

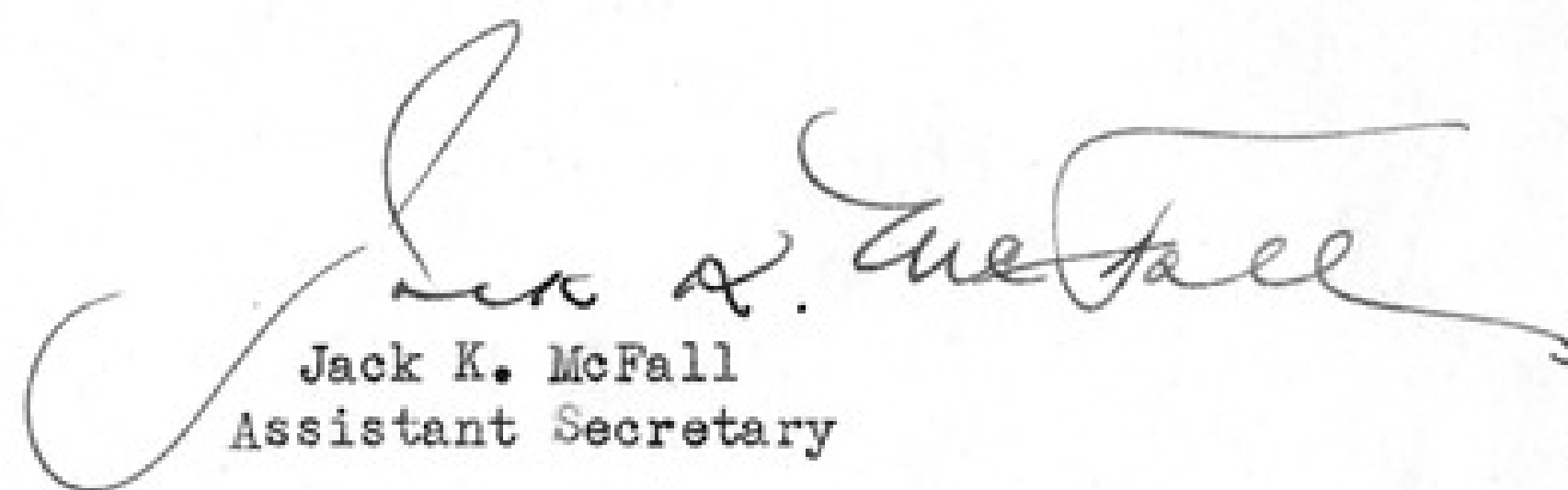
DEPARTMENT OF STATE

ASSISTANT SECRETARY

March 13, 1952

Memorandum for: Richard E. Neustadt  
The White House

With reference to your memorandum of March 12, 1952 and our telephone conversation of last evening (March 12), I am transmitting herewith a memorandum setting out the Department's comments regarding the revised draft of the President's message on Immigration and Refugees.

  
Jack K. McFall  
Assistant Secretary

Attachment  
Department of State's  
comments on the revised  
draft.



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COMMENTS OF DEPARTMENT OF STATE ON REVISED DRAFT (MARCH 12, 1952) PRESIDENTIAL MESSAGE TO CONGRESS CALLING FOR A SPECIAL NEW IMMIGRATION PROGRAM AND AIDS TO IRON CURTAIN REFUGEES

1. The redraft of the message is a distinct improvement over the first draft. It is noted that some of the policy recommendations of the Department have been followed, but that, among others, the two major recommendations discussed in paragraphs 4 and 5 below have not been incorporated in the redraft. It is unnecessary to repeat here all the recommendations which have not been followed, but to which the Department still adheres.
2. The Department has noted that recognition has been given to the existence of legislative authority for U.S. participation in the Provisional Intergovernmental Committee for the Movement of Migrants from Europe, and for the reception, care and maintenance and the movement out of Europe of refugees in the Mutual Security Act. The message requests the continuance of these two programs and the appropriation of funds.
3. The critical reference to the military provisions of Section 101 (a) of the Mutual Security Act (at the bottom of page 10 of the message) has serious political implications because of the charges made against this section at the recent session of the General Assembly in Paris. This reference also prejudices the substance and may substantially prejudice the redrafting of this section of the Mutual Security Act now under active consideration. The text at the foot of page 10 is inconsistent with that at the foot of page 9 because the military and other purposes of the section are not clearly differentiated.
4. The Department desires to repeat its objections to the inclusion in the message of the proposals for the training and education of refugees for which new legislative authority and funds are requested. The Department urgently recommends again that these proposals be deleted from the message because they raise important questions of foreign policy before opportunity has been given for full consideration of the proposals by the Department and other interested federal agencies. On their face, the proposals would be considered, particularly by friendly European countries, as a provocative anti-Soviet tactic especially if made prematurely and publicly by the President. The proposals might thus create apprehension in the Western European countries where resentment may also arise in view of the fact that these countries have admitted the refugees provisionally under conditions which do not envisage the refugees engaging in activities of an avowed political nature particularly under the sponsorship of another government.
5. The Department notes (pages 17 to 20) that the draft message now suggests the possibility that Congress may wish to tie the special immigration proposals for the admission of 100,000 annually over 3 years to a revision of the present quota provisions of the immigration laws. In the Department's view the chances of enactment of the special immigration proposals would be materially greater if, as proposed in the Department's earlier comments, the 100,000 3 year program were changed to a program of approximately 60,000 over 5 years, thus bringing the annual special admissions within the over-all totals now permitted under the

quota



quota by the utilization of unused quota numbers. The Department strongly urges reconsideration of this proposal in the interest of securing effective action during the present session of Congress.

6. Specific comments on the text of the revised message follow:

Page 4. Delete the last two sentences because the expulsion into Turkey has ceased and no recommendation for the admission to the United States of these persons is included in the immigration proposals. The Jewish refugees who leave these countries are proceeding to Israel. Moreover, Greek refugees flee into Greece in the same manner as other refugees.

Page 5. Paragraph 1 - The third sentence should be redrafted to read: "Greece faces difficulty in absorbing refugees, both of Greek and other origin, arriving in Greece from Rumania and Bulgaria."

Page 7. First sentence, line 2 - Insert after the words "they are" the words "in the main" so that the clause will read: "but they are in the main accepted as citizens of the area to which they come."

Page 8. Paragraph 3, second sentence - Substitute for the words "preferred position" the words "an equal opportunity."

Page 14. Lines 2 and 3 - Insert the following sentence where the brackets appear: "The Australian Immigration program calls for an annual immigration of at least 150,000 per year; Canadian absorption in the last year was at the rate of 180,000."

Page 17. The sentence beginning "So far" and ending with "in the future" is not entirely accurate, since the quota for no country is completely mortgaged. The first proviso to Section 3 (c) of the Displaced Persons Act of 1948, as amended reads: "Provided, That not more than 25 per centum of any quota shall be so used in any fiscal year beginning July 1, 1950, and ending June 30, 1954; and that not more than 50 per centum of any quota shall be so used in any fiscal year beginning July 1, 1954;"--which means that any quota that was mortgaged was mortgaged up to 25 per cent of the total quota for fiscal years ending fiscal year 1954 and any quota that was mortgaged beyond fiscal year 1954 was not mortgaged more than 50 per cent of the total of that quota beginning fiscal year 1955. The statement "It will be impossible, for example, under existing law, to admit any persons from the Baltic countries, or from [ ] and [ ] except the very few who are entitled to nonquota visas." is not a true statement of fact. While it is true that it is possible under the regular immigration laws and the Displaced Persons Act, as amended, for an entire quota for an annual quota year to be used up completely, it has not, in fact, been done. Thus, with respect to the Baltic countries, i.e., Estonia, Latvia, and Lithuania, the facts are that for each such country approximately 75 per centum of the annual quota is available for regular immigration during the fiscal quota years 1953 and 1954, and 50 per cent of each such quota under the same terms for fiscal quota years beginning 1955.



Page 17. The sentence beginning "Against the great needs that exist in Germany," and ending with "admit only [ ]," should be changed to read as follows: "against the great needs that exist in Germany, for example, the available German quota under our immigration laws is approximately 19,500 for fiscal quota year 1953, and 25,957 for fiscal quota year 1954 and any quota year thereafter; and with respect to Italy, where the need for outlets is most acute, we can issue quota immigration visas to only 5,677 per annum." In other words, the German quota, which ordinarily is 25,957 per annum, will have been mortgaged for fiscal quota year, 1953, 25 per centum of the total number, and so far as is known now, probably will not have been mortgaged for any future year beyond that. The Italian quota, which amounts to 5,677 per annum, has not been subjected to any mortgage whatsoever.

*Copy of Report of the  
Immigration Commission*

