

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL

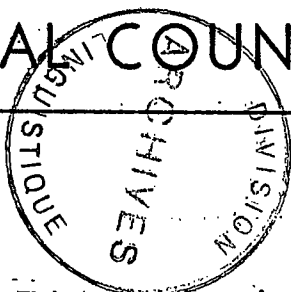


GENERAL

E/2019

18 June 1951

ORIGINAL: ENGLISH



Thirteenth session
Item 35

METHODS OF
INTERNATIONAL FINANCING OF EUROPEAN EMIGRATION

Report by the Secretary-General

CONTENTS

	<u>Page</u>
Introduction.	5
 Part I. <u>Factors determining the scope of international financing of migration</u>	
Estimates of future European emigration and areas of immigration.	13
Emigration estimates	13
Overseas immigration estimates	16
Estimates as to size of the gap between emigration and immigration plans.	18
Categories of European emigrants.	20
Direct and derived costs involved in migration.	21
Direct costs	22
Derived costs.	39
Other cost factors	43
Cost experience of the International Refugee Organization.	49
Sources of funds.	53
 Part II. <u>Present experience with methods of financing migration</u>	
International financing of migration in relation to economic development	59
International Bank for Reconstruction and Development.	59
Export-Import Bank of Washington	65
The financing of Latin American economic development plans and projects involving immigration	68
Direct financing of migration expenditure	73
Costs borne by the country of emigration	73
Costs borne by the country of immigration.	75
Bilateral arrangements	81
Costs borne by governments of third countries.	86
Assistance from non-governmental organizations	87
Financing by international organizations.	90

Page

Part III. Suggested measures for further international action

Increased technical assistance activities with respect to migration financing.	94
Technical assistance facilities of the United Nations agencies. . .	95
Technical assistance facilities of inter-governmental agencies. . .	100
Technical assistance facilities of individual governments	101
Use of technical assistance facilities for migration financing. . .	101
Extension of bilateral activities for migration financing.	105
Bilateral migration agreements.	105
Establishment of bilateral semi-public corporations for migration financing	106
Increased financing from existing international resources.	107
The International Bank for Reconstruction and Development	108
International Refugee Organization.	109
Establishment of new international resources for financing migration . .	109
Resources for migration financing in relation to economic development	110
International revolving fund for migration financing.	110

Part IV. Conclusions

Recommendations.	114
(I) National action.	114
(II) Bilateral action	118
(III) Action by governments of third countries	119
(IV) Action by international organizations.	119

LIST OF TABLES

	<u>Page</u>
1. Off season minimum passenger rates from European ports to Canada and the United States	27
2. Off season minimum passenger rates, 1951 from European ports to South America	29
3. Off season minimum passenger rates, 1951	32
4. Immigrants' remittances from certain countries	44
5. Emigrants' remittances received by certain countries	45
6. International remittances by private individuals in 1948 and 1949.	46
7. International Refugee Organization: Transportation and other resettlement costs for the supplementary period beginning 1 July 1950	50

INTRODUCTION

Definition of terms of reference

1. The Economic and Social Council at its eleventh session held in Geneva in July and August 1950, after considering the report of the Population Commission and suggestions made in the course of the discussion of the Economic and the Social Committees of the Council, adopted a resolution (308 (XI) C) concerning migration studies. The resolution states, inter alia:

"The Economic and Social Council,

"Noting the progress of work in the field of migration studies co-operatively undertaken by the United Nations and the specialized agencies, the special studies of migration problems prepared for the Economic Commission for Latin America, the resolution on problems of immigration adopted by the Economic Commission for Latin America at its third session, and the studies of European migration proposed by the Population Commission,

"Having in mind the work of the Preliminary Conference on European Migration held in Geneva in April-May 1950 and current international discussions relating to questions of international migration ...

"Requests the Secretary-General to consult with the Director-General of the International Labour Office and the executive heads of other interested international agencies, with a view to preparing a study of adequate practical methods of international financing of European emigration."

2. At its third session (Montevideo, June 1950) the Economic Commission for Latin America adopted a resolution (E/CN.12/191) which provided inter alia:

"The Economic Commission for Latin America,

"Considering that immigration can, along with other measures, play an important role in the economic development of Latin America,

"Welcomes the action taken by the International Labour Organisation in having convened a preliminary migration conference of States interested in European migration, the United Nations, the International Bank for Reconstruction and Development, the Food and Agriculture Organization, the World Health Organization and other specialized agencies, at Geneva, 25 April-9 May 1950;

"Agrees in principle with the report and conclusions of that conference (E/CN.12/179) dealing with economic development and the financing of economic development projects in relation with migration;

"Recognizes the seriousness of the problem created by the existence of surplus populations available for emigration from Europe ...

/"Requests

"Requests the Executive Secretary of the Commission, in co-operation with the International Labour Organisation and other specialized agencies concerned, to set up a working committee at the Secretariat level:

(a) To study the relation between the economic development of Latin America and immigration;

(b) To provide the Latin American countries at their request with:

(1) Surveys with respect to their economic capacity to receive immigration;

(2) Advice and assistance on the manner in which economic development can be promoted by immigration;

(3) Advice on the feasibility of adopting specific plans and projects of economic development involving immigration for which financial and technical assistance may be needed from international organizations."

"Requests the Executive Secretary to invite the International Bank for Reconstruction and Development to participate, at the appropriate stage, in the work of the above-mentioned committee."

3. The present study of adequate practical methods of international financing of European emigration deals with certain limited aspects of the whole question of the financing of migration and is planned in relation to the work undertaken on a regional basis by the Working Committee at the Secretariat level, which was set up by the Executive Secretary of ECLA under the terms of reference referred to in the resolution cited above.

4. Other studies undertaken by the United Nations and specialized agencies also have direct bearing upon the present report. In accordance with the Economic and Social Council resolution 179 (VIII), a report was prepared, in co-operation with the specialized agencies, on "methods of financing economic development of under-developed countries, including methods of stimulating the international flow of capital for this purpose, paying due attention to questions of a social nature which directly condition economic development."^{1/} Another related study is the report on "methods of increasing domestic savings and of ensuring their most advantageous use for the purpose of economic development".^{2/} Reference may also be made to the study of "national and

^{1/} Methods of Financing Economic Development in Under-developed Countries, United Nations Publications, Sales No. 1949 II.B.4.

^{2/} Domestic Financing of Economic Development, United Nations Publications, Sales No. 1951 II.B.1.

international measures for full employment",^{3/} and to the study on the "economic and legal status of foreign investments in selected countries of Latin America".^{4/} The discussion of some of the measures suggested in these reports by the Sub-Commission on Economic Development^{5/} and by the Economic and Social Council^{6/} may also be taken into account by the Council in the consideration of the present study. In addition the report and recommendations proposed by the group of experts, appointed by the Secretary-General at the invitation of the Economic and Social Council, concerning measures for the economic development of under-developed countries, while not dealing with the financing of migration, are relevant to the suggestions outlined in this report.^{7/}

5. In accordance with the programme of work in migration laid down by the Population Commission of the United Nations, the Secretary-General, with the co-operation of the specialized agencies, has prepared a study entitled "Prerequisites to immigration". The study calls attention to basic economic assumptions underlying the facilitation of satisfactory migration.^{8/}

6. The various statements relating to the financing of migration that have been made by the International Bank for Reconstruction and Development in its third and fifth annual reports, and in the working paper submitted by it to the Preliminary Migration Conference of the International Labour Organisation are utilized in the body of this report. Reference is also made in part III to the studies made by the FAO concerning the international investment and

^{3/} United Nations Publications, Sales No. 1949 II.A.3.

^{4/} E/CN.12/166 and Addenda 1-9.

^{5/} E/CN.11/80 and Add.1.

^{6/} See Official Records of the Fifth Session of the General Assembly, Supplement No. 3, Report of the Economic and Social Council covering the period from 16 August 1949 to 16 August 1950, (A/1345, pp. 16-18 and 85-86).

^{7/} Measures for the Economic Development of Under-developed Countries, United Nations Publications, Sales No. 1951 II.B.2.

^{8/} It is expected that this study will be published in 1951; it will include a chapter which analyzes the economic conditions that create a favourable climate for immigration and the economic cost that the country of immigration must bear. It describes the problems of capital requirements of immigration and their financial implications, and deals in a general way with the expenditures involved in the organization of migration and the absorption of immigrants.

financing facilities, and to the working paper on land settlement submitted by FAO to the Preliminary Migration Conference. The experience of the International Refugee Organization has been heavily drawn upon in the preparation of this study and each of the relevant sections of the report.

7. The work of the International Labour Organisation, noted in the resolution of the Economic and Social Council, also affects the terms of reference of the present study. The Preliminary Migration Conference, which was convened by the International Labour Organisation in Geneva, April-May 1950, concluded that difficulties in meeting a number of the costs of present-day movement, including for example transport costs, constitute a substantial obstacle to European emigration, and requested the United Nations and international organizations directly concerned to examine the financial barriers to migration. In carrying out the resolutions adopted by the Conference, the International Labour Office has circulated to the governments concerned a "Memorandum concerning the best form of international co-operation to further European migration". This memorandum, which was drawn up after consultation with the United Nations and other interested international organizations, but which is circulated to governments on the responsibility of the International Labour Office, contains a number of suggestions relating to international financing of various aspects of migration. After referring to the financial resources available to governments for financing economic development projects involving migration, the memorandum asks governments to indicate "to what extent and in what manner" they consider "that existing international arrangements for financing of national economic development in relation to migration are inadequate", and "to what extent and in what manner should they be expanded and improved?".

8. In dealing with transportation costs, the memorandum asks governments to indicate in what respects they consider:

"(i) That existing arrangements for the payment of the cost of transport are a deterring factor in the movement of migrants;

"(ii) That international action could help to overcome obstacles to migration arising out of the high cost of transport."

Governments are asked to state what financial arrangements they "consider most economic and expeditious for the purpose indicated in (ii) above".

9. The memorandum also requests governments to indicate whether they would be prepared "to co-operate in the establishment of an international revolving fund authorized and equipped to make loans to governments on liberal terms" in order to provide financial assistance in the form of settling-in grants or loans to individual migrants. After suggesting that financial aid may be needed to provide grants and long-term loans to migrants for capital and equipment, governments are asked if they would "be prepared to co-operate in the establishment of an international revolving fund to assist governments to facilitate initial settlement of migrants by granting them advances in capital and equipment on liberal terms".

10. The replies that governments make to these questions will be analyzed by the ILO and conclusions drawn for the consideration of the forthcoming session of the Migration Conference, to be held in Naples in October 1951. This analysis will bear directly upon the subject matter included in the present report of the United Nations and may supplement or correct conclusions and suggestions based on existing policies and practices but drafted without the benefit of a formal consultation of governments.

11. The presentation to the thirteenth session of the Economic and Social Council of an analysis of some of the existing practices, experiences and conclusions, without awaiting the results of the ILO consultation, may assist the governments and international organizations concerned, in their future treatment of this problem. The views expressed by the Economic and Social Council will necessarily be available for use at the Migration Conference.

Definition of scope of the present study

12. As indicated in the terms of reference laid down by the Economic and Social Council, the present study is limited to considering "adequate practical methods of international financing of European emigration". Throughout the report, emphasis is placed on the underlying concept that migration must be considered as an integral part of world economic development, and that no single pattern of financing can fit the diversity of circumstances to be encountered if emigration from Europe is to be facilitated on an appropriate scale.

International financing itself cannot provide the whole answer or any single answer; financing through international institutions can only be conceived of as one among many methods, and should be used primarily to supplement national and

/bilateral

bilateral measures. Nevertheless such financing may be an indispensable element in enabling migration to take place today under the conditions sought both by countries of immigration and by countries of emigration. It is for this reason that new international resources may have to be created to fill the gap in financing migration.

13. A number of basic assumptions are made that must be kept in mind in considering both the factual chapters and the recommendations concerning migration financing. The financing itself is not, of course, the whole answer to the question of successful migration. The objective of migration is that the immigrants should establish themselves on a self-supporting basis. Their chances of success are influenced by the availability of adequate finances to assist them in the initial stages and for absorbing them in useful occupations. Successful migration depends also fundamentally upon the ability of the immigrant to earn a satisfactory living in his place of settlement and upon the capacity of the immigration to yield a long-term economic return. It must, therefore, be assumed that both the economic feasibility and social desirability of an immigration project have been taken into account before it reaches the stage of financing. It is also assumed that the migration to be financed will be carried out in accordance with internationally accepted demographic, social and labour standards, designed to improve the living and working conditions of the migrants themselves and executed under proper safeguards and guarantees both for the standards of the national workers of the countries of immigration and for the new immigrants. The effect of immigration on the economies and welfare of the countries concerned and the new financial problems to be encountered by the countries of immigration through the introduction of immigrants and increased population all raise questions that go beyond the scope of the present report. However, all the suggestions in the report are made on the basis of the need for an integrated approach to migration in which elements other than finance must play their part.

14. The study does not deal with the long-term demographic aspects of migration, nor is any substantive analysis made of the extent to which increased immigration may contribute to economic development. Moreover, as the report is based upon typical examples of present-day procedures, it also does not attempt to present an exhaustive description of all the methods of international financing of migration, nor to review many of the financial methods which often proved

/successful

successful in the long history of the pre-war migrations from Europe.^{2/}

15. All of the examples on which the study is based are drawn from operations under way at the present time or planned for execution in the near future. Where no precise examples are available, suggestions are made to fill gaps or to indicate new methods that may be envisaged as a basis for future action. Wherever possible, however, suggestions are limited to those which may be derived from immediate practical experience.

16. Part II of this study discusses briefly a series of factors which affect the scope of international measures needed for financing European emigration. On the basis of assumptions as to the size of the movement that may be feasible during the next five years, it indicates the nature of the costs that must be met if this movement is to take place. Particular reference is made to the costs of transportation. Part II describes examples of present-day experience with various methods of financing certain of the direct and derived costs of migration. These examples include financing within the framework of general economic development, financing on the basis of individual projects and financing of particular groups of migrants. Part III suggests measures that might be taken on an international basis to assist the financing of migration, and indicates the extent to which these measures represent intensification of existing activities or establishment of new facilities designed to supplement, on a clearly defined basis, the operation of present international organizations. These measures are then set out in concise form in part IV, Conclusions.

2/ Much research has been done on this question from almost every angle, and the conclusions reached have been diverse and often contradictory. Bibliographical material on these discussions is available in many languages. Attention is, however, drawn to two inter-war studies of the question made by international institutions. The report and discussions that took place in Geneva in 1938, at the technical conference of experts convened by the International Labour Office to discuss international technical and financial co-operation with regard to migration for settlement has a direct bearing on the present study. (International Labour Office, Geneva, 1938, c.f. Studies and Report, Series "O" (Migration), No. 7.) The study published by the League of Nations in 1946 entitled "Europe's Population in the Inter-War Years" prepared by Dudley Kirk of Princeton University, presents a basic picture of factual and particularly the demographic aspects of inter-war migration. (League of Nations: Princeton University Press, 1946, Series of League of Nations Publications II, Economic and Financial 1946, II.A.8.)

PART I. FACTORS DETERMINING THE SCOPE OF INTERNATIONAL FINANCING OF MIGRATION

17. The nature and extent of the international financing needed to facilitate migration during the next five years (a period selected simply as a basis for calculations) will necessarily depend upon the numbers of persons prepared and able to leave Europe in this period and the areas - both industrialized and under-developed - to which potential migrants may go; the categories of persons encompassed in the total figures; the direct and derived costs that must be met if such migration is to take place; and the financial resources available to meet the costs involved.

18. Adequate European emigration involves movement both to developed areas and to under-developed areas. Both cases involve some of the same financial problems but many of the costs related to settlement in under-developed areas will be greater than in developed areas. Similarly the methods to be used to meet the costs involved will differ somewhat in accordance with the immediate or ultimate opportunities for employment. Thus in some cases persons may go to under-developed areas where settlement must be carried out in relation to new agricultural or industrial development. In other cases the migration envisaged is for selected occupations or for settlement in a country whose expanding economy permits absorption of more immigrants than it is at present receiving. In still other cases, immigration may take place as a direct consequence of national immigration policies designed to foster population growth. Finally, certain countries encourage immigration of close relatives, refugees and hardship cases without regard to the immediate economic implications of such immigration.

19. If the financial obstacles to migration are to be overcome, varied measures need to be found that are appropriate to the particular circumstances of the migration desired. In some cases the obstacle is the lack of economic development and economic opportunity in the country of immigration - an obstacle which can be overcome only by measures which form part of a long-range economic development programme. In other cases, short-term measures may be adequate to meet the difficulties. Moreover, in certain instances, some of the direct costs of migration have been met indirectly by the financing of a development project which in itself gave rise to immigration. However, in some cases the obstacle to increased migration is the lack of available financial resources to meet the direct costs of transport and related items, irrespective of whether the

/migration

migration takes place within the framework of continued economic development or as a contribution to the economic and social stability of countries of emigration.

Estimates of future European emigration and areas of immigration

20. Only a rough picture can be drawn to indicate the size of the foreseeable movement of persons out of Europe during the next five years on the basis of various statistics now available, of targets indicated by certain governments both with respect to emigration and immigration, and of organized movements now envisaged under bilateral arrangements and under certain limited plans.

Emigration estimates

21. The ILO, after indicating that it is not possible to determine exactly how many persons would be willing to emigrate from the countries affected, nor how much emigration would be helpful from an economic point of view, estimated that at the present time "a minimum of 3 to 4 million workers, plus the members of their families, are available for emigration" from Europe. This figure includes some 223,860 refugees under the mandate of the IRO on 30 April 1951, groups of expellees and refugees in Germany and Austria, and persons "who cannot be kept fully employed in their home countries under present economic conditions or whom it may be impossible to keep fully employed in the foreseeable future".^{10/}

22. Other estimates have been suggested as to the number of persons in the aggregate who would have to leave Europe if migration alone were to eliminate estimated overpopulation. An estimate of one million annually for five years was based on an average annual flow from Western Germany, Italy, Greece, Malta, the Netherlands, Austria and Trieste and did not include potential emigrants from the United Kingdom.

23. Estimates were submitted by governments to the Council of Europe in March 1951 concerning the number of persons that it is desirable to move out of Europe. The Secretariat of the Council of Europe, on the basis of government estimates and other data, estimated that an annual rate of 600,000 persons yearly over a period of five years would contribute to the economic and social stability of European emigration countries.^{11/}

^{10/} ILO: "Memorandum concerning the best form of international co-operation to further European migration" (communication circulated to governments in preparation for the second session of the Preliminary Migration Conference), FMC/II(a). February 1951.

^{11/} New York Times, 29 May 1951, p. 11.

24. A number of estimates, including those submitted to the Council of Europe, are available concerning potential movement from individual countries. It was indicated in April 1950 that the number of workers, together with their families, available for emigration from Italy during the next five years might reach 1,500,000.^{12/} The Italian Government in its estimates submitted to the Council of Europe indicated a surplus population of 3 million and placed the essential minimum annual emigration rate at 450,000 to 480,000 persons.^{13/} This figure may be contrasted with the 1949 total movement of Italians, both within and from Europe, which is given as 170,271 persons.^{14/} Tentative figures available in December 1950 indicate that during the previous 12 months, 134,827 migrants had left Italy, thus indicating that a trend noted during an earlier period toward a slackening of migration, particularly within Europe, is apparently continuing, and that positive measures will be needed if the large estimate of anything like a total of 3 million is to be reached during the next few years.

25. Estimates concerning potential emigration from the Netherlands indicate that 35,000 agricultural workers and some 15,000 other workers are available for emigration and that over the next 20 years an increase in working population is expected to include 25,000 persons per year who are unlikely to be absorbed in the Netherlands economy and who will seek to go abroad.^{15/} During 1949, 59,400 persons left the Netherlands.^{16/}

^{12/} ILO: "Report of the Preliminary Migration Conference", April-May 1950, (CPM/1/45/1950), pp. 30-31.

^{13/} New York Times, 29 May 1951, p. 11.

^{14/} Of these, 135,271 persons went overseas.

^{15/} Cf. ILO: Report of the PMC, op. cit.

^{16/} United Nations: Demographic Yearbook, 1949-1950, p. 460, table 35. This figure, which is incomplete, includes some temporary movement. Moreover in 1948, of a total 68,530 emigrants, 28,976 went to Indonesia, and 14,339 to other parts of Europe.

26. It is particularly difficult to estimate the number of persons desiring to emigrate from the German Federal Republic. It has been indicated that individual residents of Western Germany, as well as refugees from Eastern Germany and former German areas, are seeking opportunities to leave Europe. Figures given vary from 150,000 to more than a million persons as available for permanent emigration.^{17/}

27. In contrast to the estimates that some tens of thousands of Volksdeutsche (expellees), in addition to several thousand unemployed native born Austrians, could not be absorbed in the Austrian economy in 1950 and were available for emigration, it must be pointed out that during 1948, 1,393 permanent emigrants left Austria and during 1949 only 669.^{18/} These figures do not include the displaced persons who left during the period.

28. In summing up the estimates concerning the world man-power situation, the Committee on Social Questions of the Consultative Assembly of the Council of Europe^{19/} stated:

"Every country in the world is in more or less urgent need of labour. This is due mainly to a lack of balance, either in quantity or quality, between the employment offered and the man-power available. Surpluses and shortages exist alongside each other. Certain countries have full employment; some suffer from under-employment while others are still short of workers. Skilled labour is lacking everywhere. The number of workers which the countries of Western Europe are to send abroad in 1950 is estimated at 200,000. It seems, however, that considerably more than these will be available; i.e.: 1,500,000 Italians, 500,000 Germans in the Bizone, and at least 200,000 refugees in IRO camps.

"It must be particularly borne in mind that this problem of the transfer of labour involves certain psychological factors, since not all the population is capable of being assimilated, or even of being employed. There is also the social and moral aspect to consider, since the receiving countries always want skilled labour and tend to take the best workers only. From the moral point of view, it should be borne in mind that the

^{17/} In May 1950 it was stated at the Preliminary Migration Conference that 1,300,000 people, comprising family groups, were available for permanent emigration from the German Federal Republic, while, according to the other sources in March 1951, in consequence of the 1951 employment situation, only 150,000 workers were then available for emigration.

^{18/} United Nations Demographic Yearbook, 1949-1950, p. 460, table 35. These figures exclude movements of displaced persons, stateless persons, enemy nationals and those for whom adequate data are not available.

^{19/} Document No. AS(50)1, Strasbourg, 1950. Part III, "Migrant Workers", p. 305.

migrant workers mostly leave their families behind them.

"The Committee realizes that the pooling of surplus manpower in order to obtain full employment ... cannot be solved within Europe alone. There will always be a surplus number of workers who must emigrate to other continents."

29. Against the various estimates ranging from that of the Council of Europe to a total figure of 4,500,000 persons (including dependents) available for emigration from Europe, or the opinion expressed that it may be possible, with advantage for countries of emigration, for one million persons to leave annually during the next five years, should be set the estimates or targets indicated by major countries of immigration.

30. Before considering these estimates, however, reference should be made to the United Kingdom, which is both a country of emigration and of immigration; but the potential movement from the United Kingdom is not included in the above estimates as to the size of potential European emigration. From the end of the war until the spring of 1950 approximately half a million persons emigrated from the United Kingdom and almost the same number entered from the continent of Europe. It remains the policy of the United Kingdom to facilitate the flow of migration from the United Kingdom to the various parts of the Commonwealth which are calling for further settlement.^{20/} At the same time the United Kingdom is continuing to admit workers from Europe; during 1950 it was expected that between 30,000 and 40,000 would be admitted.^{21/}

Overseas immigration estimates

31. Australia has announced an annual target of 200,000 immigrants a year to continue during at least five years. According to the Minister for Immigration, the 1951 programme is:^{22/}

British free and assisted passages	50,000
British full-fare paying passages	30,000
Displaced persons	10,000
Land permit holders (paying full fare from all sources)	30,000
Assisted European migration, including Dutch, Italian, German	80,000
	<u>200,000</u>

^{20/} United Kingdom: Parliamentary Debates, House of Lords, Official Report, Vol. 166, No. 19, 27 April 1950, col. 1257.

^{21/} ILO. "Report of the Preliminary Migration Conference", April-May 1950, address by the representative of the United Kingdom.

^{22/} Address by the Minister for Immigration to the Jubilee Citizenship Convention, 23 January 1951.

In 1949, 167,933 persons entered Australia, (including 36,536 migrants from the United Kingdom under the assisted-passage schemes). In the period from January 1947 to June 1950, 343,593 were admitted, of which 131,708 were displaced persons.

32. Canada has announced a goal of 150,000 immigrants (including United Kingdom, French and United States citizens) in 1951 compared with 73,912 admitted in 1950^{23/} and 95,217 in 1949 (and 125,603 in 1948).

33. Israel proposes to maintain an annual immigration rate of 200,000 persons during the next three years (in 1949, 239,331 immigrants entered Israel); some of these immigrants will come from areas outside of Europe.^{24/}

34. Under the United States Displaced Persons Act of 1948, as amended in 1950, 341,000 persons from Germany, Greece, Italy and Trieste (including those in IRO care and those who had already entered under the 1948 Act) are eligible for admission as immigrants. Some additional immigrants, who are not displaced persons, may enter from European countries under regular immigration procedures.

35. A certain limited number of persons may also be admitted to New Zealand and South Africa. In 1949, (in the first ten months) 14,343 immigrants entered New Zealand (including persons from the United Kingdom). In the first five months of 1950, 5,993 persons entered South Africa (the rate of entry from Western Europe, excluding the United Kingdom, having been maintained during the last several years at about 500 a month).

36. Similarly a certain number may be admitted to Rhodesia, but almost all of these will come from the United Kingdom.

37. No specific targets or estimates of immigration to Latin America as a whole are available.

38. No targets have been announced by the Argentine Government; publication of official statistics concerning admission during recent years was temporarily suspended. Unofficial information indicates that approximately 154,000 immigrants were admitted to Argentina in 1948, and 149,000 in 1949, or that

23/ Of this number 15,399 came from the United Kingdom, 7,135 from the United States and 1,209 from France. Cf. House of Commons Debates, Official Report, 10 May 1951, Vol. 92, No. 66, p. 2874 (Ottawa, 1951)

24/ Of the 199,124 Jewish immigrants admitted from January to September 1949, 109,521 came from Europe.

/approximately

approximately 150,000 may be taken as a probable annual figure.^{25/}

39. Similarly, Brazil has not announced any immigration goal nor fixed the exact number that will be admitted under the various migration plans that have been outlined as, for example, in the treaty with Italy. However, it has indicated its interest in receiving immigrants, including both refugees and Volksdeutsche.^{26/}

40. No large-scale immigration projects are envisaged for other parts of Latin America. A series of small-scale undertakings and limited arrangements are being formulated in Chile. During 1948, approximately 2,000 immigrants were admitted. Uruguay is, in principle, favourable to immigration but has also not indicated precise targets. In 1949, 5,549 immigrants were admitted. Venezuela, which formerly admitted a substantial number of European immigrants has, since 1949, limited the numbers and likely to provide for immigration only under small-scale precise projects. Immigration to Bolivia, Colombia, Dominican Republic, Ecuador, Paraguay and Peru is also likely to take place only on a limited scale in these countries as in most of Latin America, except the Argentine and parts of Brazil, where a considerable amount of spontaneous immigration is occurring. The entry of larger numbers of immigrants depends upon increased economic development and in particular upon the adoption of specific economic development plans and projects involving immigration.

Estimates as to size of the gap between emigration and immigration plans

41. The above figures are not sufficiently precise or accurate to provide estimates as to the size of possible European emigration or to permit the juxtaposition of such estimates with the targets and estimates of immigration possibilities, so as to arrive at any clear picture of the size of the margin between the two.

42. However, some conclusions can be drawn from the rough estimates available as to the urgent need for supplementing present methods of financing migration if even the proposed immigration targets are to be met, and for still further

^{25/} However, the decrease from 1948 to 1949 may be related to the fact that the number of requests by persons in Argentina to sponsor or "call" relatives seeking to go to Argentina had accumulated during the war; this accumulated demand is gradually lessening.

^{26/} On 26 February 1951, an agreement was made between the Government and the IRO for the selection of an additional 5,000 displaced persons during 1951.

external financial assistance if the gap between emigration and immigration planning is to be closed.

43. First, as was indicated, more than half of the 600,000 persons who actually emigrated from Europe in 1949 were refugees; the direct costs of this movement were borne largely, if not wholly, from international sources of funds. At least one quarter of the remainder were persons whose emigration (including its financing) had been planned by relatives in immigration countries during an earlier period. Neither of these conditions can necessarily be expected to continue during the next five or ten years.

44. Secondly, the estimates of immigration overseas include, in most cases, persons coming from the United Kingdom as well as Continental Europe, and in some cases also include persons coming from areas outside Europe. Even the announced immigration targets, as will be shown below, are not likely to be met in full without some financial assistance in addition to that provided by the countries directly concerned.

45. Thirdly, even if migration to the British Commonwealth countries and Israel takes place on the scale sought by them bringing the total possibilities of immigration to half a million annually at the maximum, there will still be a substantial gap between this figure and the target suggested above of a million European overseas emigrants annually during five years. Moreover, it seems unlikely that a flow of one half million can, in practice, be maintained without substantial additional financial assistance and extensive national, bilateral and international planning. At the same time practical estimates as to the size of the European emigration potential must take into account that a number of new factors, including steps taken to increase employment in Europe, may reduce the figure to less than a million a year.

46. Fourthly, even if the gap between European emigration potentials and probable immigration possibilities to countries other than Latin America and the United States is reduced to a figure well below one half a million a year, immigration to the United States and Latin America, as at present projected, will not fill the gap to any considerable extent.

47. It therefore seems evident that specific measures for the organization of migration, including national and international financial measures of various kinds, are required before European emigration on the scale desired by countries of emigration can be envisaged as a practical operation. Some of the measures
/may be

may be taken within the framework of the current economic situation in immigration countries, and will not call for extraordinary expenditure; in other cases, measures for financing migration will have to be closely integrated with plans for economic development. New international resources may be needed both as an incentive to mobilization of national resources and to complete the organization of international migration by supplying a missing financial element.

Categories of European emigrants

48. Potential emigrants from Europe may be roughly divided into three different categories:

- (1) those seeking opportunities of employment in accordance with specific plans;
- (2) persons seeking opportunities of employment in other areas but for whom definite openings have not been indicated; and
- (3) unemployable or hardship cases.

The problems involved in each of these categories differ substantially.

49. In regard to the first category, the plans for facilitating migration on the basis of known vacancies or specified employment programmes are usually government-sponsored and organized either by the prospective employer or the government so that the financing of the major costs involved is relatively easy; the need for outside financial assistance is therefore likely to be only for certain limited aspects of the process. However, where the employment opportunities are in connexion with new undertakings and especially land settlement projects, more capital may be required, and the outside financial aid needed may therefore be larger even if the project is government sponsored.

50. The second category may include persons whose profession or training will ultimately enable them to find employment and repay the costs of migration but who cannot meet the initial expenses themselves and do not fit into any specific government-sponsored or employer-organized plan. Such persons may become equally desirable immigrants from the point of view of the immigration country, but the motive for encouraging emigration may be largely to relieve population pressures in the country of emigration or to accelerate population growth in the country of immigration. It may therefore be difficult to determine in advance the amount of external or international financial aid that may be needed, since the amount may differ in individual cases according to whether the individual can pay himself and whether the government of the /country of

country of emigration is prepared to contribute or to lend part of the money required.

51. Finally, the third category will include refugees who have usually required international assistance from some international agency, and persons who, although they may be supported by relatives in the immigration country once they have arrived, do not have financial resources available to cover the direct costs of emigration and cannot obtain funds purely on the ground of their potential economic capacity.

52. Moreover, in considering these categories of emigrants, distinctions may be made which relate to the characteristics of the migrants themselves, their reasons for migrating, and the extent to which they may be able to meet the costs of migration from their own resources or on the basis of their own capacity to borrow. Thus migrants who possess some initial capital or who are going to specific jobs in a new country may be able to carry a proportion of the expenditure involved and may have relatively little difficulty in obtaining loans from private or public sources in the country of emigration but may still, because of exchange and currency problems, or because of the size of the expenditure involved, be unable to raise the amount of capital needed to warrant the risk of migration. In other cases, migrants who have long been unemployed or under-employed (such as in Italy) or come from countries in which they have sought temporary refuge or in which they find themselves on an involuntary basis (such as the expelled in Germany or Austria), may be unable to meet any of the initial costs of migration even if their training and personal capacity make it probable that they will find satisfactory employment in an immigration country. Still another case is that of "hard core" migrants - such as old persons, children (particularly orphans), invalids - for whom maintenance may be found in an immigration country at less expense than in their present locations, but for whom the whole cost of migration will have to be met through some form of international assistance.

Direct and derived costs involved in migration

53. All migration implies certain direct expenses which must be met whether the movement is to a developed or to an under-developed area. Other costs which are a consequence or prerequisite of migration may in certain cases, as already noted, be considered part of the economic development of an immigration country. Before

/considering

considering what methods of financing are most appropriate to the varying circumstances, it is necessary to examine what costs of migration must be taken into consideration and, as far as possible, the extent to which these costs may be apportioned to the migrant, to the country of emigration and to the country of immigration, and in some cases to appropriate international agencies.

54. As will be seen, the range of costs vary widely depending on the number of migrants to be moved at a particular time, the national currency regulations in force and the national emigration and immigration formalities to be met, the length and conditions of travel, the form of transport available and the time of the year, and the general conditions under which a migration operation is carried out. Consequently, no clear pattern of the costs involved can be presented. Accurate estimates cannot be made either on a per capita or on an average basis, or with respect to totals as to the sums involved in financing present-day European emigration under conditions likely to lead to successful resettlement.

55. The following statements concerning costs are based, as far as possible, on specific examples, but in some cases sources cannot be cited and in other cases the figures given must be interpreted with caution as they may apply only to a given situation at a given time. Nevertheless, it is believed that the figures used as examples and the type of costs involved may serve to guide the planning of migration financing, even though they indicate that it is difficult if not impossible to plan on the basis of average costing. Precise figures can be determined only on the basis of specific projects, and accurate total figures must depend upon an accumulation of these projects.

Direct costs

56. Direct costs are analysed here in the order in which they normally arise. They are defined for the purposes of this report to include provisions to permit an emigrant to transfer capital, formalities with respect to migration, subsistence in assembly centres or ports and cost of operation of such centres, inland transport to ports of embarkation, overseas transport, overland transport in countries of immigration, housing and hostels for immigrants, subsistence on arrival and capital requirements to cover costs of initial settlement. This latter element is also noted in relation to the derived costs which are encountered primarily in immigration countries.

57. Withdrawal of capital. In most instances arrangements have to be made to enable a migrant to take some capital with him. If a migrant possesses large-scale capital, the only problem is likely to be one of currency regulation and the possible cost to the country of emigration of the withdrawal of foreign exchange. If the migrant has holdings only in the form of land, means must be found to liquidate his holdings so that he may be in a position to take his capital with him. In certain circumstances this may require the granting of credits to purchasers in the country of emigration. In this case too, however, the only international financial problem involved is that of currency and exchange facilities.

58. A somewhat different problem arises if the migrant has no capital or land available (as may be the case, for example, if he is a displaced person or has long been unemployed), or has had no opportunity to accumulate any capital and must therefore find sources from which to obtain enough capital to meet initial requirements, such as subsistence, apart from any greater needs he may have once he has reached the country of immigration. Moreover, the amount needed for this purpose will vary according to the area to which the migrant is going and the type of occupation which he will undertake.

59. Emigration formalities. Another relatively small item is that of the expenses involved in fulfilling emigration formalities, which, under plans for organized migration, have frequently been waived by the governments of emigration countries. The experience with refugee movements indicates that under mass movements from Germany an average of 10 cents per head is usually needed to cover such items as travel documents, visas, etc., since most of the cost has been carried on the "deutsch mark" budget. For individual movements from Germany, the average per capita cost was \$1.00, while for movements outside Germany these costs averaged as much as \$10 per head - usually as a result of high visa costs. It is these costs that have on occasion been lowered or waived under bilateral agreements.

60. Maintenance in Europe. Another expense, incidental to migration, which may be substantial in amount is that of the subsistence of migrants if they are retained in ports of embarkation, as well as while in travel status if their normal residence is far from the port of embarkation. The IRO has estimated that subsistence in centres averaged approximately 60 cents a day per refugee.

/61. Transport in

61. Transport in Europe. The cost of transport in Europe will necessarily vary according to the distance from point of departure to point of embarkation, the type of transport provided (special trains, buses, or ordinary third-class tickets), the currency in which it is paid, and similar factors. These costs are frequently carried under organized schemes by the government of the country of emigration - at least insofar as travel within the country is concerned, or on transport facilities that may be provided by the government concerned - and, as will be seen in part II, their allocation is frequently determined in bilateral agreements. As a rough estimate only, it has been calculated that, with respect to refugees, rail transport from the German border to a European port averaged within a range of \$5.50 to \$15 per head, according to port of embarkation. An estimate of transport costs from the Austrian border to Genoa was given as \$17 per person (including \$5 for travel, \$6 for transit stay in Genoa, \$2 for luggage and \$4 for unforeseen expenditures).

62. The cost of inland transport in Europe may be cut down, on the one hand, by careful planning so as to permit direct transfer from rail to ship and, on the other hand, by making use of passenger equipment in off-peak seasons. While, for example, normal third class passenger rail rates for a distance of 300 kilometres indicate a range of about 4-6 French francs per passenger kilometre, the rates are somewhat lower over longer distances. An average rate for a distance of 600 kilometres at normal third class rates would amount to approximately \$8.50. Lower rates are provided in certain special cases as, for instance, workers' trains, commuters' trains, excursion trains, etc.^{27/}

63. Overseas transport. The largest direct cost of migration is that of overseas transport. This amount varies according to method of transport, time of year, and areas of embarkation and destination, and numbers to be transported at any given time. A related factor is the nationality of the potential migrant, since certain governments and shipping lines sometimes grant preferential treatment to their own citizens both with respect to rates and the currencies in which passages may be paid.

^{27/} According to a recent French source, normal third class passenger rail rates for a distance of 300 kilometres are as follows:

French railways.....	1218 French francs
Belgian railways.....	1697 French francs
Swiss railways.....	1804 French francs

Rates on Italian and Spanish railways are lower.

/64. The lowest

64. The lowest cost that has been obtained for overseas transport in any form was that charged for transporting refugees to Canada on United States Government ships - which was initially \$115 per person. Even this has been raised and is now calculated at an average of \$125. The lowest cost on commercial vessels from Germany to Canada is \$145, payable in local currency.
65. Under the 1951 plan for government assistance to air transport, immigrants may travel from the United Kingdom to Canada (by Trans-Canada Airlines) at a cost not exceeding \$160 - the equivalent of the cost of tourist class passage by sea, the air line receiving the balance of the regular fare from the Canadian Government.
66. For transport to the United States from Europe, there is a wide range of cost. The least expensive, as in the case of Canada, is that charged with respect to refugees when travelling on United States Government vessels (C-4 type vessels) from Bremerhaven to the United States. The calculation for the over-all cost to IRO on a per capita basis was \$120. However, when it was necessary to estimate the costs which would have to be met by the Displaced Persons Commission to bring from Bremerhaven to the United States the ethnic Germans covered under the Displaced Persons Act of 1950, the per capita cost was also calculated at \$125.^{28/}
67. The calculation as to costs met for refugees paid for by the Jewish Joint Distribution Committee was \$170 both to Canada and the United States.
68. The lowest available commercial rates on United States ships are higher. For chartered vessels, even under United States flags, at an off-season period, rates lower than ordinary commercial rates could probably be obtained but these

28/ This estimate was calculated on the following basis: Voyages per year Bremerhaven to Atlantic ports, 13. Cost per day including terminal costs and crew subsistence but excluding IRO escort staff payrolls, \$3,970.00. Subsistence cost per day per DP passenger, \$1.00. Passengers assuming full utilization per voyage, 1,300. Cost of subsistence per voyage for 1,300 DPs for 12 days, \$15,600.00. Passengers per vessel per year, 13 X 1,300, or 16,900. To complete the programme to move 45,000 persons would require 3 ships for one year or 6 ships for 6 months, at a cost per ship per year of \$1,406,500.

Cost for entire programme.....	\$4,219,560
Add subsistence for passengers.....	540,000
Total.....	\$4,759,560
Add 15% for contingencies.....	713,934
Grand total.....	\$5,473,494

The average cost is close to \$125 per person (dividing \$5,473,494 by 45,000 persons).

/rates

rates would still be higher than those of the government vessels. Other commercial shipping rates ~~may be lower~~ when special tourist or migrant rates are obtained. The lowest commercial rate of a non-United States ship at present is that cited by the Holland-America line of \$125 from British, French or Netherlands ports on a ship with dormitory accommodation (men only). Similarly, chartered vessels under flags other than the United States, might be obtained at somewhat lower rates.

69. Commercial air rates either to the United States or to Canada, even in the off-season period, are between \$380 and \$450, migrants being unable to obtain the special round-trip fares. Under chartered operations, normal rates are between \$175 and \$225 on the trans-Atlantic run. Special rates offered by KLM for the transport of Dutch immigrants to Canada are 40 per cent less than normal passenger rates, being fixed at approximately \$218 per person (for persons over 12 years of age).

70. Table 1 sets out minimum passenger rates by sea from European ports to Canada and the United States, in effect in the early months of 1951. The range in rates is evident from the table. The desirability of selecting passages in such a way as to take advantage of possibility of payment in local currency is also clear.

Table 1. Off Season Minimum Passenger Rates from European Ports to Canada and the United States

Accommodation	Companies	Type of Vessel	German Ports	Scandinavian Ports	Netherlands Ports	British Ports	French Atlantic Ports	French Mediterranean Ports	Italian Ports	Greek Ports	Middle Eastern Ports
			\$ Mark	Danish Krone	Gulden	\$	\$	Fr. 000	Fr. 000	Drachma 000000	\$ Ster.
CANADA											
Dormitory	Canadian Pacific	Passenger				152	54.6				
Tourist	Cunard Donaldson	"				150	53.12				
Cabin Class	Furness Warren Line	Freighter				140	50.				
Tourist	Gdynia America Line	Passenger	180	1,260		165	59.				
Tourist	Holland America Line	"			162.5	155	55.7				
Dorm. (Male)	Holland America Line (Leerdam)	"			125	475					
Dormitory	Home Line	"	150	630		150	53.12	175	61.3	215	1.07
Tourist	Ingres Cia de Navigacion	"				200	210				93
"	United States Line	"	200			175	185				
3rd Class	Greek Line	"	145	609		135	48.5				
Dormitory	Italian Line	"						175	109.4		
Tourist	Swedish American Line	"	180		155	589					
Dorm. (female)	Holland American Line (Volendam-Ministry)	"			145	551					
Dorm. (male)	" " " (Water Transport)	"									
UNITED STATES OF AMERICA											
Tourist	American Export Lines	Passenger						205			
Cabin Class	American Seantic Line	Freighter	225	1,575 a/	225	855					
Cabin "	Black Diamond Lines	"							190	118.8	
Tourist	Costa Line	"									
Cabin Class	Cunard White Star	Passenger									
Cabin "	Dizengoff Line	Freighter	250	1,750		150	53.12				100
Cabin "	East Asiatic Co. Ltd.	"	220	1,540							
Tourist	Finland Line	"									
Tourist	French Line	Passenger				165	59.				
3rd Class	Gdynia America Line	"	145	609		165	59.				
Tourist	Greek Line	"				135	48.5				
Tourist	Holland America Line	"				155	55.7				
Dorm. (female)	Holland America Line (Volendam-Ministry)	"			162.5	617					
Dorm. (male)	" " " (Water Transport)	"			155	589					
Dorm. (male)	" " " (Leerdam/dam)	"			145	551					
Dormitory	Home Line	Passenger	150	630	125	475					
Dormitory	Ingres Cia de Navigacion	"			140	532					
Cabin Class	Isbrandtsen Line	Freighter	175	735		200					
Tourist	Italian Line	Passenger									
Tourist	Norwegian Line	"	180	1,260 a/							
Cabin Class	States Marine Line	Freighter	230	735	215	817					
Tourist	Swedish American Line	Passenger	180								
Cabin	United States Line	Freighter	205		195						
Tourist	United States Line (America)	Passenger									

Source: Compiled by the Economic Development Section, United Nations, Department of Economic Affairs.

a/ Payment in local currency is generally restricted to nationals of the country of embarkation.

- Notes:
1. Embarkation and debarkation charges are excluded.
 2. Figures in 2nd column denote acceptance of local currency. All conversions are made at the official rate of exchange.
 3. Third class and dormitory accommodation may be similar depending on the vessel's layout.
 4. Freighters have a limited number of accommodations of 6 to 12 passengers.
 5. Some ports are not served regularly unless freight and/or passenger traffic warrant it.
 6. Children when accompanied pay the following fare:

USA and Canada
Under 1 year of age \$10.00
1 yr. and under 12 yrs. 1/2 of adult fare
12 yrs. and over Adult fare

71. Costs of overseas transport to Latin American ports from any part of Europe are, with one or two minor exceptions, higher than costs of transport to Canada or the United States. This is true whether the payment is made in dollars or other currency and even if account is taken in both cases of the possibilities of using lines on which currency other than dollars is accepted. The lowest rates to Latin American ports, as will be seen in the following table, are those on ships of dormitory variety where the rates are substantially below those of tourist or third-class on ordinary passenger ships. Table 2 indicates the minimum rates on commercial vessels at the off-season period as fixed in March 1951.

Table 2. Off Season Minimum Passenger Rates, 1951,
From European Ports to South America

Accommodation	Companies	Type of Vessel	Argentina	Brazil	Chile	Colombia	Dominican Republic	Ecuador	Guatemala	Mexico	Peru	Venezuela	Uruguay
			La. \$	La. \$	La. \$	La. \$	La. \$	Fr. \$	Fr. \$	Fr. \$	La. \$	La. \$	La. \$
UNITED KINGDOM													
Cabin Class	Blue Star Line	Semi-cargo	322	115, 308	110							322	115
Third Class	Royal Mail Line	Passenger	187.6	67 168	60							50 187.6	67
Dormitory	French Line	Passenger				190.4	68					187.6	
Cabin Class	Saint Line	Freighter	210	75 196	70							210	75
Third Class	Pacific Steam Navig.Co.	Passenger			184.8	66					154		
FRANCE													
Third Class	Chargeurs Reunis	Passenger	240	84000	220	77000							
Third Class	Italian Line	Passenger	250	87500	230	80500		290	101500	300	108500	220	240
Third Class	Royal Mail Line	Passenger	187.6	65660	168	58800						77000	84000
Third Class	Home Line	Passenger					275					87500	87500
Third Class	French Line	Passenger				190	66500					64750	65660
ITALY a/													
Dormitory	Italian line	Passenger	250	154250	230	143750							
Dormitory	Italian Line	Passenger	201.60	126000	187.20	117000							
Dormitory	(Italian immigrants Only)	Passenger											
Dormitory	Home Line	Passenger											
NETLUM													
Cabin Class	Armenet Deppe	Freighter	300	15000	300	15000							
Cabin Class	Cie Maritime Belge	Freighter	320	16000	300	15000							
Cabin Class	Hamburg Amerika Linie	Freighter											
GERMANY													
Cabin Class	Hamburg Amerika Linie	Freighter											

Source: Compiled by the Economic Development Section, United Nations Department of Economic Affairs.

a/ Payment in local currency is generally restricted to nationals of the country of embarkation.

Notes:

1. Embarkation and debarkation charges are excluded.
2. Figures in 2nd column denote acceptance of local currency. All conversions are made at the official rate of exchange.
3. Third class and dormitory accommodation may be similar depending on the vessel's lay out.
4. Freighters have a limited number of accommodations of 6 to 12 passengers.
5. Some ports are not served regularly unless freight and/or passenger traffic warrant it.
6. Children when accompanied pay the following fare:
Under 1 year of age - Free
Of 1 and under 5 - 1/4 of the adult fare
Of 5 and under 10 - 1/2 of the adult fare
Of 10 and over - Adult fare

72. The IRO estimates that for South American countries on the Atlantic coast the average cost price for shipping on IRO vessels from Bremerhaven is currently (spring of 1951) \$180. The following table shows the current rates being paid by the IRO when using United States Government vessels sailing from Bremerhaven. These rates are calculated under present conditions and exclude all preliminary costs to the IRO as now being amortized.^{29/}

	United States dollars
Argentina (Buenos Aires)	\$205
Brazil (Rio de Janeiro)	155
Chile (Valparaiso)	215
Peru (Lima via the Panama Canal)	205
Uruguay (using the port of Buenos Aires)	205
Venezuela (Puerto Cabello)	135

73. The average cost of refugee transport as calculated by the American Joint Distribution Committee was as follows:

	United States dollars
Cuba and Panama	\$300
Central America	380
Argentina, Brazil, Uruguay	240
Chile	375
Colombia and Ecuador	310
Venezuela	250
Bolivia and Paraguay	320
Peru	340

^{29/} These figures are lower than the average costs for the same vessels in the IRO's service up to the present time, due to the fact that the capacities of the vessels have, during the latter part of IRO use, been increased from approximately 860 persons per ship to approximately 1,300 persons per ship, and, furthermore, do not include any initial repair and conversion charges which, at this time, have been fully accomplished and paid for.

74. In some cases, transport to Latin American countries by air has been calculated at rates not substantially higher than ship rates. Although current commercial rates from Rome, Frankfurt and Amsterdam, respectively, to Buenos Aires are \$678.60, \$699.90 and \$689.80, rates for air transport of refugees on planes chartered by the IRO from Paris to Caracas or any other place on the East Coast were fixed at \$225 per person. This figure was on the basis of a minimum of 53 persons.

75. Costs to Australia, New Zealand, and South Africa, also vary according to the currency which may be used, and to the type of ship. Thus, where special emigrant ships are used, as has been the case on the United Kingdom-Australia run, costs are substantially lower than on ordinary passenger vessels. It was indicated that in March 1951 eleven ships of up to 27,000 tons each were being employed exclusively for carrying migrants under the Assisted Passages Scheme and that the annual carrying capacity of these ships was 40,000 persons. It was also indicated that an additional eighteen to twenty commercial vessels with a combined carrying capacity of 40,000 persons were being used on this run to carry some of the migrants under the Assisted Passages Scheme.^{30/}

Table 3 indicates current minimum rates for 1951 on commercial vessels from Europe to Australia, New Zealand, and South Africa.

^{30/} Melbourne Herald, 19 March 1951. It has been stated unofficially that, in practice, the carrying capacity for migrants on these ships is not as great as this indicates!

Table 3. Off Season Minimum Passenger Rates, 1951

From European Ports		To Australia and New Zealand						To South Africa		
		Fremantle	Adelaide	Melbourne	Sydney	Brisbane	Wellington	Cape Town	Durban.	
		E	E	E	E	E	E	E	E	E
<u>Netherlands</u>										
Cabin Class Holland Australia Line	Freighter	70	73	75	77	79				
3rd Class Holland Africa Line	Passenger							48		54
<u>France</u>										
Tourist Class Holland Australia Line	Freighter	Fr. 000 66	Fr. 000 64.7	Fr. 000 71	Fr. 000 73	Fr. 000 75	Fr. 000 73.5	Fr. 000		
3rd Class Orient Line	Passenger	58	60	61	62	63	61.7			
3rd Class Peninsular and Oriental S.S. Co.	Passenger	52	54	55	56	57	55.9	83		81.3
3rd Class Union Castle	Passenger									
<u>United Kingdom</u>										
3rd Class Aberdeen and Commonwealth Line	Semi-cargo	60	62	63	64					
Cabin Class Blue Funnel Line	Semi-cargo	91	93	94	95	96		60		66
Cabin Class Blue Star Line	Freighter	70	71	72	73	74	78			
Cabin Class Ellerman Bucknall Line	Freighter									
3rd Class Holland Africa Line	Passenger							55		65
3rd Class Orient Line	Passenger	61	63	64	65	66		43		54
3rd Class New Zealand S.S. Co.	Passenger						78			
3rd Class Peninsular and Oriental S.S. Co.	Passenger	55	57	58	59	60				
3rd Class Shaw Saville Line	Passenger	60	62	63	64	65		48		56
3rd Class Union Castle Line	Passenger							45		
<u>Italy</u>										
Tourist Holland Australia Line	Freighter	Lira 000 64		69	71			Lira 000		Lira 000
3rd Class Lloyd Triestino	Passenger	117.15	66	120.12	122.17	125.3				
Dormitory " "	For Italian Immigrants Only	109.3	191	112.	114.6	116.6				
3rd Class Union Castle	Passenger	112	118	121	124	127		82		64.12
Cabin Class Peninsular and Oriental S.S. Co.	Passenger	196	206.5	212	217	222		143.5		130

Source: Compiled by the Economic Development Section, Department of Economic Affairs, United Nations, New York.

Notes:

1. Embarkation and debarkation charges are excluded.
2. Figures in second column denotes acceptance of local currency.
3. Third Class and dormitory accommodation may be similar depending on the vessel's lay out.
4. Freighters have a limited number of accommodations of 6 to 12 passengers.
5. Some ports are not served regularly unless freight and/or passenger traffic warrant it.
6. Children when accompanied pay the following fare:
 - One infant under 1 year old - Free
 - Additional infants under 1 year - Quarter fare each
 - Children aged 1 year and under 3 - Quarter fare each
 - Children aged 3 years and under 12 years - Half fare each
 - Children aged 12 years and over - Full fare each(According to age at date of sailing)

/Shipping rates

Shipping rates charged to the IRO, when using commercial vessels to Australia, were fixed at \$350, or by IRO chartered commercial vessels at \$308 per passenger. When the IRO has used United States Government vessels sailing from Bremerhaven, the rate has been \$310.^{31/} The cost paid by the IRO for United States Government vessels carrying refugees to New Zealand was \$335, and for commercial ships \$420.^{32/}

Whereas passage from Bremerhaven to Sydney on planes chartered by the International Refugee Organization was at the rate of \$650 per person, ordinary commercial rates by air from Amsterdam to Sydney by KLM are \$722. Under the special arrangements made by KLM to transport between 5,000 and 9,000 Netherlands' migrants to Australia, based on carrying between 55 to 60 persons per plane, rates have been fixed at \$447.

78. In summing up the varied costs of overseas transport from European ports by sea and by air, reference may also be made to the average figures calculated by the ILO as follows: ^{33/}

<u>Destination</u>	<u>For an adult migrant</u>	<u>For a typical migrant's family*</u>
North American ports	\$175	\$525
Latin American ports	265	795
Australian ports	240	720

* Comprising parents and two children (age 1 to 12).

^{31/} The IRO chartered vessels returning from Australia via Jakarta carried soldiers and civilians to Rotterdam and Amsterdam on a reimbursable basis charged to the Netherlands Government. This lessened the total cost of the operation of the chartered vessels.

^{32/} The Joint Distribution Committee has calculated average transport costs at \$350 to Australia and \$400 to New Zealand for refugees on commercial ships.

^{33/} Cf. ILO "Memorandum concerning the best form of international co-operation to further European migration", EMC/II(a), February 1951. The figure of \$265 for Latin American ports represents an average between the transport costs from European ports to Atlantic and Pacific ports. The figure quoted for Australia was obtained by striking an average between the official Italian Government Tariff from Italian ports (\$270) and the official British Tariff from British ports (\$260).

The rates for transatlantic air charter operations, where a full complement of passengers is assured, normally range between \$175 and \$225 per person; the actual rate depends on circumstances and particularly on whether any return load can be arranged.

79. The cost of transport will necessarily vary according to a number of factors, and in particular, will depend upon the methods used to organize the migration operation as a whole.

80. If transport is carried out at certain periods of the year on a basis that permits movement of substantial numbers of persons at a time, it may be possible to obtain from the various shipping conferences, as well as individual shipping brokers, special rates for the transport of migrants on commercial vessels. This, however, would require negotiating directly with the respective North Atlantic shipping conferences or other competent bodies, or with independent shipping brokers. It is possible that advantage could be taken for overseas transport of "charitable rates" similar to those available for inland transport, if the costs are partly met from the resources of charitable agencies.

81. Similarly it may be possible with respect to air transport to negotiate arrangements either with individual air lines including non-scheduled operators or with the International Air Transport Association and existing associations of non-scheduled operators for special rates for migrants. If this were possible, the use of air transport would cut down substantially on inland transport and transfer costs both in Europe and in the country of destination. However, such use of air transport would depend both on the availability of adequate airports near final destination in the country of immigration and on the possibility of ensuring return loads.

82. While the figures given in the preceding tables indicate that the lowest rates are, in many cases, those of dormitory accommodation, or on freighters, or in third-class, it must be kept in mind that there is a limited number of these accommodations and that they are the most difficult accommodations to obtain. Consequently, as experience with the movement of refugees indicates, the lowest cost berths may not be available to migrants at any particular time; in any case, to obtain these berths, plans must be made very far in advance. Moreover, none of the figures cited with respect to the cost of transport at any given time would necessarily apply at a later period, as all rates are subject to substantial fluctuations (which are as likely to be up as down) in
/accordance

accordance with availability of ships, space and the possibility of return passenger traffic. Such factors in determining transport costs are especially important if chartered vessels are used. It may be noted in this connexion that the cost of operating a chartered vessel will differ according to the flag under which it is registered. United States chartered vessels are more expensive than those of other countries because of wage scales, safety requirements and other standards of operation; in the case of chartered vessels, subsidies are not necessarily available to compensate for other costs.

83. All of these factors were taken into account in the large-scale operation carried out by the IRO. The lowest cost operations of the IRO, as noted above, have been under conditions permitting the use of United States Government vessels. The chief advantages in using this form of transport accrued from the low cost of operation, since these costs represent actual costs with no profit element and no charges incurred for plant rental (bare boat charter), and permit the organization undertaking the migration operation to limit personnel engaged in shipping activities to the minimum required for co-ordinating its own operations. In addition, a maximum flexibility was provided because these vessels under the IRO arrangement may be returned to military use on short notice, with no formality, and with no resultant damages normally ensuing from cancellation of contracts (as would be the case on chartered commercial vessels). Inherent, however, in this arrangement for the use of military vessels, is the understanding that the vessels may be withdrawn at any time that national interests make this necessary.

84. In order to utilize military vessels under such an arrangement, it is essential that an organization carrying out migration activities be assured of the availability of shipload lots of passengers for embarkation at the proper ports at the proper times so as to ensure no delays in the constant and uninterrupted operation of the vessels at full capacities. If this could not be assured, the costs would be greatly increased. Moreover, substantial sums of money would be required initially to start a programme of shipping activities based on use of military vessels, so as to cover the stocking and fueling of the ships (which, on the average, will represent \$100,000 per ship), and the advance of monies sufficient to cover the estimated operating expenses of the vessels for a period two months in advance of the date of deposits. This

/advance must

advance must be maintained until termination of the operation. The military vessels engaged by the IRO during its last year of operations averaged a passenger capacity of approximately 1,280 per vessel and were operating at an average cost of \$5,000 per ship day (which includes steaming time, port time and refit time). These average costs generally cover operation to include normal tolls where collectable, subsistence and post-exchange supplies for crew and passengers, all wages and routine maintenance. The figure does not include unusual storm damage at sea, concerning which IRO has had no serious examples.

85. If an international organization organizes the transport of migrants, it may be in a position to take advantage of the various methods for obtaining the lowest possible rates, whether the expenditure is borne directly out of international funds or whether it is ultimately reimbursed by governments or by the migrants themselves.^{34/} The cost of overseas transport is, as will be seen in part II, often partially allocated, under free or assisted passages schemes or under bilateral treaties, to the two governments concerned, and where the migrants pay part or all of these costs, the sums needed by the migrants may be advanced by one or both governments. In some cases, under such schemes, maximum rates to be charged to migrants are determined by legislation. Thus, for example, the Italian Government places a maximum on the fares permitted for the carrying of Italian emigrants. These maximum fares are fixed at regular intervals.

86. Where sums are advanced to the migrant, he is frequently required to reimburse either the whole cost or a part of the cost, either in a given period of time or by deductions from wages.

87. Inland transport. In addition to the cost of overseas transport there is frequently an inland transport cost in the country of immigration. This expense is often carried, under organized migration plans, by the government of the country of immigration or by the employer if the migrant is going to a specified occupation. Under most of the arrangements for "sponsored" or "close relative projects," the sponsor (whether an agency or an individual) or the migrant himself is expected to meet the costs of inland transport. One private agency has estimated that the average cost to it of railway transport per shipload of

^{34/} Further information is given below concerning the experience of the IRO in meeting other migration expenditures in addition to those of overseas transport.

displaced persons arriving in the United States is \$5,700. Sums advanced by the agency are repaid by the individual migrant or his sponsor. Another agency estimates inland transport costs in the United States at about \$35 a migrant. Costs for inland transport in Canada range from \$15 in the Maritimes to \$100 in British Columbia; these expenses are ultimately met by the individual or his employer or sponsoring relative. The Canadian Government spent \$205,000 in the fiscal year 1950-1951 for inland transport of immigrants entering under approved "bulk labour" schemes.

88. In Australia, the government has provided funds to meet certain costs of inland transport of refugees. Under certain Latin American schemes, rail transport is paid by the government^{35/} (in some cases by the state government and not the federal government).

89. Housing and hostels. One of the expenses of large-scale immigration is the provision of hostels or other centres in which migrants may be temporarily housed on arrival in the country of immigration. Most frequently the government of the country of immigration bears the expenses involved in the construction and maintenance of such reception centres. In some cases, if migrants or their families remain in reception centres for a substantial period of time, particularly in cases where it may be difficult to obtain permanent housing, the government charges the migrant for board and lodging once he has been placed in employment or has some other earning capacity.

90. The expense of construction of such hostels varies in different countries. In the United Kingdom, for example, hostel costs for European volunteer workers other than Poles, are estimated at £210,000 in the Ministry of Labour estimates for 1950-1951. In Australia, in 1949-1950 (according to the 1950-1951 Budget Statement), £3,745,739 were spent on hostels for the accommodation of migrants and £1,537,625 for reception, training and holding centres for the accommodation of migrants. The budget estimate for 1950-1951 shows a substantial decrease in the latter figure - £750,000, but an increase (owing to the expected rise in the number of immigrants to be admitted) in the figure relating to hostels - this figure attaining the sum of £7,500,000.^{36/}

^{35/} In 1950, the Federal Government of Brazil appropriated 3.5 million cruzeiros to pay for the cost of transport of immigrant and national workers.

^{36/} The Australian Government spent £17,000,000 on reception and resettlement services (including the training centres) for the displaced persons brought to Australia by the IRO. The IRO expenditure for this group was £A30,000,000.

91. In Brazil, during 1950, the Federal Government appropriated 6,500,000 cruzeiros million to reconstruct and improve the hostel facilities in which migrants are housed on arrival at Rio de Janeiro. Other hostels and reception centres in individual states have been constructed and maintained under state appropriations, as, for example, in Sao Paulo.

92. Another example is that of the Canadian Government which spent \$150,000 in the fiscal year 1 April 1950 to 31 March 1951 on housing, board and maintenance (including upkeep of two hostels, one in the Province of Quebec and one in the Province of Ontario) for immigrants entering under approved "bulk labour" schemes. In a small number of cases dependants were included with workers.^{37/}

93. In the United States, the National Lutheran Council, an example of a private agency operating hostels, spent about \$22,000 per year for costs of three hostels housing 65 persons at a time.

94. Subsistence on arrival. Subsistence in ports of debarkation or assembly centres and costs related to immigration formalities may fall upon the migrant himself but may be borne by the government of the immigration country, or may be carried by private agencies in the immigration country. The Australian Government grants subsistence to immigrants and provides it in reception centres upon arrival. In Canada, under government-sponsored schemes, the government itself usually bears the cost, but under privately sponsored schemes, charges must be advanced or reimbursed by the sponsor. Individual migrants arriving in the Argentine may be cared for in government hostels without cost for a period of 15 days only. Refugees in reception centres in Brazil do not normally have to pay the cost of subsistence until they are placed in employment or moved to point of final settlement.

95. The extent to which these costs will be a burden upon the immigration country will depend upon the amount of capital the migrant has been able to bring with him and upon the speed with which he is placed in wage-earning employment or settled under a specific project.

96. Initial capital requirements. In many cases countries of immigration require that the migrant be provided with a fixed amount of initial capital before a visa is granted. The IRO, for example, granted \$10 per capita to all

^{37/} A further sum was also spent for hospitalization and medical care during the first twelve months after arrival.

migrants going to South American countries to enable them to subsist on arrival. The amount required varies and is often waived under bilateral arrangements.

97. An ordinary migrant to Australia must possess £50 on landing. Under the Australian Assisted Passage Scheme for United States ex-servicemen, migrants are required to have \$40 in cash on arrival.

98. In cases of land settlement, the amount of initial capital needed will clearly be a very substantial factor in the costs of migration. Sometimes a land settlement organization provides the initial capital as part of the total cost of the settlement. In other cases, however, especially where migrants are settled as individuals or in small family groups, they may have to bear the initial settlement costs themselves. This may mean that an individual family must have available substantial credits to cover the original costs of settlement including purchase of equipment, household goods and payment of interest for loans obtained in the immigration country for purchase of land.^{38/} The settler will probably have to obtain a loan to meet these expenditures and may have difficulty in obtaining such loan at sufficiently low and long-term interest rates. Where the settler has been able to liquidate assets in the emigration country and to take with him either goods or their equivalent in the currency of the immigration country, he may be able to meet the initial costs of settlement. On the other hand, this expense is one of the most serious in cases of refugees or persons such as expellees who have no capital in the immigration country.

Derived costs

99. In addition to the direct costs described above, migration, particularly large-scale migration, requires a substantial expenditure which must be met in the immigration country either by the government or by a settlement organization or in some cases by the migrants and which may be related to the total economic development of the immigration country. Funds must be expended for such items as housing, extension of community facilities to cover the needs of the migrants and road building in addition to industrial and agricultural

^{38/} ILO, Preliminary Migration Conference, Working Paper submitted by the International Bank for Reconstruction and Development, CPM/1/31/1950. The Bank has stated that, according to the most reliable estimates, if migrant families are to be established on their own land, the cost is likely to run between \$7,000 and \$10,000 per family without allowing for transportation and administrative costs.

equipment and items directly related to land settlement. All of these costs, with the possible exception of housing costs, may be a heavier burden in the case of an under-developed country than in a developed area but in either case they must be taken into consideration in formulating projects which will involve increased migration. In many cases such costs may have to be calculated within the budget of the economic development project itself. However, in some cases many of these facilities either are already available or are envisaged within the framework of the normal economy of the country and therefore will not give rise to extraordinary expenditure.

100. Housing, community facilities and related costs. The lack of adequate housing facilities has been one of the most serious obstacles to the increase of immigration in a number of countries. Although housing in many cases can be considered as a normal local expenditure, the need to make such expenditure has been put forward as a ground for external financing by countries of immigration. This was the case both with respect to the Australian loan from the International Bank for Reconstruction and Development and the Israel loan from the United States Export-Import Bank.^{39/} While the cost of housing may be borne ultimately by the migrants themselves, these costs initially frequently fall upon the government of the country of immigration or the settlement organization, if the migrant enters under an organized scheme.

101. In estimating the immediate burden placed upon the country of immigration by migration, factors such as housing, needs for schools and other community facilities must be taken into consideration but the amount of resources needed for this purpose will necessarily vary so greatly that no total or average figures would appear to have real value.

102. A few examples of housing costs in under-developed areas may, however, be of interest. In one project initiated recently in Chile, houses are being built by contractors for 63 families at a cost of 17,960,814 Chilean pesos. These houses were of modern type and will ultimately be provided with electricity and similar facilities. Under another project, also in Chile, it was estimated that the sum required for settling a family unit of 8 people, including housing and transportation, would be between \$1,000 and \$1,500. A project developed for settlement in Brazil included estimates for housing 510 families at

^{39/} See paragraphs 155-163 below.

600,000 cruzeiros. These various items in fact constitute, however, a relatively small proportion of the total derived costs involved in settlement.

103. Estimates of total derived costs and distribution of such costs. The proper distribution of derived costs, the extent to which costs must be related to availability of foreign exchange - as for example for the payment of equipment that may have to be imported - the amount of foreign and local currency that may be needed, the type of amortization plan that would be suitable and similar questions are being considered, with respect to Latin American countries, by the Economic Development and Immigration Committee of the Economic Commission for Latin America. Their studies of types of projects most suitable for adoption in different circumstances will provide basic information needed from which conclusions may be drawn as to appropriate methods of financing the costs involved in specific projects.^{40/} Although no projects in Latin America have

^{40/} A number of studies were made, mostly in the inter-war period, concerning the derived costs of migration, particularly with respect to land settlement. These studies included estimates that varied from a figure of \$1,000 as an average cost for Polish settlers in the Argentine, \$7,000 for the settlement of a Netherlands farm family under certain conditions in particular areas in Canada, to \$10,000 for settlement in certain areas of Latin America. Canadian arrangements vary according to the area, the type of farming, and on whether a farm is rented or purchased or on shares, so that no definite figures are available. They may range from very little up to \$20,000. The experience with refugee settlement, both pre-war and post-war, has also provided some average figures extending over a very wide range. Myron C. Taylor, Vice-Chairman of the Inter-Governmental Committee on Political Refugees, estimated in 1948 that the cost of settlement of a refugee family on the average was between \$3,000 and \$4,000 a person (Department of State Press Release, vol. 19, page 249; see also "Refugee Settlement in the Dominican Republic: A Survey Conducted under the Auspices of the Brookings Institution", Washington, D.C. 1942, page 36) An experiment carried on by the Jewish Colonization Association in Canada in 1949 for the settlement of 20 refugee families in Ontario indicated that \$20,000 per family was needed for the purchase of equipment and farms. The Jewish farmers were to pay for their farms on easy terms over a period of years. (American Jewish Year Book 1951, page 240.)

yet reached the stage where they can be fully described here, the results of a number of exploratory investigations carried out in the Argentine, Brazil and Chile, indicate some of the cost factors that present particular difficulties. For example, in selecting sites for settlement, not only the price of the land but the conditions under which it can be obtained, as well as its productive capacity, transport and marketing facilities, and similar matters, must be calculated. It was found in certain cases, for example, that land offered at low cost for development of pilot immigration projects was subject to heavy interest and amortization rates. In one case, land offered free, or at very low cost, was found to be only partially usable or would have required extremely high investment in order to be developed.

104. A recent action taken by the Argentine Government, which expropriated 600,000 hectares in the Rio Negro Valley, has made possible settlement in this valley at low cost. The Government has made available plots of 35 hectares per family at a cost of 2,500 Argentine pesos, payable in 60 years with interest at the rate 3.5 per cent per annum. These plots are accessible for marketing and transport, and have adequate water for irrigation. The Government through its appropriate agencies proposes to facilitate financing of the initial expenditure for seed, livestock and similar requirements at normal interest rates of 6 per cent. The settlers are only expected to bear the cost of the construction of buildings, fences, etc., for which credit will be supplied. The latter expenditure has been estimated at 60,000 pesos.

105. In Brazil, a number of projects have been carried out during recent years. One of particular interest is that of the Netherlands farmers in the State of Sao Paulo. In this case, 200 families were settled on land which cost approximately 2,220,000 guilders (10 million cruzeiros) with capital goods and equipment of the value of approximately 2 million guilders, in addition to a loan from the State of Sao Paulo. The cost of installation calculated on the basis of one family came to 100,000 cruzeiros. This figure included maintenance during the first year (21,600), housing construction (20,000), construction of a cow shed (20,000), agricultural implements (8,000), milk cans (4,000), fencing material (5,000), seeds (1,600), fodder (5,000), transport of vehicles and animals (3,000), and unforeseen (11,800).

106. One interesting example of a project which has been begun in Chile indicates that considerable initial work was needed to prepare the land for settlement, including drainage work, land clearance, pest removal, road
/construction

construction and similar developments. The cost of buildings alone has come to nearly 18 million Chilean pesos. An experimental station has been located in the settlement in order to appraise the productivity of the soil cultivation possibilities and similar matters. Payment for the land in accordance with Chilean law determining agricultural settlement will be spread over 42 years, with an initial payment of 10 per cent, the remainder to be repaid at 5 per cent interest and 1 per cent amortization. It is estimated that once the land has been fully developed the value of the production may attain 54 million pesos a year. These various examples are given as an indication of the nature of the derived costs and of the difficulty in reaching any figure as to the average amount of capital that would be needed to meet such costs.

107. Moreover, to a large extent the derived costs may ultimately be considered part of the long-term economic development of the immigration country rather than as a cost item in migration. In this respect reference may be made, for example, to the provision in the Argentine five-year plan (1947-1951) for 200 million pesos to be available for use on immigration and colonization plans. Nevertheless, derived costs must be considered in the costing of migration since, at least in the first instance, they may constitute a financial barrier to facilitating migration even though these costs, as well as the labour contributed by the migrants themselves, contribute to the building up of capital investment in the immigration country.

Other cost factors

108. In estimating the expenditure involved in migration, certain other types of cost factors may be considered.

109. Migrants' remittances. Countries of emigration and individual migrants themselves are frequently concerned to insure that migrants are permitted to transfer their earnings back to the country of emigration and to provide for regular remittances to families remaining in the country of emigration. Such transfers and remittances in the past have often provided a substantial element in calculations of balances of payments. The following tables show the magnitude of such remittances.

Table 4. Immigrants' remittances from certain countries
(in millions of United States dollars)

Country	1929	1932	1936
United States ^{a/} ...	(246.9)	(138.0)	(121.8)
France.....	98.0	47.0	44.4
Argentina ^{b/}	53.8	21.9	26.3
Canada.....	36.5	14.4	19.7
Germany.....	11.9	--	--
Indies ^{c/}	6.0	3.2	10.3
Australia ^{d/}	4.1	1.0	1.5
Uruguay.....	3.5	--	--
Turkey.....	1.9	1.7	--

Source: League of Nations, Balances of Payments, 1937
(Geneva, 1938), page 41.

- a/ New series beginning 1936 gives 172.2 million for that year.
- b/ The figures shown for the Argentine represent "remittances by individuals" and may include items other than immigrants' remittances. According to a private statement immigrants' remittances represented \$59.4 million in 1928-29.
- c/ In 1929 and 1932 excluding remittances to China (\$6.4 million in 1936).
- d/ Economic years beginning 1 July.

Table 5.

Table 5. Emigrants' remittances received by certain countries
(in millions of United States dollars)

Country	1929	1932	1936
Albania.....	1.9	1.2	..
Australia <u>a/</u>	2.8	1.2	1.9
Belgium.....	30.6	..	11.9
Bulgaria <u>b/</u>	1.1	0.7	1.0
Canada.....	28.3	8.6	10.1
China <u>c/</u>	119.9	..	95.4
Czechoslovakia..	17.9	7.9	4.0
Denmark.....	2.7	1.9	2.2
Finland.....	4.8	3.4	2.2
Germany <u>d/</u>	14.3
Greece.....	33.0	14.0	18.2
Hungary <u>c/</u>	7.2	1.2	1.7
Ireland <u>e/</u>	12.0	14.2	15.4
Italy <u>b/</u> , <u>f/</u>	122.3	55.0	..
Japan <u>b/</u>	28.1	27.7	29.3
Latvia.....	1.5	0.4	0.5
Lithuania.....	4.6	3.0	..
Netherlands.....	..	2.4	2.6
Norway <u>g/</u>	4.8	2.5	1.5
Poland <u>b/</u>	31.2	23.2	32.0
Rumania.....	4.8
Spain.....	..	38.1	..
Sweden <u>h/</u>	9.4	6.5	3.5
Turkey.....	1.0	0.4	..
United States <u>i/</u>	23.7
USSR <u>j/</u>	15.5
Yugoslavia.....	15.6	3.4	..

Source: League of Nations, Balances of Payments, 1937 (Geneva, 1938), page 41.

a/ Economic years beginning 1 July.

b/ Including funds brought in by returning emigrants.

c/ The figures from 1933 refer to China exclusive of Manchuria and Tehol.

d/ Including remittances to foreign students working in Germany.

e/ The figure for 1929 is stated to be too low.

f/ Estimates by Professor Cino Bocchetta.

g/ Including sailors' remittances (estimated at \$1 million in 1926).

h/ Remittances from the United States only.

i/ Including funds brought in by immigrants.

j/ Figures referring to economic years ending 30 September, as estimated by the Russian Commissariat of Finance.

/Table 6.

Table 6. International remittances by private individuals in 1948 and 1949
(In millions of United States dollars)

Country	Receipts		Payments	
	1948	1949	1948	1949
Australia <u>a/</u>	2.4	5.6	10.4 <u>b/</u>	14.5 <u>b/</u>
Austria.....	26.8	9.3 <u>c/</u>	-	-
Belgium-Luxembourg <u>d/</u>	24.7	20.4	7.3 <u>e/</u>	10.1 <u>e/</u>
Brazil.....	3.3	1.8	11.2	5.4
Canada <u>f/</u>	18.0	16.0	44.0	38.0
Ceylon.....	0.6	0.9	21.0	17.1
Cuba.....	1.1	0.9	9.2	6.6
Denmark <u>d/</u> , <u>g/</u>	1.0	1.0	1.0	1.0
Dominican Republic <u>b/</u>	0.8 <u>b/</u>	0.5	1.9	1.4
Ethiopia.....	-	-	1.6	1.6
Finland.....	10.2	5.0	-	-
Germany.....	125.5 <u>h/</u>	3.4 <u>i/</u>	-	-
Greece.....	11.1	8.6	-	-
Honduras.....	-	-	1.2	1.0
India.....	47.1	41.0	12.5	13.5
Iran.....	0.5	3.6	0.6	1.0
Iraq <u>j/</u>	1.2	1.1	0.9	0.7
Ireland.....	35.2	37.0	1.6	1.1
Israel.....	-	28.1 <u>k/</u>	-	3.7
Italy.....	131.9 <u>l/</u>	118.4 <u>l/</u>	-	-
Japan.....	0.6	-	-	-
Netherlands.....	3.8	3.5	5.7	5.2
New Zealand.....	4.8	7.0	1.5 <u>m/</u>	1.3 <u>m/</u>
Northern Rhodesia.....	0.4	0.3	0.8	1.0
Norway.....	6.4	5.0	2.8	2.2
Paraguay.....	0.1	0.1	0.1	0.1
Philippines.....	22.5	19.0	2.5	3.5
Puerto Rico <u>n/</u>	9.1	12.1	10.8	9.9
Southern Rhodesia.....	1.6	1.8	1.6	2.2
Sweden.....	3.6	2.7	3.6	3.6
United Kingdom <u>o/</u>	-	-	176.0	100.0
United States.....	53.0	47.0	394.0	313.0
Uruguay.....	0.9	0.9	2.0	2.3
Venezuela.....	-	-	4.1	4.7
Yugoslavia.....	15.7	19.8 <u>p/</u>	-	-

Footnotes on following page

/Source:

Source: This table is based on drafts prepared for the third Balance of Payments Yearbook of the International Monetary Fund.

- a/ Financial years 1948/49 and 1949/50 ending 30 June.
- b/ Includes institutional remittances.
- c/ Covers only remittances in kind.
- d/ Includes institutional remittances and migrants' transfers of property.
- e/ Remittances by resident workers of French origin in Belgium to their relatives abroad not included for lack of data.
- f/ See footnote b/.
- g/ Cash transactions only.
- h/ Reported by the United States. Covers institutional remittances in cash and in kind and private remittances in kind only.
- i/ Reported by Germany. No details available.
- j/ Includes credits of 250,000 dinars received from United States institutions and debits of 92,000 for 1948 and 96,000 dinars for 1949 remitted by non-Iraqi employees of the oil companies.
- k/ Excludes institutional remittances of US\$90.7 million.
- l/ Covers institutional remittances to an unknown amount. For 1949 an ENDSI donation of US\$10.2 million is reported. ENDSI is an Italian agency for the distribution of foreign relief goods.
- m/ Excludes religious and charitable subscriptions of US\$1.4 million for 1948 and US\$1.9 million for 1949 and other allowances of US\$1.5 million and US\$1.6 million for 1948 and 1949 respectively.
- n/ The figures cover the value of household goods imported and exported.
- o/ The figures are net payments made by the United Kingdom.
- p/ Excludes known institutional remittances of US\$3.4 million.

110. In some cases, currency restrictions enforced by governments of immigration countries have made such remittances impossible. In other cases, migrants have been victimized by exchange or private banking institutions in the country of immigration which have charged abnormal rates for the carrying through of such transfers. In order to enable migrants to make transfers under the most favourable circumstances possible, governments of emigration countries have dealt directly with governments of immigration countries and consequently recent bilateral agreements frequently include specific provisions for the transfer of remittances at the legal rate of exchange. Thus, for example, in the recent treaty between Italy and Brazil, provision is made that "workers who emigrate to Brazil shall be guaranteed the right and the opportunity to transfer their own savings to Italy for their families or other dependents on the most favourable conditions laid down by Brazilian currency laws at present enforced for family maintenance and for similar categories, or as may be determined in payment agreements between Italy and Brazil".

111. The importance of emigrants' needs in this respect has led to consideration at a number of meetings convened by the International Labour Organisation. The ILO was requested by the Preliminary Migration Conference of 1950, to study the question in co-operation with the International Bank for Reconstruction and Development. Emigrants' remittances are being taken into account in the balance of payments studies of the International Monetary Fund and the Bank.

112. The problem of transfer of remittances must be taken into consideration in estimating the effect on foreign exchange requirements of the country of immigration as well as the advantages to the country of emigration.

113. Migration organization. The expenditure required for the actual organization of migration, especially when special recruitment is undertaken must be considered in relation both to the country of emigration and of immigration. For example, the country of emigration usually must carry part or all of the costs of pre-selection, establishment of assembly centers, and adaptation, where needed, or employment services to facilitate determination of the occupations and skills of potential emigrants. The country of immigration, in many cases, may desire to name its own selection teams and, in such case, bears the burden of the pertinent expenses. The amount of expenditure involved will necessarily vary primarily in accordance with the size of the migration undertaken. In some cases, governments of immigration countries have considered

/calling upon

calling upon international agencies to undertake some of these operations and, in such case, the expenditure involved might be carried by the responsible international agency. On the other hand, particularly if no special funds are available, reimbursement of such expenses may be made by the government of the country of immigration. Provision has been made under the Displaced Persons Act of the United States by which it may reimburse an international agency as well as another government agency, for expenses incurred in the operation of selecting and processing admissible displaced persons for entry into the United States.

114. Organization of migration may also require, as a preliminary measure, establishment or adaptation of employment services in immigration countries, and development of facilities for training migrants to fill the employment opportunities available. Lack of adequate information as to national manpower deficits which might be met by immigration has been one of the obstacles to increased migration; the making of national manpower surveys for this purpose entails the development of efficient employment services and related arrangements. Here, too, while international organizations, such as the ILO, can assist governments in developing the national machinery needed, and in co-ordinating programmes in this field, the basic operating responsibility and the continuing expenditure required for such operations must necessarily be borne by the governments of the countries of immigration.

Cost experience of the International Refugee Organization

The international agency which has had the greatest experience with the operating costs of migration as a whole is the International Refugee Organization. In its estimates for the supplementary period of 1950-1951, it indicated that a total of 222,400 persons would still have to be re-settled at a cost of \$42,876,860.^{40/} This figure includes, in addition to transportation costs (\$40,726,800), subsistence en route, documentation costs, escort costs, special re-settlement projects, post re-settlement, and other miscellaneous costs. The following table giving the breakdown of these costs shows the wide ranges of international financing of a single category of migrant, namely, refugees under IRO care.

^{40/} IRO, Proposed Plan of Expenditure for the Supplementary and Closure Periods beginning 1 July 1950, document GC/217, 9 April 1951, Geneva.

Table 7. International Refugee Organization: Transportation and other Resettlement costs for the supplementary period beginning 1 July 1950 1/ (In United States dollars)

1	2	3	4	5	6	7	8	9	10	11	12
	Number to be moved	Total (4 - 5)	Transportation costs	Other resettlement costs (6 thru 12)	Subsistence en route	Landing money	Documentation	Escort	Special projects	Post resettlement costs	Miscellaneous
United States....	126,500	14,927,864	14,547,500	380,364	238,005		123,384				18,975
Canada.....	28,000	3,338,796	3,220,000	118,796	73,713		36,883			4,000	4,200
Australia.....	37,500	13,804,127	13,575,000	229,127	187,332		35,055			1,115	5,625
New Zealand.....	3,000	1,019,220	990,000	29,220	19,090		9,680				450
Latin America	14,700	3,667,141	2,837,100	830,041	152,835	147,000	236,771		279,000	11,350	3,085
Europe and other areas....	12,700	2,308,712	2,018,600	290,112	105,939	103,000	53,473		15,000	10,035	2,665
<u>Miscellaneous Costs</u>											
Rail movements		1,125,000	1,125,000								
Insurance and baggage costs..		200,000	200,000								
Escort costs.....		222,400		222,400				222,400			
"Anna Salen" Far East voyage to Europe.....		1,263,600	1,263,600								
Cost of ships sublet 2/ to other agencies.		1,000,000	1,000,000								
Total.....	222,400	42,876,860	40,776,800	2,100,060	776,914	250,000	495,246	222,400	294,000	26,500	35,000

1/ Proposed Plan of Expenditure for the Supplementary and Closure Periods Beginning 1 July 1950, IRO, Seventh Session, GC/217, 9 April 1951, Geneva.

2/ This sum is counterbalanced by miscellaneous income reported in Table VI of GC/201.

/116. At the

116. At the request of the General Council of the International Refugee Organization during its sixth session, the Director-General of the IRO prepared a memorandum describing the experience gained by the organization in the field of migration and giving relevant technical details so that such information might be available for use in connexion with the establishment of whatever machinery might be envisaged to handle migration in the future. This memorandum includes an analysis of the costs involved.^{41/} In introducing the cost figures, the memorandum states:^{42/}

"While it is comparatively easy to state how much the IRO spent from its operational budget for the ships and aircraft, and for the personnel who were employed in the re-settlement field, it must be kept in mind that a large proportion of costs inherent in re-settling an emigrant do not appear in the IRO budget or in its financial statements. The costs of a great variety of services in the emigration countries were in fact supported from sources other than the IRO budget. It is, however, of great interest to make an assessment of total costs, including expenditures which were not supported by IRO funds. An attempt is therefore made hereunder to give an estimate comprising all items whether directly paid for by IRO or not.

It should be noted, however, that the expenditures quoted below do not include the sometimes considerable investments which have been made by immigration countries for the setup and the maintenance of suitable reception arrangements. Some of these countries have not only installed and maintained hostels or camps, but have also generously subsidised the living costs of family members who, after arrival in the country, could not immediately be accommodated with the breadwinner at his place of work. Furthermore, in countries where colonization schemes for the land settlement of refugee families have been carried out, special assessment of costs on a per family basis would have to be made in accordance with the particular conditions in such countries."

117. The figures given in this memorandum are based on the financial year 1949-1950 and cover a total of 264,078 refugees. The total expenditure supported directly on the IRO budget was \$64,499,653, or an average of \$244.25 per capita. Of this total figure, \$60,894,301 was spent on shipping, aircraft, train movements inclusive of costs for refugees in transit countries, documentation, escort, amenity supplies, post-resettlement grants, etc. The sum of \$725,000 was spent for grants to voluntary agencies for the support of

^{41/} IRO, General Council, The Experience of the IRO in the Field of International Migration Operations. (Memorandum submitted by the Director-General, GC/199, 5 March 1951).

^{42/} Ibid., page 73.

their resettlement activities; \$520,376 was for medical supplies; the balance was for personnel including international personnel, doctors and nursing staff, voluntary and training personnel and some local staff.

118. In addition to this expenditure another \$5,365,000, or an average of \$20.30 per capita was spent on local and refugee employees and local and refugee medical personnel, paid from sources other than the IRO budget.

119. Finally, additional per capita costs have been calculated at \$36.50 on the assumption that each refugee resettled has to spend a total of one month in centres in the country of emigration. It is pointed out in the memorandum that, although the calculation has been made in dollars, the expenditure was in the currencies of the countries of emigration. Adding these three per capita estimates together, the IRO has concluded that^{43/} "the total average cost of resettling a refugee, including costs which are spent within the country of emigration, will be \$301.05. This is an average cost price in which the main item is of course the cost of shipping and the figure for resettling a person in a particular country may, therefore, be higher or lower according to the length of the sea journey."

120. In bringing these figures to the attention of the General Council, the IRO has stated:^{44/}

"It should also be kept in mind that the above average is not absolutely relevant to migration operations which might be carried out on behalf of emigrants who are not displaced persons and who would neither be under similar pressure nor live under similarly tragic conditions as the refugees who were within the mandate of the I.R.O. In some of the Organization's areas of operation, political disturbances occurred which necessitated emergency evacuations of large groups of refugees who, while the ultimate goal was emigration, had to be transported provisionally to other parts of the world where they could await the final solution of their problem. Such evacuations took place mainly from regions in the Far East, but there were also smaller groups evacuated from Czechoslovakia. For this reason, the expenditure for transportation was sometimes higher than it would have been under normal circumstances. Furthermore, the number of personnel employed in all these operations had to be proportionate to the specific difficulties inherent in the fact that these migrants were refugees and displaced persons who were in need of a higher degree of individual case work than people who leave their own homeland for some country of resettlement and who have not undergone the same experience and frustration as the refugees."

^{43/} Ibid., page 75.

^{44/} Ibid., page 76.

Sources of funds

121. Because overseas migration has become an expensive undertaking in itself, potential migrants in most instances cannot meet all of even the direct costs involved for themselves and their families from the financial resources to which they have access. Many can pay initially only a small part of the expenses and frequently only in inconvertible currency and others can contribute nothing to meeting the total costs. Therefore, it may be assumed that responsibility for meeting a large part of the costs of migration will normally have to be shared among public or semi-public sources in countries of emigration, countries of immigration, or in third countries. International institutions may also carry some part of these costs. Some share of the funds utilized to finance migration, either of individual migrants, or groups of migrants, or of the whole process of migration, may be expected to be reimbursed directly, by the migrants or by settlement institutions. Other parts will have to be considered a long term investment which may ultimately be paid off by the individual migrant, or his descendants, depending upon the practicability of working out arrangements for amortization over an extended period.

122. A government seeking to finance a given migration operation, or an agency seeking to facilitate migration, or an individual migrant, may not have immediately available sufficient funds to meet the direct or indirect expenditure involved. External financial aid may therefore be needed to supplement available funds. Such aid may be obtained from public or private funds, either in one country or in several countries, or from an international agency.

123. Financial aid, whether from national or international sources may be sought, as indicated, for the whole of a given migration operation, or for only some part of the operation, such as overseas transport. International aid, in particular, may be needed only to supplement financing from other sources or to carry some part of the costs for which national resources are not available or, in certain cases (such as for refugees or for persons who may have difficulty finding employment in the country of immigration) to meet the full costs involved.

124. Such financing may take the form of long or short term loans at low interest rates, or free of interest, or of grants-in-aid made available to one

/or more

or more governments, to migration institutions or co-operatives, to private sponsors of migrants, or to migrants themselves. The most appropriate sources of financing, either national or international, will be determined by the availability of funds and influenced by the balance of payments position of the country seeking assistance. Moreover, in determining priorities for financing various aspects of development, the need and contribution to be made by migration will be weighed against the need for and use of other specific items related to development in the light of the financial resources available and other commitments.

125. The International Refugee Organization is the only international institution at the present time which has financial resources available to meet the direct costs of migration; its funds can only be used for the refugees under its mandate, and according to the plan of expenditure approved by its General Council are to be exhausted by the end of 1951. In the memorandum, referred to earlier, concerning the experience of the IRO in financing migration, the Director-General points out that even large migration schemes can be executed on the basis of making migrants contribute to the costs "provided that sufficient funds are available for pre-financing, and that some resources exist to cover bad debts". He added that "it is sometimes possible to increase the financial resources by using the Organization's ships on a profit-making basis on the return journey of vessels".^{45/}

126. The only international institution which at the present time can make loans to meet certain costs of migration, when such migration is an integral part of economic development, is the International Bank for Reconstruction and Development. It has been stated by the Bank that it would finance migration projects and that it would consider a given migration project on the same basis as any other loan for economic development. Thus the importance of the project would be considered within the framework of the total economy of the country, either as a part of an overall economic development programme or against the background of the total economic policies of the country concerned. As with respect to all other development projects, part of the funds required for the project would have to be supplied by the country itself and part by the Bank.

127. Agencies, such as the United States Export-Import Bank, may also make loans for economic development and so facilitate the financing of certain migration

costs. The Export-Import Bank's policy is to determine the conditions on which a loan is made by criteria related to economic development, need for foreign exchange to carry out the project, reasonable reassurance of repayment, and assurance that the loan was not in competition with private capital.

128. Funds may also be obtained from the Economic Cooperation Administration of the United States for financing certain migration costs where dollars are required. Requests for ECA funds would have to meet the specifications laid down in the Economic Cooperation Act of 1950. The provision under which funds may be made available is the mandate given to the Administrator of the ECA to "encourage emigration from participating countries having permanent surplus manpower". Counterpart funds, under certain circumstances, might also be released by the ECA to facilitate migration financing.

129. Another source of funds for migration is the semi-public bodies set up either on a national or a bi-lateral basis, partially by private capital and partially by public funds or with government backing. One example of such a financial source is an Italian Institute (ICIE) - the National Credit Institute for Italian Work Abroad,^{46/} which is a corporation whose capital consists partly of shares in the hands of banks operated or supervised by the State, partly of bonds guaranteed by the State and partly of counterpart funds made available in consequence of an Economic Cooperation Administration loan to the Italian Government for financing emigration.^{47/} In addition the Institute can draw upon an ECA dollar credit for technical assistance.^{48/} The funds, totalling approximately \$12 million, are to be used in a number of Latin American countries to develop projects for the settlement of Italian emigrants.

^{46/} Instituto di Credito per il Lavoro all'Esterio.

^{47/} ICIE, which was set up in 1923, has a close relationship with the Agronomic Institute for Italian Work Abroad. Its capital as of early 1951 was in process of being raised from 86 to 750 million Italian lire. The Institute was authorized by Law No. 717 of 10 August 1950 to issue bonds guaranteed by the State to the amount of 6,000 million lire. The same law authorized the exchange office to convert the returns obtained from the bond issue into foreign exchange up to the amount of \$10 million; ECA in 1950 authorized the utilization of 300 million lire from the Interim Aid Fund by the Italian Government for use in financing emigration.

^{48/} ECA, through the OEEC, made available a sum of \$1,300,000 for technical assistance for emigration.

130. Related to the operation of ICIE are the bilateral corporations being set up in various Latin American countries. In Brazil, for example, an Italian-Brazilian Settlement Corporation has been set up, within the framework of the Italian-Brazil Immigration Treaty, with an initial capital of 100 million cruzeiros, which may be raised to 300 million, from blocked Italian assets in Brazil and from 41 million cruzeiros made available by ICIE.^{49/}
131. Another similar example is the proposed Italian-Chilean Corporation for Immigration and Land Settlement whose capital will be constituted partly by the Chilean Development Corporation, partly by ICIE, partly by the Agricultural Settlement Fund and partly by individual shareholders.^{50/}
132. A somewhat different example is the Netherlands Emigration Foundation, which is a private organization which carries the full official backing of the Netherlands Government and meets certain direct and indirect expenses involved in migration of Netherlands nationals.
133. In addition to funds of the types noted above, it may be possible to obtain some financial assistance, particularly to supplement other available resources, from private foundations and endowments, if a migration project can be presented in such a way as to be clearly relevant to the general purposes and programmes of such foundations.
134. A certain number of charitable institutions, some constituted on an international basis, also provide financial assistance to migrants and in particular aid in re-settlement of individual migrants.
135. It will be recalled that, in the past the financing of migration was often carried out by profit-making settlement agencies and transport undertakings which contributed to migration as a factor in their own settlement or development schemes. This source of funds is not dealt with in the present study, though possibilities exist and project are under consideration for the financing of particular immigration projects on a commercial basis.

^{49/} The 300 million cruzeiros is to be paid in 3 successive installments of 100 million cruzeiros, the first installment when the treaty enters into force; the second after two years, and the third after four years. Besides the contribution of ICIE the remaining capital will be guaranteed by the Italian Treasury either from the blocked assets or with the deposit of an equivalent sum in dollars with the Italian Exchange Office.

^{50/} It is hoped that the initial capital will be between 40 and 50 million pesos, 40 per cent being contributed by ICIE, 20 per cent by the Development Corporation, 20 per cent by the Settlement Fund, and the balance by individual shareholders.

136. No reference is made in this part of the report to means for increasing available sources for migration financing or to proposals for new methods of international financing. Such suggestions are dealt with in Part III and in the Conclusions to the Report.

PART II. PRESENT EXPERIENCE WITH METHODS OF FINANCING MIGRATION

137. The methods for financing migration in use at the present time vary widely in accordance with the categories of potential emigrants and the areas to which they go, the direct and derived costs involved, and the possible sources of funds. No single measure can fit the diversity of cases that arise in the financing of European emigration.

138. Where there is clearly an economic advantage in migration - whether to contribute to the economic stability of emigration countries or to increase the population of immigration countries or to find immigrants suitable to fulfil employment or settlement needs in the immigration countries - the governments of the countries concerned frequently underwrite, in so far as their resources permit, a substantial share of the direct financing of migration. Even where governments do not desire to participate directly in such financing, they sometimes assist private institutions requesting loans, or reduce certain direct costs by subsidizing transport facilities, eliminating administrative expenses, or exempting individuals and associations from taxes. Where governments undertake the responsibilities involved in government-sponsored migration, they usually also share in financing such migration by contributing to some kind of assisted passage scheme. Governments of third countries may in some cases be willing to finance directly, or to guarantee the financing of migration. Under still other circumstances, governments may contribute to the funds of existing international institutions so as to permit these institutions to meet the operating costs of migration.

139. Examples of the means currently in use for financing migration are presented in the following order:

- (1) where the migration under consideration is to be financed as an integral part of economic development;
- (2) where migration expenditure is to be financed directly (whether by the governments of the countries directly concerned or by the governments of third countries or by private non-profit making institutions); and
- (3) where the migration costs are carried by an international organization.

International financing of migration in relation to economic development

140. When the financing of migration is part of the total financial problem of the economic development of a country, the criteria by which migration schemes are judged must necessarily be similar to and closely related with those applied to economic development projects. Moreover, in considering the way in which the financing of an economic development project may also be used as a practical method to facilitate the financing of migration, certain basic assumptions may be made. Thus, it may be assumed that on the one hand the economic development of an area will give rise to a need for increased manpower, and that this need may be met by immigration, and that on the other hand immigration will only be satisfactory in the long-run if it is geared to the employment and settlement opportunities of the countries or areas of immigration.

International Bank for Reconstruction and Development

141. The only international organization which is authorized to undertake the financing of economic development, including migration, is the International Bank for Reconstruction and Development. The Bank has indicated that it would co-operate with its member countries in securing expert assistance in the working out of any financial problems arising in connexion with migration problems and that it would be prepared to extend financial assistance to worthwhile migration projects on the same basis as to any other development project. In its third annual report (1947-1948), the International Bank, describing the importance of working out an over-all development programme, noted that programmes would vary widely in character and stated "in some cases migration or resettlement programmes may also be required".^{51/} In summarizing fields of investment which, although essential to well-balanced development, might be less attractive to private capital and were therefore apt to require assistance from the Bank, specific reference was made to migration schemes. Such schemes could be considered in relation to the Bank's belief that if it "is to play its proper role of encouraging and supplementing, rather than supplanting, private investment, it must emphasize those basic undertakings which, on the one hand, are relatively less attractive to private capital and, on the other, will help to promote the flow of such capital into other sectors of the economy".^{52/}

^{51/} International Bank for Reconstruction and Development, Third Annual Report to the Board of Governors, 1947-1948, (Washington, D.C.) p. 17.

^{52/} Ibid., p. 18.

142. The Bank submitted to the Preliminary Migration Conference of the International Labour Organisation a working paper in which it recalled its willingness to extend ~~financial~~ assistance to worthwhile migration projects and stated "There is reason to believe, however, that in spite of their expensive character, some migration projects are economically sound in the broad sense. For example, selective settlements which act as instruments for disseminating advanced techniques and human skills may serve to promote economic development in the immigration countries at costs considerably below those which would be involved in any alternative programme for achieving the same results". After noting that the Bank had only received informal inquiries as to the possibility of obtaining loans for migration projects, the statement continued "Such migration projects are unlikely to emerge until the emigration and immigration countries reorganize their joint interest in and responsibility for organizing and promoting migration movements and undertake to share in the financial responsibilities. This need not entail extraordinary expenditures entirely over and above their present programmes; on the contrary, every effort should be made to weave migration projects into the fabric of existing and proposed development and reconstruction schemes. Expenditures for such purposes might well be regarded by emigration countries as part of their long-term budgets for economic reconstruction and recovery. Expenditures by immigration countries on the acquisition of a body of trained migrants should be regarded as an investment in their national economic development which will be repaid in a broadened national income, and hence - from the point of view of public finance - in a broadened tax base. These expenditures must, however, receive effective direction. It is the Bank's hope that migration projects which are presented to it for financing will not only be carefully drawn up with a view to maximizing their economic benefits, but also will include administrative provisions assuring that they would be diligently pursued after the funds were made available.^{53/}

143. More recently, at the fifth annual meeting of the Board of Governors of the Bank, the President of the Bank, in presenting the fifth annual report, stated "Our concern throughout has been that every loan we make should be of

^{53/} International Labour Organisation: Preliminary Migration Conference, (Geneva, April-May 1950), Working Paper submitted by the International Bank for Reconstruction and Development: (CPM/I/31/1950).

material benefit to the economy of the borrowing member. This has meant careful scrutiny of the particular project or programme for which financing is requested and of the relation of that project or programme to the economy of the country as a whole. We have been concerned to assure not only that the prospective gain to the borrower over-balances the burden of the debt obligation, but even more important, that the project financed has been accorded proper priority in the borrower's development plans. We have also been concerned to encourage an appropriate international division of labour by taking into account such factors as the proximity of proposed projects to the source of raw materials and to prospective markets, the availability of necessary skills and the many similar elements which influence production and distribution costs."^{54/}

144. The Bank in its Fifth Annual Report described in some detail the conditions which have to be satisfied so that projects may show a direct relationship to the actual development needs of the requesting country. It recognized that "by financing one particular investment project, it may be releasing resources already available to the borrower for some other investment activity"^{55/}. Such loans if obtained would indirectly facilitate migration.

145. Although the Bank is prepared to provide financial assistance for migration projects, no government of an immigration country, with the exception of Australia, has to date presented to the Bank a formal request for a loan to finance directly or indirectly any aspect of migration.

146. The Australian loan is an example of the way in which a project which relates immigration to economic development may obtain international financing. Because it is the first of its kind, and because it provides an example of project presentation in very explicit terms, it is described here in considerable detail.

147. The Government of Australia incorporated a statement of its immigration

^{54/} International Bank for Reconstruction and Development: "Fifth Annual Meeting of the Board of Governors, Summary of Proceedings", Address of Eugene Black, President, 8 September 1950, p. 10.

^{55/} International Bank for Reconstruction and Development, Fifth Annual Report of the Board of Governors, 1949-1950 (Washington, D.C.) pp. 6-9.

policy in its initial request to the Bank for a development loan. In announcing its loan of \$100 million dollars to the Commonwealth of Australia, the Bank referred to the immigration aspect of Australian development, stating:

"Before the war, notably in the twenties, Australia imported capital on a large scale in the form of immigrants' funds, direct investments, and of governmental, semi-governmental and municipal loans. The carrying of this debt proved burdensome in the depression years of the thirties, especially in view of Australia's concentration of exports of agricultural products, the prices of which fell sharply. Nevertheless, service was maintained on the external debt without interruption.

"Since the war, migration to Australia has been building up to record-breaking proportions and the country is embarking on another period of rapid economic development. Some 370,000 permanent migrants have arrived since the beginning of 1947, nearly 200,000 of them in the last twelve months. The current rate is twice as great, in proportion to Australia's population, as the peak movements from Europe to the United States of America around the turn of the century. The annual population increase has now reached 3.5 per cent. Investment requirements, which in any case are large on account of wartime backlogs and growing industrialization, are, therefore, augmented by the investment in new productive capacity and heavy overheads (housing, utilities and services) required to assimilate this large influx of immigrants. The strains on the economy of this rapid development have evidenced themselves in shortages of labour, materials, and equipment, not to mention housing, frequent power blackouts in the main industrial centres, transport hold-ups and many other similar difficulties which impair the productivity and flexibility of the economy as a whole. To combat these difficulties, the Commonwealth Government has formulated an enlarged investment programme designed not so much to industrialize the country further as to make possible the balanced expansion of all fields of economic activity in step with the rapidly increasing population." 56/

148. While the Government of Australia is not using the money made available by the Bank to pay for the transport of migrants nor to meet other direct costs involved in migration, the whole presentation of the request for a loan for investment purposes and the loan itself, was predicated on the fact that continued immigration would require additional capital to meet immediate strains on the economy and that, because the Government of Australia wished to maintain its policy of immigration, it was itself prepared to undertake directly the resulting financial obligations in so far as its resources permitted.

56/ International Bank for Reconstruction and Development, Press Release No. 205, 22 August 1950.

149. In his budget speech delivered on 12 October 1950,^{57/} the Treasurer of the Commonwealth stated "In its approach to this situation, the Government has been determined that migration and essential development shall go on and, so far as possible, be accelerated". He then went on to explain the satisfaction of the Government in having obtained the Bank loan which would "have enormous value in raising the productivity of our industries and further the progress of developmental works". He explained, with respect to the budget in general, that "the Government recognizes - and it is highly important for everyone to recognize - the implications for the community of a major programme of migration and development. Both add to the calls upon our resources. Although migrants increase our labour force - they have already made notable contributions in certain key industries and elsewhere - they also add to demands for housing, transport, schools, hospitals and all the other facilities of community life, demands which even now are far from being satisfied and which for the most part can only be met from local labour and supplies. Essential development in turn requires a concentration of resources on those projects, such as power supply, transport, housing and the expansion of basic industries which are most vital to the progress of the economy".

150. Finally, in outlining the financial outlook and policy, he concluded, "This year, as I have shown, Commonwealth expenditure is likely to increase very considerably, mainly because of new defence requirements and the expansion of immigration and development plans". In line with this policy the Australian budget contains a series of items for the financing of a large number of migration expenditures. Thus, the budget for 1950-1951 includes the following estimates with respect to the immigration:

^{57/} Budget Speech, 1950-1951; delivered on 12 October 1950 by the Right Honourable A.W. Fadden, M.P., Treasurer of the Commonwealth of Australia (Commonwealth Government Printer, Canberra).

	<u>Pounds sterling</u>
Buildings, works, sites, fittings and furniture.....	20,000
Conversion and refitting of ships for transport of British migrants.....	1,000,000
Reception, training and holding centres for accommodation of migrants.....	750,000
Hostels for accommodation of migrants: buildings, works, sites, fittings and furniture.....	7,500,000

The following additional items are presented separately, to cover some of the direct and derived costs of immigration:

Assisted immigration:

	<u>Pounds sterling</u>
British migration (other than child).....	3,000,000
Empire and Allied ex-service personnel, assisted passages.....	45,000
Maltese migration.....	140,000
Displaced persons from Europe, contribution towards fares and clothing.....	1,000,000
Assisted passage scheme for Eire.....	20,000
Dutch ex-servicemen from Indonesia.....	2,000
Dutch migration from Holland.....	460,000
Italian migration.....	263,000
German migration.....	226,000
Reception and training and holding centres, maintenance...	3,500,000

Grants and subsidies:

Approved child and youth migration organizations, capital grants.....	70,000
Approved voluntary migration organizations - other.....	12,500

Establishments:

Reception depots, contributions to states towards establishment.....	70,000
---	--------

Medical:

Medical and hospital benefits to immigrants in initial period of settlement.....	565,000
---	---------

Miscellaneous:

Education of non-British migrants in the English language.....	160,000
Losses on worker's hostels.....	200,000

Expendable equipment:

Commonwealth accommodation establishments, equipment for reception and training and holding centres.....	860,000
Commonwealth accommodation establishments, equipment for workers' hostels for displaced persons.....	2,500,000
Princess Juliana Centre, equipment.....	5,000

151. The capital made available through the International Bank for Reconstruction and Development loan to Australia will facilitate the meeting of a number of the related expenses such as housing and other services called for under the budget, and will thus free funds that may be used on direct migration costs, including transport. Nevertheless, the Australian Government, in making arrangements for the carrying out of its migration programme, still seeks supplementary international financing to carry some of the costs of migrant passages. This aspect of migration financing is dealt with below.

152. The Australian example is important for a number of reasons. It indicates an important way in which the need for immigration may be utilized in the presentation of a request for a large-scale loan for development purposes. It illustrates the requirement of the International Bank for Reconstruction and Development that to obtain a loan a well-developed project must be submitted, and indicates one of the best ways in which to place the migration aspects of a project within the framework of a total development plan. The direct expenditure by the Government to meet various migration costs indicated the high priority given to migration within the national economic planning. Finally, the total credit position of the country was taken into consideration in determining the reasonable assurance of repayment of the loan.

153. Not every government, however, will have an over-all migration policy such as that of Australia, but may nevertheless require immigration for specific purposes. In such a case, a government may not be able to follow fully the Australian example, but this fact need not prevent it from requesting a loan for a specific migration project, as an integral part of its economic development, even though the project cannot be placed in a fully formulated programme. A government may hesitate to use the argument that a loan should be granted to increase immigration if immigration in fact has a lower priority in terms of the total national economic need than other specific projects which would also require loans for their completion. In a case where a country has a limited total credit ceiling, additional inducements or supplementary international financial resources not at present available may enable the government to include requests for financial aid for immigration in its programme.

Export-Import Bank of Washington

154. A government seeking to finance a migration project as part of an economic development plan may find it possible to place its request for a loan with a

/banking

banking agency of another government. The Export-Import Bank of Washington, which is an agency of the Government of the United States of America whose purpose is to "aid in financing and to facilitate exports and imports and the exchange of commodities between the United States ... and any foreign country or the agencies or nationals thereof", is prepared to assist governmental as well as private economic development projects by granting loans on terms analogous to those of the International Bank for Reconstruction and Development. The Export-Import Bank loans to Israel provide perhaps the clearest instance to date of credits for the specific purpose of absorbing economically a large number of immigrants.

155. The Export-Import Bank in January 1949 earmarked \$100 million in favour of the State of Israel, with the public announcement that credits under this earmark would be made to "speed up the process of absorption into the productive economy of Israel's immigrants",^{58/} expected at that time to number about 400,000 by the end of 1952. Because of the magnitude of the expected immigration (when the State of Israel was established the total population was only 800,000, including some 150,000 Arabs), it was decided that credits established under the earmark should be for purposes that would assure the balanced development of the entire Israeli economy. The actual movement of immigrants and their care during the time preceding settlement was to be financed solely by the Israeli Government, charitable organizations of World Jewry, and, insofar as their means permitted, by the immigrants themselves. Export-Import Bank credits, on the other hand, were to be used to assist in the establishment of the immigrants, their permanent housing, and absorption into productive employment.

156. Credits under the \$100 million have been established for the following broad purposes:

<u>Purposes</u>	<u>Amount</u> <u>(In millions of dollars)</u>
Agriculture, irrigation and related activities..	35
Manufacturing and power.....	20
Transportation and communications.....	20
Public works (mainly housing).....	<u>25</u>
Total..	100

^{58/} Export-Import Bank of Washington, Press Release, 18 March 1949.

157. The agricultural credit was established to assist in financing the modernization and expansion of existing agricultural settlements, the establishment of entirely new agricultural settlements, the rehabilitation and modernization of citrus groves, and for irrigation. The object was not only to settle the immigrants on farms and to assist in financing the equipment of those farms but to assist in increasing food production generally, in order to satisfy the requirements of a greatly increased population and to enable the country, through exports of citrus and its products, to purchase needed imports for the established population and the immigrants.

158. The \$20 million credit for manufacturing and power was allocated among more than 275 individual enterprises enterprises in Israel. The bulk of these enterprises had been long established in the country, and the additional investment was for modernization and expansion - the latter for the purpose of giving employment to immigrants. A substantial part of the credit nevertheless was for the purpose of establishing entirely new enterprises in the country.

159. The development of every phase of transportation and communications was included in the \$20 million credit from the Export-Import Bank for this purpose. The credit has been used for the purchase of ocean-going vessels, to increase the effective capacity of the ports of Tel Aviv and Haifa in order to meet the demands on them occasioned by the large immigration and settlement programme, to purchase diesel electric locomotives in order to increase the speed of railroad transportation and to purchase road-building machinery, trucks, buses, and planes, and to modernize and expand the Lydda airport facilities.

160. Under the \$100 million, \$25 million has been allocated for construction purposes. The main portion of this sum has been devoted to the purchase of building materials and equipment needed to house permanently in areas where they could be productively employed the hundreds of thousands of immigrants that have come into the country. This credit has also been used to assist in financing the expansion of existing water-supply systems and to establish water-supply systems in new settlements.

161. Israel was permitted to use portions of each of the credits outlined above to hire abroad technical and scientific personnel required for the most efficient absorption of new immigrants.

162. In December of 1950 the Export-Import Bank established further credits totaling \$35 million to assist in financing still further agricultural development

/and the

and the establishment of an integrated fertilizer plant. This credit - like those made under the previous \$100 million - was designed to assist in financing the economic absorption of immigrants.

163. The request of the Israeli Government to the Export-Import Bank for a loan which would in practice assist it in fulfilling its immigration policy is described here in some detail because it is the only instance of a government which has up to the present time come to the Export-Import Bank with a formal request of this type. Officers of the Bank have indicated that the Bank is prepared to apply the same criteria, in judging other requests, as it did in respect to the Government of Israel, for financial aid in obtaining materials and supplies needed to establish, house, feed and absorb immigrants into productive employment.

164. In providing credits for such purposes, the Export-Import Bank is not restricted to requests from governments; it is also in a position to make loans, on similar terms, to private bodies, such as a charitable agency or a settlement institute, if it received an appropriate request with reasonable assurance of repayment, for aid in financing certain expenditures involved in a migration project.

165. It is possible, moreover, that financial aid related to immigration, when requested in connexion with an economic development project, might be more easily obtained in the second rather than the first stage of the execution of a project. There might be reluctance to finance, on a loan basis, an initial pilot settlement project under circumstances where the economic feasibility of the project had not been tested. Once a first settlement had been established, even on a limited scale, a much stronger case could be made for a loan from external sources, such as the Export-Import Bank, at long-term interest rates, for extending the settlement and meeting the costs required by an expanding migration programme.

The Financing of Latin American Economic Development Plans and Projects Involving Immigration

166. Although a number of Latin American Governments have constantly shown their interest in immigration, and in a number of cases have drawn attention to the need for finance for such purposes from external sources, the choice and formulation of projects suitable for financing have not been found easy, and no formal application has as yet been made by any Latin American Government to the International Bank for Reconstruction and Development or to the Export-Import Bank. The ECLA

/Economic

Economic Development and Immigration Working Committee which, as was mentioned earlier, was set up to advise governments on the feasibility of adopting specific plans and projects involving immigration for which international financial and technical assistance may be needed, has not extended its work much beyond Chile, the country of its headquarters. However, in Chile the Working Committee has discussed the formulation of projects with the Chilean authorities and with an ICLE mission. The possibilities of formulating concrete projects with international assistance for external financing cannot as yet be said to have been tested in Latin America.

167. In the past action has been of a bilateral character undertaken directly between countries of emigration and immigration through the medium of governmental or semi-public authorities, or of a commercial nature. Strictly commercial financing on a large scale needs major economic opportunities to call it into being. While there are examples of immigration projects financed wholly or partly by private capital, immigration projects today are more frequently of a public or semi-public nature because of their international character and because the financing of them involves charges which are frequently more suitable for non-commercial financing.^{52/}

168. The value of the "co-operative" form of organizing and financing immigration projects, particularly in respect of the provision and sharing of equipment such as farm machinery and silos, and the use of land for grazing has been repeatedly demonstrated, both as regards whole projects and as a constituent of projects organized and financed on a non-co-operative basis. Chilean colonization legislation provides that every agricultural colony must contain a co-operative.

169. Currently a number of European Governments and also certain institutions of a public or semi-governmental character, of emigration and immigration countries or both, are seeking to formulate migration projects, in most cases relating to land settlement.

170. The National Credit Institute for Italian Work Abroad (ICIE), referred to in part I, with funds of approximately \$32 million partly furnished by the Italian Government, partly through a loan from the Economic Co-operation Administration of the United States and partly by private sources, has been investigating methods

^{52/} A number of examples of projects founded on the basis of financial assistance given by governmental and semi-governmental sources for settlement in Brazil are described in United Nations document E/CN.12/169/Add.1. Reference is made in particular to the experience of German and Japanese settlers in São Paulo; and to a number of colonies in Bahia and to Japanese and Italian settlements in Rio de Janeiro.

of organizing and financing pilot projects for the development of immigration and land settlement in a number of countries. For example, in Brazil an Italian-Brazilian Settlement Corporation with an initial capital of 100 million cruzeiros (to be increased to 300 million in subsequent years) representing blocked Italian assets in Brazil was set up by agreement between the Brazilian and Italian Governments, with ICLE supplying 41 million cruzeiros. The Corporation cannot finance large-scale land settlement projects in Brazil but its funds will enable it to initiate pilot projects.^{59A/} One small-scale land settlement project to which ICLE has made a contribution has been started by a Chilean company; it is to be settled by 60 per cent Chilean settlers and 40 per cent Italian immigrants. The Italian settlers are granted loans for the same period as is proposed for the Chilean nationals (42 years). The land, which is to be divided into small sections, will be paid for on the basis of an initial deposit of 10 per cent of the value, with interest at the rate of 5 per cent and amortization at 1 per cent. Transport of the initial group of Italian families will in large part be paid for by the immigrants themselves, and where this is not possible ICLE will provide at low interest rates assistance to meet transport costs, as well as making provision to meet some of the initial expenses of establishment, purchase of seed and livestock and other items needed in the first period.

171. Another project which ICLE is developing in Chile is the colonization of 31,000 hectares of mixed quality land in Parral, hitherto unused with any substantial degree of productivity. This property has been bought, and technical studies are taking place on the basis of which it is hoped to absorb about 1,000 immigrants (including dependents).

172. Still another project in Chile, which has been formulated by the Chilean Development Corporation jointly with ICLE and discussed with the Economic Development and Immigration Working Committee of ECLA relates to the production and processing of sugar beets. It is expected that the capital cost will be partly met by the Chilean authorities and partly by ICLE but will also depend upon additional external financing.

173. While none of these projects is as yet under way, they indicate the methods by which small-scale immigration projects, formulated in relation to economic development, may be carried out in Latin America, and may serve as precedents for similar projects elsewhere.

^{59A/} The Corporation has, as a first experiment, bought a farm of 3,200 hectares in the territory of Sao Paulo, and intends to make purchases in other areas to facilitate the settlement of Italian farm families. It will also set up, in existing settlements, vocational training and man-power clearance facilities, mainly for handicraft workers, to facilitate the employment of Italian workers.

/174. A somewhat

174. A somewhat different example may be seen in the experiments that have taken place in Brazil in connexion with the immigration of farmers from the Netherlands.^{60/} An early project on a small scale provided for the settlement of 200 farm families from the Netherlands who arrived in groups of 30 to 35 families. For this settlement land was bought for 10,000,000 cruzeiros of which 3,000,000 cruzeiros had to be paid in cash and 7,000,000 over 10 years, initial payments being made after the third year, with interest on the outstanding capital at 6 per cent. Installation and maintenance costs were initially met by a loan of 10,000,000 cruzeiros from the State Bank of Sao Paulo. The migrants brought their cattle with them (on an average of 6 pedigreed cattle per family), as well as their farm implements, furniture and other personal belongings. The total cost of installation of one family was calculated at an average of 100,000 cruzeiros for the first year. At the present time, although the settlement is operating satisfactorily apparently it still requires financial assistance which it has requested from the Government of the Netherlands. The Netherlands Government is considering providing assistance for the establishment of similar settlements in Brazil, provided the necessary funds can be obtained.

175. Some pilot projects have also been developed primarily on the initiative of private or semi-private agencies but in agreement with the governments concerned. One project which has just been initiated is for the settlement of 510

Volksdeutsche families emigrating from Austria for land settlement in Brazil under a co-operative scheme originally proposed by the Swiss Aid for Europe (a private organization which is financed partly by charitable agencies and partly by a subvention from the government). If the initial project is successful, the Brazilian Government has indicated its willingness to extend the plan to cover 100,000 persons. The project was studied by ECIA's Economic Development and Immigration Working Committee, by International Labour Organisation experts and its Latin American Manpower Field Office and by the Food and Agriculture Organization. In consequence of objections then raised to the site originally proposed for the project, a new location was found in the State of Parana, Brazil, which had a favourable climate, was close to a railway station, was suitable for mechanized agriculture and had a good water supply. The project itself will be

^{60/} Referred to also in part I with respect to the costs involved.

organized in the form of a settlers' co-operative, and the cost of purchasing equipment for the co-operative and of maintaining the settlers until the first harvest is being financed by a direct loan from Swiss bankers. The initiating of the project has been made possible by the joint action of the Austrian, Brazilian and Swiss Governments, the group of Swiss bankers, the Swiss Aid for Europe and the International Labour Organisation. In addition to the technical assistance rendered by the ILO in initiating the project, it will provide for their assistance in reception and settlement operations as well as in the organization of the co-operatives.^{61/}

176. Another example of a semi-private project, which has received considerable preliminary examination but has not been carried to the point of requesting supplementary funds for transport, is one being considered by an Italian settlement agency in Peru. An Italian corporation, Societa Agricola Industriale Peruviana-Italo, was originally established with the aim of settling Italian farm families on 15,000 acres of land in the region of Tingo-Maria in Peru. The settlement will be developed as a pilot project for the use of hydro-electric and agronomic installations. If mechanized agriculture proves successful in this settlement, it may advance the adoption on a larger scale in other parts of Peru. Another Italian Association (the "S.I.A.L.P.") organized more recently hopes to obtain a concession of land from the Peruvian Government in the east and west zones of the Andes for settlement by Italian families. The project is still being considered by the Italian experts.

177. The above examples indicate types of individual economic development or land settlement projects that may need supplementary international financing to cover part or all of migration costs before they can come into full operation.

Direct Financing of Migration Expenditure

178. The largest cost to the migrant, as has been indicated above, is usually that of overseas transport, but there are also other costs, which are not directly related to economic development, that must be met if migration is to take place on a substantial scale. Whether or not there is a specific migration scheme, transport must be arranged and paid for by the migrants or their relatives, by employers or organizations sponsoring or assisting the migrants, or by interested governments or international agencies. Bilateral agreements between countries directly concerned often include provisions under which the government of one or both countries themselves advance all or part of the direct costs, including payment of the transport of migrants, or obtain loans from third parties to cover these costs.

Costs borne by the country of emigration

179. Transportation costs may be carried wholly or in large measure by the authorities of the country of emigration where the movement of population from a country is deemed to contribute to its economy. Whether a country of emigration will undertake this charge must also depend upon the availability of funds to meet such costs in foreign exchange, if necessary, or on the availability of transport facilities under the flag of the emigration country.

180. The Federal Government of Germany has provided credits, in its budget for 1951-1952, for the financing of the transport of certain categories of emigrants, in particular agricultural workers included in groups of refugees, who are dependent upon the German economy and not in a position to make a contribution to it. The chief difficulty in connexion with payment for the cost of transport of agricultural workers or farmers by the German Federal Government is stated to be the inconvertibility of the German mark. This problem does not, however, appear insuperable, and may be worked out by means of bilateral arrangements. However, the interest of the German Federal Government in financing such emigration is dependent upon immigration opportunities and, in particular, on specific projects for settlement in Latin America.

181. The Italian Government has financed some of the emigration costs of its own citizens. Reference has been made to contributions by that Government to

organizations such as ICLE designed to aid in the settlement of Italians abroad. The Italian budget estimates for 1950-1951 include provision, within the appropriation for the Ministry of Labour and Social Insurance, of 500 million lire for expenditure related to the recruitment and assistance of workers going abroad; 80 million lire for assistance to families joining workers abroad; and 150 million lire for reimbursement to the State railways in respect of reduced fares to emigrating workers. Budget provisions for the Ministry of Foreign Affairs call for 628.5 million lire, including services for emigration, and for inter alia the protection and assistance of Italians abroad. The Italian Government has proposed estimates of 24,000 million lire, to be charged to the four yearly budgets beginning in the fiscal year 1951-1952, to cover costs of the emigration of 225,000 Italian workers, mostly to France, the United Kingdom and Belgium. Of this figure, 10,000 million would be devoted to the re-training of workers and financial assistance to their families; 14,000 million to provide financial assistance to skilled workers ready to emigrate. These funds will come partly from European Recovery Program counterpart funds, already put aside for the purpose.

182. The contribution made by the United Kingdom to the Free and Assisted Passage Scheme to encourage United Kingdom emigration to Australia may be regarded as an example of the same type of operation, although a bilateral arrangement is involved which is described below. Financial help is provided under the Empire Settlement Act of 1922, which was extended in 1937 until 31 May 1952. The direct expenditure of the United Kingdom Government in providing assisted or free passages to Australia was expected, according to an official statement,^{62/} to amount to more than £2 million in 1950-51. The 1950-1951 budget estimates provided £546,900 to cover assisted passages, grants to voluntary societies, and expenditures in connexion with the settlement of migrants.

183. A further example is that of the Netherlands Government, which, in addition to its contribution under bilateral arrangements described below, is paying full transportation costs for some of its citizens emigrating to Canada.

^{62/} Parliamentary Debate, House of Lords, Official Report, vol. 166, No. 19, 27 April 1950.

Costs borne by country of immigration

184. When migration is desired by an immigration country, payment of transport costs are often met partially or wholly by the migrant's sponsors, who are frequently prospective employers or associations of employers. In such cases it is usual to require the migrants either to remain in the employ of the sponsor or in an occupation determined by the national interest for a fixed period, often of two years. Some arrangements provide for repayment of transport costs by installments, either from wages or from earnings from land made available to the migrant.

185. Thus, the Argentine Government included in its budget estimates for 1950 (in the appropriation for the Dirección Nacional de Migraciones) the figure of 9.3 million pesos for payment of immigrant passages, and 25.8 million pesos for the administrative expenses of the Department (which also operates immigration selection teams and immigrant's hostels).

186. Reference may also be made to the way in which the Australian Government bears charges for similar items, under various bilateral agreements described below.

187. Another example is provided by the plans of the Canadian Government which has stated that it is encouraging immigrants to foster the growth of the population of Canada and as a subsidiary factor to fill employment vacancies due to rapid industrial expansion. The government announced a goal of 150,000 immigrants to be brought to Canada in 1951 and in order to reach this goal has taken steps to encourage the entry of citizens of the United Kingdom and France without reference to occupation; schemes under which residents of Canada nominate relatives living in Europe who are able to leave and who qualify as to health and character; the admission of persons who go to Canada on their own initiative from certain areas of western and northern Europe and who intend to engage in certain specified industries - domestic work for women or the primary industries for men or occupations in which there is an existing shortage. In addition to facilitating the admission of these groups of persons, the Canadian Government has encouraged a number of plans to meet the costs of transport. Relatives or employers or other persons sponsoring individuals coming to Canada usually pay or advance transport costs. However, under one scheme which came into

/effect

effect on 1 February 1951 known as the Assisted Passage Loan Scheme, the Government of Canada will advance both ocean and inland transport fares (usually up to the amount of \$130). This scheme, however, is to be used chiefly for persons coming to assured employment or persons with an occupation or skill which appears to be needed in Canada though no particular vacancy is promised the individual. Moreover, the individual immigrant must himself pay \$30.00 (Canadian) or an equivalent amount in the currency of his own country toward payment of his passage. Any immigrant accepting a loan from the Government must agree to work for a Canadian employer and remain in the same type of employment for a period of one year, or until such time as the money advanced by the Government has been repaid. To facilitate repayment the immigrants are also required to give their employers the authority to deduct amounts from their wages, to be applied against the initial loan. The period during which these deductions are made depends upon the immigrant's earnings in Canada but may not exceed 24 months.

188. The Canadian Government has also encouraged another plan, developed by the Canadian Metal Mining Association, under which the cost of ocean passages will be advanced by a Canadian mining company, through an arrangement with the Canadian Metal Mining Association, and recovered over 18 months by deductions from earnings. Costs of inland transportation will be advanced and recovered from the employee over a 12 month period, and finally returned to the employee upon satisfactory completion of 18 months' work. (An undertaking must be signed between the mining company and the employee providing for engagement for a period of 18 months. If upon arrival at the mine a worker is physically unfit for underground work, the Department of Labor will make every effort to find alternative employment and ensure recovery of transportation costs. If an employee leaves the company during the period of his agreement, transportation costs are payable by the employer immediately). Provision is also made for the setting up of a special trust fund to cover the additional costs entailed in the movement, such as the use of facilities for recruiting and screening and other related expenses.

189. Another small-scale scheme undertaken by the Canadian Government covers the entry of domestic workers, with transportation specially assisted by the Government.

/190. The

190. The Canadian Government has also made arrangements to enable immigrants to travel to Canada by air at a cost to them not exceeding \$160 - the equivalent of the cost of tourist class passage by sea. The airline receives the balance of the regular air fare from the Canadian Government. Moreover, as the airline itself (Trans Canada Airlines) is owned by the Government of Canada, the Government indirectly contributes to the fares of migrants when they are carried below cost by TCA.

191. In a large number of cases, acceptable immigrants who wish to come to Canada will have to find their own funds for transportation or will have to find sponsors in Canada willing to pay or advance the cost of transportation. Moreover, immigrants who qualify under the Assisted Passage Loan Scheme may not always have the \$30 or its equivalent in local currency required as an initial payment to enable them to obtain a government loan. It is probable that if international funds or other external sources were available for loans to immigrants admissible under Canadian immigration regulations and Canadian Government practice, the Canadian Government would encourage use of such funds.

192. The experience gained from the immigration of 800 refugees admitted to Canada under sponsorship arrangements in 1950 provides an example of the extent to which repayments have been obtained. Advances were made to these refugees for inland transport in Canada and ranged from a minimum of about \$15.00 to rather more than \$100.00. The sponsor was responsible for repayment on arrival of the immigrant. In the first six months, 97.5 per cent of these advances had actually been collected. Of the 12.5 per cent outstanding a fraction would be accounted for by personal misfortunes or the disappearance of the immigrant within Canada after arrival.

193. Measures taken by the United States to meet the direct costs involved in bringing displaced persons to the United States furnish a different example of financing by an immigration country. The Displaced Persons Act of 1950 of the United States Congress, authorizing the admission of certain categories of immigrants, provides that, although the IRO is to continue responsibility for financing the movement of refugees under its care, the United States Government should assume this responsibility for other specified groups. The Act provides that 54,744 persons of German ethnic origin, who on 1 January 1949 resided in

the western zones of Germany or Austria or western sectors of Berlin or Vienna, may be admitted to the United States and the cost of transport of these persons from their place of residence to the port of entry to the United States be paid by the United States Government. Provision is made in the Act to eliminate costs such as visas and head taxes. All transportation for which the cost is defrayed in whole or in part by the Government must be by ship or plane registered under the United States flag or owned by the United States. (This provision consequently also affects refugees transported by the IRO to the United States.) The Reconstruction Finance Corporation was authorized to advance up to \$2,500,000 million "to finance the transportation and necessary incidentals thereto" until an appropriation was made for the purpose, and the funds needed were in fact appropriated in the General Appropriation and Supplemental Appropriation Acts of 1951.^{63/}

194. In order to carry out its responsibilities, a Displaced Persons Commission appointed under the Act^{64/} has investigated relative costs of transporting displaced persons through the IRO facilities and through United States commercial arrangements, and found the IRO facilities, even when based on an average and including various related costs of the IRO operations, to be lower than the United States commercial rates. The Commission estimates that it will expend \$1,250,000 on overseas transport of 10,000 "ethnic Germans" in 1951, and that \$4,375,000 will be needed for transport of the balance during 1952.

^{63/} Funds were appropriated under the General Appropriation Act of 1951 (Public Law 759) to the amount of \$8 million to meet the expenses of the Displaced Persons Commission; the appropriation provided "that the Commission may enter into agreements with United States governmental agencies and may make payments in advance or by reimbursement for expenses incurred by such agencies in rendering assistance to the Commission in carrying out the provisions of this Act" (United States Code, chapter 896, page 3,014). The Supplemental Appropriation Act of 1951 (Public Law 843) stated "funds appropriated for the expenses of the Displaced Persons Commission shall be available for use in connexion with agreements with international agencies for the use of their transportation and other facilities for the transfer of persons as provided for in section 12 in the Displaced Persons Act, as amended, and the Commission may make payment in advance or by reimbursement for expenses incurred by such agencies in rendering assistance to the Commission in carrying out provisions of such Act" (United States Code, chapter 1,052, page 3,804).

^{64/} The Displaced Persons Commission was established by the President in virtue of the Displaced Persons Act of 1948.

195. The Displaced Persons Act of the United States Congress also provides for the entry of 7,500 persons "natives of Greece" who were "forcibly removed or forced to flee as a direct result of the military operations in Greece by the Nazi Government...or by the Communist guerrillas," and 2,000 refugees from Venezia Giulia at present in Italy or Germany, but no appropriation was made for meeting the cost of transport. Funds are, however, being sought from United States governmental sources to cover transport costs.

196. No official responsibility is accepted for the transport in the United States from the port of entry to place of permanent residence of displaced persons. However, the Displaced Persons Commission is authorized under the Act to grant loans "through public or private agencies to persons who provide assurances, or to public or private agencies to finance the reception and transportation" of persons of German ethnic origin covered under the Act.

These loans are free of interest. Appropriations of \$1.2 million were made in 1951 for this purpose.^{65/} Under regulations issued by the Displaced Persons Commission such loans may be made either to an agency or to an individual.

In actual practice, seven loans had been made, as of 1 May 1951, to agencies totalling \$1.06 million and it is expected that the balance of the appropriation will be utilized before the end of the year. The same amount has been requested for the year 1952. Although it is possible to make loans to individuals, none has so far been made. Regulations concerning loans provide that an applying agency must establish, to the Commission's satisfaction, that it has authority to borrow under its Charter or similar provisions, and must set forth in writing the amount requested and the manner and terms in which it proposes to repay the loan, indicating that all funds received will be used exclusively for the reception and transportation of aliens admitted under the relevant provision of the Act, and that no interest, service or other charge

^{65/} Section 14 of the Displaced Persons Act of 1948 as amended 1950 (Public Law 555). The Act provides that loans "shall be made under rules and regulations approved by the President". The General Appropriation Act of 1951 (Public Law 759) appropriated \$8 million for the Displaced Persons Commission; the Supplemental Appropriation Act of 1951 (Public Law 843) provided that funds appropriated for the expenses of the Commission shall be available for loans as provided in section 14 of the of the Displaced Persons Act, as amended (United States Code, chapter 1,052, page 3,804).

/will be made

will be made or received by the agency for the use of any funds made available under the Act. Other regulations determine the way in which the books must be kept and similar matters, and require that the borrowing agency shall report to the Commission for each calendar quarter, within thirty days after the end of the quarter, the balance available and the sums disbursed, the number of aliens assisted by the borrowed funds, the recovery of funds made, and any other pertinent information. The regulations also provide for the way in which a loan is to be computed. "The amount requested, except in unusual and emergency circumstances, shall not exceed a sum equal to:

- (a) \$8.00 per day (including fractional days) per person for food and lodging,
- (b) Transportation charges at common carrier rates established by appropriate regulatory public body, from the port of entry to the place of destination, and
- (c) Customs duties and the expenses of baggage transfer and other incidentals necessary to the reception and transportation of the aliens to be benefited by the loan. Agencies may estimate the number of aliens to be served during any quarter and apply in advance for a loan to finance the reception and transportation of such aliens." 66/

The regulations further provide for re-use of a loan as necessary and for repayments. All loans are to be repaid not later than 30 June 1953.

198. The regulations applying to loans to an individual are approximately the same as those to an agency, with the exception that special provisions apply concerning repayment:

- (1) "Loans of less than \$500 shall be repaid in equal monthly installments, of which the first installment shall be payable not later than 90 days after approval of the loan; loans of from \$500 to less than \$1,000 shall be repaid in equal quarterly or more frequent installments, of which the first installment shall be payable not later than 90 days after approval of the loan; the schedule of installments for repayment of loans of \$1,000 or more shall be as agreed upon by the individual and the Commission.

66/ Federal Register, 27 December 1950, Displaced Persons Commission, Title 8, chapter IV, paragraph 715.12.

(2) "Loans of less than \$100 shall be repaid in full within a period ending not later than one year from the date of payment of the first installment; loans of from \$100 to less than \$500 shall be repaid in full within a period ending not later than 18 months from the date of payment of the first installment; loans of \$500 or more shall be repaid within such periods as may be agreed upon by the individual and the Commission."^{67/}

199. The explanation of the way in which the Displaced Persons Commission makes loans to agencies or individuals to assist displaced persons on arrival in the United States is given here in some detail because it furnishes an example of the operation of a revolving fund to meet a part of the costs of migration. This device is also used by non-governmental agencies in the United States financing the reception and inland transport of individual refugees.

Bilateral arrangements

200. A recognized method of encouraging migration is for governments to provide free or assisted passages for certain categories of migrants from specified countries within the framework of bilateral migration schemes.

201. The arrangements made by the Australian Government to meet the costs of transport of selected migrants from Ireland, Malta and the United Kingdom are examples of Assisted Passage Schemes. The proportion of the passage cost that is paid by the migrants and by one or both governments, and the methods of providing the shipping space, differs in each case but the basic procedures remain the same. Thus, under the United Kingdom-Australian agreement certain categories of ex-servicemen receive free passages from the United Kingdom Government provided that the Commonwealth authorities consider that they are medically fit and otherwise suitable for settlement in Australia.^{68/} Other approved categories of British and Empire migrants and their dependents receive assisted passages, under a system by which persons of nineteen years and over must contribute £10.^{69/}

^{67/} Ibid., para. 715.24.

^{68/} Suitable British men and women who were resident in the British Isles or were in the United Kingdom forces overseas on 1 September 1938, and have served in a whole-time capacity in the armed forces or merchant navy of the United Kingdom during the period of the recent war, and their dependents are granted free passages under the agreement which came into operation 31 March 1947.

^{69/} Under this system juveniles fourteen to eighteen pay £5, and passages for children under fourteen are borne equally by the two Governments.

the balance of the passage money being borne equally by the United Kingdom and the Australian Governments.^{70/} Under still another scheme covering broader categories of Empire ex-servicemen and their dependents, each person of nineteen years and over is assisted by a grant from the Australian Government of 40 per cent of the tourist fare or of £30, whichever is lower. The amount of the assistance is then scaled upward, the Government carrying a larger portion of the charge for younger migrants, up to 100 per cent for children under twelve born of Australian parents. Similar arrangements are made under schemes to assist eligible ex-servicemen, resident of Northern Ireland, while under a further arrangement residents of Eire who served in the British armed forces during the war are financed by the Australian Government.

202. Under the Italian-Australian agreement (signed on 28 March 1951)^{71/}, which has been negotiated partly as a consequence of the International Bank loan to Australia, provision is made for government-assisted migration of Italians to Australia. It is understood that both governments are to contribute in equal shares towards the costs of transport at the rate of £25 or one-fourth of the cost of the passage, whichever is less, whether the passage is by sea or by air. The remainder of the cost must be borne by the migrant, to whom in case of need the Italian Government will make a loan, repayable over thirty months after arrival in Australia, provided that the migrant contributes not less than £10. The two Governments have agreed that if it is possible to obtain international assistance from any source for the transport of Italian migrants to Australia, the liability of these Governments and of the migrant for the cost of passage will be reviewed.

203. Somewhat different arrangements cover Italian workers recruited for stone quarrying and tunnelling in Australia. Transport charges have been fixed at £120 for sea transport and £190 for air transport. Here the Australian Government pays £25, and advances the balance, providing for repayment from the immigrant by withholding from wages at the rate of £1 a week.

^{70/} The contribution of the United Kingdom was reduced in 1950 and the Australian Government agreed to carry a larger share. (Cf. United Kingdom Parliamentary Debates, House of Lords, vol. 166, No. 19, column 1262.)

^{71/} As of 1 April 1951 the agreement was still awaiting ratification by the Italian Parliament.

204. Bilateral arrangements have also been made for migration from the Netherlands to Australia. An arrangement was initially made in 1947 by the Australian Commonwealth Government and the Netherlands Emigration Foundation, a private organization having the full backing of the Netherlands Government. Provision was made for admission to Australia of Netherlands emigrants who were permitted to possess smaller amounts of landing money than is usually required in Australia, on the undertaking by the Netherlands Emigration Foundation that it would set up an organization for the reception, placement in employment and after-care of migrants. The Netherlands authorities were responsible for providing the shipping. Under the initial agreement the first group of migrants which went to Australia, in 1948, comprised 40 farmers from the dairy and mixed farming districts of the Netherlands. A more recent agreement has been negotiated extending this system. In the meantime, owing to shortages of shipping space arrangements have been made to send the emigrants by KIM planes chartered by Netherlands' authorities. It is expected that between 5,000 and 9,000 Netherlands' emigrants will be flown to Australia in 1951 at a cost 40 per cent below normal air passenger rates.^{72/}

205. A Netherlands-Brazilian Agreement of a somewhat different kind provides for the transport of 500 families, and their installation in Brazil. The Brazilian Government is to pay half of the transport charges and advance money for the balance, subject to repayment at a future date by the individual migrants and subject to deposit of 20,000 Netherlands guilders as guarantee. The plan also makes provision for the purchase of land at low rates of interest and on an installment system.^{73/}

206. A number of other bilateral arrangements also include provisions for transport costs. Under the Italian-Argentine treaty, the Argentine Government undertook to pay the transport costs of the Italian migrants who were selected for employment under its officially sponsored plans. In practice, the financing of transport by the Argentine Government has been limited. In 1948, 4,036 workers and 2,086 members of their families took advantage of the free passage clause. The larger number of migrants (of which 78,719 came from Italy) either paid their own transport or had their transport paid by individual employers or relatives.

^{72/} In 1950, 460 chartered flights were made by KIM, more than half of which were for the transport of migrants; 1,750 migrants were taken to Australia, New Zealand and Canada. (Information from an article entitled "A Large Company for Chartered Transport KIM" published in "La Vie des Transports", 27 January 1951).

^{73/} Official text of agreement not available; information from newspaper sources only.

/in the

in the Argentine. ^{74/}

207. Under the Italian-Brazilian Bilateral Agreement a number of different plans have been envisaged depending upon the type of occupation that migrants are to undertake, and availability of transport at any given time. Detailed supplementary arrangements are to be made between the Governments to meet particular circumstances, in accordance with the general provisions of the Agreement which are:

"Maritime transport"

"With regard to maritime transport, the requirements of the laws at present in force on the subject in both countries shall be observed."

"Brazil shall finance maritime transport for 'directed' emigration, provided no agreement to the contrary is concluded by means of an exchange of notes."

"The choice of means of transport for the selected emigrants shall be agreed upon between the two Governments for each 'directed' emigration contingent, taking into account the transport available under the respective flags."

"The cost of the passage, to be agreed upon in advance, shall not, however, exceed the rate fixed for the transport of the emigrants by the Italian authorities. The cost of the passages shall be debited to the head of the family, it being understood that this debt, which shall be interest-free, shall be cancelled, as a kind of bonus, after the emigrant in question has carried on for two consecutive years the occupation indicated in the immigration certificate (not necessarily under the same contract or in the same place) or any other which may have been authorized by way of exception by the Immigration and Colonisation Council."

"Any emigrant who without good reason gives up the occupation indicated in the immigration certificate before two years have elapsed shall refund to the Brazilian Government the price of his own passage and that of the members of his family."

208. This agreement not only provides that overseas transport shall be at a rate not higher than that fixed in Italy for passages, but that the immigrants

^{74/} It is indicated that of the total figure of 134,827 migrants leaving Italy during a 12 month period, 60,099 had their fares paid by relatives, friends, or employers in the country of immigration. As of 1 March 1951 migration of Italians to Argentina was confined to close relatives of persons who already had left Italy.

/will not have

will not have to reimburse the passages if they remain in the occupation for which they have been selected for a period of two years. The question of payment for passages and selection of ships has, however, given rise to some difficulties. The fares of the Italian companies are at higher rates than those offered to the Brazilian Government by a group of Brazilian ship-owners, but as these ships did not fulfil all the conditions laid down by Italian migration laws, the Italian Government would not authorize their use. Consequently the Brazilian Government is not paying fares on any large scale. 209. The transport provisions are related to other provisions in the Agreement effecting other migration costs. Thus, the Brazilian Government agrees to grant free visas on the condition that the Italian Government guarantees that the employment offer to go to Brazil was also free of charge. Once the migrant has arrived in Brazil the Treaty provides that Brazil shall pay the cost of care and maintenance and of transport from the port of embarkation to the immigrant's place of employment "unless it has been agreed otherwise by means of an exchange of notes". Other provisions deal with the acquisition of land, the application of social legislation, and the contracts to be given to the migrants.^{75/} The Treaty contains a guarantee that workers who migrate to Brazil shall have the right and the opportunity to transfer their savings to Italy for maintenance of their families or other dependents or similar categories, under the most favourable conditions laid down by Brazilian currency laws at present in force, "or as may be determined in payment agreements between Italy and Brazil."

It may be noted that the provisions of the Treaty relating to financing are subject to future negotiation on basic questions, such as procuring of the necessary funds, the extent to which repayment will be required from individual migrants, and, with respect to land settlement, the price to be fixed for the purchase of land, and the share to be borne either by a settlement agency or an individual settler.

^{75/} The Italian Government has sometimes refused to issue passports to migrants where it considered that the wages offered abroad would provide a standard of living lower than that enjoyed by the potential migrant in Italy.

Experience in respect of bilateral arrangements in general seems to indicate that even when an agreement includes fairly detailed formal provisions concerning the payment of the costs involved in migration the diversity of circumstances that arise in the actual execution of the treaty require flexibility in application, and that rigid provisions may hamper and delay rather than facilitate large-scale movement. However, such provisions may prevent abuses and, in particular, obviate migration that would prove economically or socially undesirable.

Costs borne by governments of third countries

In certain cases, the financing of the direct costs of migration is borne by the government of a third country. This is most likely to take place if there is a direct interest on the part of a government in aiding the government of either the country of emigration or immigration or in modifying its financial or other responsibility with respect to either country.

213. The clearest example at the present time of aid provided on this basis is that of the United States Economic Co-operation Act of 1948, as amended in 1950. Under this Act the Administrator is charged with encouraging arrangements among the participating members of the Organization for European Economic Co-operation, in conjunction with the International Refugee Organization and "shall also encourage emigration from participating countries having permanent surplus man-power to areas, particularly under-developed and dependent areas, where such man-power can be effectively utilized". During the fiscal year 1950, funds were available, through administrative decision, to permit the Administrator of Economic Co-operation to carry out these duties. Moreover, as a method of facilitating overseas transport, the Act provides that the Administrator shall request the United States Maritime Commission to make available to the Italian Government, ships up to the number of ten, to transport "emigrants from Italy to destinations other than the United States." ^{76/}
The intention is that the ships would be leased to the Italian Government, and could then be operated with Italian crews paid either out of ordinary Italian

^{76/} Sec. 117(e) of Public Law 472, 80th Congress as amended by Public Law 535 of 81st Congress, 2nd session.

funds or out of counterpart funds.

214. Up to the present time, however, the Italian Government has not requested the lease of any ships for emigration purposes.

215. The Economic Co-operation Administration, in addition to being in a position to finance certain direct costs of migration, may indirectly aid emigration from Europe through technical assistance measures, making funds available for exploratory expert missions to Latin America. It has also, through the Organization for European Economic Co-operation, made funds available to the ILO to provide for technical assistance to facilitate European emigration.

Assistance from non-governmental organizations

216. The contribution made by various categories of private non-profit-making institutions equipped to make grants or loans to individual migrants has in numerous instances supplemented other measures for meeting the direct costs of migration. In the post-war period, assistance from institutions of this kind has been primarily available for refugees, since it has been this category of migrant whose needs have evoked the greatest response. The significance of the role of non-governmental agencies with respect to the assistance of migrants of all categories has been widely recognized. It will be recalled that the Economic and Social Council adopted, on 10 August 1948, a resolution (156(VII)A) which, inter alia, requested "the Secretary-General to consult with those non-governmental organizations which are interested in migration problems, and particularly with trade union organizations, and to seek their advice in order to ascertain whether these organizations can make arrangements for co-ordinating their respective activities." In consequence of this resolution, the Secretary-General of the United Nations and the Director-General of the International Labour Office have jointly sponsored two conferences of non-governmental organizations.^{77/}

217. The discussions at these meetings indicated the active interest of the non-governmental organizations at the present time in aiding both refugees and

^{77/} The first conference met in Geneva 10-16 January 1950 and is reported in document E/CN.5/192; the second conference met in Geneva from 16-21 March 1951 and is reported in document E/CN.5/L.133.

/other migrants,

other migrants, and in co-operating with official international organizations to this end. In a resolution on the problems concerning refugees and migrants arising as a consequence of the forthcoming expiration of the International Refugee Organization, the second of these conferences called upon "all member organizations to do all in their power - both nationally and internationally - to persuade governments to provide the financial resources for maintaining these essential services". With respect to the general principles concerning the protection of migrants, the conference resolved inter alia that "every migrant shall be entitled at all stages of emigration and settlement to the moral, legal and material assistance of voluntary societies. States and inter-governmental organizations are encouraged to support the efforts of such organizations in every possible way." ^{78/}

218. The financial assistance provided by the numerous non-governmental organizations interested in migration, both nationally and internationally, has varied in amount, and has necessarily depended upon the financial resources available to the organizations concerned. In some cases these agencies have obtained governmental loans to make possible the initial establishment of revolving funds, which have been constituted ultimately from members' donations.

219. An illustration of the method of operation and the magnitude of the contribution made by non-governmental organizations, examples are given below of the work financed by funds collected in the United States by the War Relief Services of the National Catholic Welfare Conference, the National Lutheran Council and the American Joint Distribution Committee. Information regarding the work of these three agencies is readily available for analysis, and exemplifies the comparable operations of other sectarian and non-sectarian organizations in the United States and elsewhere.

220. Substantial numbers of European immigrants have been assisted by these non-governmental organizations. The War Relief Services of the National Catholic Welfare Conference gave assistance between July 1948 and 1950 to more than 72,000 Catholic refugees from Europe travelling to the United States. The National Lutheran Council in 1950 assisted more than 12,000 persons. Jewish organizations have assisted a large number of migrants proceeding to Israel in addition to large-scale assistance to Jewish refugees arriving in the United

States and in other countries receiving refugees. Varying financial arrangements are made by non-governmental organizations to finance their operations. Thus, the War Relief Services of the National Catholic Welfare Conference operates a revolving fund of approximately \$1 million from which it advances sums to sponsors, requesting repayment for the amount advanced to meet transport and similar matters from the individual sponsor immediately upon the migrant's arrival. Currently, reimbursement of approximately 85 per cent of the loans made is secured. In the eighteen months ending December 1950 the Conference spent \$1,642,000 or an average for each person assisted of \$22.61. The National Lutheran Council makes loans directly to migrants to cover inland transportation, baggage and travel costs, lending during 1950 \$446,200 or approximately \$35 a person. Repayment of the loans made is requested within two months of the migrant's arrival and about 55 per cent of the advances have been repaid, and the repayment of a further 20 per cent is expected. Costs paid by Jewish agencies for refugees arriving in the United States averaged between \$50 to \$75 per person, 10 per cent of which is reimbursed on the average.

221. The American Joint Distribution Committee in assisting migration to Israel has contributed substantially to the indirect costs of migration and has aided migrants both before their embarkation and after arrival. Thus, the services it provided in eastern European countries cost \$2.6 million in the first half of 1950 and in Austria, Italy and Germany \$1.2 million in the same period. During 1949, \$59,900,000 was spent on initial care and services to immigrants in Israel, \$28,100,000 million on agricultural settlement, \$14,400,000 on land purchases, and \$11,400,000 on immigration housing. In the latter part of 1950 these costs were reduced by transforming reception centres into work camps, transferring immigrants to work camps located where public works activities were underway and by reducing the provision of care and maintenance.

Financing by international organizations

222. In certain circumstances the most practical method of financing the direct costs of migration, including the organization of migration, is through the machinery of international organizations.

223. With respect to refugees and certain other categories of migrants for whom no government of an emigration country takes responsibility, an international organization may have to assume the full burden. The International Refugee Organization is the only international institution authorized and equipped to undertake such responsibility at the present time. The International Refugee Organization during 48 months has been responsible for the migration and resettlement of approximately 926,267 persons and expects to resettle a further 100,000 before it ceases operation. The budget of the International Refugee Organization, which includes both an administrative budget and an operational budget, provides for the expenditure involved in the organization of migration, as well as for the payment of transportation and other resettlement costs, including subsistence allowances for migrants proceeding to European ports and on board ships, landing grants for immigrants going to Latin America, documentation costs, medical costs and escort costs, as well as other miscellaneous items such as grants to voluntary societies aiding in the programme.^{79/}

224. Reference has been made in part I to a memorandum submitted by the Director-General of the IRO to the seventh session of the IRO General Council describing the experience gained by the Organization in the field of migration.^{80/} This memorandum states that the IRO during a period of nearly four years "has developed a technique of organized, selected migration which seems to have satisfied the migrants as well as governments of receiving countries. It has in fact been recognized that migration must be considered as a single integrated process which begins with a migrant's application for admittance and ceases only when he is finally

^{79/} The breakdown of a number of the expenditures met by the IRO is indicated in part I. In 1949 alone, the IRO spent approximately \$70 million for the sea transport and certain related costs of 321,000 displaced persons. The funds provided under the plan of expenditure for the closing periods of IRO (1 July 1950 - December 1951) to pay for the transportation and other related costs of resettling 222,400 persons are estimated at \$43,873,220. The total figure of the IRO budget (including both administration and operations within Europe as well as migration operations for this period) is \$100,356,962.

^{80/} IRO, General Council, The Experience of the IRO in the Field of International Migration Operations (Memorandum submitted by the Director-General GC/190 5 March 1951). /and firmly

and firmly established. Selected and organized migration has therefore become a universally recognized principle on which immigration countries are now basing their future policy. By this method, migrants themselves enjoy the protection of an international agency in all stages of the migration process, and the receiving country disposes of a properly geared machinery for selection, medical procedures, transportation, reception and assimilation. It is significant in this respect that an ever increasing number of emigration and immigration countries are requesting the IRO to make its operational machinery for processing, movements and transportation available on a reimbursable basis in order to carry out migration plans for migrants who do not fall within the mandate of the Organization."^{81/}
The memorandum explains the way in which the Organization was able to cope with the complexity of the migration process, stating:

"Through the centralization of control on the one hand and the extent of the activities on the other, it was possible to adapt policies, procedures and methods of implementation and financing to continually changing conditions. Not only did these conditions change from scheme to scheme, but over a period of time, schemes changed within themselves. In some cases, the International Refugee Organization carried out the entire operations, starting with the selection process and ending with the placement in the receiving country. In others it only gave technical assistance and financed the movements, while the operations themselves were carried out by other agencies.

"The cost to the Organization of repatriating and resettling approximately a million people has amounted to an average of \$208 per capita over the whole period of operation. In addition to this amount, however, certain costs were borne by the countries of emigration, and those for reception and placement almost entirely by the countries of immigration. To a small extent, the sponsors of individual migrants also contributed to transportation costs but, in view of its humanitarian task and the limited resources of its proteges, the International Refugee Organization never made any attempt on a large scale to obtain contributions from the migrants themselves. The experiment in this field, which was at one time made with individual immigrants in Canada, has however shown that even large migration schemes can be executed on the basis of making migrants contribute to the costs, provided that sufficient funds are available for prefinancing, and that some resources exist to cover bad debts, which, in the case of Canada, amounted to less than 10 per cent of the original outlay.

"It is sometimes possible to increase the financial resources by using the Organization's ships on a profit-making basis on the return journey of vessels. Such back-hauls as the International Refugee Organization's ships have made on behalf of member Governments were carried out on a cost price basis, but have shown that certain possibilities exist in this respect which could be made profitable."^{82/}

^{81/} Ibid., page 77, para. 172.

^{82/} Ibid., pages 78-79, paras. 174-176.

225. In presenting the detailed description included in the summary of the IRO's experience, the memorandum emphasizes that this experience is an example of "the first international migration operations which have been carried out under the auspices of an international organization."^{83/}

226. Under other conditions, an international organization may assume certain parts of the costs of migration. The ILO has, through its normal budget, and its special migration fund, undertaken certain limited aspects of financing migration operations, but under its present resources these operations have been generally limited to assistance to governments.

^{83/} Ibid., page 1, para. 3.

PART III. SUGGESTED MEASURES FOR FURTHER INTERNATIONAL ACTION

227. The examples cited in part II indicate the methods now being used to finance European emigration by national measures (through governmental, semi-governmental and private agencies in countries of emigration and immigration), under bilateral arrangements between the governments of the countries directly concerned, by institutions (governmental or government-supported) of third countries, by existing international banking and development institutions (such as the International Bank for Reconstruction and Development) and by international agencies responsible for carrying out certain migration operations (such as the International Refugee Organization).

228. Even if these varied actions are continued at the present level, they are not likely to be adequate to finance migration on a scale sufficiently large to match the requirements of the number of persons able and willing to leave Europe and to make a substantial contribution to economic development. A series of additional measures is therefore suggested in order to increase migration financing by enlarging the use of existing methods and, where necessary, initiating new financial mechanisms on a bilateral or international basis. It is suggested that a single international organization be made responsible for co-ordinating and, as appropriate, putting into effect the various measures proposed. These measures include:

- (1) Increased technical assistance activities, closely geared to the selection of appropriate financial methods for the mobilization and use of national resources and geared to the procurement of bilateral or international financial aid to supplement national resources for financing migration;
- (2) Encouragement and extension of the scope of bilateral migration arrangements, and establishment of bilateral development corporations which would include migration financing within the framework of development projects for immigration countries;
- (3) Enlarged direct financing of migration by existing international agencies, and greater use of the facilities available through the International Bank for Reconstruction and Development to finance migration costs as part of the costs of economic development;

/(4) Establishment

(4) Establishment of new international financial resources to bridge "gaps" in the financing of certain migration costs. This suggestion is made on the assumption that the first three groups of measures will not be adequate to cover all the costs of migration that may be considered economically feasible and socially desirable from a long-term point of view. One such method would be the establishment of a special international revolving fund.

Increased Technical Assistance Activities With Respect
To Migration Financing

229. The initial stage at which the assistance of international organizations can be useful is in drawing the attention of governments to the facilities and possibilities which exist for projects migration, and in assisting them in choosing and formulating feasible migration plans. This study assumes that such assistance as is necessary in this field has already been given and that governments desiring to overcome financial obstacles impeding a single migration project or a large-scale migration plan have already evaluated the social desirability and economic feasibility of the migration plan or project and examined the major difficulties other than the purely financial obstacles which will be encountered in the execution of the plan and believe them to be surmountable. At this stage the first step to be taken by the governments or institutions directly concerned is necessarily to explore all available methods of financing and select measures in accordance with their suitability to the particular circumstances surrounding the proposed migration plan or project. The financial measures to be explored must be based on the sufficient mobilization and use of domestic resources and, where necessary or desirable, procurement of financial aid from external sources - such as resources provided by another government, an official international organization or a semi-private agency, either national or international.

230. Technical assistance may be useful to governments at every stage - from the initial choice and planning and evaluation of the project itself, throughout the consideration and choice of appropriate methods of financing, to the actual undertaking of the movement concerned. Governments may make use of technical

/assistance

assistance in planning and carrying out the mobilization of domestic financial resources for migration purposes. Governments may find technical assistance to be particularly important in aiding them to select the most appropriate outside financial sources and in ensuring that requests for outside financial assistance are formulated in terms most likely to receive favourable action from a lending agency. Technical assistance may be most effective if it includes full use of methods to overcome difficulties arising inter alia from inadequate social and health standards and lack of adequate investigation of land settlement projects, and use of the economic viability of migration schemes.

231. Technical assistance in the migration process may be provided to governments by a number of existing agencies - both on a bilateral and an international basis. It is for the governments concerned to choose the basis on which they prefer to obtain assistance and define the nature and extent of the aid they are prepared to request. In order to prevent duplication on the one hand and gaps on the other, with respect to technical assistance in general, co-ordinating machinery has been established by the Economic and Social Council to facilitate provision of assistance from the agency best equipped to deal with the particular problem under consideration. Technical assistance with respect to the financing of migration concerns a number of agencies, both national and international. At the present time no single international organization has been authorized or equipped to undertake full responsibility for such activities. The need for such co-ordination by one agency emerges from the following analysis of existing facilities.

Technical assistance facilities of the United Nations agencies

232. Technical assistance to governments in the migration field may be rendered by the United Nations and a number of the specialized agencies. The following paragraphs describe the technical facilities available through the United Nations Secretariat, the International Bank for Reconstruction and Development, the International Labour Organisation, Food and Agriculture Organization and other specialized agencies to governments seeking aid in the migration field, under resolutions of the General Assembly and the conferences of the specialized agencies assistance.

233. The United Nations Secretariat is at present equipped to provide technical assistance in the migration field either directly or in co-operation with other international agencies. It may, on request by a government and after notifying the Technical Assistance Board, appoint either singly or in co-operation with other international organizations a technical assistance mission which can comprise experts competent to deal with whatever aspects of economic development - including migration aspects - of under-developed areas are considered appropriate to the requesting country. Such mission may be exploratory or may aid the requesting government directly in putting agreed policies and plans into effect. The Secretary-General, on request from a government, may also provide fellowships or organize seminars designed to aid the government in furthering its general migration policies or in dealing with the financial problems involved.

234. Technical assistance in the field of social affairs may be provided by the Secretary-General in a number of ways. With respect to the demographic aspects of migration, governments may be assisted in compiling and analyzing census data and related statistics to indicate the effect of migration on population growth, and the sex and age composition and economic characteristics of the population, and similar problems. With respect to the rights and situation of migrants in their quality as aliens, assistance may be provided concerning problems arising out of, for example, conditions of residence; expulsion, deportation and repatriation; naturalization; relief in case of indigency; and enforcement of maintenance obligations.

235. All these aspects of the migration problem may affect financing of migration. Requesting governments may receive assistance in the economic field from the Secretary-General through studies of the relationship between economic development and migration and through analysis of the financial problems involved. He may also aid governments, on request, through appropriate channels in relating problems of financing migration with other aspects of financial administration and formulation of national, financial and economic policy.

236. Special United Nations machinery is also available to the Secretary-General for the rendering of assistance to Latin American countries. The Executive Secretary of the United Nations Economic Commission for Latin America

/established

established a Working Committee at the Secretariat level, composed of representatives of the secretariats of the International Labour Organisation, the Food and Agriculture Organization and other interested international organizations, prepared "to provide the Latin American countries at their request with

- (1) Surveys with respect to their economic capacity to receive immigration;
- (2) Advice and assistance on the manner in which economic development can be promoted by immigration;
- (3) Advice on the feasibility of adopting specific plans and projects of economic development involving immigration for which financial and technical assistance may be needed from international organizations"

237. Provision has been made for the participation of the International Bank at the appropriate stages in the work of the committee and arrangements have been made to appoint to the committee a liaison officer of the Technical Assistance Administration of the United Nations. A working arrangement has been accepted by the members of the Committee that

(a) When an organization represented on the Committee, in the course of pursuing its own programme, approaches a government or when it is approached by a government on questions of economic development involving immigration falling within the terms of reference of the Working Committee, it should draw the government's attention to the Committee's existence, and should also forthwith inform and consult with the Working Committee on these questions.

(b) Where an organization gives advice to a government in the course of its own programme on technical aspects of economic projects involving immigration, the organization would draw the attention of governments to the desirability of an integrated approach to such projects through the medium of the Working Committee.

238. The International Bank for Reconstruction and Development is prepared to give technical assistance to governments on request, both in the formulation of long-range plans for economic development and in the framing of specific projects of limited scope. It will examine migration projects on the same basis as any other economic development project and work out with a government,

/requesting

requesting its aid, the practical methods of financing such a project.

239. The International Labour Organisation is prepared to give technical assistance to individual countries to facilitate migration and to lend experts to governments on request to formulate appropriate projects. The ILO is at present able, in addition, to work with groups of governments in developing requests for financial assistance in migration projects. The special fund made available to the ILO for 1950-1951 by a number of its member governments to intensify its work in the migration field has enabled it to provide technical assistance both in Europe and in Latin America. Although at the present time the financial resources of the ILO only permit it to undertake certain limited operations, it is prepared to assist governments in seeking financial aid from other sources, and to carry out directly operating activities if further resources are obtained.

240. In addition to its headquarters' activities, the ILO has set up manpower field offices and missions in Italy, Germany and Austria, and in Sao Paulo, Brazil, which are equipped, through migration experts and special migration missions, to provide technical assistance to governments with respect to various aspects of migration.

241. The Food and Agriculture Organization is also equipped to provide technical assistance on request to governments which wish to formulate migration projects directly related to economic development and land settlement and to assist such governments in preparing appropriate budgets to cover the costs that farmers and other settlers will encounter when moving into a new land settlement area.^{84/}

242. Governments may also obtain from FAO advice, insofar as its resources permit, concerning the technical feasibility of projects related to land settlement. Impartial investigation by the FAO, at the request of a government of land to be settled by immigrants may prevent future failure of the settlement project and obviate economic loss and social hardship for the immigrants, the investors and the country of immigration. Technical assistance may be provided by FAO with respect to methods for extending and improving governmental services needed for agriculture, forestry and fisheries; improved utilization of land

^{84/} FAO publication No. C49/16 - Fifth Session FAO Conference, 21 November 1949 - Report on International Investment and Financing Facilities.

/and water

and water and conservation of these resources on the land under settlement; crop and animal improvement, and disease control; preservation, storage, processing, marketing and distribution of agricultural products; rational exploitation and management of fisheries resources and processing and marketing of fisheries products; marketing, processing and utilization of forest products, and reduction of waste in the industry; development and use of rural institutions and group co-operative efforts in programmes of rural reconstruction, and the improvement of the economic status the living standards of immigrant farm families and farm labourers. In addition, FAO is prepared to give technical assistance on a wide range of subjects such as expansion of the production of agricultural requisites such as fertilizers, machinery, tools and equipment and their proper application in agricultural development as well as improvement in conditions of farm tenure, the organizational aspects of farm and ranch management and, finally, as to the provision of agricultural credit facilities and services to be made available to immigrant as well as national settlers. FAO is prepared both through its headquarters and its regional offices to advise governments on request as to the technical agricultural qualifications that will be needed by the settlers, and in this connexion, the extent to which immigrants may contribute to a land settlement project.

243. An agreement reached between the FAO and the ILO recognizes that in the whole field of migration for land settlement, close collaboration between the ILO and the FAO must be maintained and specifies the services which can "on the request or with the concurrence of the governments concerned be rendered by the two organizations singly or jointly". These services include "technical advisory assistance to governments and organizations concerned with land settlement, semi-organizational activities connected with land settlement, planning and operations and participation in specific projects undertaken, e.g., in pilot projects of an experimental character".^{85/}

244. Other United Nations agencies, such as the World Health Organization, the United Nations Educational, Scientific and Cultural Organization and the International Civil Aviation Organization, are also prepared to render technical

^{85/} "Memorandum of Understanding on ILO-FAO Responsibilities on Migration for land Settlement."

assistance with respect to those aspects of the migration field for which they are primarily competent.

245. As the resources of the International Refugee Organization are expected to be exhausted at the end of 1951, its role in technical assistance for migration is not dealt with here in any detail. However, as has been noted earlier in this report, the IRO has had extensive practical experience in organizing and financing the whole migration operation, including the selection, maintenance, assembly, staging, transport, initial reception and placement of the refugees under its care. The IRO is at present prepared to make its experience available to governments and other international organizations.

246. The role of the High Commissioner for Refugees will include the task of ensuring that the interests of refugees are protected.

Technical assistance facilities of inter-governmental agencies

247. The Organization for European Economic Co-operation has encouraged its member governments to provide financial help for emigration and has given full support to international action through the ILO and other bodies to improve facilities for emigration. While the OEEC does not directly provide technical assistance for financing migration, it has noted its belief that "an important aspect of foreign lending on non-commercial terms would lie in the greater scope that it might provide for organized immigration into certain under-developed areas, for example, into some areas of Africa and Latin America.^{86/} The OEEC has pointed out that "scheme might be devised which would develop the resources of under-developed areas and at the same time afford opportunities for the absorption, in industrial, engineering or agricultural activities, of part of the surplus manpower of Europe. Such developments would not immediately become productive of earnings in foreign currencies, and to cover the needs of the additional manpower and to carry out the developments for which the manpower would be used, additional imports of both consumption and equipment goods would be required. Apart from difficulties of a political and social character which such schemes would involve, their execution would also entail substantial

^{86/} Cf. Organization for European Economic Co-operation, European Recovery Programme: Second Report (Paris, February 1950), pages 212-215.

financial requirements. While a financial effort from the receiving country is required in the first place (possibly with the help of the country providing emigrants), external lending would be necessary and the operation of the scheme on a large scale would not be possible unless the terms of the lending were much easier than those of, for example, the International Bank for Reconstruction and Development". ^{87/}

Technical assistance facilities of individual governments

248. The United States Government, through its bilateral programme of technical assistance, may aid potential borrowing governments in formulating requests for the loans and grants which they need to carry the advisory programmes to the stage of operations. In certain instances the United States Government may establish agencies, such as for example the newly set up Joint Brazil-United States Commission for Economic Development, which may include technical assistance concerning migration if the question is raised in relation to other aspects of economic development. ^{88/} The Economic Co-operation Administration of the United States makes funds available to individual governments co-operating with it to permit the sending of experts to survey territories and formulate pilot projects which may at a later stage require direct international financial assistance to facilitate migration. In addition, the Economic Co-operation Administration may make funds available to international organizations (as, for example, its contribution to the special migration fund of the International Labour Organisation) to permit the facilitation of migration through the rendering of technical assistance to governments.

Use of technical assistance facilities for migration financing

249. Although, as indicated, varied technical assistance facilities are available to governments both of emigration and of immigration countries, up to the present time relatively little practical use has been made of these facilities in connexion with the financing of migration. Exploratory missions

^{87/} Organisation for European Economic Co-operation, Report on International Investment, pages 95-98.

^{88/} The terms of reference of the Commission are to make recommendations for immediate development and improvement in specific fields vital to Brazil's goal of a balanced economy, greater production, expanded trade and a higher standard of living. The Commission will recommend "what technical assistance is needed on specific projects and will advise on opportunities for utilizing foreign and domestic technical knowledge, skills and investments in furthering Brazil's economic development". See Department of State, Press Release, No. 1251, 21 December 1950.

have considered various migration questions, primarily in their manpower aspects. A number of governments have expressed interest in the possibility of assistance from the Economic Commission for Latin America's Economic Development and Immigration Working Committee in the formulation and presentation of projects for third party technical and financial assistance. Representatives of individual departments of some governments have approached various international agencies (especially the International Bank for Reconstruction and Development and the International Labour Organisation) concerning the problem of financing migration, and resolutions have been introduced by governments and adopted at international conferences, in particular at the Preliminary Migration Conference of the International Labour Organisation, concerning the desirability of technical assistance in this field. Nevertheless, few direct requests for technical aid as to the financing of migration have been addressed to the agencies or to the Working Committee prepared to make their facilities available.

250. In some cases, governments have limited formal requests for technical assistance on financial questions to those items which they consider should be given priority treatment with respect to direct financial assistance, and deal with migration financing either entirely from its manpower aspects or on the basis that migration projects can be financed from other sources such as existing appropriations for colonization and immigration or funds from the countries of emigration. They may not judge it desirable to give an immigration project priority over another aspect of economic development, and are therefore reluctant to seek outside financial aid for migration, considering that, on the one hand, such aid might be granted at the expense of other projects for which loans were being sought or, on the other hand, that it would probably require additional local expenditure to complement the outside aid.

251. Two different approaches have been envisaged which affect requests for assistance as to methods of financing migration. On the one hand, it has been maintained that immigration must follow economic development, and that it should be financed, combined with, and treated as an integral part of development on the ground that the nature and economic possibilities of plans and projects are

/often

often conditioned by manpower availabilities and skills. On the other hand, in countries whose existing economic possibilities permit absorption of greater numbers of immigrants, the problem of financing immigration does not need to be related to that of economic development. In countries with an expanding economy both approaches are possible and may be useful.

252. More effective use might be made of technical assistance facilities in respect to migration financing if this problem was considered in relation to technical aid in other financial fields, as well as in relation to technical aid in manpower problems. As instances given in this report indicate, it is unrealistic to differentiate financing of migration from other financial problems, since the use of domestic resources, the tax structure (especially in the case of land settlement) and the related budgetary provisions affecting both the direct and the derived costs of migration, as well as the balance of payments position of the country concerned, must all be taken into consideration in advising upon migration financing. When the financing of migration projects constitute a significant part of the country's total financial problems governments might be encouraged to make requests for assistance on migration financing as part of more general requests for assistance in the establishment or improvement of national financial mechanisms. In this way, requests for financial aid in the migration field would be integrated not only with the manpower aspects of migration but also with the wider economic and financial problems encountered in the economic expansion of countries suitable for immigration.

253. This suggestion is also related to the more general problem of coordination of technical assistance requests nationally and internationally. At the national level, government departments concerned with practical immigration operations frequently have a different approach to the question of financing migration from that of departments concerned with more general questions of economic development or with national financial policies. Where there is no national development corporation, or planning council, prepared to review requests for technical assistance in all related fields, the informal proposals to international agencies made by representatives of single departments of a government are not always transmitted as a formal request from the government or are not specifically included in the definition of the scope of a request for technical aid. At the

/same time

same time the existing machinery for international co-ordination of requests received, while preventing duplication in technical assistance programmes of different agencies may occasionally leave gaps in coverage of subject matter. For example, migration financing is not likely to be included automatically by individual governments in general requests for aid. The requirement that assistance can only be rendered on specific request may, in some instances, exclude from a mission's instructions the whole problem of migration financing, even though the subject may be closely related to the general questions under consideration by the mission.

254. The utility of technical assistance in the migration field may also be increased if it is related to the direct provision of financial aid for this purpose. As even the very small amounts of capital required to implement technical assistance recommendations may not be available nationally, a combination of technical and financial assistance may be needed from the beginning to initiate the migration process. If an agency providing technical assistance is not itself in a position to furnish financial resources, it may undertake, as has been the case with respect to certain International Labour Organisation activities, on request from a government, to aid the government in presenting its case for obtaining the financial resources required for the execution of migration plans which have been formulated in consequence of the technical assistance rendered. The agency rendering assistance should be in a position to have recourse to all the varied facilities of other international organizations, and through a co-ordinated approach to the problem enable the government in receipt of assistance to select the methods of financing most appropriate for its needs.

255. The fuller use of technical assistance facilities with respect to migration financing could be achieved given greater national, bilateral and international co-ordination. Within governments co-ordination between the government departments responsible for migration operations and those departments more directly responsible for financial questions will ensure the financing of appropriate and well-founded requests. If the governments of two countries needing assistance with respect to financing the movement of nationals from one to the other, were to formulate their requests so as to permit simultaneous

/consideration

consideration of the emigration and immigration aspects of the problem, such a joint approach would facilitate the provision of assistance either from governments of third countries or from international organizations. At the international level, provision of assistance would be facilitated if the responsibility for co-ordinating all requests received for technical assistance and channelling them to appropriate agencies were to be centred in a single agency.

Extension of Bilateral Activities for Migration Financing

256. It has been generally recognized that, in the past, bilateral action was one of the most effective means for financing migration, particularly when the countries directly concerned had an approximately equal interest in the problem and when both, through governmental or through private sources, were able to contribute directly or indirectly a substantial share of the payment of the costs of migration. Such activities may be undertaken by bilateral governmental action, usually defined in bilateral agreements or similar instruments, or by semi-public or public corporations or settlement agencies established jointly by the two countries.

Bilateral migration agreements

257. Although at the present time some governments have been prepared to continue to negotiate bilateral agreements on the traditional basis of equal share in financial responsibility, other recent agreements for the organization of migration provide only for the allocation of costs, and prepare the way for joint attempts to obtain external financing.

258. In order to increase the number of bilateral agreements, to make their operation effective, and to finance the migration envisaged, further measures may be needed on an international scale. It was partly with this end in view that the International Labour Office convened the Preliminary Migration Conference of 1950, which recommended a series of steps to be taken, nationally and internationally, to facilitate desirable migration. It is hoped that the further meeting of the Conference in 1951 may prepare a blueprint for practical concerted action by governments and international organizations.

/259. The

259. The ILO has suggested in a Memorandum directed to governments and international organizations,^{89/} that international organizations could make a much more effective contribution "if governments were more disposed to seek their assistance in drafting and applying the provisions of bilateral arrangements. The replies of governments to the question as to the "type of assistance in connexion with bilateral arrangements which would be most useful and desirable" may indicate further activities to be undertaken by international organizations in this field.

260. The services of an international agency in negotiations of this character may be two-fold. By serving as a secretariat, it may facilitate discussion and provide technical aid for that purpose; it may also indicate practical measures for obtaining the additional financial resources needed to expedite migration.

Establishment of bilateral semi-public corporations for migration financing

261. In addition to actions taken inter-governmentally, additional bilateral machinery for financing migration appears to be needed if migration is to play an adequate part in economic development. Examples of joint corporations or institutes which, as noted earlier, have been set up are the Brazilian-Italian Settlement Corporation (from partly private and partly governmental funds) and the S.A.I.P.I. (Societa Agricola Industriale Peruviana-Italo). Neither of these bodies has as yet undertaken any large scale operation - but they constitute a precedent for the establishment of mixed bilateral associations to carry out the financing of limited migration and settlement operations.

262. Although the experience gained thus far is limited, it would seem useful to consider the setting up of such corporations to deal with migration problems with the primary aim of assisting in the financing of certain migration costs, particularly the derived costs involving local expenditures in the immigration country where the migration has importance for local economic development. Such joint bodies might be constituted by an agency or an institution in the country of immigration, in co-operation with the government or a private agency of the country of emigration, or in co-operation with an agency of an interested third country.

^{89/} ILO, "Memorandum concerning the best form of international co-operation to further European migration", PMC/II(a), February 1951.

263. The establishment of joint semi-public agencies, operating under government supervision and guarantees and designed to facilitate the financing of migration within the framework of the economic development of immigration countries, might be an inducement to private investment to make capital available for land settlement projects or for meeting the initial expenses involved in the resettlement of migrants and their families. Although these agencies would operate primarily in immigration countries, they might also co-operate with banking or public financial institutions in emigration countries to assist migrants in liquidating their assets or for purchasing livestock or equipment to take with them, in cases where such purchases could be made more easily or economically before migration.

264. Finally, international agencies such as the International Refugee Organization might, in cases where the migrants come under the direct protection of the agency or receive financial assistance from it, participate in the establishment and operation of joint corporations to aid migration.

265. The activities of joint bodies of this kind, irrespective of their sponsorship, would need to be closely co-ordinated with other agencies, national or multi-lateral, financing certain European migration operations, and with any agencies financing economic development in immigration countries. Such co-ordination is clearly needed both to avoid duplication or conflict and to ensure that the steps taken to promote migration are geared to other activities designed to assist in economic development.

Increased Financing from Existing International Resources

266. Reference has been made in earlier parts of this report to the role of international organizations in supplying part or even all of the financial assistance needed to supplement or complete the financing of migration, when such migration is considered socially desirable and economically feasible. At the present time only the International Bank for Reconstruction and Development and the International Refugee Organization have resources that may be used in this way.

/The

The International Bank for Reconstruction and Development

267. The Bank has stated "that the primary responsibility of formulating productive migration projects and providing for their financing lies with the interested countries. International assistance can only supplement the efforts of the individual countries". At the same time it is the Bank's policy to be ready "to extend financial assistance to worthwhile migration projects on the same basis as for any other development project."^{20/} While it is impossible to say what form financing by the Bank will have to take, it is worth while mentioning that, even in cases where a special difficulty may arise in meeting the requirement that the Bank should finance only the direct foreign exchange costs of the project, the Bank would be prepared "to examine the merits of any concrete loan application and to give the most sympathetic consideration to the possibilities of assisting in its financing to the fullest extent compatible with the Bank's charter and its policies".^{21/} The role of the Bank in financing migration is in general the same as its activities with respect to the field of economic development. It finances projects which contribute to the economic development of the borrowing country and such projects would have to be judged according to the criteria applied to other economic development projects, as to their priority in relation to other projects for which external borrowing might be required, as to the contribution the projects would make to the economy of the country or countries concerned, and as to the reasonable assurance of repayment of the loan.

268. Whether the Bank will be able to make a substantial future contribution to financing migration in relation to economic development, and the terms on which loans may be furnished for migration projects will depend on the nature of the projects submitted for financing, the proportion of investment undertaken at the national and bilateral level, and the capacity of the borrowing country to bear the debt burden involved.

^{20/} Letter of 16 December 1950 from the President of the Bank to the Assistant Director-General of the ILO.

^{21/} Working Paper submitted by the Bank to the Preliminary Migration Conference of the ILO, April-May 1950.

International Refugee Organization

269. The IRO, until termination of its operations, is financing the emigration of refugees and displaced persons under its care from their present location to the point of debarkation in an immigration country. It also investigates the conditions and negotiates the arrangements under which the migrants for which it is responsible are settled in the immigration country. The financial responsibility of the IRO ends when the refugee arrives in the immigration country, except for the payment of landing grants for some categories of migrants, in particular for those moving under "individual" and not "group" schemes, and for assistance in the organization of joint committees in certain immigration countries.

270. No international agency has similar responsibilities or financial resources for direct assistance in the movement and resettlement of migrants who are not refugees under IRO care. It seems probable that the financing of the movement of refugees lacking financial resources will become a problem by the end of 1951 when present appropriations for the support of IRO are now expected to be exhausted. Consequently it will be for the member governments of IRO to decide whether or not to renew the direct international financial aid then likely to be required. In the meantime, it would appear essential for steps to be taken to prevent the dispersion of the IRO migration facilities, including trained personnel, assembly and staging centres, and arrangements for inland and overseas transport, until such time as these facilities can be absorbed or replaced by governments or other international organizations prepared to assume these responsibilities.

Establishment of New International Resources for Financing Migration

271. Even if all existing resources for financing migration projects are utilized, further international financial resources are required to increase migration on the scale desired. Some of these resources may be related to mechanisms for financing economic development; new forms of international financing are also needed to meet direct migration expenditures, such as transport, initial settlement and related costs.

/Resources

Resources for migration financing in relation to economic development

272. The International Labour Organisation, in the memorandum referred to above, has asked governments to state to what extent and in what manner they consider that existing international arrangements for financing national economic development in relation to migration are inadequate, and to what extent and in what manner they should be expanded and improved. The replies of governments to these questions may reveal possible new approaches facilitating the financing of migration as an integral part of national economic development.

273. This problem, as had already been indicated, is closely related to the more general topic of the supplementary measures needed for financing economic development - an issue which the Economic and Social Council already has before it. Should the Economic and Social Council propose a new way of promoting the financing of economic development, consideration might then be given to the inclusion of the financing of migration projects, at least insofar as such projects are formulated within the framework of wider schemes of economic development and land settlement.

International revolving fund for migration financing

274. International finance can play an essential role in financing direct migration expenditures which cannot be conveniently met as economic development costs and which international agencies cannot meet from their present resources. International credits for transport and related costs and international transport facilities are required if migration is to be increased or even maintained at its present rate (including migration of refugees). Arrangements for transport must be closely geared to the whole process of the organization of migration on the basis of precise information concerning manpower available for emigration and opportunities for immigration. Therefore, the international agency authorized and equipped to deal with the organizing of migration will need to have resources available to it to finance the various costs involved, including the cost of transport.

275. Many of these costs could be financed by the establishment of a special international revolving fund authorized to make grants or loans, free of interest or at low rates. Establishment of an international fund to facilitate the financing of migration would have a two-fold objective. It would furnish the indispensable missing component, such as funds for the cost of transport, needed

/to increase

to increase migration, and it would thereby provide an incentive to governments to make available national resources to meet as many as possible of the expenditures involved; especially those which could be paid in local currency. Thus such a fund might be used for those elements in migration financing which require international financial aid because national resources are insufficient, and because they are not deemed suitable for financing from bilateral sources or from other international resources.

276. A number of suggestions have been put forward recently as to the establishment of a special international revolving fund for migration purposes. The Director-General of the International Refugee Organisation, in presenting to the seventh session of the General Council of the IRO a memorandum concerning the experience of the IRO in the field of migration, proposed that "an international revolving fund" should be set up to cover "prefinancing" of the transport of individual migrants.^{92/}

277. As was indicated in the introduction to the present report, the International Labour Office in its memorandum to governments, has suggested the establishment of an international revolving fund to provide loans to governments so that they in turn might provide settling-in grants or loans to individual migrants. The ILO also suggested that governments might be in a position "to adopt a more liberal policy of grants and loans to migrants if they themselves could obtain loans from an international source which would assist them to overcome the internal financial and foreign currency difficulties involved." The memorandum asked governments if they would "be prepared to cooperate in the establishment of an international revolving fund" for the purposes indicated.

278. Thus although governments may indicate their views on the principle of establishing a special international fund, they have not been asked at present to make proposals as to its size, specific use, or methods of operation. The size of the fund would be determined in relation to the specific purposes approved and to the established ratio of its disbursements in the form of grants, of long-term loans, or of loans to be reimbursed within a short period of time. Once decisions of principle are reached as to the establishment of such a fund and as to its specific purposes, proposals would have to be formulated concerning its size (including currency in which contributions could be made) financial structure

and methods of operation. These aspects are therefore not dealt with here.^{93/}
279. Establishment of such an international revolving fund is suggested here as a new and significant method enlarging existing bilateral and international arrangements and might be considered within the series of measures that the Economic and Social Council may wish to examine and recommend with respect to practical methods of international financing of migration.

280. The Economic and Social Council may also wish to consider designating an international organization to have the responsibility for the operation of such an international revolving fund. It would appear desirable to combine both the loan operations and the "prefinancing" operations and to allocate both functions to the single international organization having primary international responsibility for migration. If the Council desires to designate a single international organization to operate a revolving fund and to assume primary responsibility in international financing of migration, it may also consider that the same organization should be authorized and equipped to undertake the co-ordination of migration activities.^{94/}

^{93/} The ILO has initiated studies of the technical bases for such a revolving fund, and is convening an inter-secretariat working group to examine its proposals.

^{94/} In this connexion, the Council may wish to refer to the report of the Administrative Committee on Co-ordination document E/1991 which notes the various programmes undertaken in the migration field by the United Nations and specialized agencies, and suggests alterations in the present arrangements with a view to "broadening the area of consultation on migration problems". The report suggests that "it would be appropriate that the International Labour Organisation should henceforth assume, under the Administrative Committee on Co-ordination, responsibility at the inter-secretariat level for promoting co-operation and good co-ordination in this field", and concludes that, subject to any comments the Council may make, the ILO in future convene the technical working group on migration.

PART IV CONCLUSIONS

281. As was indicated in the Introduction to this report, the study has been strictly limited to methods of financing European emigration, and is based upon a series of assumptions which are recapitulated here as background for consideration of practical recommendations. It is assumed that the migration will be directed only to countries able to absorb new population and willing to accept initial responsibility, for the resettlement of the migrants. It is also assumed that the migration will be carried out under approved social standards and that the migrants themselves will not be exploited either in the countries of emigration or of immigration; the guarantees to this effect, covering the situation of migrants as workers and as aliens, should be made a prerequisite condition of financing migration, so as to lessen the risk of failure for migration schemes, loss of invested capital, greater obstacles to further movements or social unrest. Finally, it is assumed that all parties concerned - the migrants, the governments of emigration and immigration countries and of third countries, the private agencies aiding in resettlement, and the international institutions carrying responsibility in this field - will each contribute appropriately to the success of such migration. None of those assumptions is analysed in the report, but they underlie all the suggestions and conclusions that emerge from it.

282. On the basis of these assumptions, certain estimates have been made as to the size of the problem and the rough calculation reached that during the next five years, more than three million persons might leave Europe for overseas settlement, provided that all the facilities needed, organizational, social and financial, were available and utilized, and that the flow of migration could gradually be increased during the period, beginning with a maximum of 200,000 more migrants the first year than would move under present circumstances. New forms of international financing would be required if this total is to be attained. Not all of these migrants would move under similar conditions; not all would need assistance; some would go on their own and others would migrate in organized groups. The degree of governmental and international responsibility would vary.

/The contribution

The contribution of private agencies should be fully used. Nevertheless, international assistance, including technical as well as financial measures, appears to be essential if migration is to be on such a scale and of such a nature as to meet the interlocking aims of lessening European population pressures, of providing essential skills and manpower resources for immigration countries concerned with new economic development, of increasing industrial expansion and food production, and of enabling human beings to make their maximum contribution to economic and social progress.

Recommendations

283. The examples given in the present report as to existing methods for financing European emigration, and the suggestions put forward for further measures to facilitate such financing, indicate the need for co-ordination and planning of national, bilateral and international action so as to make the fullest possible use of the existing diverse sources for financing migration. Within this framework new international resources can play an essential part in increasing migration to the scale now desired. The Economic and Social Council may wish to consider the following recommendations as a basis for further action to provide "adequate practical methods for international financing of European emigration".

(I) National Action

The governments of the countries directly concerned with migration necessarily carry the major responsibility for encouraging the use of private resources, for furnishing financial guarantees where they are needed, and for contributing directly to the financing of migration. They also have primary responsibility for obtaining external financial assistance when such is needed. The role of the governments of emigration countries necessarily differs from that of governments

/of countries

of countries of immigration but the actions to be taken by both are complementary. For purposes of clarity, actions recommended to governments of countries of emigration and of immigration countries are set out separately.

- (1) The first step is for each individual governments concerned to review its own treatment of migration financing.

Governments of emigration countries should carry out their examination with a view to:

- (a) Giving an adequately high priority to emigration and to emigration financing within the framework of national economic policies, programmes or plans;
- (b) Making provision in budgetary estimates and appropriations for meeting, as appropriate, national emigration costs, such appropriations to cover, inter alia, construction and maintenance of assembly centres; housing arrangements at ports of embarkation; as appropriate, conversion and maintenance of special ships or accommodations for emigrants; low-cost chartering of aircraft; subsidies or direct grants to emigrants to reduce costs of transportation overseas; contributions to certain categories of migrants so as to meet costs of inland transport from place of residence to port of embarkation; partial or full payment of passage under free or assisted passage schemes or arrangements under bilateral agreements;
- (c) Lowering the cost of emigration: by granting concessions to migrants or to settlement agencies, or to co-operatives or associations aiding migrants, with respect to liquidation and realization of assets

/in the

in the country of emigration; by liberalizing export restrictions on household equipment, livestock, or machinery used by migrants in their normal occupations; by liberalizing requirements for payment for passports and other emigration documentation needed by migrants;

(d) Assisting in the financing of supervised migration associations, institutes or settlement agencies within the country of emigration,

Governments of immigration countries should carry out the examination with a view to:

(a) Granting an adequately high priority to immigration and immigration financing, within the framework of national economic policies in general and of economic development policies in particular;

(b) Providing in budgetary estimates and appropriations for meeting national immigration expenditure, such appropriations to cover, inter alia, construction and maintenance of reception centres, hostels, and temporary housing arrangements; as appropriate, conversion and maintenance of special ships and low-cost chartering of aircraft for immigrants, to reduce costs of transportation overseas; contributions to meet costs of transport for certain categories of migrants from port of debarkation to place of settlement; contribution to payment of passages under free or assisted passage schemes or arrangements under bilateral agreements;

(c) Lowering the cost of migration by granting concessions to migrants or to settlement agencies or co-operatives or associations aiding migrants with respect to taxes in country of immigration; by liberalizing import restrictions on household equipment, livestock, or machinery used by migrants in their normal occupations; by liberalizing requirements for head taxes on arrival and of visas and other immigration documentation needed by migrants; by liberalizing requirements with respect to the amount of capital a migrant must possess for entry; and by granting migrants permission to remit earnings at the most favorable legal rates of exchange possible;

(d) Assisting the financing of supervised migration associations, institutes or settlement agencies; providing long-term credits at low

/interest

interest rates to settlement agencies or individual migrants for purchase of essential equipment and of land, and making land available at lowest possible cost.

- (2) The second step is for governments of emigration and immigration countries, to explore all external sources of assistance, examples of which are indicated in this report.

Governments of emigration countries should do this with a view to:

- (a) Obtaining technical assistance concerning appropriate methods of financing emigration, and concerning available private, semi-public, or public financial resources whether national, bilateral, or international; this should include assistance in formulating specific immigration projects and in preparing appropriate requests for financial aid from such resources and should be co-ordinated with requests for aid on other aspects of national economic and financial policy;
- (b) Obtaining external financial aid to meet part of the direct costs involved in emigration, and to facilitate the financing of settlement agencies or of individual migrants; such financial aid should be used to supplement national resources available for local currency expenditure or to cover foreign exchange costs of transport or, where necessary, to liquidate emigrants' assets by assisting potential buyers.

Governments of immigration countries should explore the possibilities of:

- (a) Obtaining technical assistance concerning appropriate methods of financing immigration, including assistance from private, semi-public, and public financial resources, whether national, bilateral or international; this should include assistance in formulating specific projects and requests for financial aid from such resources and should be co-ordinated with requests for aid on other aspects of national economic and financial policy, and in particular with requests for technical assistance related to the financing of economic development;
- (b) Obtaining external financial aid, to meet part of the direct or derived costs involved in specific immigration projects useful to national economic development and to facilitate governmental assistance to settlement agencies or individual immigrants; such financial aid

/should be

should be used to supplement national resources available for local currency expenditure or to cover the foreign exchange costs of transport of imported equipment or livestock, or of other requirements.

(II) Bilateral action

The financing of migration may also be facilitated by bilateral governmental action, usually defined in bilateral agreements, and by actions of the semi-public or public corporations or settlement agencies of pairs of countries.

(1) With respect to bilateral actions set forth in treaties or in similar instruments, it should be recommended that inter-governmental negotiations be initiated with a view to:

(a) Reviewing existing arrangements or agreements to identify financial obstacles to their implementation; provisions or understandings relating to the sharing of transport costs, to methods of payment, of reimbursement for passage for operation or charter of ships or planes for subsidies or concessions, etc., should be included in such reconsideration;

(b) Supplementing arrangements for the organization of migration by further agreements containing financial provisions where such do not exist; provisions for joint approach to third parties or to international institutions for supplementary financing should be added as appropriate as should provisions concerning financial aid to individual migrants or to their sponsors, as well as provisions for the use of facilities of central bank or government supervised agencies for the reimbursement, in currency earned by the migrants, of advances or loans received by migrants.

(2) With respect to the contribution to be made by public or semi-public corporations or settlement agencies operating in the two countries between which migrants are moving, it is recommended that negotiations be considered with a view to:

(a) Establishing joint corporations to finance migration within the framework of economic development, and strengthening and facilitating the activities of existing settlement agencies or institutions;

/(b) Determining

(b) Determining the activities to be undertaken by such bilateral joint or "mixed" agencies with respect to financing certain migration costs; such activities to be co-ordinated with activities of other agencies concerned with financing certain European migration operations, or with agencies financing economic development; activities of joint agencies operating in emigration countries to be so directed as to enable migrants to liquidate assets and to obtain capital for use in resettlement; in immigration countries such activities to be related to economic development projects, thus providing an incentive to local financing of appropriate expenditures.

The national and bilateral measures constitute the basic elements of migration financing. But even if all of these measures are put into operation, migration may still be prevented in certain cases by lack of additional external financial assistance which may be provided by third countries or by international organizations. Such assistance would be facilitated if governments needing the assistance made their requests in a manner that would permit the simultaneous consideration of the needs of both the emigration country and the immigration country concerned.

(III) Action by governments of third countries

There are a number of governments which could, apart from any direct interests that they may have in emigration or immigration questions, be of assistance to other governments by providing funds or facilities to increase the international mobility of manpower. Governments of such third countries should take steps to meet requests submitted by emigration or immigration countries with a view to:

- (1) Making available to migrants low cost transportation facilities;
- (2) Providing technical assistance in the formulation of specific migration projects requiring financial assistance;
- (3) Providing grants or long-term loans at low interest rates designed to facilitate migration.

(IV) Action by International Organizations

- (1) International measures concerning migration should be co-ordinated by a single international organization, which should also be responsible for

/stimulating

stimulating the adequate financing of socially and economically desirable migration projects from resources made available nationally, bilaterally or otherwise and for supplying, either directly or by recourse to other international organizations, any missing component in their financing. The Economic and Social Council may wish to recommend that a single international agency should be designated and equipped to assume responsibility for the international measures required for the financing of migration. In considering this recommendation, the Council may wish to refer to the report submitted to it by the Administrative Committee on Co-ordination, which notes the various programmes undertaken in this field by the United Nations and the specialized agencies and suggests alterations in the present arrangements with a view to "broadening the area of consultation on migration problems".

Should a single international organization be named by the Council to assume responsibility in financing migration, it should be made clear that such responsibility was restricted to projects concerned solely with migration and that it would not be the council's intention to transfer to that agency any general responsibilities in the field of promoting economic development. Any other international organization which undertakes a project involving migration should consult the designated agency on the migration aspects of the project.

(2) Should the Economic and Social Council accept these recommendations, the designated international organization would need to be authorized and, as necessary, equipped:

(a) With respect to assistance to governments, to give consideration to all requests in the field of migration addressed to international organizations. Any requests received by other international organizations should be brought to the attention of the organization with co-ordinating duties, which will initiate action to the extent that it is competent to act and will in other cases refer the request with recommendations to other organizations. The co-ordinating agency on its part will undertake to communicate all requests for assistance in migration to other international organizations which express an interest in receiving copies of such requests.

/(b) With

(b) With respect to financing of migration, to establish a special international fund for the financing of certain expenditures involved in migration. The fund should be available both for loans and for grants to governmental or semi-public bodies when national or bilateral resources are insufficient and when other sources of international financing are not available.

(3) In respect of the International Bank for Reconstruction and Development, attention is directed to the following statements of the Bank indicating that it "hopes to find suitable opportunities for providing financial assistance for migration projects sponsored by its member countries" and that it is prepared "to extend financial assistance to worthwhile migration projects on the same basis as for any other development project." It should also be noted that the Bank has made a loan of \$100 million to Australia to finance a development programme which contemplates a substantial absorption of immigrants.

(4) With respect to the Economic Development and Immigration Committee of ECLA, no recommendation is made in view of the discussion, subsequent to the completion of this report, of that Committee's work at the fourth session of ECLA.

(5) No recommendations are suggested here concerning the migration of refugees or displaced persons. The task of securing the adoption of means calculated to improve the situation of refugees and to reduce the number requiring protection as well as to promote the admission of refugees to the territories of States has been entrusted to the High Commissioner for Refugees.

(6) Although no recommendation is made with respect to the IRO, account should be taken in all further planning of migration of the need to prevent the dispersion of the IRO migration facilities, and in particular the arrangements now in operation for inland and overseas transport, until such time as these facilities can be absorbed or replaced by governments or by other international organizations equipped to assume responsibility for migration operations. If an organization is to be authorized and equipped to carry out these responsibilities, the transfer or adaptation of IRO's facilities should be envisaged.