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Attached is a copy of a memorandum forwarded by the Secretary of State to the President on March 18th, concerning the proposed message to the Congress dealing with the immigration program.

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STATE review(s) completed.

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To : S - The Secretary

March 14, 1952

Through: S/S

From : UNA - Mr. Hickerson

Subject: Department's Comments on Drafts of Presidential Message to Congress on a New Immigration Program and Aids to Iron Curtain Refugees received March 4 and March 12, 1952.

Background:

The Department received from the White House on March 4, 1952 a draft message on the above subject for comment, and transmitted its comments on March 7. A revised draft of the message was received on March 12 and the Department's comments thereon were made on March 13. The Department also sent its comments on the proposed draft legislation implementing the message to the Bureau of the Budget on March 12. Both draft messages and the draft legislation contained proposals that (1) 300,000 surplus migrants and refugees be admitted to the United States without regard to nationality immigration quotas over three years; and (2) training the education be provided in Europe for refugee leaders who will remain in Western Europe or return to their countries of origin when political changes take place therein. In its comments, the Department urged (1) that the immigration proposals be confined to the admission of 60,000 persons, cited in the draft message, annually to the United States over a period of five years utilizing each year the unused quota numbers of the preceding year, and (2) that the proposals for the training and education of refugee leaders be deleted from the message.

Discussion:

With respect to the special immigration proposals, the Department's position is that the proposals in the message to admit 300,000 persons over three years in excess of existing immigration quotas would not be acceptable to the Congress. The Congress is presently considering the Omnibus Immigration and Nationality Bill which maintains the principle of the existing immigration quotas. To confine the proposals to the use annually for five years of the approximately 60,000 unused quota numbers of each preceding year, allocated to the persons cited in the message, would greatly increase the possibility of the adoption of the proposals by the Congress. In such event, the unfortunate reaction which would otherwise take place in the concerned countries of emigration and the corresponding nationality communities in this country to the rejection by the Congress of the proposals in the message would be avoided.

The Department's position with respect to the proposals for the training and education in Europe of refugee leaders who will remain in Western Europe or return to their countries of origin when political

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changes take place is that such proposals raise important questions of foreign policy and have serious political implications which require full consideration by the Department and other federal agencies before adoption. Authority for the reception, care, and movement of refugees out of Europe already exists in the Mutual Security Act and a program of this nature is under active consideration. The extension of this authority under the Mutual Security Act for the fiscal year 1953 will need to be secured in the Congress. The training and education of refugees are new proposals and no opportunity has been given for their adequate consideration. On their face the proposals would be considered, particularly by friendly European governments, as a provocative anti-Soviet tactic and might thus create apprehension and resentment in Western European countries whose cooperation and understanding should be secured in advance of any public announcement. These countries have admitted the refugees provisionally under conditions which do not envisage participation by the refugees in activities of an avowed political nature, particularly under the sponsorship of another government.

Recommendation:

It is recommended that you urge the President to give serious consideration to the Department's recommendations that (1) the immigration proposals be confined to the use annually for five years of the approximately 60,000 unused quota numbers of each preceding year; and (2) the proposals for the training and education of refugees be deleted from the message.

Concurrences:

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