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Third report on the activities of the Intergovernmental Committee for European Migration

Report

1. Letter from the Director of the Intergovernmental Committee for European Migration to the Secretary-General of the Council of Europe dated 25th May, 1955

Sir,

In compliance with your proposal to submit to the Assembly a report on the activities of this Committee I have pleasure in enclosing copies of the " Report on the Work of the Committee for the year 1954 ", and of an Information paper summarizing the activities in the first quarter of 1955 and the results of the recent Second Session of our Council.

I have the honour to be. Sir Your obedient Servant,

1.1. PART I - Report of the work of the Committee for the year 1954 submitted by the Deputy Director

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1.1.1. Report on the work of the Committee for the year 1954

1.1.1.1. IN MEMORIAM

Shortly after the conclusion of the First Session of the Council the Director of the Migration Committee, Mr. Hugh Gibson, died. Mr. Gibson had devoted the last three years of his life to realizing in the form of the Intergovernmental Committee for European Migration the ideals of international migration which he so much cherished. His death was a grievous blow, but it is comforting to remember that he lived to see in part the fulfilment of his work and to attend the Session at which the Constitution came into force and it was reported that for the first time the annual movements target had been achieved. Such success as is described in this Report is due in large measure to the wisdom, faith and human-itarianism of the late Director.

1.1.1.2. CHAPTER I - Introduction

1. In his annual report for the year .1953 the Director characterized that year as a period of trial. While it is perhaps too much to describe 1954 as a year of fulfilment, it was certainly one of limited but important successes.

2. When the year opened the organization had before it three major objectives. The first was to reach its movements target, which it had not been able to do in 1952 and 1953; the second, to bring info force the Constitution which had been approved at the Sixth Session in October, 1953; and the third, to prepare the groundwork for the larger and improved migration which should in future years substantially alleviate the twin problems of excess population in Europe and manpower shortage in the developing countries overseas.

3. The Plan of Operations for 1954, approved at the Sixth Session in October 1953, required the movement of 117,600 persons. At the Seventh Session, which mol in April 1954, a Revised Plan of Operations was adopted which raised the target to 118,400. In fact, the Committee was able to move 121,222 migrants during the year 1954. This figure, although not large in relation to the demographic problems which the Committee is attempting to solve, was, nevertheless, some 38 per cent, greater than the corresponding figure for 1953.

4. During the year notifications from Member Governments of their acceptance of thé Constitution were received with a speed that was extremely gratifying. For the Constitution to come into force sixteen acceptances were required from Member Governments whose combined administrative contributions totalled at least 75 per cent, of the administrative budget. By the beginning of November, the 75 per cent, had been reached and on 26th November the sixteenth acceptance was received.

5. The third task was to prepare the bases for the development of movements in future years. The foundations had been truly laid in 1953 with the inauguration of the migration services and land settlement programmes, and during 1954 much practical experience was gained regarding the type of service which could best contribute to the development of migration and the ways in which the land settlement of immigrants could most satisfactorily be promoted.

6. At the close of 1954, with these three tasks achieved, it was clear that the period of trial and preparation had come to an end and that the Committee could look forward to making a substantial contribution to solving the population problems of its Member States. There will without doubt be many difficulties to be overcome in the future; there will be disappointments and times when progress seems very slow. The way ahead will not be easy, but at least its direction can now be clearly seen.

1.1.1.3. CHAPTER II - Migration in 1954

7. In the report for the year 1953 a chapter was devoted to a brief examination of the general trend of migration during the year and of the economic and demographic background against which the Committee's work was carried out. It is believed that it will be easier to see in perspective the Committee's achievements in 1954 if a similar review is made in this report.

8. The year 1954 was a very satisfactory one for the economy of Western Europe. Industrial production increased by some 8 per cent. ' an improvement on any year since 1951, and was accompanied by a considerable increase in the volume of foreign trade. Furthermore, these advances were achieved in a climate of general monetary stability. Unemployment was reduced, particularly in Austria and Germany, and, although there was little reduction to be seen in Italy, the degree of under-cm-ploymcnt was probably diminished.

9. In spite of the general economic improvement the basic elements of the population problem which the Committee is tackling remainly virtually unchanged. In the Netherlands, in spite of conditions of full employment, the need for emigration remained fundamental. In Italy and Greece unemployment and more particularly undcr-omployment continued to be serious problems to which emigration was a necessary if only partial answer. Unemployment was still subject to wide seasonal fluctuations in Germany and Austria, and the special problems, such as those of foreign refugees and ethnic German refugees living in camps in Austria, and those of foreign refugees, landless refugee farmers, the surplus of women, and unskilled labour and untrained youth in Germany, were still to be solved.

10. No general trend can yet be seen in the immigration countries. The Australian immigration figures in 1954 were considerably higher than the previous year but the Canadian figures were probably a little lower. Certain economic difficulties had resulted in Australian immigration being lower in 1953 than in any year since 1948. However, the announcement of an increased intake for the fiscal year 1 July, 1953/30 June, 1954 showed that the tide had turned, and the target for the fiscal year 1954/1955 was even higher. As a result Australian immigration in 1954 was 36 per cent, higher than in the previous year.

11. Immigration to Canada in 1954 was slightly higher for most of the year than in 1953 and it was not until October that the 1954 figures began to fall behind. It is interesting to note that the level of migration was maintained in spite of the fact that the normal seasonal reduction of unemployment in the spring did not take place as rapidly as usual and unemployment throughout the year remained rather higher than in 1953. Immigration statistics for the whole of 1954 are not available at the time this report is being written, but it seems that the annual total is likely to be about 5 per cent. less than in 1953.

12. Complete immigration statistics for the whole of 1954 are not yet available regarding the countries of Latin America. It seems likely, however, that the level of immigration has remained very much the same as in 1953. Some countries, however, Argentina for example, have probably registered moderate increases.

13. The curve of migration from Europe, which had been steadily declining since 1951, took an upward turn in 1954. Although full statistics for the year are not yet available, it appears that total emigration from the five emigration countries who arc members of the Committee increased by approximately 15 per cent.

14. The contribution of the Migration Committee to raising the level of emigration from Europe and immigration into the developing countries overseas was substantial in 1954 and is illustrated by the following table regarding three over-populated areas of Europe, Italy, Greece and Malta, and two expanding countries overseas, Argentina and Australia.

	1953			**1954**		
	Total	**I.C.E.M**	**%**	**Total**	**I.C.E.M**	**%**
Italy	106.853	20.980	19,6	138.744	48.263	34,8
Greece	9.950	4.096	41.2	19.000 [1]	11.775	62,0
Malta	2.830	—	—	11.455	5.483	47,9
Argentina	53.333	9.023	16,9	68.000[2]	29.309	43,1

1. 1. I. G. E. M. Estimates.

	1953			1954		
	Total	**I.C.E.M**	**%**	**Total**	**I.C.E.M**	**%**
Australia	74.915	13.327	17,8	101.964	37.773	37,0

15. In each of these countries 1954 was a more successful migration year than 1953, and in each case the increase was due largely to the increase in the number of movements operated under the aegis of the Committee.

1.1.1.4. CHAPTER III - Achievement of the movements target

Migration programmes

Movements Effected

16. As has been previously reported, in 1954 the Committee slightly exceeded its movements target and in so doing moved some 38 per cent, more persons than in 1953. The following tables compare emigration and immigration under the Committee's auspices in 1954 with 1953 and show the particular countries where an improvement was most marked.

TABLE I - Countries of Emigration

			Percentage	
	1953	**1954**	**plus**	**minus**
Austria	5.532	6.411	1.5,9	
Germany	40.325	34.931		13,4
Greece	4.096	11.775	187,5	
Italy	20.980	48.263	130,0	
Netherlands	2.290	1.274		44,5
Shanghai/Hong Kong	3.267	1.450		55.6
Trieste	1.352	5.735	324,2	
Others	9.686	11.383	17,5	
Total	87.534	121.222	38,5	

17. It will be observed that the most substantial increases were from Italy, Greece and Trieste : the increase in each case was over 100 per cent. These increases were due primarily to two factors : first, the outstanding success which attended the family reunion programmes, and, secondly, the continued rise in Australian immigration following the period of consolidation in 1952/53. Movements by the Committee from Germany were, however, 13.4 per cent, lower in 1954 than in 1953. The need for the Committee's assistance to supplement transport shortages to Canada was very much less in 1954 than in 1953, and as a result only 15,420 persons were moved by the Committee from Germany to Canada in 1954,. in contrast to 27,977 persons so moved in 1953.

TABLE 2 - Countries of Immigration

			Percentage	
	1953	**1954**	**plus**	**minus**
Argentina	9.023	29.309	224,8	
Australia	13.327	37.773	183,4	
Brazil	12.718	16.336	28,5	
Canada	36.928	21.294		42,3

2. 1. I. G. E. M. Estimates.

	1953	1954	Percentage plus	minus
Israel	2.389	1.037		56,6
U.S.A.	6.367	7.246	13,8	
Venezuela	3.922	5.307	35,3	
Others	2.084	2.106	1,1	
Total	87.534	121.222	38,5	

18. Three outstanding facts emerge from this table. First, a remarkable increase occurred in movements to Argentina and Australia, and—though to a lesser extent—to Brazil and Venezuela. Secondly, movements to Canada decreased, and, thirdly, in spite of the fact that the provisions of the Refugee Relief Act were in operation throughout the year, the increase in movements to the United States was rather small.

Family Reunion Schemes

19. The largest single factor contributing to the improved record of movements in 1954 was the continued success of the family reunion schemes. A total of 46,682 persons migrated under these schemes during the year.

20. It will be recalled that the Committee began its family reunion schemes in order to solve the distressing problem arising from the ever-increasing number of families who were unable without assistance to join their breadwinners in immigration countries. The breadwinners had gone ahead in order to find jobs and to settle down in the immigration countries before calling their families forward. In many thousands of cases, however, the task of establishing a home, remitting funds to maintain the family, and at the same time saving a sufficient amount to pay the fare of the family to the immigration country, proved more than the immigrants could accomplish within a reasonable time. The result was broken families, social burdens on the emigration country and a large volume of returnees.

21. These family reunion schemes proved their value in 1954. The largest backlog of dependents had remained behind in Italy and approximately 44,606 persons left Italy under the family reunion schemes in 1954. Argentina received 28,821 family members, chiefly from Italy, Brazil 11,329 and Venezuela 4,880. The value of these programmes in strengthening demographically the immigration countries and in preventing the repatriation of immigrant manpower is clearly shown by the following table comparing immigration to Argentina from Italy during the first eight months of 1953 and 1954 respectively.

Italian Immigration to Argentina [3]

	Males	Net Immigration	Females	Net Immigration	Arrived	Départed	Arrived	Départed
Eight months 1953	6.000	8.580	minus 2.580	7.674	3.850	plus 3.824		
Eight months 1954	10.961	6.206	plus 4.755	14.423	3.312	plus 11.111		

22. It will be seen that during the first eight months of 1953 there was a net emigration of Italian men from Argentina amounting to 2,580 and a net immigration of only 3,824 Italian women. During the comparable period of 1954 however the tendency of Italian men to repatriate was reversed and there was a net immigration of 4,755. The net immigration of ftalian women had risen to 11,111.

23. During the second half of 1954 these family reunion schemes began to lose their impetus. This was clue to the initial backlog being substantially cleared, but there remained large numbers whose reunion was still to be effected. However, increased activities of the local labour offices in Italy, assisted by four processing teams which the Committee placed at their disposal, resulted in the decline being corrected. At the same time a survey was carried out to ascertain the number of Italian families who had not yet been called forward by their breadwinners. This survey, together with the wider publication of information regarding assistance available

3. 1. Source : Sintesis Éstadislica Mensual de la Repùblica Argentina.

from the Migration Committee, resulted in an improved rate of registration of dependents, particularly those who wished to join their breadwinners in Venezuela. The end of the year however saw a decline in the number of families being processed for Argentina as a result of a shortage of consular staff in Italy.

24. Apart from the major schemes from Italy to Argentina, Brazil and Venezuela, other dependent schemes were developed from Austria, Germany and Greece, the destinations being mainly Argentina and Australia. During the second half of the year negotiations were concluded with the Government of Uruguay for the operation of a scheme to reunite families left behind in Italy and Greece. Movements began in November and by the end of the year 282 persons had been moved to Uruguay.

25. These family reunion schemes proved to be one of the most effective operations the Committee carried out during 1954, but although the need for them is likely to continue for some time, it cannot be expected that they will again have such numerical importance in the total of Committee movements for any particular year.

Bilateral Schemes, Workers and Special Schemes

26. Second only in numerical importance to the family reunion schemes were movements to Australia under various bilateral agreements and special schemes. Nearly three times as many people were moved by the Committee to Australia in 1954 as in 1953 and the total accounted for almost 35 per cent, of the Committee's movements for the year. Germany (14,227) contributed the largest number to the Australian total but there were substantial movements also from Greece (9,038) and from Trieste (4,375). It was, indeed, the movements to Australia which accounted for the large increases in emigration from Greece and Trieste in 1954.

27. During the second hall of the year the Committee provided ocean transport on a fully reimbursable basis for Maltese emigrants to Australia. These arrangements enabled the Government of Malta to overcome the problems of shipping shortage and at the same time to effect economies in per capita costs.

28. Movements to Canada were substantial, although less so than in 1953, largely owing to an easing of the situation regarding general shipping space on this route. Transport was however provided for some 7,044 self-paying migrants and 1,722 farm workers, domestic workers and general labourers who benefited from Assisted Passage Loans Scheme. The remainder of the 21,294 persons moved were migrants and families who received passage loans from the Revolving Funds of voluntary agencies with whom the Committee has agreements (11,633), or were assisted under the United States Escapee Program (869) and other individual programmes.

29. Some 2,386 industrial and urban workers were moved to Brazil, chiefly from Italy, Greece, Austria and the Netherlands. Placement opportunities were found for many of these workers by the Placement Board, in which the Committee co-operates with the appropriate services of the Brazilian Government. Small numbers of urban workers and domestic servants were moved to Venezuela, chiefly from Trieste and Italy, and to Chile.

30. In the course of the year the Committee moved a number of farm families—totalling 502 persons—to take part in land settlements in Brazil, Argentina, Costa Rica, Venezuela and Chile.

The United States Refugee Relief Act

31. When the year began it was anticipated that substantial movements might be effected to the United States under the terms of the Refugee Relief Act which became law in 1953, although it was realized that the early months of tho year might'be occupied with setting up the necessary procedures and machinery.

32. During the first quarter the United States authorities deployed the consular and other staff needed for processing applicants and completed negotiations with the governments of the countries of origin regarding such matters as re-admission certificates. Under the terms of the Act the Migration Committee is to help those persons who receive visas according to its provisions and who require financial and other assistance. Agreements were made with the international voluntary agencies whereby the agencies would advance passage loans and collect repayments on behalf of the Committee. The agencies would also themselves make loans for inland transport costs and other incidental expenses where necessary. In the course of the year the United States Congress adopted the " Graham Amendment " to the Act which permitted the interchange of quotas for relatives and refugees in Greece, Italy and the Netherlands. It was anticipated that, since close relatives might be less in need of financial assistance than refugees, the effect of this amendment might be to reduce the number of persons whom the Migration Committee would assist under the Act.

33. The results throughout the year have in fact been much lower than expected. Some 13,056 persons have been admitted into the United States under the terms of the Act, the majority of whom were close relatives visaed in Italy and Greece. As a result the Committee has in fact needed to assist only 267 persons. By the end of the year the rate of processing appeared to be increasing. On 31 December, 1954, 25,684 assurances had been received by the State Department in Washington, of which 20,448 had been verified and sent to the field. It was believed that at that time nearly 42,000 persons were in various stages of processing.

34. It was decided to set up with the interested voluntary agencies a common orientation and language training programme for persons emigrating to the United States under the Act and with the assistance of the Committee. It was agreed that the Committee should he responsible for these activities on board ship, whilst the voluntary agencies would be concerned with the pre-embarkation and post-arrival phases of the programme.

Other Refugee Programmes

35. It is laid clown in Article I, paragraph 3, of the Constitution that the Committee " shall be concerned with the migration of refugees". In pursuance of this mandate the Committee undertakes three main types of programmes : first, it moves those refugees who arc selected by Governments under mass immigration schemes; secondly, it assists, in co-operation with such organizations as the United States Escapee Program and the international voluntary agencies, the movement of refugees for whom individual visas can be obtained; and thirdly, it endeavours to resettle groups of European refugees which remain in such areas as the Middle and Far East, and Trieste. During 1954 the Committee was able to assist the movement of 26,900 persons who may be broadly defined as refugees; of this number 16,224 were within the mandate of the United Nations High Commissioner for Refugees.

36. Immigration Governments have continued to select refugees whose qualifications are within the criteria of mass schemes, and although complete figures are not yet available for the year 1954, it is believed that the number so selected was in the region of 5,000.

37. The successful collaboration between the Committee and the United States Escapee Program was continued and strengthened by-two new agreements, one establishing cooperative arrangements for the movement of European refugees from China and the other providing for a joint review—in which the Office of the UN High Commissioner for Refugees would also participate—of placement projects for aged and other institutional refugees from Trieste. The basic agreement with U. S. E. P. was continued through the year and the Committee moved 8,793 refugees who benefited from U. S. E. P.'s assistance.

38. Progress towards a solution of the Trieste refugee problem was particularly satisfactory. When the responsibility for administering a Special Fund for these refugees was accepted by the Committee in 1953, there were 4,341 refugees and displaced persons in Allied Military Government camps who were eligible for assistance from the Fund. By July, 1954 this number had been reduced to 2,178, but many more refugees had entered Trieste since the beginning of the Special Fund programme. As the balance remaining in the Fund was still large, it was decided to make the new arrivals also eligible for assistance from it. During 1954, 3,102 refugees were resettled by the Committee from Trieste, of which 1,073 received assistance from the Special Fund. Of those who were so assisted, 483 were cases requiring institutional care and their dependents. These persons were placed in European countries, mainly in France, Belgium and the Netherlands. On 31 December, 1954 there remained 3,006 refugees and displaced persons in Trieste, of whom 1,700 were persons who had been in Trieste when the Special Fund programme started and 1,306 were new arrivals since that time.

39. The special programme for the movement of European refugees from the Far East which was so successful in 1953 was seriously frustrated in 1954 by restrictions on exit from China. As a result only 1,450 refugees were resettled, in contrast to 3,267 in 1953. This disquieting situation caused grave concern to the Committee, tho UN High Commissioner for Refugees and to those voluntary agencies whose assistance has been so valuable in finding placement opportunities for these refugees from China. It was, however, possible to arrange with some difficulty a series of chartered flights from Hong Kong to transport aged, tubercular, mental and chronically sick refugees for whom placement was obtained in Europe. The Committee organized the flights and provided the necessary medical services. This programme is financed by special contributions and it is gratifying to record that during 1954 contributions for this purpose were received from Belgium, Canada, Denmark, the Netherlands, New Zealand, Norway, Sweden and Switzerland, and from U. S. E. P.

Voluntary Agency Revolving Fund Programmes

40. The very successful collaboration with the international voluntary agencies concerned with migration, which has become an outstanding feature of the Committee's operations, was continued throughout 1954 with only minor changes. The per capita grant made to the Revolving Funds maintained by those voluntary agencies with which the Committee has agreements was reduced for the second half-year from 8100 to S 90, but the grant for incidental services necessary for movement was maintained at 20 per capita. Substantial grants were also made to these agencies to develop their placement organizations in the immigration countries. During the year the voluntary agencies experienced some difficulties in finding placement opportunities for migrants in Latin America but met with counter-balancing success in Australia and Canada. As a result 20,211 persons were assisted to migrate by loans for transport or incidental services advanced from the Revolving Funds of the voluntary agencies.

Shipping and Air Transport

41. The much increased movements effected by the Committee in 1954 threw heavy demands on the shipping and 'air transport services at a time when tourist traffic was increasing, particularly across the North and South Atlantic, and there was a tendency for the seasons of high shipping activity to lengthen. Additional space for increased migratory movements was therefore difficult to obtain and the Committee was only able to obtain all the transport needed by virtue of the close cooperation of the shipping companies with which it has traditionally worked and of the various Conferences concerned with the main ocean routes. Greater use was made of air transport than in previous years.

42. The Committee handled its movements in one or other of the following ways : individual migrants or groups were booked on regular commercial liners or aircraft; contracts were made with shipowners on the basis of bulk bookings for the whole or the major part of a vessel's capacity; ships were taken up under round-trip charter; or planes were chartered for a single flight or a series of flights.

43. The increased interest shown by owners in regular tourist traffic did, however, facilitate the Committee's task in seeking a general improvement of transport standards. Various vessels were reconditioned and improved to a level equal to tourist standards and improvements were made to ensure tha taccommod-ation was satisfactory for the rising number of family units which had to be transported. Owners were also co-operative in providing space for spiritual care, orientation and language .training aboard ship.

44. On the basis of estimates regarding the probable traffic during the summer season and in co-ordination with the North Atlantic Conference, arrangements were made for two vessels to carry out 12 sailings between Bremer-haven/Rotterdam and Quebec from April to November. Movements from northern Europe to Latin America met with no difficulties, but those from the Mediterranean were affected by periods of space shortage, particularly on the routes to the east coast of South America. However, with the co-operation of the companies and conferences concerned all transport demands were in fact met.

45. The greatest problems encountered were in movements to Australia, which increased so strikingly since 1953. Sufficient services were, however, established to meet the Committee's requirements, two vessels sailing regularly from northern ports and one from Greece. Arrangements were also made for certain vessels sailing on the North Atlantic until September to October to be transferred to the Australian run, and for vessels to embark migrants at Valletta, Piraeus and ftalian ports. During the last quarter, if ships were under contract to the Committee to transport migrants to Australia from Germany, Austria, ftaly, Trieste, Malta and Greece, fn spite of this additional tonnage extensive use had to be made of air transport.

46. During the year 48 special flights were arranged to the United States from Munich, Brussels, Paris, Frankfurt, Stockholm and Athens. An extensive air lift was developed in the latter half of the year to overcome space shortage to Australia and contracts were made for 34 special flights. In addition, air transport was provided for certain special groups of refugees; 7 flights were carried out frpm Hong Kong to Europe with chronically sick and institutional cases and 4 flights from Germany and Austria with refugees for resettlement in the United Kingdom.

47. The simultaneous expansion of migratory movements and tourist traffic has raised many space problems. Co-operation with the shipping industry and the spreading of a clearer understanding of the particular requirements of migratory movements has enabled these problems to be so far overcome. They should not, however, bo minimized and will clearly become more pressing as the Committee's programme expands.

1.1.1.5. CHAPTER IV - The entry into force of the Constitution

48. The terms of the Enabling Resolution of the Brussels Conference, which established the organization for twelve months only, made it necessary for resolutions to be adopted by Member Governments each year to extend the life of the Committee for a further period. However, it was recognized as early as the Fourth Session in October, 1952 that the organization could not measure up to its task without much greater stability. A Resolution was therefore adopted calling for the preparation of a preliminary Draft Constitution. Twelve months later, at the Sixth Session in Venice, a text of the Constitution was approved and Member Governments were recommended to notify the Director of their acceptance of it at the earliest possible date. À major target therefore for the year 1954 was to bring this Constitution into force.

49. Notification of acceptance of the Constitution was received from the Italian Government as early as January, 1954 and notifications from other governments came in steadily throughout the year. By 30 November, 1954 when the Eighth Session of the Intergovernmental Committee was due to open, the sixteenth notification had been received and the contributions from the governments concerned to the Administrative Part of the Budget amounted to 81.5 per cent, of its total. The Constitution could therefore come into force.

50. At the opening meeting of its Eighth Session the Committee was informed that the Legal Consultants had found that the conditions set forth in Article 33 for the coming into force of the Constitution had been satisfied. The Delegation of the United States of America submitted a draft resolution which was presented to the Committee by Mr. Chauncey W. Reed, who had been the Chairman of the Sub-Committee on the Constitution during the Sixth Session, declaring the Constitution in force on 30 November, 1954, convening the First Session of the Council on the same day and transmitting to the Council the documents which had been submitted to the Committee. This resolution was adopted unanimously, the Eighth and final Session of the Committee was closed and the First Session of the Council opened.

51. As various speakers pointed out on that day, the organization had been established on a provisional basis by sixteen member nations only. The number of Member Governments had however grown since then to twenty-four, and by enabling some 275,000 persons to emigrate from Europe to overseas countries and by devising new methods of encouraging and developing overseas migration, the organization had proved its usefulness in helping to solve one of the most important problems facing the world, the anomaly of over-population in some European countries and the lack of population in many developing countries overseas. Although the Constitution provides for a non-permanent organization only, its coming into force brought that element of stability, indispensable to future development and long-range planning, which had previously been missing.

1.1.1.6. CHAPTER V - Administration

52. During the year a complete review was made of the organizational structure of Headquarters and Field Offices, and of the system of pay and allowances which had been in operation since the Committee's inception.

53. The conclusion derived from the first study was that the organizational structure was basically sound and needed no substantial alteration. Only minor modifications in the internal structure of Departments at Headquarters were considered necessary. As part of this organizational review, an examination was made of the duties and responsibilities of each established post and a classification pattern prepared, to be brought into force at the beginning of 1955 with any new salary system agreed upon. The study of the system of pay and allowances resulted in a proposal being submitted to the Council at its First Session for a new system comparable to that of United Nations and based upon a salary scale for Headquarters with plus and minus differentials for Field Offices according to the costs of living in the countries concerned, and with family allowances. This proposal was approved by the Council and will be put into force early in 1955.

54. During the year preliminary steps were taken towards the mechanization of certain administrative functions and a review of methods and procedures was undertaken with a view to eliminating unessential work and increasing efficiency. New offices were opened at Montevideo in Uruguay, at Rosario, Men-doza and Tucuman in Argentina and at Sao Paulo in Brazil. Two sub-offices were closed at Karlsruhe and Hanover in Germany and two more opened at Kapfenberg and Villach in Austria.

55. Every effort was made to keep administrative costs at an economical level and savings of over $520,000 —including a contingency reserve of $328,575—were made in the Administrative budget which the Intergovernmental Committee had approved at its Seventh Session.

1.1.1.7. CHAPTER VI - Liaison, public relations and research

Liaison

56. Throughout the year the Committee maintained effective liaison with other international and regional organizations active in the migration held. There were regular contacts with the United Nations agencies, I. L. O., F. A. O., UNESCO and U. N. H. C. R., on operational matters such as, for example, land settlement, standards of medical selection, and refugee movements, particularly those from the Far East which are carried out by the UN High Commissioner for Refugees and the Committee jointly. In addition, Committee representatives attended the annual meeting of the Technical Group on Migration which unites under the chairmanship of I. L. 0. the UN agencies concerned in this field.

57. As a result of a correspondence with the United Nations Secretariat in New York, closer contacts were established in the latter part of the year with the Economic Commission for Latin America. These contacts have particular significance in view of the possible expansion of land settlement activities in that region. At the same time arrangements were made with the Technical Assistance Board for formal liaison to be established between TAB Resident Representatives and Chiefs of Mission of the Committee in areas where both organizations are operating.

58. Equally close contacts were maintained with European regional organizations. A Committee representative was invited to attend the meetings of the 0. E. E. C. Manpower Committee and the Population and Manpower Commission of the Council of Europe, to which reports of the Committee's activities are regularly sent. The Committee was also in contact with the Special Representative of the Council of Europe for National Refugees and Surplus Population and several informal discussions on common problems were held with him.

59. In pursuance of the wishes expressed in Resolution No. 69, adopted at the Seventh Session of the Intergovernmental Committee, special efforts were made to establish effective liaison and close working relationships with the international trade union and employers' organizations. After informal discussions with the representatives of the International Federation of Christian Trade Unions, the International Confederation of Free Trade Unions and the International Organisation of Employers, it was agreed that working meetings with these organizations should be held at regular intervals and so arranged that there would be one such meeting within the 30 days before each Session of the Council. The first of these meetings, held on 28 October, 1954, was very encouraging for future co-operation with the bodies concerned and important practical matters were constructively discussed.

Public Relations

60. Throughout the year the public information programme has been directed to three main objectives : to focus public attention on the related problems of European excess population and of population needs overseas; to stimulate general interest in overseas migration; and to keep the public informed of the aims and activities of the Committee.

61. Important reviews of the Committee's activities have appeared in leading journals throughout the world. Special articles have been written for newspapers and magazines on population problems and the Committee's contribution towards solving them; in one instance a series of 17 articles were specially written for this purpose.

62. Arrangements were made for special publicity to be given to certain events of particular significance. These included a special flight of escapees from Munich to the United States—"the Freedom-Flight "—to mark the second anniversary of the US Escapee Program; the embarkation at Bremerhaven of the 250,000th migrant to be moved under the Committee's auspices; tho first large-scale movement from Trieste to Australia, and the resettlement of refugees requiring institutional care from the Far East and Trieste. The Research Group for European Migration Problems has published a study, prepared with the Committee's sponsorhip, entitled Modern Migration— A Challenge to the West. A further booklet, specially written for the Committee, has appeared on migration problems, this time in French, with the title Le problème des hommes en trop.

63. À prominen t Australian broadcaster produced a series of 12 radio programmes, prepared under the joint auspices of the Committee and the Australian authorities, and designed to promote understanding of new Australians and to facilitate their assimilation. A Swiss radio and film team visited Brazil under the Committee's auspices and prepared a number of broadcasts in the French language and a short documentary

film. The first film on migration matters to be produced directly for the Committee was completed during the year; it is a documentary on the Italian overpopulation problem and has sound-tracks in English, French, Spanish and Portuguese.

Research

64. Complementary to the activities just described has been the Committee's work in the field of research. The aim of this work was to ensure that the Committee's programmes were soundly based on ascertained economic and demographic fact and that in planning current and future operations the Committee should have on hand the results of up-to-date scientific thinking on these matters. Close relations were therefore maintained with such bodies as the Research Group for European Migration Problems, the Centre européen d'Etudes de population, the European Association for the Study of Refugee Problems, the Centre européen de la Culture and the International Economic Association. Officials of the organization were invited to attend the Rome Population Congress, the Migration Congress held at Breda under the auspices of the International Catholic Migration Commission, and the International Congress of Studies on Problems of Under-developed Areas, which took place in Milan in October last. In addition to these relations with eminent scientific bodies, the Committee undertook a limited amount of research into demographic and economic problems with which it was directly interested. As a result, it was able from time to time to be of assistance in providing information to the appropriate authorities of some Member Governments.

65. The objectives of this work of liaison, public relations and research were very similar : they were to ensure that the Administration understood more fully the nature of its work and the problems confronting it and that this greater understanding was communicated to the public and official opinion whose support would be vital to the future development of the Committee's activities.

1.1.1.8. CHAPTER VII - Action to increase and improve migration

66. In introducing his Progress Report for the period January-April, 1954, the Director expressed the view that the progress achieved during these four months was important chiefly as an indication of the contribution the Committee was capable of making in the future to the solution of population problems. He considered that an effective and substantial programme to diminish population pressure in Europe and develop demographically the overseas countries required a very considerable increase in movements carried out with the Committee's assistance. He stressed the great effort which would be necessary to raise the level of movements and suggested, in general terms, the methods by which this might be done. The response of Delegations to this statement was positive and encouraging and in the Resolution later adopted it was agreed " that in the interests of Member Governments all possibilities of increasing and developing the Committee's activities within its mandate should be fully investigated."

67. During 1954 the Committee approached the task of expanding migration along three general lines. Its first action was to work closely with Member Governments to improve the essential services of migration in order that no existing opportunities of movement should be lost. It then explored areas to which European migration is small or nonexistent in order that new outlets may be developed. Finally, it pushed ahead with its programme to promote land settlement.

Migration Services

68. In the field of migration services much had already been accomplished in 1953. In Greece and Trieste the Committee was already responsible for processing and pre-selection arrangements and in Italy one short programme for training pre-selection officers • had been carried out in co-operation with the Italian Government and I. L. 0. Language training was being given in Greece, a pilot vocational training project had been carried out in Italy and arrangements were in hand for improving the distribution of information on immigration countries to prospective emigrants; where necessary the Committee had itself produced information pamphlets. Overseas, the Committee was already co-operating with the Brazilian Government in the placement of immigrants and with the Government of Argentina in the development of the Santa Catalina farm school for immigrant agriculturalists. Action in 1954 was therefore directed towards expanding these early initiatives which had proved successful.

69. The most striking development in the pre-selection field was the agreement with the Italian Government for the joint establishment of a Selection Assistance Service. This service was a natural development of the advanced training schemes for pre-selection officers which had been begun in 1953 with the help of I. L. 0. and continued by the Italian Government and the Committee jointly in 1954. These two programmes, with the improved selection methods they made possible, had proved so successful in reducing the rate of rejection at

the final selection stage and in diminishing the per capita cost of pre-selection that the Italian Government asked the Committee for ils permanent co-operation in preselection operations and the establishment of a joint service was agreed upon. This service will be composed of I. C. E. M. officials who will assist the responsible Italian department in the recruitment of would-be emigrants, their vocational and medical pre-sclcction and the control of their documentation. Not only will the Italian authorities be assisted, but the task of selection missions from immigration countries will be simplified also.

70. A further vocational training project was begun in the latter part of the year, this time in Greece. This project was designed to give advanced training to some 200 semiskilled Greek mechanics, welders', electricians and carpenters who wished to emigrate to Brazil but who were not sufficiently skilled to be acceptable under existing criteria. The first course was begun with 80 workers in Salonika and the second with a similar.number in Athens. The training was given in existing vocational schools but with a specially intensive curriculum which included four hours of instruction in the Portuguese language per week. Some of the first group of trainees were able to leave for Brazil in 1954.

71. Before the year closed, the Committee signed an agreement with the Italian Government for the organization of 34 training courses to be given in existing schools in southern Italy. The courses will cover the 13 trades most in demand in immigration countries and some 415 semi-skilled workers will be trained in the initial programme which will be begun on 1 March, 1955. The major part of the costs will be borne by the Italian Government but the Committee will co-operate in the general direction of the courses and will contribute S 60 for each trainee who emigrates overseas. After the first experimental phases, it is planned to establish this programme on a permanent footing and to extend it to other parts of Italy.

72. The language instruction given in Greece and on board ship was continued throughout the year, but as the Committee acquired experience of the language problems it became apparent that it would be necessary to develop standard courses for the English, Portuguese and Spanish languages and accelerated methods of instruction. It was felt that it would be necessary to produce a standard instructional text, related to the type of situation a migrant would have to face in his new country, and to prepare related teaching aids consisting of tape recordings of the text by native voices. Teachers would have to be trained in the use of the standard method and as far as possible continuity of instruction would be arranged. Experts and teaching institutions were consulted on this matter and as a result it was decided to confide to Georgetown University, Washington, D. C., the task of preparing the standard text and the simple and accelerated, system of teaching. It is hoped that the material will be ready for use by the second half of 1955 and that this new method may be used in all situations where language instruction is desirable.

73. All the services so far referred to were given either in the emigration country or on board ship. However, it was keenly appreciated that very useful work to develop the essential services of migration could be done in co-operation with the governments of immigration countries. Reference has already been made to the assistance which was being given to Brazil in placement and to Argentina in the operation of a farm school. It was felt, however, that more could be done and it was decided to send a senior official from Headquarters to tour Latin America to consult with the government dejjartments concerned and with the Committee's Chiefs of Mission to see what other fields of activity might be open to the Committee. This official's tour proved most useful; some of the recommendations made were able to be implemented in 1954 whilst others will be further considered and developed during 1955. It was decided, with the concurrence of the Argentine Government, to establish sub-offices in the interior of the country at Tucuman, Mendoza and Rosario, in order to develop the Committee's services to re-unite families and assist sponsors. Discussions were begun with the Government of Chile regarding. the establishment of a reception and jidacement hostel for immigrants in Santiago and at the end of the year the premises were undergoing renovations and an agreement was being drawn up with the Government and with the International Catholic Migration Commission which will, in fact, operate the centre.

New Outlets

74. Much interest has from time to time been expressed in the possibilities open to the Committee of developing Africa as an outlet for European migrants. The Administration was therefore happy to receive an invitation to send a senior official on an informal visit to the new Federation of Rhodesia and Nyasaland. This official was in Africa in October and November, 1954 and had most valuable discussions with the competent officials in Rhodesia and other African territories. While it was clear that movements to Africa woidd initially be small and that expansion would be slow and cautious, the interests of various territorial governments in

receiving migrants from Europe was undoubted. A. representative' from Rhodesia attended the First Session of the Council in December as an Observer and informed the Delegates that his Government might in due course seek membership of the .Committee.

Land Seulement

75. The year was one of substantial progress in the sound planning of land settlement. It began by the despatch of the Committee's Land Settlement expert on an extensive tour of Latin America, accompanied in some countries by other staff members particularly conversant with local conditions and problems. The findings of this preparatory mission were in general very satisfactory. Suitable land for the settlement of immigrants could be obtained on reasonable terms; the natural fertility of the soil, particularly when cultivated with the modern techniques of European settlers, would ensure a high productivity, and the growing demand for agricultural produce in the area would provide favourable market conditions ensuring the success of the colonies and the repayment of the financial investment necessary. Recent settlers were seen to have adapted to new living and working conditions without any loss of efficiency and the productivity of existing immigrant settlements was satisfactory. Further, the Governments visited were keenly aware of the value of well-planned settlement programmes and were taking the necessary legislative and administrative measures to make such programmes possible. It was clear also that some governments were prepared to make substantial financial contributions to land settlement and that more funds could be expected from domestic sources, particularly if foreign financial circles took an active interest in assisting these programmes. On the basis of these findings, therefore, and factual data and information obtained by the exploratory mission, work was pushed ahead during the year to prepare a comprehensive plan covering all aspects of land settlement promotion, not least the financial aspect.

76. In the second half of the year these essential planning activities received much encouragement from two events of considerable significance. First, great interest in land settlement was shown by the Ministers of Finance and Economic Affairs gathered together at the Economic Conference of the Organization of American States in Rio de Janeiro. This interest and the recognition of the value of the Committee's work in this field received expression in a Resolution requesting " the General Secretary of the Organization of American States to get in touch with I. C. E. M. in order to draw its attention to the necessity of studying, together with the countries concerned, the direction of the trend of migration within a wide-scale programme of land settlement, including investment of capital and the financing of operations."

77. The second encouraging event took -place at the First Session of the Council in December, 1954. On the initiative of the Argentine Delegation, a special meeting was held of Member Governments interested in land settlement. The discussions at the meeting were concerned largely with the financial -problems. The. Argentine Delegation outlined ;a plan to finance land settlement in Argentina 'by means of a contribution from the Government itself, supported by similar contributions from emigration countries and third parties. 'The Argentine Government was prepared to set aside some 25 per cent, of the total budget for colonization in the second live-year plan. This. Argentine proposal and the ideas upon which it was based were warmly welcomed by other Delegations representing both emigration ;and immigration countries. As a result, the Director was requested to investigate with Member Governments the possibility of holding a special meeting on land settlement during 1955, the meeting to take place in an area of potential land settlement.

78. Thus, by the end of the year the structure upon which future land settlement schemes would be built was taking shape. However, the cornerstone—the complete system of financing—-was missing. The development of such a system will be the major task for 1955.

Future Operational Plans and their Financial Implications

79. At the First Session of the Council, in December, 1954, Delegations adopted a Plan of Operations and Budget for 1955 and gave preliminary consideration to an Advance Plan of Operations and Budget for 1956.

80. The Plan and Budget approved for 1955 envisaged a movement of 143,200 migrants and a total operational expenditure of $44,027,211. The Advance Plan and Budget for 1956, which the Delegations decided should be revised according to later experience and re-submitted for final decision at the Third Session of the Council in 1955, envisaged the movement of 174,350 migrants for a total operational expenditure of 8 52,191,111.

81. Although operational funds totalling some $2,500,000 remained at the end of 1954, to be carried forward to 1955, additional contributions in the region of 82,000,000 would have to be obtained if operations approved for 1955 were in fact to be carried out. During the course of the year this problem received much attention, both from Member Governments assembled at the Seventh Session of the Committee and from the

Administration. One solution proposed was that of extending the principle of the participation of migrants and their sponsors in the costs of transport. There were strong moral and psychological arguments in favour of some form of contribution from migrants, and it was realized that a system of part-payment rather than total subsidy enabled the Committee to give assistance to groups of migrants who were not then receiving it but were not able to move without help General support was given by Member Governments to the principle of migrant contributions but there were differences of view on methods, particularly regarding the respective merits of prepayment before embarkation and reimbursement in the immigration country, ft was agreed, however, that the Administration, in consultation with Member Governments, should try to establish a system of payments by migrants whereby their resettlement would not be jeopardized and the costs of collection would be reasonably low. At the end of the year, such a system was being discussed with Member Governments in the hope of implementing it on an experimental basis in 1955.

82. The second suggestion was made by the Netherlands Delegation and in fact consisted of two separate proposals. The first proposal was that whenever the Committee contributed to the economy of a certain country by chartering ships and aircraft or by maintaining services, that country should undertake to repay to I. C. E. M. a certain percentage—10 per cent, was suggested—of the expenditure thus made. The second proposal was that any further deficit be met by a surcharge of so much per migrant moved by I. C. E. M., this surcharge—which might be 810 per capita— to be paid by the governments of the emigration and immigration countries concerned in movements. These proposals, which were outlined in a letter to the Director, were circulated to all Member Governments and will no doubt be the subject of discussion at the next Session of the Council.

1.1.1.9. CHAPTER VIII - Conclusion

83. The theme of this report has been that whereas 1953 was a year of trial, 1954 was a year of limited achievements which were important not so much in themselves but because they pointed the way to the development of activities which must be the keynote of future years. The size and nature of the problems which the Committee was called into being to solve must be the true measure of the development necessary. Even during 1954 the Director, the late Mr. Hugh Gibson, bad shown in his speeches that he was preoccupied with the needs of the future : the ultimate targets, the methods of achieving them, and their cost, ft is indeed difficult to pay adequate tribute to Mr. Gibson's contribution to the work and growth of the Committee during the three difficult years he was its Director or to his foresight and faith in the Committee's future.

84. Technically, larger movements than those achieved in 1954 are possible as a result of the movements organization of the Committee, the migration services which it has developed in co-operation with the competent authorities of Member States, and the potential increase in the absorptive capacity of immigration countries through land settlement schemes and other development projects which the Committee might assist as a catalyser and supplier of immigrant manpower. This does not mean that the level of movements will not rise and fall, or that the high rate of movements achieved in the first months of 1954 will necessarily he repeated in each succeeding year. Migratory movements arc dependent upon too many economic, political, psychological and seasonal factors to be immune from fluctuations and setbacks. Nevertheless, the trend of the curve should bo in an upward direction in spite of temporary or seasonal rises and falls.

85. Thus, at the end of 1954, two things were clear. First, the need for increased migration, both to relieve the excess population countries and to strengthen the developing countries, was still very great. Secondly, the techniques for increasing movements were understood, had largely been prepared, and were in operation or were ready to be put into operation. One question, however, did not receive an answer in 1954. Mow could the higher level of movements, which was technically possible, be financed? Could the essential work of development and promotion be paid for : could the transport costs of increased movements be met? These were the major problems facing the Committee when the year 1954 came to an end.

86. Much of the emphasis in this report has been on the numbers of migrants moved and the need to increase the volume of migration. The importance of quality was not, •however, forgotten- in 1954, nor was it overlooked that the raw materials of migration are men and women with human hopes and aspirations. The objective of migration is to settle these men and women in new homes in circumstances which offer them greater prosperity, greater scope for the development of their faculties and personalities, greater opportunity to lead full and free lives. The success of migration cannot be judged by numbers alone.

87. Thus the various technical services which the Committee helps to develop and its work to promote land settlement aim at increasing the volume of migration by improving the conditions in which it is carried out; in other words, by improving its quality. This improvement in the quality of migration is as important as the expansion of its volume and is a task for which international cooperation is equally necessary.

1.1.1.10. ANNEX - INTERGOVERNMENTAL COMMUTEE FOR EUROPEAN MIGRATION

Numbers of Migrants Moved by Country of Emigration ami Immigration - January - 31 December, 1954

(with cumulative total from 1. February, 1952)

Area of migrants finally (Imparled from embarkation or cinpln ueinen t centres or other ports of Embarkation	**Total 1 February 31 December, 1952 — Total 1er février 1932 31 décembre 1954**	**Total 1 January 31 December, 1954 — Total 1er janvier 1932 31 décembre 1954**	**COUNTRY OF IMMIGRATION - PAYS D'IMMIGRATION**	**Argentina**	**Argentine**	**Australia**	**Australie**	**Brazil**	**Brésil**	**Canada**	**Canada**	**Chile**	**Chili**	**Israël**	**Israël**	**States of America**	**États-Unis d'Amériqu e**	**Venezuela**	**Vénézuela**	**Others**	**Autres pays**	**RÉGIONS d'où les émigrants sont parti s par bateau ou avion**
Austria	22,071	6,111	33	2,029	925	2,530	21	57	688	46	82	Autriche									
Germany	113,210	31,931	30	11,227	1,107	15,120	169	21	3,338	158	401	Allemagne									
Greece	16,360	11,775	79	9,038	1,507	881	20	12	107	40	91	Grèce									
Italy	80,850	48,263	28,895	1,090	11,245	1,127	448	39	197	4,807	415	Italie									
Netherlands	13,632	1,274	—	574	321	306	—	33	33	—	7	Pays-Bas									
Shanghai/ Hong-Kong	5,686	1,450	3,298,560	13,14	30	52	5	475	Changhai/ Hong-Kong												
Trieste	7,794	5,735	8	4,375	321	121	86	1	107	181	535	Trieste									

Area of migrants finally (Imparled from embarkation or cinpln ueinent centres or other ports of Embarkation	Total 1 February 31 December, 1952 — Total 1er février 1932 31 décembre 1954	Total 1 January 31 December, 1954 — Total 1er janvier 1932 31 décembre 1954	COUNTRY OF IMMIGRATION - PAYS D'IMMIGRATION	Argentina	Argentine	Australia	Australie	Brazil	Brésil	Canada	Canada	Chile	Chili	Israël	Israël	States of America	États-Unis d'Amérique	Venezuela	Vénézuela	Others	Autres pays	RÉGIONS d'où les émigrants sont partis par bateau ou avion
Others	25,917	11,383	261	6,142	290	896	56	844	2,724	70	100	Autres pays										
Total 1 Jan./31 Dec. 1954		121,222	29,309	37,773	16,336	21,294	814	1,037	7,246	5,307	2,106	Total 1er janv.-31 déc. 1954										
Total 1 February, 1952 / 31 December, 1954	286,420		38,802	66,647	38,838	66,893	2,917	4,188	51,738	10,719	5,678	Total 1er févr. 1952-31 déc. 1954										

1.2. PART II - Report on activities in 1955 and latest developments resulting from the Second Session of the Council

The activities of the Intergovernmental Committee for European Migration (I. C. E. M.) for 1954 are described in the " Report on the Work of the Committee for 1954 ". The following informational note contains a short summary of activities in the first quarter of 1955, of the results of the Second Session of the Council and of the targets ahead.

Membership

The Second Session of the Council was held in Geneva from 27 April to 4 May, 1955. At this Session the Governments of New Zealand and of the Federation of Rhodesia and Nyasaland were unanimously accepted as members of the Committee, thus raising total membership to 26 nations. It is to be noted that for the first time an African Nation becomes a member of the Migration Committee, which already included States from three continents : Europe, the Americas and Australia. Twenty Governments have ratified the I. C. E. M. Constitution; they are

Argentina - Greece

Australia - Israel

Austria - Italy

Belgium - Netherlands

Canada - New Zealand

Chile - Norway

Costa Rica - Paraguay

Denmark - Sweden

Federation of Rhodesia and Nyasaland Fedcral Republic of Germany - Switzerland - United States of America - Argentina - Greece - Australia - Israel - Austria - Italy - Belgium - Netherlands - Canada - New Zealand - Chile - Norway - Costa Rica - Paraguay - Denmark - Sweden - Federation of Rhodesia and Nyasaland - Switzerland

Federal Republic of Germany - United States of America

The delegates of the six Governments who have not yet notified their acceptance of the Constitution have declared that the necessary procedure is in hand by their respective parliaments and that ratification may be expected in the near future.

Election of the Director

The Council unanimously elected as Director of the Intergovernmental Committee for European Migration Mr. Harold H. Titt-mann, former United States Ambassador, whose candidature had been submitted by the United States Government. Mr. Tittmann succeeds the late Ambassador Hugh Gibson who died in Geneva in December, .1.954.

The Movement of Migrants

From the start of its operations, in February, 1952 to the end of April, 1955, the Committee has assisted the movement of 317,197 migrants from Europe. During the first four months of 1955, 30,777 migrants have been moved by the Committee. The rate of movements during the first period of this year has been rather low in. view of a number of reasons and difficulties which had to be overcome in certain immigration and emigration countries.

In spite of these difficulties, the prospects for 1955 as a whole are not discouraging. It is foreseen that 55,000 migrants will have left Europe by the end of June and there is every reason to hope that the target of 142,500 will be met by the end of the year.

Some of the difficulties which have slowed clown movements have already been solved, and the overall picture of European migration looks brighter. The implementation of the Refugee Relief Act in the United States is proceeding in a speedier rhythm and the United States Delegate at the Second Session of the Council was able to announce that his Government is prepared to issue 170,000 visas in Europe during the next 18 months.

The movements to Australia are gaining momentum and this year the Australian programme is expected to be the largest in the history of the Committee—approximately 50,000 persons. Finally, limited movements will start towards New Zealand and the Federation of Rhodesia and Nyasaland, two new outlets opened for the resettlement of European migrants.

As compared with previous forecasts, the breakdown of movements by country of destination was substantially changed mainly by an increase of movements to Australia and a reduction in movements towards the United States and Latin America. This change has brought about increased expenditures for the Committee involving a gap of approximately $ 2.8 million in the budget of I. C. E. M. for 1.955. At the 2nd Session of the Council the governments studied measures to fill this gap through additional government contributions or other resources, such as contributions by migrants and others. Final decision on this subject is expected to be taken at the next of the Session Council.

Shipping and Air Transport

The main concern of the Committee in its transport programme is not only to provide that adequate space is available for the orderly development of migratory movements, but also to ensure that the best social conditions are granted for the voyage of migrants. It can be stated that most migrants' transports arc now equipped with all the comfort of, modern passenger carriers and no difference is made between migrants and normal passengers. In addition, the Committee provides escort staff who look after the welfare of travellers and teaching staff who give the migrants general orientation and language training aboard ships.

In the first four months of 1955 the movements from Europe to Australia did not create particular shipping problems, but the introduction of new migration programmes will increase the need for passenger space for the rest of the year and therefore requires careful planning. To provide this supplementary space, the transport of migrants by air is also being developed, especially for those persons for whom a long sea voyage is unadvisablc for reasons of age or health.

The movement from Europe to the United States has so far been handled by commercial lines, supplemented by charter air flights, but a certain shortage in transport is foreseen for the coming months and therefore it is planned to use U. S. Naval ships from the Military Sea Transportation Seruice and to divert shipping from the Canadian route in the latter months of the year.

Finally, the Europe—-South America route appears to be adequately covered by existing commercial tonnage and therefore no supplements by chartered ships or aircraft are envisaged.

Migration Services

The improvement and development of the technical services of migration are essential for expanding migratory movements and obtaining more satisfactory results for the emigration and immigration countries and primarily for the migrants themselves. The ultimate aim of the Committee is, in fact, not only to increase the volume of migratory movements but also to improve the quality of migration, to assure the most satisfactory resettlement of migrants, which is an imperative exigency for the social conscience of our times. The human and social aspects of migration in all its phases arc becoming more and more an essential part of the international action. Under its migration services programme the Committee assists Governments, at their request, in processing and pre-selection operations, vocational training of candidates for migration, language instruction both in the countries of emigration and on board ship, and reception and placement of migrants in the immigration countries.

The Committee has developed its preselection services mainly in Greece, Trieste and Italy, and hopes to set up gradually a comprehensive system which will satisfy both the emigration and immigration countries and result in simplified and more economical procedures.

Vocational training projects have been established in Greece and Italy. An agreement has been signed with the Italian Government for the establishment of vocational training courses in Southern ftaly for training workers in occupational categories most required by immigration countries. These courses will be completed with orientation regarding the immigration countries and information on the migration processing and

documentation. All the initial expenditure for this project will be borne by the Italian Government; the Committee will make a contribution for every pupil who successfully completes the course and emigrates overseas. Discussions are also taking place with the Austrian authorities for the training of a certain number of semi-skilled persons, a proportion being drawn from the unemployed.

All these projects are being carried out as experiments to show what needs to be done. The Committee does not have the means to undertake vocational training on a large scale, but is ready to co-operate to the utmost within its terms of reference and its financial possibilities with the interested Governments and with all other competent international organizations to solve one of the most acute problems of modern migration, the problem of reconciling the need of immigration countries for qualified workers Avith the availability of the unskilled-and semi-skilled persons whose emigration can best help the over-populated European countries.

As far as language training is concerned, I. C. E. M. is adopting a standard text and a simple and accelerated system of teaching for the language courses it operates in1 English and Portuguese, and will shortly begin in Spanish.

I. C. E. M. is also developing an information programme for migrants intended to give candidates for migration objective information on their prospective country of destination.

Another aspect of technical services is to provide for the best reception and placement of migrants upon arrival. An agreement has been signed with the government of Chile concerning the operation of a reception and placement hostel for immigrants in Santiago, while efforts to assist other governments in the placement of migrants have been intensified and new sub-offices in Argentina and Brazil have been especially active in seeking employment opportunities and sponsorships.

By trying to improve the quality of migration, to ensure the best placement conditions and to facilitate the assimilation of migrants in their new environment, the Committee has also the objective of reducing the number of returnees. Very often the failure of a migrant to settle down successfully is due to lack of adequate information as to the conditions in the immigration country, or to insufficient assistance and advice upon arrival. The Committee is conducting an investigation into the reasons which lead migrants to repatriate and a questionnaire has been drawn up for completion by returning migrants. The study of these completed questionnaires will help Member Governments to adopt measures intended to reduce the number of returnees.

The Main Targets for the fear 1955.

Four are the main targets for I. C ,E. M activities in 1955. The first is to have the Constitution accepted by all Member Governments, and try to enlarge membership with the inclusion of other governments who are interested in the solution of the migration problem.

The second is to move approximately 142,500 migrants during the year and assist in their successful settlement.

The third is to find sufficient funds to fill the present gap in the budget, thus being able to carry out the planned programme without any reduction in movements.

The fourth is to prepare long-range plans for a successful solution of the problem, in particular providing the necessary transport and other services for migrants and clarifying in advance the volume and the trends of migratory movements from Europe.

The situation of emigration countries in Europe has substantially changed since 1952. For example, the economic recovery in Western Germany has considerably altered the problem of German emigration. According to official statements made by the German Authorities, Germany does not need any longer mass emigration but only the emigration of certain categories which cannot be fully absorbed in the economic and social life of the country; for example, refugee farmers expelled from the East, and, to a lesser extent, unskilled workers. Also, the increased efforts made by certain countries, such as Italy, for local integration of their surplus manpower must be taken into account.

In view of these factors it is estimated that in the next 5 years the European emigration countries which are members of this Committee will need an average annual emigration, of approximately 340,000 persons. Of these, approximately 175,000 are likely to be migrants who do not need international assistance, while 165,000 will require assistance from the Committee. While these figures appear sound at present, they may be subject to change later for reasons beyond the control of the Committee. À study of immigration

possibilities in overseas territories leads to the belief that the yearly emigration of 340,000 persons from these countries is possible if there is no substantial change in the economic, political and social conditions overseas. This belief is based on several facts and first of all on three expected increases in migration outlets.

The first increase is Australia, whose responsible authorities have stated that the country hopes to receive 1.6 % of her total population as immigrants each year. The second can be given by Latin America where an annual increase of 25,000 immigrants over the present intake is foreseeable. The third increase is in movements towards the Committee's new member countries, New Zealand and the Federation of Rhodesia and Nyasaland and possibly towards other African territories.

To meet these targets a certain number of difficulties will have to be overcome. First of all, the immigration countries need to keep a certain balance in the interest of their development and not to alter their social pattern : a balance between nationalities, a balance between skilled and unskilled workers and a balance between urban and rural workers. On the other hand, emigration countries cannot lose too high a jDroportion of their skilled manpower and have an equal need to maintain a balance among the categories of their population which migrates. In all future planning every effort should be made to make the needs of emigration and immigration countries coincide, by a series of action to be taken both at the national and international level.

Secondly, a financial problem remains to be solved. It is not only necessary to consider the financing of transport and migration services, but also the question of investments for land settlement and for the development of industry and public services in immigration countries.

Migration is a complex and ever-changing phenomenon which has demographic, social, economical and political implications; it affects every aspect of life in European countries and in the overseas countries who are ready to welcome immigrants. And the more this double problem is studied—the problem of over-population in Europe which is at the same time the problem of undcr-population and labour shortage in the overseas countries— the more it is apparent that the Committee can make an important contribution to its solution. Neither the figures mentioned nor the techniques which are necessary are beyond the combined possibilities of the Committee, the other international organizations and the Member Governments.

Land Seulement

During the early part of 1955 the Committee continued to study the planning of Land Settlement projects and held discussions with interested Governments and financial institutions in order to reach a general agreement on the action to be taken for the implementation of a land settlement programme. The need to start a promotional programme of land settlement in order to achieve a better balance between rural and urban settlement of migrants is increasing every day. Since the second World War, in fact, migrants have been much more attracted by the large cities of immigration countries than by the many opportunities ofi'ered by the rural areas and the situation arising from this unbalanced immigration has aggravated the simultaneous exodus of the local population itself from agricultural to urban areas.

All the studies and analyses which the Committee has made so far have led to the conclusion that large movements of farmers or farm workers towards certain countries are no longer possible if organized action to establish new land settlement centres is not taken. During the period under review discussions have been held with various governments and preparation of plans in Chile and Argentina is proceeding satisfactorily. At the request of the U. S. Foreign Operations Administration a preliminary plan for land settlement in Bolivia has been prepared.

During the Second Session of the Council in the month of May, there was a thorough exchange of views by the Governments interested in land settlement. Several emigration and immigration countries have recognized the need both for broad land settlement programmes and for joint action on a large scale to realize them.

The Delegation of the United States of America stated that their Government is interested in the development of land settlement projects in Latin America. The U. S. recognizes that properly managed land settlement projects can contribute to the agricultural production, economic development and the improvement of rural and social structures in this area. Thé U. S. will be pleased to examine any specific land settlement project which may be presented to her by a Latin American government alone or in co-operation with a European government or governments. If the project is found to be technically sound, the U. S. Government will then decide in what manner it can best assist in the financing of the project. The alternative means will include loans from existing sources and grants in aid from existing funds. It was pointed out that existing sources

might be the International Bank for Reconstruction and Development and the Export-Import Bank as well as funds available under various appropriations made by the Congress, such as, for instance, funds resulting from the Agricultural Trade Assistance Act.

During the Session it was generally agreed that I. C. E. M. has an important role to play in this field by stimulating the initiatives of various governments, catalyzing, existing resources and giving technical advice and assistance. A resolution, unanimously voted, requested the Director " to continue the study of the economic, managerial and financial problems involved in the development of land settlement projects and to submit to the Council as soon as possible a detailed report on the findings of such studies, including the results of any consultation on the subject which may have taken place with interested governments and such concrete recommendations as may be pertinent."

Other Decisions of the Council of I. C. E. M

In addition to the above mentioned subjects, the Second Session of the Council took the following decisions :

(1)It approved the Annual Report for 1954 and took note of the fact that until the end of that year I. C. E. M. has assisted the resettlement overseas of 286,000 migrants, of whom 109,865 could be broadly defined as refugees and 63,268 were refugees under the mandate of the U. N. High Commissioner for Refugees.

(2) It approved the Plan of Operation for 1955 involving a total movement of 142,165 migrants according to the following breakdown :

49,180 to Australia

34,530 to the United States of America

17,335 to Argentina

12,180 to Brazil

1,935 to Canada

8,105 to Venezuela

and a smaller number to the other reception countries.

As far as the emigration countries are concerned, the breakdown is :

50,450 from Italy

36,840 from Germany

18,240 from Austria

12,435 from Greece

11,010 from the Netherlands

(3) The Budget and Plan of Expenditures for 1955 has been fixed at over §48 million, of which 82,506,217 for administrative expenses and $45,625,478 for operational expenses.