

DEPARTMENT OF STATE
WASHINGTON



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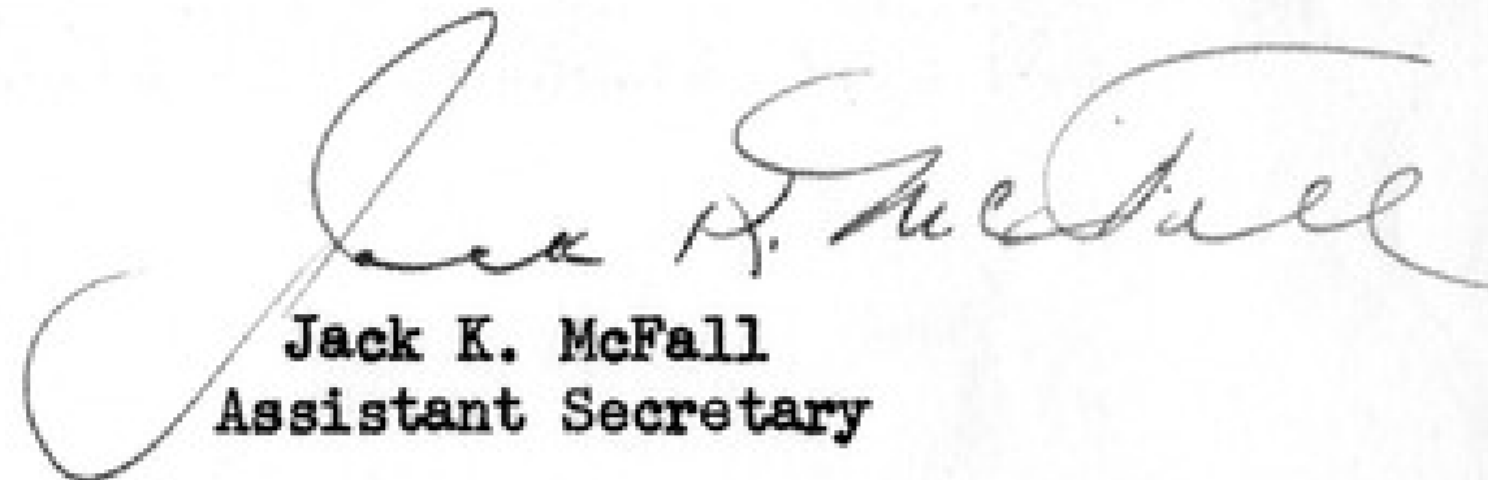
March 7, 1952

Authority E.O. 10501

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MEMORANDUM FOR MR. DAVID D. LLOYD
The White House

Attached is a memorandum containing comments on the Department's behalf on the draft of a proposed message to Congress calling for a special new immigration program and aids to Iron Curtain refugees submitted with your memorandum to Mr. George L. Warren of March 4, 1952. The limitations of time did not permit the inclusion of substitute language.


Jack K. McFall
Assistant Secretary

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COMMENTS OF DEPARTMENT OF STATE ON DRAFT PRESIDENTIAL MESSAGE
TO CONGRESS CALLING FOR A SPECIAL NEW IMMIGRATION PROGRAM
AND AIDS TO IRON CURTAIN REFUGEES

1. The draft message contains two major proposals, one for the special admission to the U.S. of persons who are residents of over-populated European countries or refugees from communism and the second a program for the care, reception and training of refugees from communism in the countries of Western Europe. It is the firm conviction of the Department that these two programs, which are essentially different in scope, character and objective, should not be incorporated in the same message to Congress.

2. The Department of State is seriously interested in both the problem of refugees from communism and the surplus population problem in Western Europe. In negotiations with other governments, it has been encouraging international efforts to stimulate migration as one part of the resolution of these problems, in accordance with Executive and Congressional policy decisions. The Department, therefore, agrees with the purpose of the draft message in so far as it pertains to the immigration of limited numbers of the affected groups to the U.S. Such action on the part of the U.S. will facilitate future U.S. efforts and leadership in dealing with these questions.

However, a Presidential recommendation at this time for enactment of such a special program directed toward the European area may result in unfavorable reactions in the Far East. Two important inter-related measures affecting the Far East are before the Congress, namely the Japanese Peace Treaty and the "Omnibus Immigration and Nationality Bill". The Department, therefore, suggests that in the presentation to the Congress of the proposals contained in this draft message every possible precaution should be taken to avoid jeopardizing the enactment of those provisions of the omnibus bill which are favorable to the conduct of our Far Eastern relations. It should be borne in mind that the enactment of those provisions would make possible the admission to the U.S. of a limited number of persons from areas in the Far East which are now the object of communist attack and are thus confronted with problems of refugees.

3. With reference to the substance of the draft message, it would be preferable that Congress be requested to make provision for the issuance of visas to the immigrants under this special program by authorizing the allocation, in behalf of the categories of persons cited in the draft message, of the unused quota numbers available under the existing quota system. Since it is estimated that the total of such unused numbers would approximate 60,000 per year, this proposal would entail extension of the

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period of the special admission from three years as proposed in the draft message to five years, thus allowing for the same total of 300,000. The Department believes this proposal would be more acceptable to the Congress since it would keep the number of persons to be admitted within the maximum already authorized under the U.S. Immigration Act of 1924.

4. The Department concurs in the proposal for the issuance of not to exceed 7,500 visas to persons referred to in Section 2 (c) of the Displaced Persons Act, as amended, but believes they should be charged to the unused portion of the quotas instead of to various country quotas on a ~~mortgaging~~ basis.

5. The need for foreign workers in the U.S., in so far as it exists, is overemphasized in the draft. It would be preferable to stress instead the fact that persons admitted into the U.S. under a modest special program could be readily absorbed.

6. The message might well state that other countries, notably Canada and Australia, are helping solve the European overpopulation problem by increasing their immigration from the affected countries. While a special U.S. program can be expected to stimulate favorable action by other countries, presentation to the Congress of the facts concerning the efforts others are already making should encourage favorable action by the Congress. It might further be pointed out that the U.S. will be in a better position to urge positive action by other nations if this country is prepared to undertake a special immigration program.

7. The message would be better balanced if a clearer exposition were made of the overpopulation problem in the countries named and of the role which emigration may play in its solution. With respect to the immigration of "non-German religious and political refugees from communism", the Department assumes that any bill carrying out the purposes of this message will embody precise definitions such as pertain to countries of origin and temporary location of the refugees for which a special program is recommended.

8. Apart from the wisdom of separating the proposals on immigration from the proposals for the reception, temporary care and training of refugees from the Soviet Union and the satellite countries on procedural grounds, the two programs are sufficiently different in substance, objectives and methods of implementation to necessitate their separation. The immigration proposals are essentially a matter of domestic internal policy. The proposals for the reception, care and training of refugees from a Soviet orbit country are essentially matters of important foreign policy.

9. Much



9. Much thought has already been given in the Department and other federal agencies to the reception, care and the movement out of Europe of the refugees in question. In fact, decisions on a program of this nature have already been made under the authority of Section 101 (a) (1) of the Mutual Security Act, which authorizes an appropriation of \$100,000,000 "either to form such persons into elements of the military forces supporting the North Atlantic Treaty Organization or for other purposes". The program referred to has already been discussed informally by representatives of the concerned agencies with the House Foreign Affairs Committee and has received the informal approval of the Committee. In consequence, it may be considered that the authority for the proposals for the reception, temporary care and movement of the refugees in question already exists and conceivably also for the training of such refugees if that extension of the program presently planned is developed later.

Under these circumstances, it would appear unwise and even a reflection on the administration to request in the proposed message legislative authority which already exists and approval of proposals of this nature already informally secured from the House Foreign Affairs Committee. The training and educational features of the proposals contained in the message involve complicated questions which are already under study in other connections but as to which no conclusions of a planning nature have yet been reached. However, the development of such program is not excluded under existing legislative authority. It will be necessary to identify the refugees to be trained, to clarify by careful study and consideration the objectives and contents of such training and to locate and establish the educational facilities, if such training is to be offered. A false start, and particularly a public announcement of such a program before it has been thoroughly thought through in terms of the persons to be trained and facilities for the training, would have a disastrous affect in terms of political reactions if for a multiple of possible reasons the program could not later be carried through effectively.

10. In summary, the immigration proposals and the proposals for the treatment of refugees from the satellite countries are essentially different and require different treatment. A program for the reception, care and outward movement of the refugees from Europe under the authority of the Mutual Security Act has already met with the informal approval of the House Committee on Foreign Affairs. The training and education of such refugees is not necessarily excluded under the authority of the Mutual Security Act. However, plans for such training and education raise important questions in foreign policy and must be thought through in terms of the refugees available, the facilities for training and the objectives of such training. Such plans also should grow out of experience developed under the program already under-way.

11. In conclusion, it would be more feasible to continue and develop the existing programs than to cancel present plans and start afresh under other auspices.

