

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

17 Apr 47 - Working Party appointed.

SEE 12/1

App. Navy - 6/11/47 - Sinclair
Air - - - - - Forbes

*Lighter
Mr. Sienko*

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COPY NO. 25

SCE 12/1 —

23 May 1947

Pages 8 to 10

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

REMOVAL OF DISPLACED PERSONS FROM AUSTRIA

- References: a. SWNCC 359/D
- b. SCE 12

Note by the Acting Secretary

The enclosure, a memorandum by the War Member, SCE, is circulated to the Subcommittee in connection with their consideration of reference b.

Kidd

*Warner
Raymond*

*5/15
5/19
5/23
5/24
James P. [unclear]*

V. F. FIELD
Acting Secretary
European Subcommittee

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S E C R E TE N C L O S U R EMEMORANDUM BY THE ARMY MEMBER, SCE

SUBJECT: SCE 12 -- Removal of Displaced Persons from Austria.

1. I am advised that the Working Party who previously submitted SCE 12 have continued their discussions on this paper and are now in agreement as concerns its revision.

2. Predicated on the above mentioned discussions by the Working Party, I approve SCE 12 subject to the following changes:

a. Page 1, paragraph 2, first sentence should read:

"There are at present approximately 63,000 United Nations displaced persons or persons assimilated to them in status in the U.S. Zone of Austria."

b. Page 1, paragraph 3: "... be evacuated to the U.S. Zone of Germany ..."

c. Page 1, paragraph 5: "... that all unassimilable displaced persons in the U.S. Zone of Austria including Balts ..."

d. Page 1, paragraph 6: "... evacuation of all Jewish refugees from the U.S. Zone of Austria, numbering approximately 28,000 to the U.S. Zone of ..."

e. Page 2, CONCLUSIONS: Delete paragraph 8 and substitute:

"8. The removal from Austria of United Nations displaced persons, and of Jewish displaced persons and refugees in particular, by action of United States authorities, is not feasible at this time.

"9. On 1 July 1947, the IRO, assisted by the Austrian Government, should assume responsibility for the care and maintenance of such persons in Austria. If activation of the IRO is delayed beyond 1 July 1947, post-UNRRA relief supplies should be used in part to maintain United Nations displaced persons in Austria, and if such supplies do not reach Austria soon enough to enable continuation of a minimum level of supply for displaced persons, U.S. military

S E C R E T

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stocks should be diverted to maintenance of displaced persons in the U.S. Zone of Austria, until post-UNRRA supplies arrive."

f. Page 2, RECOMMENDATION, amend paragraph 9 to read as follows:

"10. After approval by SWNCC, the JCS, as a matter of priority transmit the message in Appendix "B" to the Commanding General, United States Forces Austria and the Commander in Chief, European Command providing that there is no objection from the military point of view."

g. Page 5, delete paragraph 7 and substitute:

"7. The Preparatory Commission for the International Refugee Organization, currently meeting at Lausanne, Switzerland, is expected to develop a plan whereby the International Refugee Organization will negotiate an agreement with the Austrian Government requiring that Government to assist in the maintenance of displaced persons."

h. Page 5, add paragraph 8:

"8. In the event that activation of the IRO is delayed beyond 1 July 1947, the available emergency sources of displaced persons maintenance will be: indigenous Austrian resources, which are in short supply; foodstocks imported from the United States; and U.S. military stocks in Austria and Germany. It would be contrary to present U.S. policy to place an additional supply burden upon the Austrian Government unless circumstances absolutely required such action. Moreover, purchase of imported foodstocks by the U.S. military for Austria ceases on 1 July, when it is anticipated that the Post-UNRRA relief program will provide for supply in Austria. If the IRO is delayed, therefore, it is probable that it will be necessary, during the period after 1 July, to require the Austrian Government to divert post-UNRRA relief supplies to displaced person maintenance, or possibly to apply U.S. military stocks to maintain displaced persons."

S E C R E T

S E C R E T

i. Page 5, paragraph 9:

"9. It is pointed out, however, that no War Department funds are budgeted for displaced persons supply during Fiscal Year 1948. Therefore, shipments from the United States for DP's will cease by 30 June, which will mean that last arrivals in Austria will be no later than 15 August. There are limited excess U.S. military stocks now on hand in ETC. It thus appears that under present plans, U.S. military supply assistance to DP's in the U.S. Zone of Austria cannot continue indefinitely after 1 July.

j. Page 6, delete paragraph "B".

k. Page 6, re-number paragraph "C" as paragraph "B".

l. Page 7, before paragraph "D", insert new paragraph "C"

reading as follows:

"C. Effective 1 July 1947 it is contemplated that supplies for DP's in U.S. Zone of Austria will be provided by Preparatory Commission of IRO, until such time as the IRO is prepared to assume charge of the DP program, supplemented by such contributions from post-UNRRA relief and indigenous resources as the United States Government and/or Austrian Government may have to give.

In the event that neither the IRO (or Preparatory Commission) nor post-UNRRA relief can deliver supplies on 1 July, emergency instructions will issue from the Joint Chiefs of Staff concerning supply of DP's in the U.S. Zone of Austria. In this connection it should be noted that present WD supply pipeline for Austria will assure DP feeding in U.S. Zone for four to six weeks after 30 June."

3. I am advised that P&O concurs in the above,



THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

23 May 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 12/1, dated 23 May 1947, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe in connection with consideration of SCE 12.

It is requested that you indicate your comment or concurrence on SCE 12 as marked by SCE 12/1 hereon and return to the undersigned in Room 2027 New State Building.

V. F. FIELD,
Acting Secretary

APPROVED: _____

DATE: _____

SCE FILE

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

H-12

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE



SCE 12, dated 28 April 1947, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned in Room 2027, New State Building.

A-H: (This draft was prepared by George Warren)

V. F. Field
V. F. FIELD,
Acting Secretary

CE: al (Lighter)

In paragraph 3 of The Conclusions the word "peace" might be removed in later drafts. The treaty is not called a "peace treaty".

APPROVED: *John Hieber*

DATE: _____

CK al



THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 12, dated 28 April 1947, is circulated
for consideration by the State-War-Navy Coordinating
Subcommittee for Europe.

It is requested that you indicate your
comment or concurrence hereon and return to the
undersigned in Room 2027, New State Building.

V. F. FIELD,
Acting Secretary

APPROVED: _____

DATE: _____

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Snider
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THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SGE 12, dated 28 April 1947, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned in Room 2027, New State Building.

V. F. Field
V. F. FIELD,
Acting Secretary

APPROVED: *J. Snider*

DATE: 1 May 1947

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SGE 12, dated 28 April 1947, is circulated
for consideration by the State-War-Navy Coordinating
Subcommittee for Europe.

It is requested that you indicate your
comment or concurrence hereon and return to the
undersigned in Room 2027, New State Building.

V. F. FIELD,
Acting Secretary

APPROVED: gld.
DATE: 1 May 1947

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THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

Baird

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE ←
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SGE 12, dated 28 April 1947, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned in Room 2027, New State Building.

V. P. Field
V. P. FIELD,
Acting Secretary

APPROVED: _____

DATE: _____

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SCE 12/1

WAR DEPARTMENT
 WAR DEPARTMENT SPECIAL STAFF
 CIVIL AFFAIRS DIVISION
 WASHINGTON 25, D. C.

Memorandum by the Army Member, SCE

16 May 1947

~~MEMORANDUM FOR THE SECRETARY, SCE~~

SUBJECT: SCE 12 -- Removal of Displaced Persons from Austria.

1. I am advised that the same Working Party who previously submitted SCE 12 have continued their discussions on this paper and are now in agreement as concerns its revision.

2. Predicated on the above mentioned discussions by the Working Party, I approve SCE 12 subject to the following changes:

a. Page 1, paragraph 2, first sentence, should read: "There are at present approximately 63,000 United Nations displaced persons or persons assimilated to them in status in the U. S. Zone of Austria."

b. Page 1, paragraph 3: "... be evacuated to the U. S. Zone of Germany ..."

c. Page 1, paragraph 5: "... that all unassimilable displaced persons in the U. S. Zone of Austria including Balts..."

d. Page 1, paragraph 6: "... evacuation of all Jewish refugees from the U. S. Zone of Austria, numbering approximately 28,000 to the U. S. Zone of ..."

e. Page 2, CONCLUSIONS: Delete paragraph 8 and substitute:

"8. The removal from Austria of United Nations displaced persons, and of Jewish displaced persons and refugees in particular, by action of United States authorities, is not feasible at this time."

"9. On 1 July 1947, the IRO, assisted by the Austrian Government, should assume responsibility for the care and maintenance of such persons in Austria. If activation of the IRO is delayed beyond 1 July 1947, post-UNRRA relief supplies should be used in part to maintain United Nations displaced persons in Austria, and if such supplies do not reach Austria soon enough to enable continuation of a minimum level of supply for displaced persons, U. S. military stocks should be diverted to maintenance of displaced persons in the U. S. Zone of Austria, until post-UNRRA supplies arrive."

SCE 12/1

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f. Page 2, RECOMMENDATION, amend paragraph 9 to read as follows:

"10. After approval by SWNCC, the JCS, as a matter of priority transmit the message in Appendix "B" to the Commanding General, United States Forces Austria and the Commander in Chief, European Command providing that there is no objection from the military point of view."

g. Page 5, delete paragraph 7 and substitute:

"7. The Preparatory Commission for the International Refugee Organization, currently meeting at Lausanne, Switzerland, is expected to develop a plan whereby the International Refugee Organization will negotiate an agreement with the Austrian Government requiring that Government to assist in the maintenance of displaced persons."

h. Page 5, add paragraph 8:

"8. In the event that activation of the IRO is delayed beyond 1 July 1947, the available emergency sources of displaced persons maintenance will be: indigenous Austrian resources, which are in short supply; foodstocks imported from the United States; and U.S. military stocks in Austria and Germany. It would be contrary to present U. S. policy to place an additional supply burden upon the Austrian Government unless circumstances absolutely required such action. Moreover, purchase of imported foodstocks by the U. S. military for Austria ceases on 1 July, when it is anticipated that the post-UNRRA relief program will provide for supply in Austria. If the IRO is delayed, therefore, it is probable that it will be necessary, during the period after 1 July, to require the Austrian Government to divert post-UNRRA relief supplies to displaced person maintenance, or possibly to apply U. S. military stocks to maintain displaced persons."

i. Page 5, add paragraph 9:

"9. It is pointed out, however, that no War Department funds are budgeted for displaced persons supply during Fiscal Year 1948. Therefore, shipments from the United States for DP's will cease by 30 June, which will mean that last arrivals in Austria will be no later than 15 August. There are limited excess U. S. military stocks now on hand in ETO. It thus appears that under present plans, U. S. military supply assistance to DP's in the U. S. Zone of Austria cannot continue indefinitely after 1 July."

j. Page 6, delete paragraph "B".

k. Page 6, re-number paragraph "C" as paragraph "B".

l. Page 7, before paragraph "D", insert new paragraph "C" reading as follows:

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"C. Effective 1 July 1947 it is contemplated that supplies for DP's in U. S. Zone of Austria will be provided by Preparatory Commission of IRO, until such time as the IRO is prepared to assume charge of the DP program, supplemented by such contributions from post-UNRRA relief and indigenous resources as the United States Government and/or Austrian Government may have to give.

In the event that neither the IRO (or Preparatory Commission) nor post-UNRRA relief can deliver supplies on 1 July, emergency instructions will issue from the Joint Chiefs of Staff concerning supply of DP's in the U. S. Zone of Austria. In this connection it should be noted that present WD supply pipeline for Austria will assure DP feeding in U. S. Zone for four to six weeks after 30 June".

3. I am advised that P & O concurs in the above.

Daniel Cox Fahey Jr.

DANIEL COX FAHEY, JR.
Acting CAD Member SCE

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*File
w/2*

*Call Moscow
Monday*

SECRET
S.W.N.C.C. 359/D/1
18 April 1947

STATE, WAR, NAVY COORDINATING COMMITTEE

DRAFT

REMOVAL OF DISPLACED PERSONS FROM AUSTRIA
Reference: S.W.N.C.C 359/D

Report by State, War, Navy Coordinating Sub-Committee for Europe

THE PROBLEM

1. To consider as a matter of priority and to make recommendations on the removal of displaced persons from Austria.

FACTS BEARING ON THE PROBLEM ~~AND DISCUSSION~~

- ~~2. Contained in the Enclosure.~~

RECOMMENDATION

3. That after approval by S.W.N.C.C. the memorandum in the Enclosure be presented to the Joint Chiefs of Staff as a matter of priority.

SECRETENCLOSUREDRAFTJOINT CHIEFS OF STAFFREMOVAL OF DISPLACED PERSONS FROM AUSTRIA
Reference: S.W.N.C.C. 359/DMemorandum by the State, War, Navy Coordinating Committee

1. The State, War, Navy Coordinating Committee has considered the problem of the removal of displaced persons from Austria.

2. There are at present approximately 63,000 United Nations displaced persons or persons assimilated to them in status in Austria. Of this number approximately 23,000 are Jewish infiltrees, mostly from Poland and approximately 7,000 are so-called Jewish persecutees who suffered persecution at the hands of the Nazis, most of whom were found in Austria at the time of military occupation.

3. In 281741 2, cite PAACA/V, 28 January 1947, S.W.N.C.C. 359/D, Enclosure C, USFA recommended to EUCOM that approximately 31,000 Jewish refugees in the United States Zone and 1,800 in the British Zone, Austria, be evacuated to Germany, movement to start week 1 April 1947 and be completed by 1947.

4. In SX-2361, cite ETGEC, 15 February 1947, S.W.N.C.C. 359/D, Enclosure A, CINCEUR recommended that USFA's proposal for evacuation of Jewish refugees from Austria to Germany be not favorably considered.

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5. In 71430 from USMA London, 4 February 1947, S.W.N.C.C. 359/D, Enclosure B, COM GEN USFA stated his conclusion that all unassimilable displaced persons including Balts, Ukrainians, White Russians, Yugoslavs and other nationalities, numbering approximately 63,000, should be evacuated to Germany.

6. In P-6959, cite PASGS, 26 March 1947, S.W.N.C.C. 359/D, Enclosure D, COM GEN USFA recommended evacuation of all Jewish refugees from Austria, numbering approximately 28,000, to Germany before 30 June 1947 unless provisions are made for feeding, care and maintenance in Austria after that date.

7. It is planned that the ^{Discussion} International Refugee Organization will assume responsibility for care and maintenance of all refugees and displaced persons including Jewish refugees in Austria on 1 July 1947 and USFA was so advised in WX 95449, 3 April 1947. The possibility exists, however, that the International Refugee Organization may not be in a position to deliver supplies by 1 July 1947, in which event diversion from military stocks may be necessary. This eventuality is currently under urgent consideration by War and State.

8. In P-6959 USFA argues that because French, British and Austrian authorities have refused asylum to infiltrees and in contrast United States authorities have under the haven policy admitted them to the United States Zone that they have thus become a United States unilateral responsibility. CINCEUR in SX-2361 argues on the other hand that it is contrary to United States interest to accept unilateral responsibility for Jewish infiltrees on the mere grounds that asylum has previously been granted to them. To accept such unilateral responsibility would result in assumption of such responsibility for 200,000 Jewish

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refugees in Germany and Austria. In this connection it is observed that the denial of asylum by British and French occupying authorities is not in accord with related actions of the two governments in supporting the Constitution of the International Refugee Organization in the United Nations because the Constitution of the International Refugee Organization clearly includes such persons as the concern of the Organization.

3. To accept United States unilateral responsibility for such Jewish refugees is not in accord with the United States draft of the Austrian peace treaty which includes the language "Austria agrees that such refugees and displaced persons remaining in her territory upon the coming into force of the present Protocol shall enjoy the same rights as regularly admitted non-nationals...." Language of the same intent appears in the United Kingdom draft of the Austrian peace treaty and the intent is supported in principle by the French Government. Thus the refusal of asylum by British and French occupying authorities to Jewish infiltrators in their respective zones of Austria is not in accord with the policies of these governments with respect to the Austrian treaty.

4. It is also argued by USFA that Jewish refugees need to be evacuated in their own interest because of increasing anti-Semitism in Austria and that the withdrawal of the United States military from Austria will remove from them necessary military protection which will be available to them in Germany. It is argued further that Austria will neither be willing or able economically to absorb the Jewish refugees after the withdrawal of the military. However, Austria will receive a share of United States post-UNRRA

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relief resulting from legislation now before the Congress which should materially ease the Austrian economic situation. Austria before the war had a Jewish population of 90,000 members registered in the Jewish communities. The number of persons of Jewish blood in Austria totalled 200,000 before the war.

5 11. In SX-2361 GINCEUR cites the lack of housing in Germany to accommodate displaced persons from Austria and states that the British-United States bi-zonal agreement would require the concurrence of the British authorities for such evacuation. In keeping with the distinction made in US policy between Austria as a liberated nation and Germany as an ex-enemy country it is recognized that it would be proper in principle that maintenance of the displaced persons in question in Austria should be borne to the maximum extent possible by the German economy as provided in WX 95449. This solution is not, however, at present feasible.

6 12. The presence of displaced persons in Austria unquestionably affects and possibly delays negotiations on the Austrian peace treaty because of the demand of the USSR that displaced persons be removed immediately from Austria. Were it possible for the United States unilaterally or collectively with the British and French authorities to comply with this request in the immediate future this consideration would importantly affect the conclusion on this problem. This, however, is not the case. The International Refugee Organization upon activation will secure the removal of a portion of the displaced persons in Austria, but no hope can be entertained that all can be removed before the military withdraw. In any event, the USSR is not especially concerned with the presence of Jewish refugees in Austria and thus the evacuation of this particular group of refugees will not facilitate the peace treaty negotiations.

7 13. It is therefore concluded that except insofar as the

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International Refugee Organization can resettle displaced persons in Austria abroad after activation the removal of displaced persons and of Jewish displaced persons in particular from Austria by action of United States authorities is not feasible at this time.

Conclusion should

14. The Joint Chiefs of Staff ~~are therefore~~ ^{be} requested as a matter of priority, ~~to~~ dispatch the message in Appendix ~~B~~ ^A to the Commanding General United States Forces Austria and to the Commander in Chief European Command.

Recommendation

15. after approval by SWOCC, the JCS transmit the message in the appendix ~~B~~ ^A to C G USFA and C. ~~in~~ ⁱⁿ C European Command providing they have no objection from a military point of view.

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APPENDIX "B"

D R A F T

MESSAGE FOR THE COMMANDING GENERAL UNITED STATES FORCES AUSTRIA AND
COMMANDER IN CHIEF EUROPEAN COMMAND

References USFA January 28174 Z, March P-6959, USMA London to State Department 71430, CINCEUR February SX-2361, WX 95449. Disposition of United Nations displaced persons and refugees Austria is subject.

This is reply to CINCEUR SX-2361 and USFA P-6959.

A. In parts 2 and 3 WX 95449 you were advised that WD planning assumes activation International Refugee Organization on 1 July 1947 and that Jewish infiltrees from Poland are eligible under IRO Constitution.

B. In the event the IRO is not activated in sufficient time to deliver supplies on 1 July 1947 diversion from military stocks to meet IRO requirements must be accomplished. This possibility should be taken into consideration in any releases of sustenance to Zonal Commanders.

C. For following reasons removal of United Nations displaced persons and of Jewish refugees in particular from Austria is not considered feasible at this time.

1. It is planned that IRO on 1 July 1947 will assume care and maintenance of those refugees and displaced persons, including Jewish, eligible under its Constitution and will arrange soonest maximum possible resettlement thereof abroad.

2. No places of resettlement other than those open to IRO are at present available to US authorities.

S E C R E T

3. US and UK Governments have proposed similar paragraphs in Austrian treaty under which Austria agrees "That refugees and DPs remaining in her territory upon coming into force of the present Protocol shall enjoy the same rights as regularly admitted non-nationals". This not considered unreasonable hardship on Austria with respect to Jewish refugees in light of pre-war Austrian Jewish population of over 90,000.

4. Previous grant of asylum under haven policy to Jewish refugees does not constitute unilateral obligation on US for their care or removal before withdrawal of military.

5. Austria is expected to be beneficiary of US post-UNRRA relief.

6. IRO will negotiate agreement with Austria with respect to share of responsibility for maintenance of refugees and DPs to be borne by Austria within limits her economic capacity.

D. Decision in paragraph C above will remain under continuing review during US occupation in Austria in the light of developing possibilities for resettlement of DPs outside Austria. It is this Government's policy that, in general, preference should be given to the resettlement of DPs from Austria over those from Germany.

28 April 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SGE 12, dated 28 April 1947, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned in Room 2027, New State Building.

V. F. FIELD,
Acting Secretary

APPROVED: _____

DATE: _____

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SCE 12

28 April 1947

Pages 1 - 7, incl.

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

REMOVAL OF DISPLACED PERSONS FROM AUSTRIA
Reference: SWNCC 359/P

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO :
FROM :
SUBJECT :

DATE:

party of the European
rence, prepared in
Joint Civil Affairs
circulated for con-

FIELD,
Secretary
Subcommittee

SWNCC SECRETARIAT

- State Member -----
- Army Member -----
- Navy Member -----
- Ass't State Member -----
- Ass't Army Member -----
- Ass't Navy Member -----
- Executive Secretary -----
- Ass't Exec. Secretary -----
- State Adm. Assistant -----
- Army Adm. Assistant -----
- Navy Adm. Assistant -----
- File -----

Col Forbes
74355
SCE-12
Col Forbes approves

SCE 12

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COPY NO. _____

SCE 12

28 April 1947

Pages 1 - 7, incl.

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

REMOVAL OF DISPLACED PERSONS FROM AUSTRIA
Reference: SWNCC 359/T

Note by the Secretary

The enclosure, a report by a working party of the European Subcommittee in response to the above reference, prepared in collaboration with a working group of the Joint Civil Affairs Committee of the Joint Chiefs of Staff, is circulated for consideration by the European Subcommittee.

V. F. FIELD,
Acting Secretary
European Subcommittee

SWNCC SECRETARIAT

- State Member -----
- Army Member -----
- Navy Member -----
- Ass't State Member -----
- Ass't Army Member -----
- Ass't Navy Member -----
- Executive Secretary -----
- Ass't Exec. Secretary -----
- State Adm. Assistant -----
- Army Adm. Assistant -----
- Navy Adm. Assistant -----
- File -----

SCE 12

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ENCLOSURE

REMOVAL OF DISPLACED PERSONS FROM AUSTRIA

Report by the Working Party

THE PROBLEM

1. To consider as a matter of priority and to make recommendations on the removal of displaced persons from Austria.

FACTS BEARING ON THE PROBLEM

2. There are at present approximately 63,000 United Nations displaced persons or persons assimilated to them in status in Austria. Of this number approximately 23,000 are Jewish infiltrees, mostly from Poland and approximately 7,000 are so-called Jewish persecutees who suffered persecution at the hands of the Nazis, most of whom were found in Austria at the time of military occupation.

3. In 281741 Z, cite PAACA/V, 28 January 1947, SWNCC 359/D, Enclosure C, USFA recommended to EUCOM that approximately 31,000 Jewish refugees in the United States Zone and 1,800 in the British Zone, Austria, be evacuated to Germany, movement to start week 1 April 1947 and be completed by 1947.

4. In SX-2361, cite ETGEC, 15 February 1947, SWNCC 359/D, Enclosure A, CINCEUR recommended that USFA's proposal for evacuation of Jewish refugees from Austria to Germany be not favorably considered.

5. In 71430 from USMA London, 4 February 1947, SWNCC 359/D, Enclosure B, COM GEN USFA stated his conclusion that all unassimilable displaced persons including Balts, Ukrainians, White Russians, Yugoslavs and other nationalities, numbering approximately 63,000, should be evacuated to Germany.

6. In P-6959, cite PASGS, 26 March 1947, SWNCC 359/D, Enclosure D, COM GEN USFA recommended evacuation of all Jewish refugees from Austria, numbering approximately 28,000, to

SCE 12

Enclosure

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Germany before 30 June 1947 unless provisions are made for feeding, care and maintenance in Austria after that date.

DISCUSSION

7. See Appendix "A".

CONCLUSIONS

8. The Joint Chiefs of Staff should as a matter of priority, dispatch the message in Appendix "B" to the Commanding General United States Forces Austria and to the Commander in Chief European Command.

RECOMMENDATION

9. After approval by SWNCC, the JCS transmit the message in Appendix "B" to the Commanding General United States Forces Austria and to the Commander in Chief European Command providing they have no objection from a military point of view.

SECRETAPPENDIX "A"DISCUSSION

1. It is planned that the International Refugee Organization will assume responsibility for care and maintenance of all refugees and displaced persons including Jewish refugees in Austria on 1 July 1947 and USFA was so advised in WX 98449, 5 April 1947. The possibility exists, however, that the International Refugee Organization may not be in a position to deliver supplies by 1 July 1947, in which event diversion from military stocks may be necessary. This eventuality is currently under urgent consideration by War and State.

2. In P-6959 USFA argues that because French, British and Austrian authorities have refused asylum to infiltrees and in contrast United States authorities have under the haven policy admitted them to the United States Zone that they have thus become a United States unilateral responsibility. CINGEUR in SX-2361 argues on the other hand that it is contrary to United States interest to accept unilateral responsibility for Jewish infiltrees on the mere grounds that asylum has previously been granted to them. To accept such unilateral responsibility would result in assumption of such responsibility for 200,000 Jewish refugees in Germany and Austria. In this connection it is observed that the denial of asylum by British and French occupying authorities is not in accord with related actions of the two governments in supporting the Constitution of the International Refugee Organization in the United Nations because the Constitution of the International Refugee Organization clearly includes such persons as the concern of the Organization.

3. To accept United States unilateral responsibility for such Jewish refugees is not in accord with the United States draft of the Austrian peace treaty which includes the language "Austria agrees that such refugees and displaced persons remaining in her territory upon the coming into force of the present

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Protocol shall enjoy the same rights as regularly admitted non-nationals" Language of the same intent appears in the United Kingdom draft of the Austrian peace treaty and the intent is supported in principle by the French Government. Thus the refusal of asylum by British and French occupying authorities to Jewish infiltrees in their respective zones of Austria is not in accord with the policies of these governments with respect to the Austrian treaty.

4. It is also argued by USFA that Jewish refugees need to be evacuated in their own interest because of increasing anti-Semitism in Austria and that the withdrawal of the United States military from Austria will remove from them necessary military protection which will be available to them in Germany. It is argued further that Austria will neither be willing or able to economically absorb the Jewish refugees after the withdrawal of the military. However, Austria will receive a share of United States post-UNRRA relief resulting from legislation now before the Congress which should materially ease the Austrian economic situation. Austria before the war had a Jewish population of 90,000 members registered in the Jewish communities. The number of persons of Jewish blood in Austria totalled 200,000 before the war.

5. In SX-2361 CINCEUR cites the lack of housing in Germany to accommodate displaced persons from Austria and states that the British-United States bi-zonal agreement would require the concurrence of the British authorities for such evacuation. In keeping with the distinction made in US policy between Austria as a liberated nation and Germany as an ex-enemy country it is recognized that it would be proper in principle that maintenance of the displaced persons in question in Austria should be borne to the maximum extent possible by the Germany economy as provided in WX 95449. This solution is not, however, at present feasible.

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Appendix "A"

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6. The presence of displaced persons in Austria unquestionable affects and possibly delays negotiations on the Austrian peace treaty because of the demand of the USSR that displaced persons be removed immediately from Austria. Were it possible for the United States unilaterally or collectively with the British and French authorities to comply with this request in the immediate future this consideration would importantly affect the conclusion on this problem. This, however, is not the case. The International Refugee Organization upon activation will secure the removal of a portion of the displaced persons in Austria, but no hope can be entertained that all can be removed before the military withdraw. In any event, the USSR is not especially concerned with the presence of Jewish refugees in Austria and thus the evacuation of this particular group of refugees will not facilitate the peace treaty negotiations.

7. It is therefore concluded that except insofar as the International Refugee Organization can resettle displaced persons in Austria abroad after activation the removal of displaced persons and of Jewish displaced persons in particular from Austria by action of United States authorities is not feasible at this time.

SECRETAPPENDIX "B"DRAFTMESSAGE FOR THE COMMANDING GENERAL UNITED STATES FORCES AUSTRIA
AND COMMANDER IN CHIEF EUROPEAN COMMAND

References USFA January 28174 Z, March P-6959, USMA London to State Department 71430, CINCEUR February SX-2361, WX 95449. Disposition of United Nations displaced persons and refugees Austria is subject.

This is reply to CINCEUR SX 2361 and USFA P-6959.

A. In parts 2 and 3 WX 95449 you were advised that WD planning assumes activation International Refugee Organization on 1 July 1947 and that Jewish infiltrees from Poland are eligible under IRO Constitution.

B. In the event the IRO is not activated in sufficient time to deliver supplies on 1 July 1947 diversion from military stocks to meet IRO requirements must be accomplished. This possibility should be taken into consideration in any releases of sustenance to Zonal Commanders.

C. For following reasons removal of United Nations displaced persons and of Jewish refugees in particular from Austria is not considered feasible at this time.

1. It is planned that IRO on 1 July 1947 will assume care and maintenance of those refugees and displaced persons, including Jewish, eligible under its Constitution and will arrange soonest maximum possible resettlement thereof abroad.

2. No places of resettlement other than those open to IRO are at present available to US authorities.

3. US and UK Governments have proposed similar paragraphs in Austrian treaty under which Austria agrees "That refugees and DPs remaining in her territory upon coming into force of the present Protocol shall enjoy the same rights as regularly admitted non-nationals". This not considered unreasonable hardship on

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Austria with respect to Jewish refugees in light of pre-war Austrian Jewish population of over 90,000.

4. Previous grant of asylum under haven policy to Jewish refugees does not constitute unilateral obligation on US for their care or removal before withdrawal of military.

5. Austria is expected to be beneficiary of US post-UNRRA relief.

6. IRO will negotiate agreement with Austria with respect to share of responsibility for maintenance of refugees and DPs to be borne by Austria within limits her economic capacity.

D. Decision in paragraph C above will remain under continuing review during US occupation in Austria in the light of developing possibilities for resettlement of DPs outside Austria. It is this Government's policy that, in general, preference should be given to the resettlement of DPs from Austria over those from Germany.

17 April 1947

MEMORANDUM FOR: Mr. George L. Warren, State Department, ✓
 Steering Member (S-2433)
 Mr. Allan E. Lightner, Jr., State Dept., ✓
 (alternate) (S-2223)
 Mr. Robert L. Fisher, CAD, War Dept., ✓
 (W-3127)
 Captain George A. Sinclair, USN (N-2773)
 Comdr. George R. Muse, USN (N-2773) ✓

Subject: Appointment of a Working Party,
 SWCC Subcommittee for Europe.

1. The State, War, and Navy Departments have designated the above-named individuals as a Working Party on SWCC 359/D.
2. To expedite the clearance of the draft with the members of the European Subcommittee and other interested agencies within your department, it is requested that the final draft agreed upon by the Working Party be forwarded to the undersigned for reproduction and distribution.
3. It is further requested that you furnish the names of individuals within your department from whom clearance must be obtained, so that a copy may be furnished that office direct.
4. The Secretary, Joint Chiefs of Staff, has designated the Joint Civil Affairs Committee of the Joint Chiefs of Staff to collaborate with the European Subcommittee in the preparation of their report.
5. A copy of SWCC 359/D is enclosed herewith.
6. Attention is invited to SWCC Policy Memorandum No. 4 dated 8 November 1946, which states that the Working Party report should be submitted to the Subcommittee within 7 days.

V. F. FIELD,
 Acting Secretary,
 European Subcommittee

Enclosure:
 SWCC 359/D, Copy No.

71 - Warren	74 - Sinclair
72 - Lightner	75 - Muse
73 - Fisher	

S E C R E T

COPY NO. _____

SWNCC 359/D16 April 1947Pages 1 to 11, incl.STATE-WAR-NAVY COORDINATING COMMITTEEDIRECTIVEREMOVAL OF UNASSIMILABLE DISPLACED PERSONS FROM AUSTRIANote by the Secretaries

At the request of the State Member, the enclosures are hereby referred to the State-War-Navy Coordinating Subcommittee for Europe for study and report, as a matter of PRIORITY.

The State-War-Navy Coordinating Subcommittee for Europe will collaborate with an appropriate agency of the Joint Chiefs of Staff in the preparation of their report. The Subcommittee will be advised at a later date of the name of the agency designated by the Secretary, Joint Chiefs of Staff.

H. W. MOSELEY

W. A. SCHULGEN

V. L. LOWRANCE

Secretariat

SWNCC 359/DS E C R E T

S E C R E TENCLOSURE "A"

From: COMGENUSFET Frankfurt Germany sgd McNarney cite ETGEC

To: War Department for JCS

Nr: SX 2361

15 February 1947

1. Subject is cable of 28th January 1947, Cite PAACA/V, from CG USFA to USFET recommending evacuation of all Jewish displaced persons and refugees in Austria, except Austrian citizens, to the U. S. Zone of Germany.

2. The problem of disposition of displaced persons at the termination of occupation of Austria is fully appreciated. However, the calculated effects which would result from implementation of recommendation contained in reference cable are such that I deem it advisable to present my views at once to the Joint Chiefs of Staff.

3. Without doubt the disposition of refugees, displaced persons, Volksdeutsche and ex-enemy Nationals remaining in Austria will be one of the difficult questions to be settled at Moscow. Any indication that the United States will assume responsibility for any part of these individuals may adversely affect the interests of the United States and further delay assumption of responsibility by IRO.

4. The terms of the Austrian peace treaty should not be pre-judged and under no circumstances should the United States assume prior responsibility for new disposition of any type of refugees or displaced persons in Austria.

5. Apart from these primary factors, consideration must also be given to the impact of this proposal upon the displaced persons themselves and upon the German economy.

6. In urad WARX 90062 of 18th January 1947, I was informed that no appropriation will be available for me to continue during

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Enclosure "A"

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FY 1948 the care of displaced persons, it being assumed that IRO will have full responsibility for such care after 30th June 1947.

7. However, unless IRO becomes fully organized and operational by that date, I will be required to integrate the present displaced persons program into the German economy and use troops to carry out its administration. The consequent reaction to this situation on part of the displaced person will be inevitably one of increased frustration and feeling of abandonment.

8. Housing facilities in the zone are over taxed and insufficient to provide more than minimum standards for the present displaced person regulation. Faced with an additional infiltration from eastern Europe of 40,000 to 50,000 during this calendar year and the prospects of only limited relief from present resettlement and repatriation programs I can foresee only a further deterioration in the situation. Compliance with proposal from USFA would unquestionably engender an even more critical situation.

9. Not mentioned in the subject cable but present in the U.S. Zone Austria are some 30,000 hard core non-repatriable United Nations displaced persons. They are now working in the Austrian economy and should remain there. Austria requires workers; in Germany they would be excess. In addition, in view of the more tolerant attitude of present and pre-war Austria toward religious and political beliefs, it is considered the displaced persons can be better and more readily integrated there than in Germany. It would appear also that IRO when it becomes operative can carry on its program for these displaced persons as well in Austria as in Germany.

10. To transfer the displaced persons from Austria and move the infiltrees in the future direct from Vienna to Germany would definitely encourage, accelerate and increase the infiltration into Austria and Germany beyond our capability to handle.

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11. In addition to the foregoing problems which this USFA proposal presents, it is considered that the British-U.S. bi-zonal agreement would require the concurrence of the British authorities before it could be put into effect.

12. For the reasons stated herein, I deem the USFA proposal to be decidedly against the best interest of the United States and in addition beyond our capabilities. I therefore recommend that it be not favorably considered.

13. OMGUS concurs in above views.

End

CM-IN-2807

(16 Feb 47)

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Enclosure "A"

S E C R E T

SECRETENCLOSURE "B"

From: USMA London England sgd Bomar Acting from General Clark
To : War Department for JCS pass to State
Nr: 71430 4 February 1947

It has now become obvious that displaced persons in Austria is a major problem, the prompt solution of which may be vital to successful conclusion of the Austrian Treaty.

It is therefore imperative that urgent steps be taken to solve this problem immediately.

The Austrian Government has stated to CFM that Austria is willing to absorb a portion of the displaced persons after screening and consideration of individual nationalization applications on merits of each case. I have impressed upon Chancellor Figl the necessity for proceeding with this action as rapidly as possible. Figl has indicated to me that about 100,000 might be absorbed in this way. This would affect primarily the Volkdeutsche.

There will in any case remain in Austria a large hard core of unassimilable displaced persons including the Balts, Ukrainians and White Russians for whom the USSR is clamoring, the dissident Yugoslavs, and other nationalities, as well as criminal or political undesirables.

I strongly urge that provision be made immediately to move all this residue of unassimilable displaced persons to Germany, as imminent moves to other parts of the world are not indicated.

Hood of IRO whom I have talked with in London informs me IRO is arranging for 60,000 displaced persons to go to Belgium from U.S. Zone Germany. I also urge that this 60,000 be taken from Austria rather than from Germany or that 60,000 displaced persons from Austria be immediately sent to Germany in the event that the movement from Germany to Belgium has already been made.

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Enclosure "B"

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I also understand that arrangements are being made to send an additional number of displaced persons from the British Zone Germany to Belgium. I shall raise with Lord Hood the question whether it would not be more desirable to take this number of displaced persons from Austria rather than from Germany.

While the problem of administering these displaced persons would be equally great in Germany, their presence in Austria entails grave political disadvantages which would not exist in Germany. It is one of the major obstacles to successful conclusion of the Austrian Treaty.

Although outlets other than Germany should also be exploited and utilized as much as possible they will be slow to materialize and even then would not in any event account for more than a minor fraction of this residue. The major part of the displaced persons now in Austria will find no other asylum than Germany. Regardless of all the difficulties involved in transferring responsibility for the administration of displaced persons now in Austria to occupation authorities in Germany. I am firmly convinced that there is no alternate solution of the problem.

End

CM-IN-517

(5 Feb 47)

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Enclosure "B"

S E C R E T

S E C R E TENCLOSURE "C"

From: CG USFA Vienna Austria cite PAACA/V

To: USFET

Info: War Department for JCS

DTG: 281741Z

28 January 1947

Subject is the problem of Jewish refugees and displaced persons in U.S. Zone Austria. It is anticipated that signature of state treaty with Austria will be followed by early withdrawal of U.S. troops from Austria. When occupation ends Austria cannot be expected to continue preferred housing, extra rations, and immunity from work now enjoyed by Jewish displaced persons and refugees. It does not appear probable from information available here that settlement of the Palestine question will permit evacuation of bulk of Jews from Austria in near future. While it is understood that the international refugee organization can establish a field organization capable of supplying and administering the Jewish displaced persons in Austria at the scale they now enjoy. Information gathered from civilian censorship evidences growth of resentment directed against Jews based on superior rations and black market activity. Representatives of Jewish welfare groups realize these conditions and it is believed that withdrawal of U.S. troops not accompanied by evacuation of Jews would lead to charge U.S. was abandoning these refugees. I recommend therefore that all Jewish displaced persons and refugees in Austria, except Austrian citizens, be evacuated to U.S. Zone Germany. Total involved is approximately 31,000 U.S. Zone and 1800 British Zone. Movement to start week 1 April 1947 and be completed by 1947. From 1 July until withdrawal of U.S. forces a reception center for temporary shelter only in Vienna should continue to operate but all Jewish displaced persons or refugee camps in the U.S. Zone Austria and Vienna should be closed. Evacuation of refugees from Vienna direct to U.S. Zone Germany should be made when Vienna reception center becomes overcrowded. It is anticipated that some displaced persons may

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Enclosure "C"

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not desire evacuation to Germany and option should be afforded them to remain in Austria under protection of international refugee organization without obligation the U.S. to continue care and feeding pending final settlement of displaced person problem. At present no displaced persons Jews total approximately 9500 in all Austria. The increased administration burden this transfer will place on USFET is fully realized. An early decision will permit time for orderly transfer while troops are available in Austria to control the move and provision for adequate reception facilities in the U.S. Zone Germany can be planned. Jewish program in Germany can be expected to extend over several years and require extensive supply and administrative organization duplication of which there is both uneconomical and impracticable. The plan must include 1800 refugees now in the U.S. Zone when transfer commences. An early decision in this matter is therefore considered most urgent.

End

OM-IN-5398

(29 Jan 47)

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Enclosure "C"

S E C R E T

S E C R E TENCLOSURE "D"

From: COMGENUSFA Vienna Austria cite PASGS from Keyes
To: War Department
Info: CINCEUR Frankfurt Germany
Nr: P 6959 26 March 1947

Reourads P-3560, P-3586, P-5852, P-6336, P-6903, P-6920
to which we have received no answers.

The following message, concurred in by this headquarters
which was forwarded this date to the Secretary of State by
the United States Minister for Austria, is quoted for your
information.

"Attention is invited to the fact that large numbers
of Jewish refugees now in Austria are being fed and cared
for by extraordinary arrangements which will automatically
terminate June 30 next, and that after that date there will
be no source whatever for the feeding and care of these
Jewish refugees unless some new action is initiated in the
meantime.

"As already reported on numerous occasions, large
numbers of Jewish refugees, coming largely from Poland, have
during the past year infiltrated into Austria through the
Soviet Zone. Arriving in Vienna, they were without resources
and there was no provision for their feeding and maintenance,
except as was provided by the United States Army. Their
objective was to proceed to the United States Zone of Austria
in the hope of continuing from there to some ultimate destina-
tion, preferably Palestine. These large numbers of homeless
people without food would have become a menace to public
health and safety if left at large to fend for themselves.
For this reason, and in accordance with the "Haven policy", as
announced by the President, United States Forces in Austria

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Enclosure "D"

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provided for their food and shelter in Vienna and orderly transportation to the United States Zone where they have continued to be fed and cared for by United States forces in Austria. This refugee group must be clearly distinguished from displaced persons. Both UNRRA and the Austrian Govt undertook certain obligations with respect to displaced persons, but neither would or will undertake any responsibility for the refugees because they were not displaced persons and have entered Austria illegally. In view of this and the announced United States Govt "Haven policy", the refugees were cared for by the United States Army.

"When these refugees arrived, UNRRA and the Austrian Govt refused to accept any responsibility for their feeding or maintenance. Therefore, there was no source of supply for them except captured enemy material and CA/MG stocks remaining from the pre-UNRRA supply period. Throughout the first two quarters of the fiscal year 1947, these refugees were fed and maintained from these residual CA/MG stocks, captured enemy material and military stocks. For the third and fourth quarters of fiscal year 1947, these refugees are being fed and maintained from CA/MG stocks shipped for civilian supply under the program outlined in the United States Forces in Austria cable P-3602 to War (the 80,000 displaced persons mentioned in paragraph 2 of P-3602 included 30,000 refugees) and War Department cable 99136 to USFA. Where indigenous supplies and services necessary for the maintenance of Jewish refugees are procured from the Austrian economy; as an interim measure pending further War Department instructions, they are paid for by USFA with schillings advanced by the Austrian Govt for occupation costs. Special accounting is being kept of these funds in order to facilitate reimbursement of the Austrian Govt as these expenditures cannot be considered to be rightfully chargeable to occupation cost and borne by the Austrian Govt.

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Enclosure "D"

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"The general civilian supply program which is currently being utilized to meet requirements will terminate June 30th. Thereafter, it will be impossible for USFA to continue to make any provision for the Jewish refugee unless the budget requirements for the fiscal year 1948, outlined in USFA cable to WAR P-6920 is approved. It is further pointed out that the Jewish refugees will be unable to get Austrian ration cards since they are in Austria illegally. Refugees are not included in the plan sent to IRO in WARX 92715 of March 1947. British refuse to agree to the use of post-UNRRA relief for them. They will thus be completely without food and maintenance after June 30th, unless some new provision is made in the meantime.

"They now number about 28,000. New arrivals have numbered ten to fifteen a day for the past month, and are expected soon to begin arriving at the rate of about 1000 a month.

"USFA has repeatedly reported this situation to the War Department and requested authorization to continue assistance after June 30th, but to date has received no reply. In particular, see P-6903, 17th March, P-6429, 16th December, requesting policy guidance, and WX-90899, 22nd July, from USFET to AGWAR, see estimate for 1948 Jewish refugee requirements of \$1,740,000 for continuation of present maintenance outlined in USFA P-6920 to WAR, 20th March.

"Unless provisions are made immediately for feeding care, and maintenance of refugees in Austria after June 30th from either CA/MG supplies, United States post-UNRRA relief, private organizations, or from US Army stocks; no supply will become possible in time now, since shipments from New York to consumers in Austria take about 9 days after procurement.

"Therefore, it appears that the only solution for this problem would be to move the refugees, prior to June 30th, to Germany where military care and maintenance is still possible.

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Enclosure "D"

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This would, in fact, be the preferable solution to the refugees themselves, since they would not in any case wish to remain in Austria after the withdrawal of US Troops and their presence here is politically undesirable, not only from internal point of view, but also in view of the Soviet attitude towards general question of displaced persons and refugees in connection with the treaty drafting and with Austrian relations with neighboring states thereafter.

"Please inform WAR and instruct whether refugees will be removed from Austria or otherwise provided for by June 30th."

It is requested that this matter which has been repeatedly brought to your attention be given most urgent consideration.

End

Note: P 3560 is CM IN 1024 (6 Sept) CAD
 P 3586 is CM IN 1011 (6 Sept) CAD
 P 5852 is CM IN 1478 (8 Nov) CAD
 P 6336 is CM IN 862 (6 Dec) CAD
 P 6920 is CM IN 3649 (20 Mar) CAD
 P 6903 not identified in SMC
 P 6429 is CM IN 2991 (19 Dec) CAD
 P 3602 is CM IN 1252 (7 Sept) CAD

CM-IN 4866

(27 Mar 47)

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Enclosure "D"

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