put forward by the High Commissioner. The Sub-Committee accordingly recommended that the Executive Committee request the High Commissioner to submit to the Executive Committee at its fifth session a revised document on the effect of the shortfall of governmental contributions, showing the impact of the problem of refugees from Hungary and including a re-appraisal of the UNREF programme as suggested by the High Commissioner.

35. A discussion then took place on the proposal contained in paragraph (xii) of document A/AC.79/46, that more discretion be allowed to the Office of the High Commissioner to suspend or cancel, between sessions, projects whose implementation would obviously be delayed. The Sub-Committee decided that this was a matter which should be left for consideration by the Executive Committee.

36. The Sub-Committee also decided to refer to the Executive Committee the question raised in paragraph (x), of whether approved allocations should be maintained in the case of countries where there was a serious delay in the implementation of the programme, or where projects for the full value of the 1957 allocation could not be submitted.

37. The High Commissioner drew attention to several new types of projects contained in the Revised Plan of Operations (1957), such as projects for handicapped refugees, projects for refugees difficult to resettle and permanent solutions projects in the Middle East. He also emphasized the determination of Governments to pursue plans for closure of camps in spite of the emergency which had resulted from the influx of refugees from Hungary. With regard to projects for difficult cases, he explained that it was becoming more and more difficult to find suitable candidates for the existing types of projects.

38. The Sub-Committee then considered individually the projects submitted for approval in Part II of document A/AC.79/46, and in Section A of document A/AC.79/46/Add.1. In the course of the discussion various requests for information concerning specific projects were made. The answers to these enquiries may be found in the Summary Records of the 18th and 19th meetings.

Projects for Permanent Solutions

39. With regard to the submission of the new housing programme for Austria, the High Commissioner drew attention to the fact that the elaboration of projects for refugee housing in Austria on a programme basis would result in lower costs and more efficient running. A saving of approximately \$220,000 was anticipated as compared with building costs for housing projects included in earlier Plans of Operations. The High Commissioner suggested that arrangements for a programme might be considered for refugee housing in Germany.

40. The Sub-Committee noted with satisfaction that the projects for naturalization and for German language courses in Austria were designed particularly to benefit foreign speaking refugees and to further their integration.

41. With reference to project No. PS/99/AUS providing for individual legal counselling of refugees in Austria, the High Commissioner explained that his Office was responsible for international protection of refugees as laid down in the Statute, but did not have the task of giving legal assistance in individual cases. Where problems of a general character were raised through an individual case or in test cases, it was the task of UNHCR to take up the matter with the government in question. Under the project concerned individual refugees were to receive the kind of legal advice normally given by private lawyers which was not included among his functions under the Statute.

42. In reply to a question, it was pointed out that refund by refugees of principal and interest on UNREF loans was to be paid into an UNREF account in the country concerned, by the agencies responsible for the implementation of projects. No decisions had so far been taken on the use to be made of such funds, either by the UNHCR or in the future by any successor agency.

43. With regard to projects for permanent solutions for refugees in Egypt, Lebanon and Syria, outlined in paragraphs 117 to 136 of Part II, the Representative of the United States considered that where Governments had not given assurances as laid down in Resolution A/832 (IX) of the General Assembly, that they would assume full financial responsibility should any of the refugees within the scope of the UNREF programme still require financial assistance upon the expiry of the programme, such projects should be abandoned or deferred. The Sub-Committee decided to refer the matter to the Executive Committee.

44. In connection with the programme for permanent solutions in Germany, the representative of the German Federal Republic drew attention to the very large number of refugees from the Eastern Zone who continued to arrive in the German

Federal Republic, totalling over a million during the last four years; this accounted to a large extent for the relatively high rate of unemployment among the refugees in Germany.

45. In connection with various projects for aid to university students, the Sub-Committee noted that the underlying principle was to include in projects students who were already well advanced in a course of study and who without help from UNREF would be unable to complete their course. Preference was given to helping those students whose type of training would be certain to enable them to become firmly established.

46. In reply to a question whether any of the American foundations sponsoring education were willing to give aid to refugee students, the Deputy High Commissioner stated that whereas recently no such aid had been available, a number of such foundations were now helping refugee students from Hungary, and would be approached on the question of extending such aid to other categories of refugees.

47. Replies to a number of queries on the percentage of refugees in camp and out of camp who would benefit from individual projects in Greece, indicated that the general principle is being applied to give priority under projects to refugees at present in camps, and to those who had left the camps after payment to them of a quit claim, but that in the future, when all the suitable refugees living in camps had been included in projects, refugees living out of camp, but in very necessitous circumstances, would benefit.

48. The question was raised as to whether projects for permanent solutions in Greece would benefit mainly foreign refugees or refugees of Greek ethnic origin. The Sub-Committee was informed by the Office of the High Commissioner that the majority of the foreign refugees in camps were candidates for resettlement rather than for integration. As far as needy refugees living out of camps were concerned there would be no discrimination between the two categories.

49. In connection with project PS/1/GRE/1956 for the establishment of 50 refugee families in agriculture in Greece, the Representative of Greece pointed out that it might be impossible to establish the settlement near Vigla but that another appropriate area might have to be selected, its location to be agreed upon between UNHCR and the Greek Government. The Committee agreed that paragraph 254 of document A/AC.79/46 be amended accordingly.

50. At the request of the representative of Italy, the section of document A/AC.79/46 relating to projects for permanent solutions in Italy was deferred for consideration by the Executive Committee at its Fifth Session.

51. The U.S. delegation reserved its position with regard to project PS/24/GER/1957 for employment counselling and placement, contained in Document A/AC.79/46/Add.1.

Projects for settlement of difficult cases

52. One representative drew attention to the small amount for which projects for settlement of difficult cases were submitted (\$ 417,495), as compared with the allocation of \$ 1,217,266 in the combined target for 1957. The High Commissioner explained that under the existing policy governing the settlement of difficult cases openings were difficult to find. The number of vacancies which various agencies had in their institutions were beginning to fill up. In addition there was frequently reluctance, for family or psychological reasons, on the part of old persons, to enter institutions. The projects submitted covered cases for which possibilities existed. It was the High Commissioner's intention to include this problem in his re-appraisal of the total UNREF programme which he suggested submitting to the fifth session of the Executive Committee.

53. In reply to a suggestion that there was a lack of detail in project DC/4/EUR for the settlement of difficult cases in institutions in various countries of Europe, it was explained that this project was deliberately left open to enable advantage to be taken of opportunities for individual resettlement which occurred in various countries. This project was a continuation of similar earlier ones, the implementation of which had proved most satisfactory.

Shanghai Operation

54. At the request of the representative of the United States of America, the Committee agreed to defer discussions of projects SH/2/1957, SH/3/1957 and SH/4/1957 until the meeting of the Executive Committee.

Projects for Emergency Aid

55. Replies to various queries showed that care would be taken that emergency aid would only be granted from UNREF where such assistance was not available from any other source. It was to be expected that as the number of needy cases was reduced owing to the impact of the permanent solutions programme, the amount of emergency aid would be correspondingly reduced.

56. The Sub-Committee considered Project EA/2/RAC/1957 for an emergency reserve, contained in document A/AC.79/46/Add.1 and the High Commissioner drew attention to the proved necessity for a substantial emergency reserve. The U.S. delegation reserved its position regarding this project.

Order of Priorities (Part III of the Revised Plan of Operations (1957))

57. The Sub-Committee went on to consider the suggested list of priorities contained in Part III of the Revised Plan of Operations (1957) (document A/AC.79/46, and Section B to Addendum 1 to that document).

58. The High Commissioner informed the Committee that it could be assumed that during the first part of 1957 governmental contributions in the amount of approximately \$3,800,000 would become available to UNREF. He recommended, therefore, that projects requiring an UNREF contribution of \$3,626,327 be authorised for implementation in Category B/1957 and that projects requiring an UNREF contribution of \$1,028,820 remain in Category C/1957. The High Commissioner paid special tribute to the Government of Sweden whose generous contribution of \$1,353,180 had considerably increased the financial means available to UNREF. He pointed out that as in the Plan of Operations for 1955 and 1956 the highest priority was recommended for projects for Emergency Aid and for the Shanghai Operation. It was further recommended that housing projects in Germany and Austria should also be given a high priority in Category B, since it was particularly important that arrangements for the implementation of these projects be made as far as possible at this stage.

59. The Sub-Committee also learned with satisfaction that the Belgian Government had agreed to renew its contribution to UNREF of \$200,000 for the year 1957 and that the Government of the United Kingdom had approved a contribution of £100,000 (of which £20,000 would be paid if the total amount of governmental contributions to the Fund reached \$3,250,000 for 1957).

60. In the course of the discussion several proposals were made for changes in the list of priorities. The High Commissioner explained in this connexion that the order of priorities of projects in each country was established in consultation with the Government of that country and he would be grateful if the Sub-Committee would not recommend too many changes.

61. Upon the suggestion of the Representative of the United States, the Sub-Committee decided to reserve for consideration by the Executive Committee the order of priority of those projects on which Representatives had reserved their

position. The Sub-Committee agreed likewise to refer to the Executive Committee the decision on the priority to be given to project SH/5/CHI/PAR which provided for the resettlement in Paraguay of refugees from China and was listed as Item 13 in Category B/1957. The High Commissioner stressed the importance of rapidly implementing this project in view of the existing possibility of obtaining exit visas in China.

62. The Sub-Committee, while noting the reservations of the United States Representative, further agreed to include project EA/2/RAC/1957 for a special emergency reserve of \$50,000 after Item 8 and project PS/24/GER/1957 after Item 38. Upon the suggestion of the Representative of France it was also decided to transfer project PS/10/FRA from Category C/1957 to Category B/1957, substituting it for project PS/4/FRA (Item 59).

63. The Representative of the United States reserved his position on the priority given to projects listed as items 32, 35, 36, 46, 47, 50, 56, 57, 59, 76, 95 and 96.

64. With the changes and reservations noted, the Sub-Committee then approved the order of priorities suggested in Part III of document A/AC.79/46 and its Addendum, with a special recommendation to the Executive Committee that the high priority given to housing projects should be maintained.

65. The Sub-Committee, having concluded its consideration of the Revised Plan of Operations (1957) (document A/AC.79/45 and Add.1, and A/AC.79/46 and Add.1), decided to recommend it for approval by the Executive Committee, subject to the reservations and changes made in the course of the debate.

Revised Plan of Operations (1956)

66. The Sub-Committee recommended for approval project PS/98/AUS for the accommodation of handicapped foreign refugees in Austria, submitted in document A/AC.79/21/Add.4. This project would be financed from the unused funds made available for projects in Category A/1956.

SECTION IV - PLAN OF ADMINISTRATIVE EXPENDITURE AND SUPPLEMENTARY PLAN
FOR 1957 (Item 5 of the Agenda)

67. The Deputy High Commissioner reported that in December the General Assembly at its eleventh session had, in view of the Hungarian refugee emergency, approved an expansion of the normal administrative budget of the High Commissioner's office by \$93,000. Provision had been made in that budget for six additional professional posts and eleven additional general services posts, rendered necessary by the increased workload in connexion with the international protection of refugees.
68. The UNREF Plan of Administrative Expenditure for 1957 (document A/AC.79/PSC/R21) showed only a small increase over that for 1956 comprising 2 additional posts at Headquarters and 4 at branch offices in the general services category. The Supplementary Plan, which had been attached to the UNREF budget for the sake of simplicity of administration, related exclusively to the increased workload resulting from the Hungarian refugees emergency, and included the charges deriving from the emergency assistance to be given to the refugees, in connexion with which the General Assembly had assigned a co-ordinating role to the High Commissioner's Office. The only branch office figuring in this plan was that in Austria. The increased work in recent months had laid a very heavy burden on existing staff, and the additional staff now proposed was an indispensable minimum, if the task laid on the High Commissioner's Office by the General Assembly was to be carried out.
69. The Sub-Committee unanimously agreed to recommend to the Executive Committee the adoption of the Plan of Administrative Expenditure for 1957, and to take note of the Supplementary Plan of Administrative Expenditure. Several Representatives, however, reserved their position until discussion of the latter item in the Executive Committee.

SECTION V - THE PROBLEM OF HUNGARIAN REFUGEES
IN AUSTRIA (Item 6 of the Agenda)

70. The Sub-Committee decided to consider separately Parts I and II of document A/AC.79/49 containing an assessment of the needs and recommendations for future action in respect of the problem of Hungarian refugees in Austria.

71. In introducing Part I, the High Commissioner drew the attention of the Sub-Committee to Resolution A/RES/409 adopted by the General Assembly at its 587th plenary meeting on 21 November 1956, under which the Secretary-General and he himself were authorised:

"to make subsequent appeals on the basis of plans and estimates made by the High Commissioner with the concurrence of his Executive Committee".

72. The High Commissioner pointed out that document A/AC.79/49 contained the best estimates which his Office could make in a very fluid situation, and in this document he requested the approval of the Executive Committee for the estimates and its guidance concerning the target for the subsequent appeal to be made.

73. In explaining how the estimates had been formulated, he stated that the basic assumption had been made that there would be an average of 70,000 refugees on Austrian territory for the first six months of 1957. At the time the document had been drafted the average daily influx of refugees into Austria had been between 700 and 800. It was possible that with the reduction in the influx which had taken place during the last week, this estimate might turn out a little too high, but it was difficult to foresee six months ahead. On the basis of the estimates which had been prepared by the Intergovernmental Committee for European Migration it would appear likely that for the second half of 1957 there would be an average of some 35,000 refugees who would remain in Austria.

74. The High Commissioner paid special tribute to the efficiency with which the Intergovernmental Committee for European Migration had resettled refugees from Austria, and also to the League of Red Cross Societies which had made a great contribution by taking over responsibility in December for the care and maintenance of 25,000 refugees in the larger camps.

75. He went on to explain the basis of the support which his Office had promised to the League of Red Cross Societies whereby the number of refugees for whom care and maintenance would be provided by the League should be extended by 1 March

to 45,000 as shown in the table in paragraph 65 of the document. The High Commissioner emphasised the importance which he attached to the continuation of support to the League of Red Cross Societies whose commitment at the present time only extended until 30 June. The basis of the financial support given by his Office to the extension of the commitment of the League of Red Cross Societies was, at the present time, a contribution of 70 U.S. cents per refugee per day. It had, however, been agreed between his office and the League of Red Cross Societies that as soon as the necessary accounts were available, an examination would take place to see whether this basic cost could not be lowered.

76. The contribution of the League of Red Cross Societies did not, however, take up the full cost of care and maintenance which had now proved to be somewhat higher than had been originally estimated and was, in fact, calculated to be US \$ 1.23 so that in the camps where the League of Red Cross Societies was operating the Austrian Government still had to bear the cost of the remaining 53 U.S. cents per refugee.

77. In order to enable the Sub-Committee to give the guidance which was requested concerning the target for a subsequent appeal, his Office had come to the conclusion that the best method would be to give a summary of the cost of care and maintenance and temporary accommodation for Hungarian refugees in Austria during 1957, and to offset the contributions which had so far been made available. This analysis showed that there was an outstanding balance of \$ 26,347,000 for which no contributions were at present available.

78. As regards any future contributions which might become available, the High Commissioner explained the recommendations contained in paragraph 83 of document A/AC.79/49, whereby the first priority would be given to the reduction in the charges imposed on the Austrian Government through the extension at least until 30 June 1957 of the commitment for care and maintenance undertaken by the League of Red Cross Societies. The second priority would be to support the Austrian Government in meeting the other care and maintenance charges which it will incur on behalf of Hungarian refugees. The third priority would be given to supplementary assistance to meet the needs of refugees which were not fully covered by the care and maintenance operation undertaken by the League of Red Cross Societies and the Austrian Government.

79. The Representative of AUSTRIA stated that in view of the uncertainties regarding the situation inside Hungary he must make certain reservations in respect of some of the basic estimates contained in the document. In his opinion it was impossible to make precise estimates concerning the future influx of refugees which depended on the development of the political situation inside Hungary. The continuation of international assistance for the refugees from Hungary remained of first importance. Events had shown that his country would need an effective guarantee in case of a further influx of refugees. He suggested that it was the duty of all parties to the United Nations Convention concerning the Status of Refugees and the responsibility of all peoples who subscribed to the Declaration of Human Rights to share the burden imposed by the influx of refugees. This burden should be distributed, in his opinion, between the nations according to their economic strength. To do this, it was necessary to establish quotas between the nations.

80. He pointed out that only the prompt and generous assistance of the governments and people of interested countries which had been given through the Office of the High Commissioner for Refugees and the many voluntary agencies working on behalf of refugees, had enabled Austria to withstand an economic catastrophe. So far, out of a total influx of some 170,000 refugees, 70,000 had remained in Austria. Austria had, in fact, borne over 40 per cent of the burden imposed by the influx of refugees and the rest of the free world had assumed less than 60 per cent. In his opinion this was an unbalanced situation which contained serious political dangers for the future in view of Austria's geographical situation.

81. He explained that his Government viewed the situation with such gravity that it had decided to send two Ministers to the meeting of the Executive Committee, and he therefore expressed the hope that the Sub-Committee would be able to recommend to the Executive Committee that it take up the question of Hungarian refugees at the beginning of its session.

82. In the course of the ensuing discussion tribute was paid by various representatives to the efforts which had been made by the Austrian Government, the Office of the High Commissioner, the Intergovernmental Committee for European Migration, the League of Red Cross Societies and the various international and national agencies which were working on behalf of Hungarian refugees.

83. Representatives of the Governments of Australia, Brazil, Denmark, the Federal Republic of Germany, France, Italy, the Netherlands, Switzerland, the United Kingdom and the United States made statements in which they gave details concerning the assistance offered by their countries to refugees from Hungary, the numbers admitted and arrangements made for their reception, as well as further information concerning the financial contributions, both governmental and non-governmental, made for this purpose.

84. The Sub-Committee took note of the problems which had arisen out of the situation in which refugees who had been admitted to European countries were now reluctant to integrate because they wished to be resettled overseas.

85. Representatives of several European countries stated that while their Governments were ready to assist in the economic integration of the refugees whom they had received, they considered it was of the greatest importance, as stated in paragraph 33 of Document A/AC.79/49, that the countries of overseas resettlement, in formulating their future policy towards Hungarian refugees, should take into account the situation of the Hungarian refugees who had been given asylum in European countries, but who now wished to emigrate.

86. Reservations were made by two representatives concerning the inclusion in the estimated expenditure for accommodation contained in paragraph 46 of the document of an amount of \$3,519,230 for the fitting up of 13 military barracks. The representative of Austria explained that this item had been included in case there should be a new influx of refugees. The High Commissioner pointed out that this figure was merely an estimate which had been given to his Office by the Austrian Government.

87. In connection with the suggested appeal for further governmental contributions, some queries were raised concerning voluntary contributions for assistance to

Hungarian refugees in Austria, and in particular whether account had been taken of these contributions in estimating the outstanding balance of \$26,347,000. It was explained that the contributions made by the various voluntary organizations in Austria, valuable as they had been, were of a supplementary nature and did not in fact provide the basic care and maintenance for which the estimates were submitted in Document A/AC.79/49.

88. The suggestion was made by several representatives that before establishing a target for further governmental contributions, it would be desirable to assess the amount that had already been provided as well as the amount that might be forthcoming in the near future by voluntary contributions. One representative suggested that the Office of the High Commissioner in its co-ordinating role might obtain this information. Another Representative pointed out that in his country as well as probably in some other countries, the Government would only take a decision on the amount which it would contribute when it had received an indication of the contributions that could be expected from voluntary sources; he added that in his country the use to be made of voluntary contributions was normally determined in consultation with the governmental authorities.

89. The Sub-Committee agreed that it would be extremely useful for the Voluntary Agencies to receive as much guidance and information as possible on the funds required for assistance to refugees from Hungary, so as to enable these Agencies to increase the flow of voluntary contributions.

90. The High Commissioner replied that, apart from the difficulties of obtaining accurate information on appeals made for Hungarian refugees, many of which were still not closed, it should be realised that most of them were made by private organisations for specific purposes. It was, in his opinion, neither feasible nor desirable to impose on voluntary agencies the purposes for which they should spend the funds which they had collected. He informed the Sub-Committee that an addendum to the Report would be made available showing the contributions made by Voluntary Agencies according to information which had been given him to date.

91. In reply to a question concerning the status of unaccompanied children, the High Commissioner explained that it was the policy of his Office to follow the principles laid down in Resolution 157 VII of the Economic and Social Council. In this Resolution the Council had expressed the view that the policy which should be followed with regard to unaccompanied children should be to unite them with their parents wherever the latter might be, and in the case of orphans or unaccompanied children whose nationality had been established beyond doubt, to return them to their countries, always providing that the best interests of the individual child should be the determining factor.

92. The Representative of Austria went on to explain that it was the policy of his Government in respect of children under 14 to re-unite them with their families whenever it was physically possible. In respect of children over 14, the wishes of the child had to a certain extent to be taken into account. The Austrian Government had, in fact, asked the International Committee of the Red Cross to investigate whether parents were living in Hungary of some 80 unaccompanied children who had been identified in Austria. If the parents could in fact be found, the children would be handed over to the Hungarian authorities.

93. In reply to a query which was raised by the Representative from Austria concerning the date for the take-over by the League of Red Cross Societies of camps containing 45,000 refugees, the High Commissioner expressed his concern lest the dates which had been agreed with the responsible Austrian ministry for this take-over might not be adhered to. He emphasized the importance to the Austrian Government of the quickest possible extension of the commitment of the League of Red Cross Societies as this was the most effective means of channelling international support for the care and maintenance charges now borne by the Austrian Government.

94. Replies to further detailed queries, and various reservations made concerning detailed estimates contained in document A/AC.79/49, in particular concerning those made for emergency assistance in the frontier area and for refugees who were not housed in camps where the League of Red Cross Societies was operating, can be found in the summary records of the 21st and 22nd meetings.

Long-term proposals for Hungarian refugees in Austria (document A/AC.79/49 Part II)

95. The High Commissioner, in introducing Part II of the document on long-term proposals for Hungarian refugees in Austria, made it clear that the suggestions put forward for projects for the integration of those refugees from Hungary who would remain in Austria could only be provisional at this stage.

96. He explained that such projects would be financed within the framework of an extension of the United Nations Refugee Fund. It was therefore proposed to increase by \$1,000,000 the 1957 combined target for governmental contributions to UNREF. None of the funds contributed in response to the joint appeal for the care and maintenance of the refugees from Hungary made by the Secretary-General and the High Commissioner would be devoted to these projects.

97. Although no detailed projects had been put forward, it would be of great value if his Office were enabled to provide immediately initial help towards the integration of the Hungarian refugees on the bases outlined in the document.

98. The representative of the Netherlands declared that her Government was in favour of the UNREF target for 1957 being increased by \$1,000,000. The Netherlands Government approved of the types of projects suggested, and would welcome fuller details at a later date. Other delegations were unable to give the opinion of their Governments at that stage.

99. One delegation queried whether the new housing programme for Hungarian refugees, referred to in paragraph 91, might not prejudice the existing housing programme in Austria. It was pointed out, however, that the proposal was the elaboration of an overall housing plan with a possible further extension of the housing secretariat, already established under project PS/95/AUS/1956.

100. One delegation queried whether the establishment of a permanent solutions programme for the Hungarian refugees might not deter them from leaving Austria. The Representative of Austria, however, pointed out that the number of Hungarian refugees able to leave Austria depended chiefly on offers of asylum made by other countries. For understandable reasons his Government was anxious that as many Hungarian refugees as possible should be resettled outside Austria, but they welcomed any measures which would help the minority which would remain to become integrated into the Austrian economy.

Statistics and offers of assistance

101. In considering the statistical data and offers of assistance concerning refugees from Hungary contained in annexes I - III of the report, showing the influx into Austria and resettlement outside Austria, offers of assistance received by UNHCR and ICOM, and the financial situation at 18 January 1957, the Sub-Committee noted that in the meantime several offers had been increased or modified and suggested that revised tables should be issued to the Executive Committee.

Eligibility of Hungarian refugees

102. The Observer for Belgium expressed his thanks for the study on the eligibility of Hungarian refugees included in Annex IV. The question had some practical importance in Belgium where certain authorities required a ruling on whether the 1951 Convention relating to the status of refugees applied to the refugees from Hungary. His Government would be grateful if the question could be discussed in the Executive Committee so that the opinion of that Committee could be reported to the Belgian Government.

103. The Governments of Austria, France, Italy, Netherlands and Switzerland declared that in their countries the refugees from Hungary were considered to be eligible under the terms of the 1951 Convention.

104. The Representative of Austria pointed out that the Hungarian authorities apparently only wished their jurisdiction to apply to those refugees who desired to return to Hungary and whose cases they had examined and considered satisfactory.

105. The Sub-Committee took note with appreciation of the document on the problem of Hungarian refugees in Austria, and decided to refer it to the Executive Committee for consideration, together with the comments made in the course of the discussion contained in the Summary Report of the 21st and 22nd meetings, as well as the observations appearing in this report.

106. The Sub-Committee then considered the proposal made by the Representative of Austria that it should recommend that the problem of Hungarian refugees should be placed at the beginning of the Agenda of the Executive Committee. At the suggestion of the Representative of the Federal Republic of Germany, the Sub-Committee agreed to ask the Executive Committee to consider the possibility of placing the item as early as possible on the Agenda so as to meet the wishes of the Austrian Delegation.

SECTION VI - ANY OTHER BUSINESS (Item 7 of the Agenda)

Refugees from Hungary in Yugoslavia

107. The High Commissioner regretted that he had not had time to present a document to the Sub-Committee on this subject. His representative had just returned from a visit to Yugoslavia and a written report would be presented to the Executive Committee, at its fourth session.

108. The mandate of his Office, as well as the special task entrusted to the High Commissioner by the General Assembly under Resolutions A/RES/398 and A/RES/409, covered the refugees from Hungary in Yugoslavia as well as those who had sought asylum in Austria. It had appeared at one time as though the number of refugees from Hungary entering Yugoslavia would be very small, but the influx had accelerated considerably, and on 25 January the number who had entered Yugoslavia was 11,018.

109. Details were given by the High Commissioner's representative who had visited Yugoslavia, of the centres where the refugees were housed, the conditions under which they were living and the numbers who had arrived on various dates. The Yugoslav Government was not in a position to provide accommodation for more than 10,000; this figure had already been exceeded and it was not known how great the influx would be in the future. Ninety per cent of the refugees wished to leave Yugoslavia for asylum in another country. Fuller details of the situation of these refugees would be contained in the High Commissioner's report on the subject.

110. In reply to a question on repatriation of these refugees to Hungary, the High Commissioner explained that the policy of this Office concerning repatriation of this group was exactly the same as for any other refugees within his mandate: his Office would do everything possible to ensure that the refugees were not submitted to pressure and were free to make their own decision on whether they wished to be repatriated or not. Whenever repatriation missions were allowed to visit them the High Commissioner would request an observer from his Office to be present in order to prevent any coercion. Only

132 Hungarian refugees had been repatriated so far and a further 90 had requested to be repatriated; many of them had come to Yugoslavia in search of a child or relative who had left their homeland previously.

111. In reply to a question on the rôle of the Intergovernmental Committee for European Migration with regard to the Hungarian refugees in Yugoslavia, the High Commissioner declared that the problem would become a real one only when actual emigration opportunities were offered. Meanwhile, the Yugoslav Government had expressly requested his Office to help this group of refugees to emigrate. He therefore appealed to Governments for offers of both temporary and permanent asylum.

112. The High Commissioner, while stressing his primary concern for the great number of Hungarian refugees in Austria, requested the Governments members of the Committee to give their urgent consideration not only to this problem but also to that of the Hungarian refugees in Yugoslavia.