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Fifth Report on the activities of the Intergovernmental Committee for European Migration (Year 1956) and Complementary Report (1st January to 30th June 1957)

Report

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1. CHAPTER F» - Introduction

1.1.

1. In concluding his Report on the Work of the Committee for the Year 1955 (MC/177/ Rev. 1), the Director emphasized that the task of the Migration Committee " must be to maintain a healthy flow of migration at a level which will contribute to higher living standards and economic development in both emigration and immigration countries". There is much in the record of 1956, the fifth year of the Committee's activities, to encourage the belief that the organization as a whole can now measure up to the responsibility that this task



places upon it. The number of migrants moved under the Committee's normal programme was 130,088, a figure higher than in any previous year. During the year, the Committee moved its 500,000th migrant and, by 31st December 1956, the total number of migrants whom the Committee had assisted since 1st February 1952 had reached 536,952¹.

2. In the report for the year 1955, the Director also expressed the view that a healthy flow of migration free from periodic expansions and contractions was "essential to maintain an efficient migration machinery capable of dealing with greater movements, should future conditions make this necessary". The emergency created by the rapid influx of large numbers of Hungarian refugees into Austria in November 1956 presented an immediate challenge to this migration machinery and enabled the organization to demonstrate the flexibility of its operations and its ability to assume large new tasks rapidly. Between 6th November and 31st December 1956, the Committee was directly responsible for the movement of 42,045² Hungarian refugees from Austria, and it gave some assistance to the movement of an additional 40,797² for whose transport the receiving countries were responsible.

3. However, behind these operational successes lie certain fundamental problems which the Committee must solve and which presented themselves in an increasingly precise form in 1956. The first and most easily identifiable of these problems concerns the rapid decline in immigration to Latin America with its effect on reducing overseas emigration from Southern Europe. This problem was becoming more and more insistent in previous years, but in 1956 efforts were made to examine closely its real causes and to devise practicable solutions.

4. The second problem concerns ways and means of financing the Committee's activities. This problem was not a new one either, but in 1956 Member Governments in Council had to consider the report of the Working Party which had met in Washington in December 1955, the establishing of special funds in 1956 and 1957 and the even greater problem of the gap between estimated resources and expenditure which was foreshadowed for 1958.

5. Thirdly, in 1956 the organization began to consider the implications for its activities and structure of the very considerable changes in economic and social conditions which had taken place during the four or five years of its life. An organisation which had begun as a provisional one established to deal with emergency problems of surplus population in some countries and shortage of manpower in others began to consider whether there was a need for international assistance on a longer-term basis and whether the nature of the assistance required had changed.

2. CHAPTER II - European migration in 1956 : the background to the Committee's work

6. When the final statistics become available, it will probably be seen that total overseas emigration from Europe in 1956 was somewhat higher than in the previous year. The increases will not be uniform, but higher figures are likely to be registered for all countries except Italy and Spain.

7. The over-all increase in emigration and its incidence on the various European countries was due more to circumstances in the receiving countries than to any economic changes in Europe. Owing to disinflationary measures taken by some Governments and central banks, there was a slowing down in 1956 in the expansion of production in most European countries, but this seems to have eased the strain on labour markets rather than to have caused any unemployment which might have been reflected in an increased desire to emigrate. Unemployment was, however, somewhat higher in some countries in December than it had been in the corresponding period of 1955. The increased desire to emigrate, evident towards the end of the year in the Northern European countries, was probably due more to increased opportunities in the particular overseas countries which attracted the prospective emigrants, and to the disturbed international situation, than to increasing unemployment.

8. The only country from which emigration did not increase in 1956 and for which provisional statistics are available for study was Italy, and here the reduction was in the region of 27,000, in spite of the fact that the number of Italians going to Canada was higher than in 1955. This reduction can be traced partly to the substantial fall in immigration into Latin America but perhaps primarily to greatly increased migration

1. Excluding Hungarian refugees moved from Austria with the Committee's assistance.

2. In addition there were 1,263 refugees who had been moved from Austria but were staged in embarkation centres as at 31st December 1956, awaiting final departure. There was also an additional total of 4,312 refugees who had departed from Austria without any assistance from the Committee.

opportunities in European countries. The fall in movements overseas was, in fact, offset by a substantial increase in intra-European migration, which rose from 48,000 in 1955 to some 83,000 in 1956, and by an increase in the number of Italians employed outside Italy on seasonal contracts.

9. There appeared, in general, to be a greater movement of manpower across the frontiers of Europe in 1956 than previously. For example, although immigration from other European countries to the Netherlands was 20 per cent higher than in 1955, the number of persons leaving the Netherlands for European destinations increased also. One further factor in the general European situation which should not be overlooked was the continuous influx of German refugees into Western Germany from the Soviet zone; the number seeking asylum in Western Germany in 1956 was over 279,000, an increase of 26,000 over 1955.

10. The major part of the increase in emigration from Europe in 1956 was directed towards North America. This was due chiefly to accelerated movements to the United States under the terms of the Refugee Relief Act, which expired at the end of the year. Some 84,400 migrants entered the United States during 1956 under the terms of the Refugee Relief Act alone, whilst total immigration was approximately 350,000.

11. Total immigration into Canada was significantly higher in 1956. The 1955 total had been exceeded by the end of September 1956—and it is probable that the final figures for the year will show an increase of between 20 and 25 per cent³In contrast to the situation in 1954/1955, the labour market in Canada has been under an increasing strain throughout the year, and many sectors of industry have recorded labour shortages. In October, when the seasonal decline in employment would normally begin, Canada's labour force was more fully occupied than in any other corresponding period since 1951. During the course of the year, the Government of Canada broadened the scope of the Assisted Passage Loan Scheme, making it applicable to the dependents of selected immigrants and to many occupational classes previously excluded.

12. Further increases, substantial in proportion if not in actual numbers, were recorded in the Federation of Rhodesia and Nyasaland. The 1955 level of immigration into Rhodesia, approximately 20,000, already constituted an increase of 25 per cent over the 1954 figure and appeared to be as high as the Federation could reasonably absorb. However, it is likely that the total figure for 1956 exceeded 26,000, the highest recorded during the post-war period. Most of these immigrants came from the United Kingdom and the Union of South Africa, but there were significant increases in the number of Italians and Greeks entering the Federation.

13. Immigration into New Zealand is likely to be at least 10 per cent higher than in 1955, the increase being made up almost entirely by migrants from the United Kingdom. The figure of South African immigration, however, may prove to be a little lower in 1956 than in the preceding year.

14. There was extensive debate throughout Australia during 1956 regarding the proper level of immigration which the country should seek to achieve. There was much discussion regarding, on the one hand, the very real economic advantages which had accrued from post-war immigration and, on the other hand, the inflationary dangers of a high rate of immigration during a period in which Australia was experiencing balance-of-payments difficulties. The official, decision on this issue, which continues to exercise Australians in an extremely lively fashion, was that the level for the fiscal year 1956/1957 should be set at 115,000 immigrants, whilst a general target equal to one per cent of the population per annum was established for future years. The effect of this decision in 1956 was a slight reduction in the total intake. It is interesting to note that towards the end of the year Australian imports were falling, while export income, based on wool prices 15 per cent higher than 1955, was increasing, and reserves of foreign exchange were being built up.

15. In contrast to the increases which have been noted in other areas, immigration to Latin America was substantially lower than in 1955. The downward trend which has been experienced since 1952 was accelerated, and reductions in the region of 30 per cent for Argentina and 25 per cent for Brazil are likely to be recorded, when the statistics for the year become available. In Brazil, there has been a more substantial decrease in the number of immigrants of European origin, but this has been partially counter-balanced by an increase of non-European immigrants, particularly Japanese. A decrease of 10 per cent occurred in immigration into Venezuela, but this is perhaps less remarkable in view of the fact that some 118,000 immigrants arrived in 1955, the highest number in post-war years.

3. Subsequent figures provided by the representative of Canada at the Seventh Session of the Executive Committee show an increase in total immigration between 1955 (c. 110,000) and 1956 (c. 165,000) of fifty per cent; while an intake of over 195,000 is expected for 1957.

16. The decline in immigration to Latin America as a whole can be traced largely to economic problems of an inflationary nature which have troubled many of the countries in the area. These problems which appear to have reduced real wages in relation to those obtainable in Europe at comparable levels of skill have discouraged potential emigrants in Italy, Spain and Greece, from which Latin America would normally recruit additional manpower. The effect of this is illustrated by the following provisional statistics regarding immigration from these three countries to Latin America.

TABLE 1 - Emigration to Latin American countries⁴

Country of origin	1954	1955	1956
Italy	70.889	60.462	38.031
	49.618	56.328	50.063
	2.500	1.300	800
	122.507	118.090	88.894

*. Provisional figures.

3. CHAPTER III - The normal migration programme

3.1. Migration operations

17. The total number of migrants moved by the Committee under its normal programme in 1956 was 130,088, bringing the cumulative total of all movements since the Committee began operations on 1st February 1952 to 536,952⁵. A breakdown of these figures by countries of origin and destination of these migrants indicates the development of the Committee's operations during 1956, and illustrates some of the general migration and economic trends referred to in the preceding chapter.

TABLE 2 - Countries of emigration

Country	1952	1953	1954	1955	1956	Cumulative Total
	11,028	5,532	6,412	12,319	15,935	51,226
	37,954	40,325	34,921	21,887	32,636	167,723
	489	4,096	11,775	14,056	11,897	42,313
Italy	12,314	22,332	53,995	45,852	39,382	173,875
	10,062	2,296	1,275	12,701	12,699	39,033
Far East	969	3,267	1,451	594	1,191	7,472
	4,848	9,686	11,398	13,030	16,348	55,310
Total	77,664	87,534	121,227	120,439	130,088	536,952

18. The first observation to be made regarding this Table is that the downward trend in Committee-assisted movements from Germany, which had begun in 1953, was sharply reversed in 1956, movements being some 50 per cent higher than those in 1955. Similarly, movements from Austria were substantially higher than in the previous year and did in fact exceed the level reached in any year during the Committee's lifetime. Conversely, the statistics regarding Italy show that the decline in the number of persons assisted by the Committee each year was continued and that the 1956 figure was 25 per cent lower than the peak achieved in 1954.

19. Some of the reasons for these developments become apparent on examination of the following table, which gives the breakdown of the 1956 statistics by countries of destination in comparison with previous years.

TABLE 3- Countries of immigration

Country	1952	1953	1954	1955	1956	Cumulative Total
	470	9,023	29,309	15,208	8,702	62,712

4. The following countries are included : Argentina, Brazil, Chile, Colombia, Uruguay and Venezuela.

5. Excluding movements of Hungarian refugees.

Country	1952	1953	1954	1955	1956	Cumulative Total
	15,547	13,327	37,773	53,777	39,942	160,366
	9,784	12,718	16,353	8,920	5,966	53,741
	8,671	36,928	21,294	8,858	7,752	83,503
Chile	1,327	776	814	1,033	379	4,329
	762	2,389	1,037	1,220	5,600	11,008
	401	48	22	785	1,499	2,755
		9	9	429	1,920	2,367
USA	38,125	6,367	7,233	20,522	48,330	120,577
	46	116	360	2,790	1,674	4,986
	1,490	3,922	5,307	4,973	4,922	20,614
Others	1,041	1,911	1,716	1,924	3,402	9,994
Total	77,664	57,534	121,227	120,439	130,088	536,952

20. The most significant fact to be observed is that although the total figure of movements in 1956 was considerably higher than in any previous year, a decrease is shown in the intake of nearly all receiving countries in comparison with 1955. The outstanding exception is the United States, which received nearly two and a half times as many European immigrants under the Committee's auspices than in the preceding year. The great majority of these immigrants—24,251—came from Germany, whilst 8,487 came from Austria and 6,651 from Italy. This high level of movements, which was due to successful operations under the Refugee Relief Act during its final year of validity, counteracted the decline in other areas, and enabled record annual figures to be achieved.

21. During the early part of the year, assurances were being received and endorsed by the voluntary agencies in the United States in ever-increasing numbers, and the quotas for refugees residing in the European territories of Members of the North Atlantic Treaty Organization (N. A. T. O.), and for Italian refugees and relatives, were exhausted by the middle of September. A deadline was established, after which no assurances regarding refugees and escapees residing in Germany and Austria could be submitted, and at the end of the year it was anticipated that approximately 30,000 visas which could be issued under the Act would remain unused. Measures were in preparation in the Congress of the United States to permit the transfer of unused visas to other areas, but no decision had been reached by the end of 1956.

22. During the first part of the year the processing, selection and transport of migrants to Australia proceeded smoothly and satisfactorily, and the number of persons moved—some 26,000—was higher than for the corresponding period in 1955. An increasing number of refugees were being processed under the Australian mass schemes, and the movement of nominated dependents increased from all areas. However, the influence of the internal economic stresses within Australia and the policy decisions regarding migration to which reference has been made in the preceding chapter, began to have their effect on movements during the second half of the year, with the resultant decline which is evident from the table shown above.

23. Committee-assisted movements to Canada continued to decline, particularly during the first six months, when less than 3,000 persons emigrating to Canada received the Committee's assistance. Virtually all of these persons were assisted under the Revolving Fund and the United States Escapee Program. This reduction was due in part to the broadening of the scope of the Assisted Passage Loan Scheme referred to earlier, which had the effect of reducing the categories of persons who were unable to receive direct assistance from the Government of Canada. As a result of these developments, discussions were held in Ottawa to decide what type of assistance the Committee might most usefully render to the Canadians immigration programme. These discussions were not conclusive, but in the second half of the year the Committee was able to assist the Government of Canada with the selection, in Austria and Italy, of urgently required farm workers, and to arrange their air transport. It was not until the Government of Canada had decided to receive a considerable number of Hungarian refugees that the Committee's assistance to the Government once again became substantial.

24. Movements under the Committee's auspices to both New Zealand and the Federation of Rhodesia and Nyasaland, although still relatively small in absolute terms, were significantly higher proportionally in 1956 than in 1955. Movements to New Zealand of single workers selected in Austria began in July 1956, but by the

end of the year the numbers transported were substantially lower than the 500 which it had originally been hoped to obtain. The large majority of immigrants moved by the Committee to New Zealand, in fact, from the Netherlands.

25. The record of movements to the Federation of Rhodesia and Nyasaland, which had begun slowly in 1955, was much more satisfactory. Many of these migrants were members of families joining their breadwinners already in Rhodesia; however, a substantial number were workers, mostly for the Rhodesian Railways, but some also to fill individual job offers obtained by the Committee's office in Salisbury. An interesting and significant development was the movement of building artisans from Italy for employment by companies which had received contracts in connexion with the construction of the Kariba Dam. The costs of most of these movements were fully reimbursed.

26. The account that must be given regarding the programmes to the countries of Latin America is, unfortunately, not so encouraging. The Director noted in his report for 1955 that " One of the disappointments of the year was the decline in movements under the auspices of the Committee to Latin American countries, and the reduction in movements from Italy associated with it." Far from being arrested, this decline has continued more sharply in 1956. The total movements for the year to the five main immigrant receiving countries of Latin America was, in fact, over 30 per cent less than in the preceding year. This situation had its inevitable effect on movements from Italy and Greece, and it is fortunate that this effect was to some extent cushioned by the operation of the United States Refugee Relief Act. In the course of the year, action was taken and recommendations made to the Council and the Governments concerned which, it is hoped, will progressively change this trend and restore the Latin American programmes to their rightful place in immigration from Europe⁶

3.2. Refugee Programmes⁷

27. During 1956, the Committee assisted the resettlement of 64,222 persons who could be broadly classified as refugees, of whom 36,531 were within the mandate of the United Nations High Commissioner for Refugees. This was the highest number of refugee movements ever carried out by the Committee, and was due primarily to movements to the United States under the terms of the Refugee Relief Act. Considerable numbers of refugees were also received by Australia and Canada in particular. A total of 12,062 of these refugees received assistance under the United States Escapee Program.

28. The activities of the voluntary agencies under the Revolving Fund Program continued in 1956, and the settlement overseas of approximately 11,512 persons was assisted by them. The pattern of Revolving Fund movements did, however, change appreciably during the year, and these changes had their effect on the per capita level of the Committee's contribution to the programmes. Movements to North America decreased, chiefly because persons who would normally have benefited from Revolving Fund loans received assistance corresponding increase in movements over more expensive routes. As a result, it was agreed that for the second six months of 1956, the Committee's per capita grant to the Revolving Funds maintained by voluntary agencies would be increased from \$75 to \$100 for all movements to destinations other than North America : the grant for movements to North America being maintained at \$35 per capita. The average amount of loans made by the voluntary agencies increased to approximately \$185 per capita, whilst the average Committee contribution for the year as a whole was some \$60 per capita.

29. At the Fourth Session of the Council in February 1956, the representative of Austria drew attention to the serious problem which his Government was facing in caring for the increasing number of refugees coming from Eastern Europe. As a result of this appeal, the Government of the United States made a special contribution of \$250,000 to the Committee to enable it to co-operate with the Government of Austria in establishing two transit centres which should expedite the processing of refugees for emigration. After considerable discussion and joint planning between the two Governments and the Committee, a transit centre to accommodate 600 persons was opened at Glaserbach near Salzburg, and a documentation centre established to bring together the basic information on all foreign refugees in the country and thus facilitate their eventual processing and emigration. It was planned that a second transit centre of similar capacity would be opened in the spring of 1957. A further development of this programme was a joint project with the Office of the United Nations High Commissioner for Refugees, whereby a survey of the refugee case load was to be undertaken and dossiers established for all cases difficult to re-settle.

6. See Chapter III, section 4, Promotional Activities, below.

7. See also Chapter IV, Hungarian Refugee Program, below.

30. The increase in the number of European refugees permitted to leave China, which had been noted in December 1955, continued generally throughout the first part of 1956. However, in May, the Chinese Communist authorities assumed control of what had hitherto been the Shanghai Office of the United Nations High Commissioner for Refugees. The monthly average of persons permitted to leave China decreased to approximately 50. Nevertheless, the total for the year, 1,191, was double that achieved in the preceding year.

3.3. Shipping and Air Transport

31. The report on the Committee's transport activities in 1956 falls logically into two parts. The first part covers the first nine or ten months of the year when the problems which had to be dealt with arose from the general difficulties inherent in the migrant traffic, complicated by a mounting pressure to raise fares as a result of the increases in wages, fuel, repair and maintenance costs which the shipowners had to bear. During the second period, which covers the last quarter of the year, the problems became much more acute as a result of the closure of the Suez Canal and the sudden and heavy demands made upon the Committee by the Hungarian refugee crisis.

32. Throughout the year, constant attention had to be paid to the general development of passenger traffic in order to ensure that sufficient tonnage was available to the Committee to carry out its agreed programmes. With the volume of tourism constantly expanding, conditions became extremely competitive with regard to sea transport available on the North Atlantic during the summer season. On the South and Central American routes sufficient transport was available throughout the year; and tonnage could be provided to maintain regular transport in accordance with the Australian immigration programme.

33. Although shipowners' operating costs increased, fares remained stable, except on the Venezuelan and Colombian routes for which increases of approximately six per cent were made.

34. General prospects regarding the future of ships under the Committee's control gave grounds for some concern. Use of one of the older ships had been discontinued and others might be withdrawn as no longer suitable for migrant traffic, while certain newer ships which had previously been used had been transferred to regular liner service. No new building specifically for the migrant could be envisaged as costs were extremely high and shipyards fully booked for several years ahead. Any new tonnage becoming available for migrant use would be through the conversion of existing vessels, and it was questionable whether this would be economically advantageous to the owners concerned. In order to overcome these difficulties, plans were initiated by the middle of 1956 to make available two or three modern vessels for the Australian traffic by the end of 1957 to replace tonnage which might be withdrawn or would no longer comply with the required standards.

35. Continuous efforts were made to raise standards on board the migrant vessels, and three ships were partially reconverted, so as to increase cabin space, reduce accommodation in dormitories, and improve air conditioning. Inspections of vessels to control the standards of accommodation were made regularly by officials of the Committee at the ports of embarkation prior to departure. In certain instances, Committee officials accompanied a vessel for part of the voyage so as to report on conditions actually prevailing.

36. The major space problem during the first part of the year concerned the North Atlantic route, and was made acute by the increased rate at which visas were issued under the Refugee Relief Act. The problem was overcome by the use of the United States Military Sea Transportation Service (MSTS) vessels, General Langfitt, which made 13 voyages and General Taylor, which made two voyages, and by the use of charter aircraft which transported 24,659 migrants. A difficulty arose regarding the movement of migrants by air from Italy owing to the fact that Italian regulations regarding the transport of migrants by air had not been officially established. An agreement was however reached with the Government of Italy under which the activities of the Committee in transporting migrants by air from Italy were regulated provisionally.

37. In the fourth quarter of the year, pressure from shipowners to increase fares on the Australian route became much heavier. After prolonged negotiations the two companies comprising the Europe/Australia Passenger Service (EAPS), which operated from Northern European ports, refused the Committee's offer of a 5 per cent increase in fares, and the EAPS agreement was not renewed. These owners had agreed to operate on this route throughout 1957 if a 10 per cent increase were granted. Thereafter any of the four ships employed on this service which the Committee might be able to use would have to be subject to special agreement with the owners concerned. Negotiations with the three companies, the ships of which were used for the voyage from Southern Europe to Australia, resulted in the Committee's offer being accepted by two companies but refused by the third. As a result of the inability of the Committee to meet the shipowners' demands, three ships hitherto employed on the Australian run were lost to the Committee's service, and the prospects of the continuous use of two other ships in the future were made very insecure.

38. The closing of the Suez Canal had affected these negotiations only insofar as the threat of increased fuel prices had hardened the attitude of the owners. Additional costs resulting from ships having to sail round the Cape of Good Hope were covered by separate arrangements which amounted in effect to an increase of approximately 4 per cent per fare from Northern Europe and 12 to 15 per cent per fare from Southern Europe. The closing of the Canal did not seriously disturb movement plans, even though an additional eight to ten days was required for the return voyage to Australia, and certain ships could not operate over the long distances between the Cape of Good Hope and Freemantle owing to the lack of water storage. It was, however, necessary to increase air operations to Australia in the last two months of the year.

39. The Hungarian refugee emergency made heavy demands on transport, but chiefly over intra-European routes. Rail transport was used mainly, but a substantial air-lift was organized to the United Kingdom, whilst air transport was also used for the movements to Norway, Ireland and Iceland. The Government of Canada requested the Committee to assist with the rapid transport of those Hungarian refugees which Canada had accepted in 1956, and it was necessary to book space on regular liners plying from the United Kingdom, France and Germany, in addition to two vessels which were specially chartered. Some aircraft were also used for this movement as well as for the Hungarian refugees who were sent to Australia in December.

3.4. Promotional Activities

40. In spite of the record level of movements achieved in 1956, overseas migration from the countries of Southern Europe continued to decline, and it is in these areas that the greatest need for emigration exists. Thus one of the major aims of the Committee's promotional activities has been to increase movements from Italy and Greece, chiefly, although by no means exclusively, to the countries of Latin America.

41. Two general programmes have been involved : the Migration Services Programme, and the Land Settlement Programme. Each has been the subject of special study, and special reports on them were submitted to the Council in 1956⁸In each programme also there were important developments which were significant for the future. Although there was no radical change in methods of operation nor were any extensive new projects undertaken, much was done to clarify the major problems which have to be tackled, and the main lines of more realistic action in the future were laid down.

(a) Migration services

42. The general activities coming under this heading can be divided into two groups : those services which are directly related to movements, and those of a technical assistance nature which tend to increase the volume or improve the quality of organized migration. The services within the first group (processing embarkation and reception) form an integral part of the transport of persons having opportunities to migrate. These services have been carried on in close co-operation with related Government services, and have raised no particular problems. It was decided during 1956 that certain of the functions carried out by the Committee ought to be transferred to the Government departments concerned as soon as this could be done smoothly and efficiently, but it was recognised that some of the functions were so closely linked to movements that it would scarcely be possible to separate them as long as the Committee retained responsibilities in the transport field.

43. The second group of services had been assuming an increasingly important role in the Committee's work. As migration had to be related to the economic needs of sending and receiving countries, and efforts made to match the type of worker available for emigration with the manpower requirements overseas, the services to provide training, information and orientation for intending migrants, and to place them satisfactorily in employment in the receiving country, had become most important. It was the Committee's task to assist Governments to establish and operate these various services where they did not already exist, without losing sight of the fact that they should eventually be operated as integral parts of national administrations. The Committee had been giving assistance of this nature to some Governments since the early days of its establishment, but the results had not always been significant in relation to the total volume of movements, largely because the efforts had not been sufficiently comprehensive in planning or execution.

44. The major tasks were the collection and assessment of job opportunities in the receiving countries and the later placement of immigrants in them, and the recruitment or training of persons in the sending countries willing to emigrate to take advantage of the opportunities found. Thus it was essential for the establishment of the required services that there should be general studies of labour market conditions in the immigration countries for three main purposes : first, to ascertain in what trades vacancies existed which might be filled by

8. Report of the Director on Migration Services (MC/200); Report of the Director on Land Settlement (MC/203).

suitable immigrants from Europe; secondly, to decide what levels of skill the would-be migrants would have to attain; and thirdly, to compare the earning power of suitably qualified immigrant workers in the receiving countries with the standard of living they might expect to attain at home if they did not emigrate. This information was necessary for decisions to be taken regarding the usefulness of a placement service in any particular country, and so that judgements could be made regarding the possibility of recruiting in Europe the workers required or, conversely, training them to fit the opportunities overseas.

45. Three missions charged with collecting these data were sent by the Committee to the countries of Latin America in 1956. The first, consisting of one manpower expert from the International Labour Organisation (I. L. O.) and one from the Committee, spent five months in Latin America, having first briefly investigated the type of manpower available for emigration in Italy and Greece. This mission visited Colombia, Peru, Chile, Argentina and Brazil, spending between two and six weeks in each country. Its task was to report on the vacancies for immigrants in the various countries, the levels of skill required, and the standards of living which work in the various trades at the required level would provide. The mission had completed its investigations by 29th December, and returned to Geneva to present its report.

46. A further mission, this time including manpower experts from the Governments of Brazil and Italy, as well as a placement specialist provided by the Committee, concentrated on the possibilities of placing Italian migrants in Brazil. Twenty-six of the principal cities and towns were visited, and chambers of commerce, employers and groups of former Italian immigrants were contacted. The responsibilities of this mission were partly to find placement opportunities for Italian immigrants at wages which would guarantee living standards at least comparable to those which could be obtained in Italy, and partly to check on the spot the experience of previous Italian immigrants. The group completed its work in November 1956, and its reports have led to the movements of a limited number of Italian workers for placement without prior contracts.

47. The third mission was undertaken by a senior member of the Committee's staff in Athens, herself of Greek nationality. The purpose was similar to that of the mission previously referred to, but related only to Greek immigrants. In this case, however, the official visited Argentina, Brazil, Uruguay and Venezuela and also attempted to develop the possibilities of new immigrants being sponsored by established Greek communities in these countries.

48. Following these investigations, the Administration began, in consultation with the Governments concerned, to develop plans for improved placement arrangements in Argentina and Brazil, with the object of rapidly placing immigrant workers who would be selected in accordance with known manpower requirements, but who would not have a fixed work contract before departure. A labour placement expert was also assigned to Bogota at the request of the Government of Colombia, to advise the Government on the need to develop its machinery for the reception and placement of immigrants.

49. In the European emigration countries, the information obtained by these survey missions has been used to improve the methods of recruiting would-be emigrants, and the advice and counsel given them. It will be used also to modify the courses of vocational training being given in Italy and Greece to meet more precisely the requirements of overseas countries. Although it is most practical to give vocational training before emigration, the success of these programmes will depend largely on the extent to which they are related to conditions in the immigration countries. A basic knowledge of labour market conditions and real wages in the receiving countries is essential, but it is desirable also that the Governments of immigration countries should interest themselves in these vocational training programmes and, where possible, participate in them.

50. An extensive programme was undertaken in Southern and Central Italy in 1956 to provide training for over 1,000 persons, chiefly in the metal and wood-working trades. The costs of this programme were met by the Government of Italy, but the Committee sent experts to Italy to assist in the establishment of the courses and consulted with officials of I. L. O. both in Geneva and Italy. In Greece six months' courses were given in the Salonika area in metal, electrical and automotive trades. A further interesting programme was begun in Greece which illustrated the importance of the co-operation of the receiving countries. Australia and Canada decided to receive a certain number of female domestic workers and had agreed that these should receive a short period of instruction before leaving. Courses of two months' duration were therefore established, and by the end of the year, 120 of the trainees had left for their overseas destination.

51. Language training was organized by the Committee in Italy and Greece; English, Spanish and Portuguese being taught. The accelerated teaching method on which the Committee had been working with the help of a Canadian language expert and the advice of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was completed and the teachers' and pupils' textbooks were printed so that

practical use of the new method could be begun early in 1957. Instruction facilities were made available on the Committee vessels carrying migrants to Brazil and Australia, and over 10,000 migrants took advantage of these facilities on the Australian run alone.

52. Although most new opportunities for emigrants from Italy and Greece are likely to be found in Latin America, efforts were made to expand the flow of migrants to other areas. The search for opportunities in the placement of immigrants was a major task of the Committee's mission in the Federation of Rhodesia and Nyasaland, and the flow of Italian and Greek immigrants to that area increased substantially as a result.

(b) Land settlement

53. There was little substantial progress to report in 1956 in the work of establishing settlement of migrants on the land. There were, however, two developments which showed promise of leading to more substantial results in the future.

54. First, the Committee, as a whole, re-examined its policy towards immigrant land settlement, and clarified some of the problems which had retarded progress. The possibilities and limitations of action by the Committee, as an intergovernmental organization, in this sphere were more clearly seen, and the Director was authorized by the Council to continue to give assistance to Governments interested in land settlement in accordance with certain principles of action which he had submitted to the Council.

55. Secondly, the Congress of the United States appropriated an amount of \$15,000,000 for the purposes of general economic and social development in Latin America, and allocated part of this fund to assistance in the settlement of immigrants on the land.

56. The basic considerations which led the Committee to embark upon a programme of assistance to Member Governments interested in land settlement remained sound and valid. Many of the technical and agronomical elements of successful land settlement did exist, and there was much good will expressed by Governments wishing to establish land settlements in their territory, or anxious to help their nationals to take part in settlements overseas. Nevertheless, many promising initiatives had not been fulfilled. The reasons seemed chiefly political, financial, and managerial. Governments had not always been able to reach firm decisions regarding the services, facilities and funds they were prepared to contribute. This might have been due to partial failure of some land settlements in the past, or to the economic difficulties which had made it necessary for additional funds, substantially higher than at first envisaged, to be found in order to save some settlements from failure. There had also been fears that economic instability associated with inflation and possibilities of currency devaluation, and periods of political uncertainty would prejudice the chances of a settlement becoming economically viable.

57. It was clear that adequate promotional capital was needed to activate sources of finance which existed in the interested immigration and emigration countries, and this capital had not thus far been forthcoming. It was this need which the Government of the United States intended to meet when it appropriated the funds to which reference was made above. This action provided a very real hope that the financial problems of land settlement might be solved.

58. However, to obtain the finance required and to merit the support of all elements essential to successful land settlement, the various projects had to be thoroughly planned in all their aspects. It was in this preparatory and planning sphere that the Committee could play its most important role. If Member Governments requested, it could examine initial plans and survey areas proposed for settlement. It could assist Governments in preparing the final project in all its details, and advise on the selection of emigrants and the initial establishment and management of the settlement. The managerial problem was not likely to present major difficulties, provided that all the finances required could be obtained. No single type of managerial entity could be put forward as being the most satisfactory, but past experience had suggested that management could best be confided to semi-public or private corporate bodies, established under the laws of the country of the settlement, in which all the various sources of credit could be represented, and which might at a later stage be transformed into a form of permanent farmers' co-operative.

59. The work of planning a settlement from the stage of preliminary review until the fully worked out project was submitted to the Governments or institutions willing to consider financing it had to proceed in a systematic manner and required firm undertakings and commitments being given progressively by all Governments interested in a settlement. One of the essential lessons of the past few years had been that, while the Committee could assist Governments to develop land settlement schemes, it could have no part in determining the basic policy of which specific schemes were the expression. It was for the Governments themselves to decide what part land settlement should play in their national policies concerning economic

development and migration. Once the policies had been defined, the Committee could lend substantial assistance in their implementation, but without firm policies and decisive action by the interested Governments, land settlement of immigrants could not be made a reality.

60. At the close of the year, the Committee had on hand certain projects which held some promise of being realized. The outline plan for two immigrant settlements in Rhodesia, which had been submitted by the Committee's land settlement specialist in the form of a report to the Governments concerned, was receiving favourable consideration, and had been accepted in principle by the Federal Government. Further, there were several tentative proposals in Latin America, particularly in Argentina, Brazil, Chile, Costa Rica, and Paraguay, which might well be developed, under the stimulus of the prospect of partial financing from the Government of the United States, into projects sound enough to merit support and implementation. Further, there appeared to be good possibilities in Rhodesia, and in several Latin American countries, for individual farmers to be placed as share croppers or tenants on land which they would have prospects of eventually owning. These possibilities would be followed up in 1957, additional experts being recruited where necessary to work on various parts of the programme.

4. CHAPTER IV - The Hungarian refugee programme

61. In the last two months of 1956, the Committee was called upon to carry out emergency operations of considerable magnitude involving the movement of 42,045 Hungarian refugees from Austria, and indirect assistance with the movement of a further 40,797¹⁰ of such refugees.

62. On 4th November 1956, the numbers of refugees crossing into Austria since the early stages of the Hungarian uprising began to increase substantially, and on the following day the Austrian Government requested the Migration Committee and the Office of the United Nations High Commissioner for Refugees to appeal to their Member Governments to assist Austria in meeting this emergency. The Government emphasized the urgent need for financial assistance and for sharing among the countries of Europe the burden of granting asylum to the refugees. The Committee transmitted this appeal to all of its Member Governments, soliciting offers of asylum and cash contributions to a fund of \$300,000 to be devoted to the costs of moving the refugees from Austria.

63. Following talks held by the Deputy Director in Vienna with Austrian officials, the United Nations Deputy High Commissioner for Refugees and officials of interested voluntary agencies, it was determined that the most effective help the Committee could give was to assist the rapid movement of the refugees from Austria to other European or overseas countries, where they could be settled permanently or be better cared for until the crisis had subsided and their future could be determined in a calmer atmosphere. The Ministry of the Interior of Austria designated the Migration Committee as the authority competent, under the Ministry's jurisdiction, in matters concerned with refugee movements from Austria and requested it to co-ordinate, assist or arrange all such movements.

64. In response, the Committee undertook, to the limit of its resources and where not otherwise provided for, to assume the cost of refugee movements to countries of temporary or permanent asylum in Europe or overseas, as also of onward movement from countries of second asylum of refugees who wished to be resettled overseas and had suitable opportunities. In addition, the Committee agreed to return individual refugees to Austria from countries of temporary asylum when this was justified.

65. The Committee's staff in Austria was reinforced by recruitment of local staff and transfer of officials and employees from Geneva and other Liaison Missions in Europe. By the end of the year, the officials and employees in Austria totalled approximately 250, as compared with a normal staff of 40. Local offices were established at Graz, Linz, Klag-enfurt, Salzburg and Innsbruck, and an amount of 825,000 was granted to the Government of Austria towards the cost of processing and movement within Austria.

66. The form of the Committee's assistance varied according to the particular requirements of the receiving Governments. In some cases virtually every task was performed, from initial registration to final movement, while in others the Committee's service was limited to registration and some assistance with movement.

67. The first movements from Austria took place on 7th November and an average movement of 800 persons per day was reached by 23rd November. However, the influx increased much more rapidly until about 22nd November, when some 8,000 refugees crossed into Austria during a single 24-hour period. The increasing gravity of the situation led to a further appeal to receiving Governments to relax their criteria and to

9. See footnote 2, p. 2.

10. See footnote 1, p. 3.

adjust their methods of selection to the necessity for more rapid movement. As a result of this appeal, many evacuation trains were sent to the border areas and refugees were entrained directly and registered en route. The adoption of such measures resulted in a substantial increase in the numbers moved. By the latter part of November, movements reached an average of between 2,500 and 3,000 per day; on one day, as many as 5,400 persons were evacuated.

68. By the end of November, the dimensions of the problem had grown out of all proportion to the situation obtaining when the first appeal had been launched. As a result, a second appeal for further offers of asylum and for additional funds was made, based on new estimates of the number of intra-European and overseas movements, requiring the Committee's financial participation, which would be possible by the end of 1956. It was estimated that the cost to the Committee of these movements would exceed available resources by \$558,962, and the second appeal was for this amount, bringing the two appeals to a total of \$888,962. It will be appreciated that the estimates of expenditure made during this initial period were of necessity tentative. All the elements required for accurate budgeting were not available—for example, the full extent of the increased administrative expenditures was not known, nor could the Committee's liability for rail costs within Europe be fully ascertained.

69. The responses to the second appeal, launched on 24th November, were most generous. Many countries withdrew the limits placed earlier on the number of refugees they were prepared to receive; others increased the numbers they had specified at first. By 31st December 1956 the cumulative total of refugees having entered Austria was 157,591, and the number of outward movements was 88,894¹¹88,894¹, the total contributed to the Hungarian Refugee Programme was \$990,353.

70. The majority of the movements from Austria were to countries within Europe and it must be remembered that almost all the offers from those countries were for permanent asylum, even though many of the refugees who have taken advantage of them will undoubtedly wish to move on to a permanent destination overseas. Belgium received 3,050 Hungarian refugees; Denmark, 1,103; France, 8,194; Germany, 10,935; Italy, 3,798; Luxembourg, 171; the Netherlands, 2,920; Norway, 530; Spain, 1; Sweden, 3,990; and Switzerland, 10,441 whilst of non-member countries the United Kingdom received 13,019; Ireland, 529; and Iceland, 52.

71. The largest overseas programme was that to the United States covering some 18,759¹² persons. Of these 12,781¹² were "EMAD" (Emergency Admission) cases processed under the basic immigration law; the balance were Refugee Relief Act cases visaed under an accelerated procedure developed to meet the emergency. The movement was carried out in co-operation with the United States Air Force and the United States Military Sea Transportation Service, the Committee being assigned responsibility for staging and movement of the „EMAD" cases to the embarkation points and for co-ordinating the flow. In addition, the Committee undertook the overseas movement of all visaed refugees—5,950—who were transported by chartered commercial aircraft directly from Austria.

72. The second largest overseas programme was to Canada. A total of 7,389¹³, refugees had been transported, principally by commercial shipping, by the end of the year. Of the other overseas countries, Australia received 1,119; New Zealand, 234; the Union of South Africa, 150; Israel, 701; and Chile, 47; whilst Argentina, Brazil, Colombia and Venezuela offered to receive substantial numbers and the necessary processing and movement arrangements were in hand.

73. The efforts of the Committee to help the Governments of Austria and other countries to overcome this emergency were carried out in close and permanent co-operation with the various voluntary agencies, the United States Escapee Program, and the Office of the United Nations High Commissioner for Refugees.

74. Towards the end of the year the refugee influx appeared to be diminishing steadily. The first phase, that of the emergency evacuation from Austria, was not completed, but its accomplishment was within view. There remained some 70,000 refugees in Austria but the reduced rate of influx would make it possible for their outward movement to be planned in a more orderly manner. Attention would also have to be given to achieving a permanent solution for those Hungarian refugees residing temporarily in the countries of Western Europe and desiring permanent resettlement elsewhere. These tasks would occupy the Committee's attention increasingly in 1957.

11. Including all categories of movements and those who had not finally departed from Europe as at 31st December

12. In addition there were 1,263 persons who had left Austria but were awaiting final movement from Europe as at 31st December.

13. Including those moved without Committee assistance. There were also a further 477 awaiting final transportation from embarkation ports outside of Austria.

5. CHAPTER V - Liaison and public information

75. During 1956, the Committee strengthened its liaison contacts with other international and regional agencies concerned with various aspects of migration. This liaison was firmly based on regular contacts with the secretariats of these agencies at the working level, and such contacts were very satisfactory. There are various examples in the foregoing pages of joint projects carried out with, for example, I. L. O. and the Office of the United Nations High Commissioner for Refugees, and day-to-day consultations with these and other agencies were too numerous to mention. A co-ordinating group, comprising senior officials of the United States Escapee Program, the Office of the United Nations High Commissioner for Refugees and the Committee met monthly to deal with refugee matters, whilst representatives of the Committee participated in the United Nations Technical Working Group on Migration, which meets annually and co-ordinates the activities of the United Nations and the Specialized Agencies in this field.

76. Whenever possible, the Director sent representatives to attend the governing or policy-making bodies of the international agencies interested in migration, and representatives from these agencies attended meetings of the Council. Advantage was taken of these contacts to discuss activities and objectives of mutual concern.

77. From these many fruitful liaison contacts it is perhaps invidious to single out any for special mention. The Director, would, however, like to mention three events of particular significance. The first two were conferences of special interest to the Committee; one, under the auspices of UNESCO, took place in Havana to study the cultural integration of immigrants, whilst the other, under the auspices of the International Confederation of Free Trade Unions, took place at Nervi, Italy; it brought together trade union representatives from some 17 immigration and emigration countries and pronounced itself firmly in favour of planned migration. The third event was the establishment of the Council of Europe Resettlement Fund along the lines proposed by M. Pierre Schneider, the Special Representative of the Council of Europe for National Refugees and Over-population. Relations with the Council of Europe and with Mr. Schneider have been particularly close and it is hoped that the Committee may be of assistance in connexion with projects financed by the Fund in 1957.

78. The Committee's public information programme concentrated on disseminating information regarding the main flows of migration from Europe. There was a significant increase in the attention paid by the press and the public to the problems of population growth and the importance of internationally-assisted migration as an effective part of their solution.

79. In addition to the exploitation of normal world-wide press outlets the production of two films was sponsored. One, dealing with reception, placement and family reunion in Brazil, has already been widely distributed whereas the second, a documentary on the importance of migration to a Greek village, will be shown in 1957. Several tours of journalists and radio reporters sponsored by the Committee resulted in an extensive coverage of its activities. For example, assistance was given to a leading Commonwealth feature-producer in gathering material on migration for radio programmes which reached an estimated audience of 25 million listeners throughout the Commonwealth.

80. However, the major news item of the year was the exodus of refugees from Hungary and the assistance the Committee gave to the solution of the problems thus created. The Public Information Office was of considerable assistance to the Austrian authorities in providing a steady stream of news to the world press corps and assisting correspondents to maintain adequate coverage. As a result of the Committee's action in the Hungarian refugee emergency, its normal work and objectives were much more widely publicized than had been possible during the preceding five years. Experience thus gained will enable full advantage to be taken of the increased public interest in the Committee which the events in Hungary and Austria have stimulated.

6. CHAPTER VI - Financial problems

At its Third Session in October 1955, the Council adopted Resolution No. 115 (III) by which it approved a Plan of Operations for 1956 which provided for the movement of 125,900 migrants and refugees, and a Budget & Plan of Expenditure in the amount of US\$2,690,366 for the Administrative Part and US\$41,068,976 for the Operational Part. The resources anticipated at that time were, however, US \$2,869,511 less than estimated expenditure; of the additional amount required, \$2,706,034 were for the European Programme, and \$163,477 for the Near and Far East programmes. In these circumstances, the Council decided to establish a working party, consisting of representatives of the Governments of Argentina, Australia, Italy, the Netherlands,

and the United States of America, to consult with the Director in the preparation of a report regarding ways and means of overcoming the anticipated gap between expenditures and revenue in 1956, and of putting the long-term finances on a sound basis. The Council decided to reconvene early in 1956 to consider the report.

The financial difficulties which the Working Party that met at Washington had to consider stemmed from the methods by which the Committee received its operating funds. First, the Governments of most emigration and immigration countries, and of the United States, made contributions which were fixed on a per capita basis per migrant moved. Thus, the total amounts received in any year from these countries depended on the number of migrants transported, not on the actual cost of moving them to their various destinations. Secondly, contributions were received from the United States Escapee Program, from voluntary agencies in respect of services rendered by the Committee in moving migrants on their behalf, and from the migrants themselves or their sponsors. Certain of these contributions were also fixed on a per capita basis without direct relation to the cost of movement. Thirdly, free contributions were made by certain Member Governments which were not related in any way to the number of migrants moved.

As the major part of the Committee's revenue was based on per capita contributions not related to movement costs it will be appreciated that for some short-distance movements carried out at low cost the sum of contributions exceeded the cost of movement, whilst for some long-distance movements the sum of contributions was less than the cost. As a high percentage of movements were to the more distant destinations, the deficit resulting from the high-cost movements was greater than the surplus resulting from the low-cost movements. Had there been sufficient free contributions to cover this difference the total of the Committee's resources would have been adequate for the estimated expenditure. In fact, the amount of free contributions received had always been very small, and the gap between revenue and expenditure had previously been bridged only by virtue of carry-over funds resulting from the fact that in the early years of the Committee's operations expenditure was much less than contributed funds.

The situation was further complicated by the Committee's having to meet the cost of certain programmes, such as migration services, grants made to voluntary agencies to assist their work in placing refugees and the movement of refugees from the Near and Far East, which could not easily be financed on a per capita basis. These costs had therefore to be added to the debit balance from the high-cost movements and increased the amount which had to be covered by free contributions.

The report which the Director submitted to Member Governments in accordance with Resolution No. 115 (III) concerned itself exclusively with the financing of the European Programme. On the basis of the best estimates available at the time, it showed that when the sum of the surplus revenue from low-cost movements, the free contributions received from Member Governments, reimbursement received from migrants in respect of movements in previous years, and certain miscellaneous income, had been deducted from the deficit resulting from the high-cost movements, a debit balance of some \$2,706,000 remained. This was in effect the difference which had to be covered by fresh sources of revenue if the approved operational programme for 1956 were to be carried out in full.

After considering this situation in the light of the reports of the Working Party and the Director, the Council decided to establish, within the Operational Part of the Budget, a Special Fund in the amount of \$3,000,000, of which \$2,700,000 was to cover the difference referred to above and \$300,000 to constitute a Contingency Reserve. During the meeting of the Council a majority of Member Governments responded to the appeal to contribute to the Special Fund, either by increasing the rate of their existing per capita contributions or by making special lump sum grants. The United States agreed to contribute 31.32 per cent, of the funds actually contributed to the Special Fund up to a maximum of \$939,600. By the end of the Fourth Session, the contributions pledged to the Special Fund amounted to some \$2,550,500, and by the second half of 1956 this figure had reached \$2,793,805. Thus the financial problem of 1956 had been solved.

When the Council met at its Fifth Session in October 1956 to consider the Plan of Operations and Budget & Plan of Expenditure for 1957, it was confronted with a similar problem. For the planned movement of 121,750 migrants, revenue anticipated from Member Governments and other sources in respect of the year's operations was \$3,239,086 short of requirements. However, an amount of \$1,819,586 was expected to accrue from reimbursements made by migrants who had moved in previous years to the United States under the terms of the Refugee Relief Act, and an additional \$426,845 was anticipated from miscellaneous sources. Thus, the gap between estimated expenditure and the total of anticipated resources was 8992,655. Although there were some doubts expressed as to the wisdom of continuing this arrangement as a means of raising additional funds, the Council decided to establish a Special Fund for 1957 in the amount of approximately \$1,000,000, and during the session, delegations pledged contributions to the Fund totalling \$680,000.

In accordance with normal practice, the Council had before it at this Session for preliminary consideration an Advance Plan of Operations and Budget & Plan of Expenditure for 1958, and it became clear that the basic financial problem was still not solved. The Advance Plan provided for the movement of 128,950 persons but showed anticipated revenue, even including approximately \$1 million receivable in reimbursements from migrants moved under the terms of the Refugee Relief Act in previous years, to be some \$2,300,000 less than the expenditure required. Faced with this problem and the probability that the situation would be worse in succeeding years when no revenue would be forthcoming from migrant reimbursements in connexion with Refugee Relief Act movements, the Council decided to establish another working group to examine ways and means of financing the Committee's operations. The Working Group, consisting of representatives of Australia, Brazil, Italy, the Netherlands, and the United States of America, was to meet in early January 1957.

7. CHAPTER VII - Prospects and tasks for the future

81. One of the most significant developments in 1956 was the concern manifest in Council meetings to re-appraise the need for international assistance with migration in the light of the economic and social development of the preceding five years and to re-examine the ways in which such assistance could best be given. A paragraph in the Director's Progress Report concerning the general improvement in economic conditions in Europe led to this question being discussed at the Fourth Session of the Council.

82. In introducing the discussion, the Director suggested that the Council should consider what changes had occurred in the problems which migration could help to solve, whether such changes had altered the urgency of the Committee's work, and whether they indicated that modifications should be made in the policy and actions of the Committee. He considered that the fundamental problems remained unsolved, but that they had changed both in degree and in character. It was clear that the number of persons who should migrate from Europe remained high, but for the most part they were persons who could not readily find migration opportunities. Very great opportunities existed in the receiving countries, but they had to be filled by persons who could contribute to the economic development of those countries.

83. The full discussion that followed covered many aspects of the migration problem. It was emphasized that the need for continued migration ought not to be judged solely by the employment situation and level of prosperity in parts of Europe at a given time : the favourable situation that then existed might not endure, and in any event the economic health of some European countries, in particular of Italy and Greece, depended on a certain level of emigration being maintained.

84. The economic aspects of migration were equally important to the receiving countries. Immigrant manpower, particularly if skilled, was just as necessary for development as capital and technical assistance. For example, immigration had increased the basic industrial strength of Australia and had thus enabled it, in turn, to make a greater contribution to development schemes in other countries. The different areas of the world were economically interdependent; just as prosperity in Europe could be an important element in economic development elsewhere, so, as the standards of living of the less-developed countries overseas were raised, the highly industrialized countries would find increased outlets for their manufactures.

85. Migration had continued importance in the social field. It contributed to a solution of such problems as those created by the sheer pressure of population on space which was experienced by a country like the Netherlands, with a very high rate of natural increase, or by the difficulties which dependents in Italy, for example, found in joining their breadwinners overseas. The refugee problem remained serious, and experience in 1956 showed clearly that the role of the Committee in this field was by no means at an end. The number of refugees entering West Germany was higher than in 1955, reaching an average of nearly 25,000 per month. Yugoslav refugees entered Italy at the rate of some 1,000 per month, while in Austria, even before the Hungarian crisis, new refugees arrived from the East at about the same rate in the summer months. The arrival of nearly 160,000 Hungarian refugees in Austria during the last two months of the year demonstrated in a most dramatic way how political events could suddenly precipitate a large refugee influx which would entirely alter the situation in the countries of Europe from the emigration point of view. Thus, the value of migration in the economic field should never be allowed to obscure its importance in solving emergency problems of this nature, and an operational nucleus capable of expanding to meet such emergencies was likely to be required for some years to come.

86. At the political level, international migration played an effective part in building a free world and binding its people together in a really international family. There was much wisdom in building up the political as well as the economic strength of the countries of the free world which lay outside Europe, and by enabling the Committee to pursue all its objectives, Member Governments would be furthering their individual aims of progress, fraternity and peace throughout the world.

87. It was not to be expected that a definite conclusion would emerge from these debates. Nevertheless, their influence could be seen in the terms of reference¹⁴ which were decided upon for the Working Group that was to meet in the early weeks of 1957. It was recognized that this Working Group was not likely to make much progress in solving financial problems unless it considered these problems in the light of the trends and difficulties which were being experienced in the Committee's operations and the changes in direction, emphasis and priorities in the Committee's work which would thus be indicated. The terms of reference of the Group included therefore the review of current operational trends and problems and their impact on the vital question of finance.

88. In the Director's view, the discussions at the Council and the experiences of 1956 show that the Committee must always be ready to assess the value of its work against the background of the over-all economic, social and political problems of the free world and to check its aims and methods of work in the light of these fundamental problems. It must carry on its basic functions of transport and providing technical assistance for the various migration services and must refine its approach to the many complex problems which often inhibit promising migration schemes. It must not forget, either, that it has the fundamental task of helping to solve refugee problems which, although varying- in magnitude in accordance with political circumstances, are ever present.

8. CHAPTER VIII - Conclusion

8.1.

89. It is probable that the Committee's work for Hungarian refugees will be regarded in the future as the most significant part of its record for the year 1956. However, the dramatic impact of that programme should not be allowed to obscure either the solid accomplishments of the year or certain disquieting signs which were clearly discernible when it ended. It will therefore be useful to conclude this report with a brief summary of some aspects of activities in 1956 which, in a more normal year, would be regarded as of considerable importance.

90. First, the movements achieved, even excluding the Hungarian refugees, were higher than in any previous year and brought the cumulative total to 536,951 or 579,036 if the Hungarian refugee movements are included. A major contributor to this record was the United States Relief Act Programme, which was remarkably successful during the last full year of its operation.

91. Secondly, the Committee was further strengthened by the adherence of the Union of South Africa and Spain, and by the acceptance of the Constitution by Luxembourg.

92. Thirdly, there was a growing determination that the Committee should tackle seriously some of the more complicated problems related to maintaining and increasing the migration flow; problems which were sometimes not easy to define and which often had as many policy and planning aspects as strictly operational ones. The pressing demands of more immediate tasks had led to these difficult problems receiving less attention in the past than they deserved.

93. The darker side of the picture showed a threat of a shortage of shipping space developing at the end of the year, particularly on the Australian route. Energetic action would be required to avert this danger in 1957. Movements to Latin American countries, particularly Argentina and Brazil, continued to decline seriously. Further, the financial problem seemed as great and as intractable as ever.

94. There was, however, a readiness to re-examine the basic needs underlying intergovernmental action in the migration field and to establish more precisely the Committee's objectives in relation to the major economic, social and political developments of the free world. Simultaneously, the realization grew that only by arriving at a full understanding of the Committee's proper role in this context and by interpreting its role to Member Governments in the light of their national requirements and those of the free community as a whole, could the Committee develop sufficient interest to solve the financial problem on the basis of greater contributions rather than reduced activities. Thus, quite apart from the world-wide interest stirred by the emergency help given to Hungarian refugees, the year 1956 may well have had considerable influence on the long-term development of the Committee.

Complementary Report on Work of the Committee covering the Period from 1st January to 30th June 1957

14. See Resolution No. 135 (V).

The lines that follow will be a complement to the Report of the Director on the work of the Committee for the year 1956 and will consist of information on progress accomplished by I. C. E. M. from 1st January to 30th June 1957.

The first six months of 1957 were marked by a renewed emphasis upon the normal pattern of movements carried out during 1956, by progress in the liquidation of the Hungarian emergency programme in Austria and by the starting of movements of Hungarian refugees from Yugoslavia. In addition, the consequences of the events which took place in the Middle East at the end of 1956 and the continuation of a more liberal attitude in the issuance of exit visas by the Chinese authorities imposed new responsibilities on the Committee for the movement of refugees originating from both areas.

From 1st January to 30th June 1957, the Committee moved 116,437 migrants, 90 per cent, more than those moved in the same period of 1956; of these, 67,278 were moved under the normal programme, 6,000 more than the overall movements carried out in the comparable period of 1956, 43,605 under the Hungarian refugee programme, 2,821 Hungarian refugees ex Yugoslavia, and 2,733 refugees from the Middle East. Processing assistance was given to an additional 3,638 Hungarian refugees from Austria, 1,412 Hungarian refugees from Yugoslavia and 1,933 refugees from the Middle East.

The general trend of over-all emigration from Europe in the first half of 1957 followed the main pattern already noticeable at the end of 1956. Emigration from Austria remained high in the first months of the year due to the Hungarian refugee movements, and from Germany due to the considerable back-log remaining under the Refugee Relief Act. In the ensuing months, however, a downward trend was noticeable. Migration from the Netherlands showed a further increase; during the first four months of 1957, some 25,000 persons migrated from that country, in comparison with 20,100 during the corresponding period of the previous year, again due to the back-log of Refugee Relief Act cases for the United States. Over-all overseas emigration from Italy, on the other hand, decreased from 25,000 persons in the first quarter of 1956 to 19,400 in the same period of 1957. The decrease, however, was mainly due to the expiry of the Refugee Relief Act. No statistical returns are available for Greece and Spain, but it is expected that the start of ICEM movements from the latter country will balance the possible downward trend in spontaneous migration.

If only movements under ICEM auspices are considered, a somewhat different picture presents itself. Figures for ICEM movements from European countries in the first half of 1957, in comparison with the corresponding period of 1956, reveal an increase in movements from Italy, Germany and Austria and a decrease in movements from Greece and the Netherlands. An outstanding factor is the beginning of movements from Spain under the family reunion schemes.

The table set out below gives the total movements carried out under ICEM auspices since it began operations in February 1952 up to 30th June 1957.

Provisional Report by Country of Emigration and Immigration of the Number of Migrants Finally Departed from Embarkation or Emplanement Centres or other Ports of Embarkation 1st February 1952 —30th June 1957

EMIGRATION COUNTRY	MOVEMENTS	IMMIGRATION COUNTRY	MOVEMENTS
Austria (a)	122,359		72,082
			184,604
	184,272		59,142
			117,605
	46,937	Chile	4,811
			18,508
Italy (incl. Trieste).	198,874		4,206
		Rhodesia & Nyasaland (Fed. of)	3,275
Netherlands	42,532		148,090
			2,470
Spain	4,691		6,106
15			

15. A total of 9,017 Hungarian Refugees moved to other European countries in 1956 has been deducted from the cumulative total of movements from Austria since such cases have now been moved in 1957 to other destinations for permanent resettlement from the countries of second asylum concerned.

EMIGRATION COUNTRY	MOVEMENTS	IMMIGRATION COUNTRY	MOVEMENTS
	8,459	Others :	24,647
	78,299		4,162
	686,423		36,715
		TOTAL	686,423

15

15. A total of 9,017 Hungarian Refugees moved to other European countries in 1956 has been deducted from the cumulative total of movements from Austria since such cases have now been moved in 1957 to other destinations for permanent resettlement from the countries of second asylum concerned.

Appendix

Total number of migrants transported with the assistance of the Intergovernmental Committee for European Migration - 1st February 1952 — 31st December 1956

AREA OF EMIGRATION	TOTAL	COUNTRY OF IMMIGRATION						
Argentine	Australie	Brésil	Canada	Chili	Israël	Nouvelle	Zélande	
AUSTRIA	93,208	178	13,170	1,837	13,578	142	899	351
Hungarian Refugee Programm e 1056 . . .	42,043	22	1,119	10	3,500	47	701	234
Normal Programm e 1956 . . .	15,934	21	4,286	97	1,65S	21	25	116
1955 . . .	12,319	6	4,919	249	1,143	27	24	
1954 . . .	6,412	33	2,029	925	2,530	21	57	
1953 . . .	5,532	38	423	410	3,8SS	12	75	1
1952	11,02S	5S	394	140	S59	14	17	
GERMAN Y	107,747	257	30,750	3,190	55,189	953	270	33
Hungarian Refugee Programm e 1956	24				24			
Normal Programm e 1956	32,636	2S	6,109	95	1,823	21	14	5
1955	21,887	23	6,627	162	4,625	45	70	8
1954	34,921	30	14,227	1,169	15,420	169	21	
1953	40,325	03	7,S34	1,175	27,977	513	65	16
1952	37,954	113	4,953	595	5,320	205	100	4
GREECE	42,313	327	28,813	4,148	3,168	01	75	101
Normal Programm e 1956	11,897	41	6,771	451	963	21	27	32
1955	14,056	54	10,813	690	940	16	1	20
1954	11,775	79	9,038	1,507	881	20	12	19
1953	1953	59	2,107	1,243	368	4	35	20
1952	489	94	84	257	16			10
ITALY (including Trieste)	173,875	01,423	24,067	39,338	7,694	2,867	383	28
1956	39,382	8,596	7,559	4,844	3,029	220	1S4	3
1955	45,852	15,104	10,641	7,324	1,664	878	54	6
1954	53,995	28,903	5,464	11,566	1,248	534.	40	2
1953	22,332	S,752	509	7,367	1,099	170	49	9
1952	12,314	68	493	S,237	654	1,0G5	50	8
NETHERL ANDS	30,033	17	33,544	1,190	837	2	107	2,432
Normal Programm e 1956	12,699		10,845	223			5	1,313
1955	12,701		11,394	239	14		17	745
1954	1,275	574	322	300		33		

AREA OF EMIGRATION	TOTAL	COUNTRY OF IMMIGRATION						
Argentina	Australie	Brésil	Canada	Chili	Israël	Nouvelle	Zélande	
1953	2,296	17	1,702	312	40	2	25	
1952	10,062		8,969	100	477		27	374
OTHERS	54,580	471	19,855	787	6,302	191	9,605	il
Hungarian Refugee Programme 1956	18							
195G	16,172	10	3,943	30	253	19	5,244	29
1955	12,936	21	9,207	35	464	25	1,030	5
1954	11,250	261	6,131	209	S94	56	844	1
1953	9,447	72	222	302	3,492	50	1,947	1
1952	4,757	107	352	211	1,199	41	540	5
TOTAL	570,810	02,073	159,799	50,502	S6,768	4,210	11,339	2,980
Hungarian Refugee Programme 1956	42,085	22	1,119	10	3,524	47	701	234
Normal Programme 1956	128,720	S,69G	39,513	5,740	7,726	302	5,499	1,498
1955	119,751	15,20S	53,601	S,699	S.S50	991	1,190	784
1954	119,62S	29,300	37,464	15,69S	21,70	SOO	1,007	22
1953	84,02S	9,001	12,S57	10,815	36,864	751	2,196	47
1952	76,604	440	15,245	9,540	8,525	1,325	740	401
FAR EAST	7,472	49	1,584	2,907	249	167	370	3
Normal Programme 1956	1,191	6	365	224	24	74	101	1
1955	594		164	173	5	42	24	1
1954	1,451	3	298	561	13	14	30	
1953	3,267	22	462	1,768	61	25	193	1
1952	969	IS	295	241	146	2	22	
OTHER AREAS (IRO Trust Fund)	748	12	102	282	9	3		
Normal Programme 1956	176		64	2	1	3		
1954	148		11	94	2			
1953	239		8	135	3			
1952	91	12	7	3				
TOTAL	570,030	02,734	101,4S5	53,751	87,026	4,370	11,709	2,989
Hungarian Refugee Programme 1956	42,085	22	1,119	10	3,524	47	701	234
Normal Programme 1956	130,0S7	8,702	39,942	5,966	7,751	379	5,600	1,499
1955	120,439	15,20S	53,777	S,920	S.S58	1,033	1,220	785
1954	121,227	29,309	37,773	16,353	21,294	814	1,037	22
1953	87,534	9,023	13,327	12,718	36,92S	770	2,389	48

AREA OF EMIGRATION	TOTAL	COUNTRY OF IMMIGRATION						
Argentina	Australie	Brésil	Canada	Chili	Israël	Nouvelle	Zélande	
1952	77,664	470	15,547	9,754	8,671	1,327	762	401

IN MEMORIAM

It is with the deepest regret that the Committee announces the tragic death of Mr. Pierre Jacobsen, Deputy Director, and Mr. Roberto Rossi Longhi, Chief of the Department of Plans and Liaison, killed in an automobile accident on 1st July 1957.

These two distinguished international servants devoted the last ten years of their lives to a great humanitarian ideal; relief for those refugees who suffered from war and persecution and assistance to migrants from European over-populated countries.