Migration and Economic Development

The Preliminary Migration Conference, Geneva, April-May 1950

Migration holds a prominent place in the manpower programme of the International Labour Organisation, a programme which aims at the better national and international use of world manpower resources. Hence the decision of the Governing Body of the International Labour Office at its 110th Session (Mysore, January 1950) to convene a preliminary conference with the object of drawing up a programme of practical action for facilitating migration movements and making them a constructive factor in world economic development. This Preliminary Migration Conference met at Geneva from 25 April to 9 May 1950. A brief account of its discussions and an analysis of its recommendations are presented in the following pages, preceded by a review of the problems it was called upon to face.

THE MIGRATION SITUATION TODAY

European Manpower Resources Available for Emigration

Most of the countries of Europe have traditionally been a source of manpower for oversea countries, a fact which has undoubtedly been a determining factor in the economic structure of the latter. The last war, by interrupting the normal flow of emigration, led to an accumulation of manpower in Europe. This, together with the post-war economic disequilibrium, has given rise to the serious problem constituted by

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the present surplus of manpower in various European
countries, mainly the Netherlands, Greece, Austria and, more
especially, Italy and the German Federal Republic.

The surplus in the Netherlands, where 35,000 agricultural
workers and some 15,000 other workers are available for
emigration, may be ascribed in large part to the high birth
rate. The population of working age is likely to increase at the
rate of 50,000 annually during the next twenty years, and it is
estimated that of this number only 25,000 can be absorbed
each year in the Netherlands economy.

In Greece, the existence of underemployment is evident
from the fact that agricultural workers work on the average
only 137 days a year, and industrial workers 231 days. The
number of unemployed in the 22 regions where there are public
employment offices for manual workers was 112,000 on
1 January 1950, as against 703,509 employed.

In Austria, the rising birth rate will result in an increase in
manpower. Some unemployment is already noticeable, due
to the influx of about 300,000 German-speaking refugees
from neighbouring eastern States. These are in addition to the
80,000 non-German-speaking refugees, of whom some 50,000
are eligible for assistance from the International Refugee
Organisation. Austria is not in a position to absorb all the
refugees, and it is therefore certain that many thousands
of workers are available for emigration.

In Italy, there are some 1,700,000 unemployed and a great
many persons suffer from underemployment. This situation
is due to a combination of different factors: the continuing
high birth rate; the reduction and later the total interruption
of emigration; and the setback to national economic develop-
ment during the war years. The resumption of economic
development and of some emigration since 1946-1947 has made
it possible to absorb the annual increase in the population
of working age, but there are still large arrears which will
compel Italy to look to increased emigration for some years
to come. It is estimated that about 1,500,000 persons are
available for immediate and permanent emigration in family
groups.

The surplus in the German Federal Republic is due in
particular to the presence of some 9 million persons who have
been expelled or are refugees from the east, even though many
of them have been resettled in Western Germany. The density of population in the territory of the German Federal Republic has risen from about 139 persons per square kilometre during the war to about 200 at the present time. At the end of June 1950 there were 1,538,000 unemployed.

The seriousness of this situation needs little emphasis. It hampers the exercise of fundamental human rights, compromises the social and economic equilibrium of the European countries directly concerned, and may even have harmful effects for other countries. It is a situation which calls for two main remedies: the promotion of economic development and of increased opportunities of employment in the countries with surplus population; and the facilitating of the movement of workers from countries in which they cannot find work to others in which jobs are available or can be created. The present article is concerned with the second of these remedies.

Official estimates in the European immigration countries for which data are available show a steady diminution in the demand for foreign workers. In July 1947, the demand was estimated at over 677,000 workers; at the beginning of 1948, estimates for the period May 1948-May 1949 showed only 380,700; by September 1949, the estimate for 1950 had fallen to 78,250. Fortunately, the prospects for the absorption of European migrants in certain oversea countries appear to be more favourable. The benefit of such movements would not be felt by the emigration countries alone. They would be equally to the advantage of some countries which are traditionally countries of immigration, rich in unexploited natural resources and requiring, in order to develop their economy, an increase in population and in the number of workers, especially of settlers on the land, technicians and skilled workers.

Obstacles to Migration

The factors which at the present time hinder the international movement of workers are numerous and varied, but can be broadly divided into two groups: those that are administrative and those that are economic or financial in nature.
Administrative Difficulties.

The list of administrative difficulties is long. The following restrictive factors may be cited: inadequacy of the information given to migrants before departure or on arrival in the country of destination; administrative formalities which are often complicated and costly; lack or inadequacy of information on the numbers and kinds of foreign workers required and on the numbers and occupational categories of workers available for emigration; lack of skilled and semi-skilled workers able to emigrate; impossibility, for lack of a common terminology, of deciding whether the occupational qualifications of candidates for emigration match the requirements of the immigration country; inflexibility of medical and occupational selection standards, and the fact that the pre-selection standards adopted by the emigration country do not always correspond to the standards on which the representatives of the immigration country make the final selection; defective travel arrangements (unnecessarily long waits in assembling centres, breaks in the journey, inadequate feeding and medical arrangements, lack of interpreters, etc.); inadequacy of the steps taken to receive the migrant in the new place of work and to help him to adjust himself to new methods of work; difficulties in transferring migrants’ savings.

These various factors may prevent or discourage interested persons from emigrating; they may also result in their returning to their country of origin after unfortunate experiences and thus prejudice their friends and acquaintances against emigration.

Economic and Financial Difficulties.

The removal of administrative barriers would certainly encourage the development of migration currents, but would not be enough to swell them to any very great extent. At the present time the chief obstacle to migration is the slowness of the economic development of certain overseas immigration countries. The carrying out of economic development programmes in these countries is retarded mainly by shortage of capital.

A great many countries which are traditionally immigration countries have always lacked capital. In the past, however, European capital made up for this lack and promoted their
economic expansion and, consequently, the development of migration from Europe. At present, however, most European nations, among them the principal emigration countries, are themselves short of capital or are unable to transfer large sums for economic development overseas. They are not even in a position to finance the emigration of their nationals or to authorize the unrestricted export of funds owned by the emigrants.

These economic and financial difficulties have a very serious effect on migration for settlement, formerly the principal type of large-scale migration movements. It is true that in their regulations concerning the admission of foreign workers, most immigration countries make special concessions for agricultural workers. But this is far from enough. Good farming land is becoming increasingly scarce and therefore expensive. Hence, whatever land may still be available for foreign settlers usually lies far from urban centres and must be previously prepared by land clearance, irrigation, the construction of roads and buildings, etc. This involves long-term investment of large capital sums, which obviously cannot be supplied by the immigrants.

Potential migrants may also be discouraged by the conditions of work and life in some immigration countries. The material advantages and social protection these countries can afford to give foreign workers are not always sufficiently attractive.

The former differences in regard to the purchasing power of earnings in immigration and emigration countries have disappeared or have turned to the advantage of the latter. The housing shortage in many immigration countries and the high cost of available accommodation have been and still are another hindrance to migration. The authorities are sometimes obliged to house immigrants in improvised camps where conditions of comfort and hygiene do not reach desirable standards. In other cases the immigration countries give preference to unmarried immigrants or admit only the head of a family pending the provision of suitable accommodation for the family, a situation which has given rise to discontent among immigrants. Some of them, finding that they can neither bring the members of their family to join them nor send them a proportion of their earnings, have preferred to return to their country of origin.
The progress of social security has not been uniform in all countries. While most immigration countries have advanced appreciably in this sphere, the social security systems of some is inferior to or different from the systems existing in some emigration countries, and the agreements concluded in order to overcome the consequent drawbacks have not always removed the practical difficulties.

Finally, in the case of oversea migration there is a restrictive factor of special importance. Whereas the problem of available shipping for the transport of European emigrants is no longer serious, since the building of new ships has made up for losses during the last war, the cost of the passage, on the other hand, represents a heavy charge which often cannot be met either by the migrants or by the country of immigration or emigration. The cost of a sea passage from an Italian port to a port in Latin America, for example, varies between 200 and 350 dollars. Sometimes the immigration country pays the whole or part of the cost of sea transport. Australia makes lump-sum grants to cover the transport of some classes of British immigrants. The Argentine Republic has an agreement with Italy to pay the transport expenses of Italians who migrate under Government auspices. But in practice these financial arrangements have been very limited; in 1948, for instance, out of 78,719 persons, only 4,036 emigrants and 2,086 members of their families received free passages. It is clear that the high cost of sea transport often constitutes an important obstacle to migration.

**Composition and Agenda of the Preliminary Migration Conference**

The problem briefly outlined above had received considerable attention from the Governing Body of the International Labour Office, which, in view of the urgent need for finding a solution, considered that the best means of doing so was to lay the situation before the Governments concerned at a preliminary meeting. It accordingly decided to convene a Preliminary Migration Conference, which met at Geneva from 25 April to 9 May 1950 under the chairmanship of Mr. Léon-Eli Troclet, Chairman of the Governing Body. The Conference was attended by delegates from the Governments of twenty-nine
countries concerned with migration, and by observers from the German Federal Government. Since migration raises problems which go beyond the manpower programme and even exceed the general competence of the I.L.O., the co-operation of other international organisations was considered necessary, and the Conference was accordingly attended also by representatives of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the World Health Organisation, the International Bank for Reconstruction and Development, the International Refugee Organisation and the Interim Commission of the International Trade Organisation, as well as by observers from the European Organisation for Economic Co-operation. The Governing Body of the International Labour Office was represented by a tripartite delegation.

The agenda fixed by the Governing Body was as follows:

1. Exchange of views on present position as regards migration and factors restricting its development:
   (a) position as regards current emigration;
   (b) manpower in Europe available for emigration; demands for manpower from immigration countries;
   (c) I.L.O. activities to assist migration; activities of other international organisations in this field.

2. Measures necessary to organise migration on the international and national levels, in particular:
   (a) methods of determining—
      (i) the number and qualifications of workers available for emigration; and
      (ii) the number and qualifications of workers required by immigration countries;
   (b) appropriate methods for organising the recruitment, selection, transport, reception, placement and settlement of migrant workers.

3. Migration and economic development:
   (a) desirability of establishing machinery for promoting economic development with respect to both industrial and agricultural projects, taking into account needs for foreign manpower; industrial projects; land settlement schemes;

1 The countries in question were the following: Argentine Republic, Australia, Austria, Belgium, Bolivia, Brazil, Canada, Chile, Colombia, Denmark, Ecuador, Finland, France, Greece, Guatemala, Italy, Luxembourg, Mexico, the Netherlands, Panama, Peru, Portugal, El Salvador, Sweden, Switzerland, the United Kingdom, the United States, Uruguay and Venezuela.
(b) technical assistance which international organisations can provide.

4. Financial basis for plans for economic development; advances and technical aid from international organisations; private capital investment.

After hearing addresses by the President of the Conference and by the Director-General of the International Labour Office, both of whom stressed the importance of the meeting and its essentially practical character, the Conference decided to discuss item 1 on the agenda in plenary session and to appoint two committees, one of which would deal with the second and the other with the third and fourth items. While items 3 and 4 on the agenda relate to questions which do not come strictly within the competence of the I.L.O., it should be noted that the work of the I.L.O. is contributing to the promotion of economic development, more especially through the application of its manpower programme. In view of the fact that in some countries immigration depends on the degree of such development, it appeared to be indispensable that the Conference should study the economic and financial aspects of migration as well as the social and technical aspects.

Besides the conclusions it adopted on items 2, 3 and 4 on the agenda, the Conference unanimously approved a general resolution, submitted by the heads of delegations, concerning measures for solving problems caused by population surpluses in certain parts of Europe and making recommendations on the action to be taken nationally and internationally.

General Discussion on the Present Position of Migration

The delegates of most of the participating countries took part in the general discussion on the first item on the agenda. Information was submitted on the current migration situation, the present policies of Governments and the obstacles in the way of the development of migration. All the speakers drew attention to the need for finding a speedy solution for the migration problem, and even delegates from countries only indirectly concerned with migration emphasised that in the world of today no country can remain indifferent to the problem.
Several speakers stressed the benefits which a satisfactory solution would provide in terms of a better international distribution of manpower, greater political and economic stability and improved social conditions. Whatever divergencies of interest might exist between emigration and immigration countries on certain questions, they said, these could be surmounted because of the reciprocal advantages which would result from a satisfactory development of migration. Such reciprocity offered numerous opportunities for practical achievement provided that the countries concerned succeeded in overcoming the difficulties in their path. Among these difficulties, particular importance was attached to those connected with economic development and its financing, the successive stages of each migration movement, the markets and communications needed, the differences in the living and working conditions of emigration and immigration countries and administrative formalities.

During this preliminary discussion attention was frequently drawn to the part which the different international organisations could play, and the value of setting on foot a co-ordinated programme of technical assistance was particularly emphasised.

It was generally admitted that, while many of the problems before the Conference related primarily to organised migration movements, the contribution which spontaneous migration by individuals could make should not be underestimated. There was general agreement on the need for facilitating this form of migration by reducing the impediments to a minimum.

**Organisation of Migration**

The work of the committee set up by the Conference to study the second item on the agenda was devoted to two main topics: the methods of determining migration needs and the methods of organising migration operations.

The committee first considered the measures that the countries concerned ought to take in order to obtain adequate information on the number and qualifications of potential emigrants and on the openings available to them. The discussion turned mainly on the need to co-ordinate and tabulate this information nationally and to make it available periodically to the Governments and international bodies concerned. In
this connection various delegates pointed out that it was scarcely possible for emigration countries to keep a national register of would-be emigrants, and they asked that the text of the conclusions to be adopted by the Conference should be sufficiently flexible to take this fact into account.

Lastly, some of the delegates stressed the desirability of basing migration plans on a national manpower budget drawn up in relation to the employment situation and trends. They argued that no long-term manpower policy was possible except on such a basis and that no international manpower budget could be established except on the basis of carefully prepared national manpower budgets.

The committee then turned to the question of methods of organising migration operations, which it considered under the following heads: recruitment and selection; information and assistance to migrants; emigration and immigration formalities; transport; reception of immigrants; placement and land settlement services; transfer of funds belonging to migrants; and maintenance or transfer of acquired social security rights. In its searching examination of each of these aspects of the question, the committee was primarily concerned to find the most suitable methods of overcoming the obstacles, protecting the interests of the parties and especially of the migrants themselves, establishing fruitful co-operation between emigration and immigration countries, and making the administrative procedure more flexible, simpler and more efficient. On each of the points examined, the committee sought to define in detail the contribution that the international organisations could make.

**Recommendations on National Measures**

The draft conclusions submitted by the committee on the organisation of migration were adopted, subject to certain modifications, by the Conference itself in plenary session. The recommendations of the Conference referring to the measures which should be taken by the Governments concerned are summarised here. Those concerning the action to be taken by the international organisations are described below, in the section on international action.\(^1\)

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\(^1\) See pp. 109 et seq.
Methods of Determining Migration Needs.

The Conference recommended that the countries concerned should collect and classify on a national basis information on the extent of migration needs. The information compiled by immigration countries should relate to numerical targets, the occupational categories that can be absorbed, the admission of members of the immigrant’s family, and living and working conditions; that by emigration countries, to the number of would-be emigrants and their characteristics (place of origin, nationality, age, civil status, size of family, former and present occupations and desired country of immigration). Emigration and immigration countries alike should make all relevant information available to Governments and to any organisation concerned, periodically and in standard form.

The public employment services should be made able to take primary responsibility for collecting and co-ordinating the information needed. In immigration countries where such services do not yet exist or are insufficiently developed, special measures should be taken to ensure that the information is collected and made available. This last recommendation shows that in the view of the Conference, while permanent and well-established machinery would obviously be preferable, exceptional measures should be resorted to where this is lacking, even if only as a temporary expedient.

The Conference also drew the attention of the countries concerned to the advisability of applying the provisions of paragraphs 9 to 11 of the Employment Service Recommendation adopted by the International Labour Conference in 1948, relating to the drawing up of an annual national manpower budget.

Methods of Organising Migration Operations.

The conclusions adopted by the Conference on the basis of the texts submitted to it relate to the aforementioned aspects of migration operations.¹

Recruitment and selection. In view of the growing tendency to restrict or even prohibit direct recruitment and to entrust the pre-selection of candidates to the authorities of the emigra-

¹ See preceding page.
tion country, selection is tending to become the central phase in migration operations. It is of first interest to the future employer, who naturally wishes to engage workers suited to the work to be done. The authorities of the immigration country also attach much importance to this phase, since successful selection makes a useful contribution to the national economy. The authorities of the emigration country are equally interested: it is to their advantage that their nationals who emigrate should be strong, healthy and capable, since this will avert the likelihood of disappointment on arrival, and will also earn a good name for emigrants from their country.

In regard to measures to be taken by immigration countries, the Conference recommended that the selection criteria to be adopted should be "simple and reasonable". It is in fact clear that these criteria should not be too rigid and should not make excessive demands from the medical and occupational point of view. The Conference also suggested that immigration countries should advise emigration countries concerning the general occupational and medical grounds on which applicants were rejected. It was understood that it would not be necessary for the immigration countries to furnish details of the cases of individual candidates or to indicate the special reasons for which a particular worker was rejected. The recommendation relates rather to more general reasons such as would help the authorities of the emigration country in the pre-selection operations.

For emigration countries, the Conference recommended that a single agency should be made responsible for receiving requests for manpower from the authorities of immigration countries, transmitting the requests to the appropriate local services and compiling and maintaining lists of workers available for emigration. Although the relevant conclusion does not contain details on this point, it is clear that the agency which the Conference had in mind would be the same as that responsible for compiling information on would-be emigrants. It is logical that the body which has up-to-date information on available manpower should also be responsible for taking the preliminary steps to meet requests for manpower.

The Conference further suggested that pre-selection should be carried out on the basis of criteria agreed with the immigration country concerned, in order to avoid rejections in the
course of the final selection by the authorities of that country. For the protection of the interests of candidates for emigration and thereby the encouragement of migration, the Conference recommended that the final selection should take place at centres as near as possible to the applicants' homes, and that measures should be taken to provide for their free transport to and maintenance at the centres. Lastly, it recommended emigration countries to establish special machinery for cooperation with the various immigration authorities operating in the country. This would ensure co-ordination of the recruitment and selection operations carried out by different immigration countries in any one emigration country.

Information and assistance to migrants. This point deals with one of the most important aspects of the organisation of migration and covers spontaneous migration as well as migration under governmental auspices.

A worker who wishes to emigrate, whether on his own initiative or by recourse to the organised recruitment machinery, should be provided with a minimum of reliable information on conditions of life and work in the country where he proposes to go. He can then make his decision with full knowledge of the situation, and he will also be spared the risk of disillusionment run by the ill-informed, who on arrival in the immigration country suddenly find themselves faced with conditions quite different from those which they had imagined and hoped for. The psychological shock which may be suffered in such a case is apt to cause the migrant to abandon his plans for a new life and to return to his country of origin.

Assistance to migrants is as essential as proper information. It is desirable, particularly in the case of spontaneous individual migration, that emigrants should receive advice in regard to the procedure to be gone through before departure, which is often long and complicated.

Information and assistance are just as necessary when the migrant reaches his country of destination, knowing little of its customs, language, administrative procedure and methods of work and likely to feel somewhat lost on arrival. A proper information and assistance service would help him to become adjusted and would lessen the loneliness inevitably felt on arrival in a new country.
The principles on which the measures recommended by the Conference to the countries concerned are based may be summarised as follows: information and assistance should be provided free of charge by the emigration country before the departure of the person concerned and by the authorities of the immigration country after his arrival; similar activities by private organisations should be encouraged; the information and assistance given should relate to such matters as administrative formalities, wages and their purchasing power, the cost of living, housing, social legislation, residence permits, naturalisation, language, health conditions, food, schools, taxation and, in general, migrants' rights and obligations and the restrictions that may be imposed on them. Lastly, the Conference recommended that such information should be provided in as simple and comprehensive terms as possible, in a language understood by the migrant.

**Emigration and immigration formalities.** The complexity and sometimes high cost of administrative formalities are an obvious hindrance to migration, besides which complicated procedure lends itself to abuse by unscrupulous middlemen. The Conference therefore recommended the countries concerned to reduce and simplify administrative formalities and to lower and, where possible, eliminate the fees for such formalities and the financial deposits required of migrants. Exemption of the tools and personal effects of migrants from customs duties was also recommended.

**Transport.** While the overland transport of migrants gives rise to no special problems, this is not so for their oversea transport. The Conference urged the Governments concerned to take steps to avoid unnecessarily long periods of waiting and unnecessary journeys for migrants and to provide adequate medical care, free of charge, during the journey. It also recommended that measures should be taken to reduce transport rates for migrants.

**Reception.** The conclusions adopted on this point are addressed to immigration countries in particular. They relate to the establishment of a network of reception centres; the admission of migrants to the centres for as long a time as may be necessary; the transference of migrants as rapidly as possible from the centre of arrival to the centre nearest to the place
of employment and from there to the place of permanent residence; and the provision in the centres of housing, food, medical care, legal aid and guidance, language instruction, interpretation services, information as to conditions of life and work, facilities for contact with vocational training schools or centres, recreation facilities, etc.

Placement and settlement. In some cases of organised immigration, the regions where the recruited workers are to be settled, or even the employers for whom they will work, are fixed before they leave home. The position is the same in those cases of individual emigration where the migrant holds an employment contract or can count in some other way on obtaining employment. But very often an emigrant reaches his country of destination without knowing where he will be placed or even without any certainty of finding work at all. It was to provide for these cases that the Conference recommended the introduction of services to assist migrants in finding employment or in settling on the land. It held that responsibility for the provision of such assistance should, if possible, be vested in the public employment service, and that it might be delegated to other bodies where necessary to provide effective service in particular areas or for particular categories of immigrants, such as settlers.

The Conference also recommended that there should be services both at the initial place of reception and at the local reception centres for giving immigrants information on employment opportunities and bringing them into touch with employers. Similar, if not the same, services would advise immigrants seeking to settle on the land, help them to find suitable land and, where necessary, find them opportunities for agricultural wage-earning employment as a preliminary to settlement on their own land. The last of these points was inspired by the need to help the prospective settler to become used to unfamiliar methods of cultivation and crops.

Transfer of funds. A would-be emigrant who finds he may not take his money with him to the country which he wishes to enter may have to give up his project. A worker who has emigrated and who is prevented by restrictions from sending part of his earnings to the family he has left behind
may become discouraged and decide to return. The difficulty lies mainly in the shortage of foreign exchange from which both emigration and immigration countries suffer. Even when the transfer of funds is in principle authorised, this shortage gives rise to various difficulties, not the least of which are the slowness and intricacy of the necessary procedure.

The Conference considered that an effective solution might be found in bilateral agreements between the two countries concerned. Its recommendations on this point specify the provisions which such agreements should include in order to establish an effective, rapid and inexpensive method of transferring migrants' funds.

Social security rights. In view of the technical complexity of the problems connected with the social security of migrant workers, the Conference considered that an intensive study of this question went beyond the scope of its work. It therefore confined itself to recommending that immigration countries should apply to immigrants treatment no less favourable than that applied to their own nationals in respect of social security, as provided for in Article 6 of the Migration for Employment Convention (Revised), 1949. It further recommended that difficulties relating to the maintenance or transfer of social security rights should be overcome by means of bilateral agreements.

Final Considerations.

The Conference concluded its recommendations concerning the organisation of migration by putting forward certain general considerations, unsuitable for inclusion in the main body of the conclusions. It urged that the regulations and procedures relating to organised migration should in no way impede spontaneous migration; that the application of regulations concerning migration should be as flexible as possible; that the countries concerned should establish suitable forms of co-operation in all phases of the migration procedure; that every effort should be made to prevent involuntary splitting of family groups through the migration of their members; and that Governments should give special con-
sideration to the early ratification of the Migration for Employment Convention (Revised), 1949, and the Employment Service Convention, 1948.

The discussions of the committee set up by the Conference to consider the third and fourth items on the agenda brought out the substantial economic advantages to be drawn from migration movements tending to reduce the existing surplus of manpower in some European countries. Besides easing the political and social situation in these countries, such movements would improve their trade balance, with all the favourable consequences that would ensue for the economies of other countries. Furthermore, the introduction of foreign workers might in some circumstances help to speed up and extend economic development in the country receiving them, thereby increasing the national income.

It was also clear from the discussion that several European immigration countries realise both the direct advantages they can draw from an influx of foreign manpower and the indirect advantages of diminishing the unfavourable influence of manpower surpluses on the economy not only of Europe but of the whole world. The representatives of various extra-European countries showed that they were equally aware of these direct and indirect advantages.

Emigration countries are making considerable progress in the development of their economy. While recognising that this progress should be encouraged with a view to the absorption on the spot of as many surplus workers as possible, the committee found that many immigration possibilities could be created through the economic development of certain oversea countries. It accordingly studied the means of stimulating this development, and came to the conclusion that action by the countries concerned was essential, and that, in particular, it was for the Governments in question to ensure that the necessary administrative machinery was effective both for the organisation of economic development in general and for the preparation and execution of particular projects.
The committee also stressed the valuable aid which could be contributed in this respect by international organisations, such as the United Nations, the International Bank for Reconstruction and Development, the Food and Agriculture Organisation, the World Health Organisation and the International Labour Organisation.

The committee considered that the general economic development of a country should be financed to a large extent by more effective mobilisation of national savings, and also by investments and loans from public and private sources in foreign countries and from international organisations. Reference should be made here to the statement made by the representative of the International Bank, who pointed out that his organisation made loans and not grants. Although prepared to take greater risks than private bankers, the Bank, before it could approve a loan, must be able to see reasonable prospect of repayment. For that reason it preferred to have precise and detailed projects submitted to it. Furthermore, before granting a loan the Bank required that a certain amount of investment should come from local sources, its own function being to provide the additional finance required. It had already made loans for economic development projects, some of which had provided migration opportunities. No concrete scheme specially designed to promote migration had so far been submitted to the Bank, but if any such scheme were presented, it would receive most careful consideration. The Bank was always willing to consider favourably loan applications for productive immigration projects.

The importance of this statement cannot be overestimated. The financial support of the Bank, apart from the direct effect which it would have on migration, would encourage it indirectly by encouraging the investment of private capital.

The Conference in plenary session adopted the draft conclusions submitted by the committee, subject to one or two minor changes. Besides making recommendations on international action, it drew the attention of the countries concerned to the availability of technical assistance from the international organisations, and urged immigration countries to consider the possibility of submitting to the International Bank requests for financial assistance for the execution of development projects likely to promote increased immigration.
Throughout its discussions the Conference bore in mind and tried to define the assistance which the international organisations might give in solving the various problems studied. Some of the conclusions it reached in this respect are of a general nature and are concerned with action as a whole; the majority, however, deal with carefully defined measures. Some relate to tasks to be carried out by a single organisation, while others call for joint action by several organisations. In the following analysis, they are grouped according as they relate to the organisation of migration or to economic development or to technical assistance.

*Measures relating to the Organisation of Migration*

The Conference recommended that the United Nations should prepare estimates as to changes in population trends and should undertake studies for the solution of problems of migrants resulting from their status as aliens. It suggested that the United Nations Educational, Scientific and Cultural Organisation (U.N.E.S.C.O.) might undertake studies on the cultural assimilation of migrants and prepare programmes of exchange of workers. Lastly, the International Refugee Organisation should provide other international organisations with information on various aspects of the organisation and carrying out of migration operations.

The action which the Conference recommended for the International Labour Organisation comprises many and various measures, some to be taken in co-operation with other international organisations, others by the I.L.O. alone. In the first group are recommendations concerning the co-ordination of the activities of non-governmental organisations, the establishment of basic standards for the medical examination of migrants, the definition of the services to be provided for migrants at reception centres and the study of means of arranging loans for migrants. On these points, steps should be taken by the I.L.O. in co-operation with the United Nations, the World Health Organisation, U.N.E.S.C.O. and the International Bank, respectively.
The steps which the Conference recommended the I.L.O. to take alone include the following: preparation of model forms and procedures for the collection and transmission of information concerning the numbers and occupational groups of workers required by immigration countries or available in the emigration countries and concerning living and working conditions in immigration countries; periodic transmission to Governments and international organisations concerned of the information obtained on potential emigrants and on immigration opportunities; establishment and operation of international clearance procedures for the rapid provision of information concerning specified categories of workers required and the availability of suitable emigrants. Thus, in the opinion of the Conference, the Office should become a sort of clearing house where offers of and applications for manpower would be assembled for practical and immediate purposes, a procedure which would shorten the time needed to satisfy them to a minimum.

Among other activities which the Conference recommended the I.L.O. to undertake are periodical studies on the cost of living and working conditions in specified immigration and emigration countries and various measures concerning recruitment and selection, information and assistance to migrants, inspection of the conditions of migrants on board ship, reception of migrants and maintenance or transfer of migrants' social security rights.

**Measures relating to Economic Development**

The Conference made various recommendations concerning action by the United Nations. Thus it asked that its report on economic development in relation to immigration should be transmitted to the Economic Commission for Latin America and that the desirability, from the point of view of migration, of expanding the export trade of the immigration countries should be studied. In addition, it recommended that the I.L.O. should undertake a joint study with the United Nations of the relationship between European migration and economic development and should so far as possible regularly obtain from Governments information concerning projects which would be of interest from the migration angle.
The conclusions of the Conference concerning the organisation of migration contain a general recommendation that the international organisations should co-operate with each other in assisting Governments to take the necessary measures and, in particular, that they should organise joint technical missions for this purpose.

The Conference also specified the kinds of technical assistance that particular international organisations might provide to Governments on request. Most of the tasks so outlined in regard to the organisation of migration are assigned to the I.L.O. They cover a wide field: transport of migrants (in co-operation with the United Nations); information in regard to migration requirements; public employment services (collection of information, placement and settlement services); national systems of occupational classification and nomenclature; various aspects of recruitment and selection; information and assistance to migrants; reception; social security; formulation, application or modification of the provisions of bilateral agreements relating to various aspects of the organisation of migration.

The Conference was not in a position to enter into as much detail with regard to technical assistance for economic development. It made only one recommendation, though an important one, since the object is direct action to enable Governments to benefit by the internationally co-ordinated assistance of all the competent technical bodies concerned. The Conference recommended that the attention of the Economic and Social Council of the United Nations should be drawn to the desirability of technical missions of the international organisations to review the possibilities of economic development in the immigration countries. Other things being equal, the missions should give particular attention to projects involving migration.

**General Resolution**

The Conference concluded its deliberations by adopting a general resolution which set the seal on all its work and put the problem of migration squarely before Governments and public opinion.
The resolution opens with a preamble intended to bring out the fact that the problem, far from being simple, is highly complex and that it cannot be solved by technical means alone but calls for co-operation between all the parties concerned.

Three principal points follow. In the first place, Governments are invited to contribute to a satisfactory solution of the problems raised by the surpluses of manpower in certain European countries. Secondly, the United Nations and the specialised agencies are recommended to do everything in their power to further European migration. Lastly, the resolution stresses the outstanding role which falls to the International Labour Organisation in this matter, by recommending that it should:

(a) intensify its present activities in the field of migration;

(b) suggest the best form of co-operation on the international level with a view to the achievement of the aims set forth above; and

(c) draw up, after consultation with the Governments concerned, appropriate proposals for submission to them at a subsequent meeting.

It may be of interest to note that the idea embodied in the last part of the resolution was put forward by the Australian delegate during one of the early plenary sittings of the Conference, when he drew attention to the particularly important contribution which the International Labour Organisation could make. "Today", he said, "there is presented a great opportunity for the International Labour Organisation . . . to develop migration movements on an international basis in a manner similar to the International Refugee Organisation."

CONCLUSION

The agenda and date of the Preliminary Migration Conference were fixed by the Governing Body of the International Labour Office at the beginning of January 1950. By 9 May 1950, the Conference had finished its work. Thus, thanks to the joint efforts of all parties, it took only four months to bring about a meeting of representatives of a number of Governments and international organisations, equipped with the full documentary material essential for their work. As the
Secretary-General of the Conference pointed out in his address at the closing session: “We have thus proved that international action, which has known various reverses, can be rapid and effective even on a large scale and in a difficult and complex field.”

In view of the results obtained, it may be confidently stated that the work of the Conference was fruitful. Two essential problems were before the delegates: how to make the best use of already existing migration opportunities; and how to increase them in the future. The Conference gave an answer on the first point in its conclusions concerning the measures needed for the organisation of migration. This was the more concrete and detailed part of its work, and the more likely to yield immediate tangible results, as was only natural, since it was dealing with a question directly within the competence of the International Labour Organisation. The suggested measures relate primarily to organised migration movements, though spontaneous migration would also be covered. They touch on all the more important technical aspects of migration. For the first time an international gathering, representing some thirty Governments and about ten international organisations, has drawn up a systematic compendium of advice on each of the essential factors in the organisation of migration. These authoritative recommendations should prove a valuable practical guide both for Governments and for international organisations.

This positive result is in itself evidence of success, but the Conference has further practical achievements to its credit, in the conclusions it adopted which bring out the relationship between migration and economic development and clarify the conditions which should be met by economic development projects involving employment for migrants. Even though the recommendations resulting from the discussion on these points have not the same immediate usefulness as those concerned with the organisation of migration, they are nevertheless of interest to Governments owing to the possibilities they reveal or call to mind, which have not hitherto been sufficiently explored.

No review of the results of the Conference would be complete without mention of the general resolution, which, as the President of the Conference said in his closing speech, contains “a synthesis of the whole problem of migration”.
The resolution points out that the problem can be solved on a basis of international collaboration and stresses the duty of Governments and international organisations, and of the I.L.O. in particular, to tackle it resolutely and to try to solve it by co-ordinated or joint action along clearly defined lines.

The Conference has already produced tangible results. The Governing Body of the Office, after considering the report of the Conference at its 112th Session (Geneva, June 1950), authorised the Office to undertake the necessary negotiations with international organisations, to approach Governments after a reasonable interval in order to ascertain what action they have taken to give effect to the recommendations of the Conference, and, finally, to take the necessary steps to give effect to the relevant part of the general resolution.

In pursuance of this last decision, the Office is drawing up a plan for the extension of its action. Fulfilment of this plan will be facilitated through the financial assistance recently provided by the Organisation for European Economic Co-operation (O.E.E.C.), mentioned below. A report on international collaboration in migration matters is to be submitted to Governments, after consultation with the international organisations concerned. It will contain an analysis of the migration problem, the forms of international co-operation now being applied to the solution of this problem and other steps which might be taken at the request of Governments more effectively to promote the movement of migrants from Europe to oversea countries. In the light of the replies received from Governments, the Office will prepare final proposals for submission to a second Migration Conference.

The Office has undertaken the task before it all the more confidently because of two recent events. The first is the joint statement made by the Foreign Ministers of France, the United States and the United Kingdom in regard to European migration. This statement, made public on 13 May 1950, some days after the closing of the Preliminary Conference, stresses in the first place the need to intensify European emigration, and in the second place the action of the I.L.O. and the other international organisations in connection with migration. It also points out the importance of the conclusions of the Preliminary Conference.
The second event was the communication addressed by the Secretary-General of the O.E.E.C. on 28 June 1950 to the Director-General of the International Labour Office, through which the States Members of the O.E.E.C. which are Members of the I.L.O. expressed their "appreciation of the work carried out by the Preliminary Migration Conference . . . and particularly of the general conclusions of that Conference regarding the desirability of additional action in this field by the I.L.O.", and offered to "make available to the I.L.O. a sum amounting in total to the equivalent of 988,000 United States dollars for the establishment of a fund to be devoted to financing such additional action". At its sitting on 30 June 1950 the Governing Body accepted this offer and expressed its gratitude to the States concerned. It authorised the Director-General, in the expenditure of these funds, to furnish technical assistance to emigration and immigration countries in accordance with the conclusions of the Preliminary Conference.

The International Labour Organisation is determined to take vigorous action to promote the international mobility of manpower, and the other international organisations will without doubt do the same. If the Governments for their part translate the recommendations of the Conference into action, it is permissible to think that life may once again be made worth living for millions of human beings who, as the Secretary-General of the Preliminary Migration Conference pointed out, "are now lethargic and despairing and who, by finding work and recovering their self-confidence, will become useful citizens of the countries to which they move and thus contribute to the development of these countries, to general prosperity and to the consolidation of world peace".