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INMIGRATION AND ECONOMIC DEVELOPMENT IN LATIN AMERICA

Note by the secretariat

The secretariat herewith transmits to the Commission at its eighth session the document on Immigration and economic development in Latin America, specially prepared by the Intergovernmental Committee for European Migration. In thanking the Committee for its kind cooperation, the secretariat wishes to point out that the subject dealt with in this document is of great importance for the discussion on manpower problems which the Commission will take up under item 6 (c) of the provisional agenda.



IMMIGRATION AND ECONOMIC DEVELOPMENT

IN LATIN AMERICA

A Paper submitted by the  
Intergovernmental Committee for European Migration

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# IMMIGRATION AND ECONOMIC DEVELOPMENT

## IN LATIN AMERICA

### A Paper Submitted by ICEM

#### I. INTRODUCTION

The Intergovernmental Committee for European Migration was set up in December 1951 to help solve a problem which is economic as well as social and humanitarian. In its economic context, it concerns the balance between population and the resources to employ and maintain it. From the European point of view the problem is one of reducing surplus population, but from the point of view of developing countries overseas, it is one of augmenting manpower resources, quantitatively or qualitatively, in order to accelerate economic progress.

As early as the Brussels Migration Conference in 1951, at which the Intergovernmental Committee for European Migration was set up, it was recognized that "there is a close relation between the problem of economic development and migration" and it was made clear in the Preamble to the Constitution of ICEM that "the international financing of European migration could contribute not only to solving the problem of population in Europe but may also stimulate the creation of economic opportunities in the countries lacking manpower". The membership of ICEM includes many of the major countries which have received European immigration in the past as well as the European countries from which these streams of migration have traditionally come.<sup>1/</sup> At various meetings of the ICEM Council the representatives of the Latin American countries in particular have made it clear that the population problem cannot be adequately dealt with unless the needs and interests of the emigration countries and the immigration countries are given equal attention.

Many countries outside Europe, like the Republics of Latin America, owe much of their present character to immigration from Europe and the

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<sup>1/</sup> See Annex I for list of ICEM Member Governments.

acknowledgement of the contribution which this stream of migration has made historically to the economic and social development of the countries concerned is not likely to give rise to controversy. However, what has proved of great benefit in the circumstances of the past is not necessarily equally beneficial today, and the purpose of this paper is to outline briefly the role which it is believed European immigrants can play in the development of the countries of Latin America, today and in the future. The contribution of immigrants must be assessed in economic, social and cultural terms, but as this paper is being submitted to a meeting of the Economic Commission for Latin America, emphasis will be laid upon the economic aspects even though an incomplete picture will be thus presented.

At a regional seminar on social affairs held in Santiago de Chile in March 1958, it was noted that "usually economic development is based on an interaction of productive factors, human and physical influences, and factors acting upon supply and demand". In the following pages this paper will refer to the problem of economic development in Latin America from the standpoint of the human or manpower factor and will attempt to show the extent to which this factor is insufficient and will indicate the ways in which immigration has been able to alleviate this deficiency in the past and might do so in the future.

## II. THE PROBLEMS OF LATIN AMERICAN DEVELOPMENT

### THE CURRENT SITUATION

Although ICEM is essentially an operational organization designed to assist governments carry out their national policies and programmes in the migration field, it deals with problems directly related to economics. Economic analysis is not its function, but it must be aware of the economic realities within which it works if the results of its efforts are to be sound and abiding. Indeed, at the Eighth Session of the ICEM Council in May 1958 Member Governments approved a resolution which expressly recognized "that ICEM, as an operational organization, must assess the value of its work against the background of over-all economic, social and political conditions and trends, and modify its activities as may seem necessary in the light of these conditions and trends".

The concept which permeates all thinking on Latin America is the need and potential for economic development. The paradoxes of the region are evident: although rich in natural resources and clearly "destined to be an economically powerful area of the globe"<sup>2/</sup> the per capita incomes of its people are very low. Still sparsely populated in spite of a rate of national increase of some 25 per thousand, the region nevertheless suffers from extensive under-employment. Although there are many differences between the countries of Latin America with respect to degrees of development and economic structure, there are characteristics common to practically all of them. These characteristics have been summarized by ECLA in the following terms:

"(a) The accelerated demographic growth and the fact that a large part of the active population is employed in primary activities, especially agriculture. In general there is an excess of agricultural labour and a very low per capita productivity;

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<sup>2/</sup> "Report to the President on US/Latin American Relations",  
Dr. Milton Eisenhower.

"(b) The high proportion of total income that is still represented by the value of exports, mainly composed of a very limited number of raw materials and foodstuffs whose prices generally vary with greater intensity and frequency than those of manufactured goods;

"(c) The low level of consumption that, in large sectors of the population, assumes the characteristics of chronic under-consumption. Consequently, there is an exceptional tendency to increase consumption, and with it imports, when an increase in per capita income takes place. This occasions -- except in unusual periods -- very serious obstacles to an increased rate of investment;

"(d) The relatively small importance of the inflow of foreign capital, and the considerable burden that remittances of foreign investments impose on foreign exchange availabilities.

"(e) The need for very large basic investments not only to finance indispensable services, but also to permit the development of directly reproductive investments;

"(f) The considerable deficiencies in general education, and particularly in technical training." 3/

Although gross national product and other related aggregates have increased in Latin America faster than in any other large region of the Western world during the post-war period, the rapid increase in population did not permit a commensurate increase in per capita incomes. In parts of the region the economic expansion has merely kept pace with the population growth while in other parts, although per capita incomes have at times increased sharply, no definitive balanced growth has occurred. The stock of capital in proportion to other resources remains inadequate and annual additions to it, by investment, are insufficient.

The region suffers from additional difficulties related to its dependence on international trade. Even in cases where the saving coefficient increases, very often the additional constraint imposed by foreign currency reserves on the import of capital goods limits the rate of capital formation. Furthermore,

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3/ International Co-operation in a Latin American Development Policy  
E/CN/12/359. United Nations, 1954.

in those countries where the degree of industrialization is inadequate, and primary production is the largest component of the national product, there is under-employment on a large scale. Thus, despite the rapid economic progress achieved in Latin America during the post-war period, this region is still in a phase of retarded economic development where strong disproportions persist between the basic factors of production.

Population densities are very low in Latin America but such figures have little significance unless they are seen in the context of the quantity and value of capital equipment available per person, the level of technical skills and knowledge, and the economic organization and efficiency in general. Demographic forecasts for the region indicate a sharp increase in population in the coming decades; high fertility rates being now combined with rapidly falling mortality rates. These demographic trends, coupled with the existing economic circumstances in the region, become an obstacle to economic growth and in parts of the region create conditions of near-stagnation in per capita incomes. In other parts, the rate of increase in per capita incomes corresponds to the historical one experienced during the past hundred years or so in the already industrialized countries of the West, but such a performance is not sufficient to close for many decades to come the existing gap in per capita incomes between the richer countries of the American continent and the poorer ones of Latin America.

Although within certain limits population and its rate of increase determine the size of the market and create further investment opportunities, this does not apply with full force to the type of economy found in the Latin American continent where productivity levels are low. Unless productivity can be made to rise sharply by increasing the quantity of capital and the quality of manpower, no reasonable prospects can be entertained of obtaining a rate of growth of output far above the population increase. Consequently, the economic potential of the region in terms of manpower, land and other natural resources would not be adequately exploited.

These statements add little to what is already known about the fundamental demographic and economic characteristics of Latin America and are repeated

here merely to emphasize the special difficulties the region faces in its social and economic development and to recognize that these difficulties have their impact on immigration, notwithstanding the immense contribution which immigrants have made in the past to the development of the region.

#### THE MANPOWER FACTOR

On the basis of prevailing demographic trends in Latin America as well as the level and rate of economic growth, no economic case can be made for the immigration of manpower in purely quantitative terms. There may, however, be a case for the qualitative strengthening of the labour force. In an analysis in terms of aggregate it might be assumed that labour is a homogeneous factor and has an infinite elasticity of supply but this assumption is obviously unrealistic. Indeed the components of the labour supply function in the Latin American socio-economic environment, as in many countries of retarded social and economic growth, can not all be assumed to have an infinite elasticity up to the full employment ceiling. As the economy expands, labour bottlenecks are encountered very far short of full employment. Certain components of labour operate as a limiting factor in a process of accelerating economic development. If it be assumed that the saving coefficient could sharply increase either through a reduction of consumption and/or through foreign lending, in economies where the labour force by and large does not possess the required skills, investment would fall short of savings.

The prevalence of large-scale under-employment in the Latin American economies should not be imputed solely to the relative shortage of capital stock and the insufficiency of additions to it. If such countries could adapt their technologies to their resources the problem of under-employment could eventually disappear. However, in the contemporary process of economic development more advanced techniques are used in agriculture and industry. Such techniques adopt methods of production corresponding to the factor proportions and efficiencies found in industrially advanced countries and employ equipment with high capital intensity that displaces labour from the primary production sector of the economy without creating large employment opportunities

in the industrial sector. On the other hand, the demand for highly qualified and efficient labour increases. Thus the phenomenon of labour scarcity in the midst of large-scale under-employment persists. If capital formation helps to decrease the amount of structural unemployment, the techniques that the new capital assets embody tend to create technological unemployment for the inadequately skilled workers. The lack of skilled manpower in countries that have embarked on a process of accelerated economic development is a very important reason why many investment plans have been frustrated and why foreign capital for direct investment is often not attracted in such regions.

There is a clear distinction between unemployment due to the lack of effective demand and unemployment due to a disproportion between capital and manpower. However, while in advanced countries a stimulation of effective demand ensures full utilization of labour resources, it is not equally true, as the distinction might suggest, that in the under-developed countries an increase in capital formation alone has the same effect. Whereas in the advanced economies a stimulation of effective demand brings into production idle capacity and manpower, in under-developed countries in the process of industrialization increased capital formation does not find easily its required complement of labour. The labour reserve is inexperienced and without the necessary skills. It consists of the unemployed and under-employed particularly from the agriculture sector, and is untrained for industrial processes.

The problem of economic development in under-developed countries is thus not only a question of capital formation; it is to a large extent a problem of manpower shortage.

The projections and analyses of the Economic Commission for Latin America command a high place in the contemporary theoretical and empirical literature of economic development. They are based on a number of variables which are of strategic importance for the correct reading of the development aspects, past and future, of the Latin American economies. Analyses and econometric work are based on variables of almost precise quantitative content such as saving and investment, capital-output ratio, rate of growth of exports, capacity to

import, imports substitution and related magnitudes, and value judgements have their place in the selection of the variables.

Despite emphasis placed by ECLA upon qualified manpower problems in economic development, it has not been possible to use labour and its main components as a variable in a formal system of analysis owing to the lack of fundamental and reliable manpower statistics. Thus the implicit assumptions are that the real limiting factor of growth in Latin America is the inadequate rate of capital formation due to insufficiency of savings and inflow of foreign investable funds, and that labour has a high elasticity of supply in the short and medium run.

This method of analysis which leads to emphasis being rightly placed on the quantitative shortage of capital may result in obscuring two things: (a) that abundant population is not synonymous with a supply of labour with infinite elasticity up to full employment level, and (b) that in spite of the existing scarcity of capital stock and the inadequacy of investment, the average productivity of labour could be increased by improving the quality of the labour force and by increasing the efficiency of the productive processes.

However, the problem of economic development and the related programming work could be approached from a different angle which would bring out the importance of the labour problem in a realistic way. As long as it is agreed (a) that the saving coefficient in most Latin American countries remains relatively constant in the short run, (b) that the inflow of foreign investable resources does not fluctuate appreciably and (c) that there exists an empirically ascertained scarcity of qualified manpower, then it might be argued that the rate of growth in the Latin American environment is determined by the supply of qualified labour and its average productivity.

This approach is complementary to that of ECLA and brings out a neglected variable in the development analysis for the region. It is based on assumptions that can be tested empirically. Furthermore, it suggests that additional output does not come exclusively from capital formation or from additional inputs of factors of production; it often comes from an improvement in the efficiency of the resources already employed.

Assessment of demands for various types of labour in the short and medium run, together with estimates of supply under the existing or improved educational and technical training arrangements, would certainly reveal conditions of unfilled demand for labour in some sectors and trades, and excess supply in others. Such disequilibria between demand and supply of labour become serious obstacles to economic development.

One way of overcoming these problems is by improved education and vocational training. In advanced communities when the mass of workers have already been trained in the skills necessary for the process of industrialization, manpower may cease to be a limiting factor in development. This, however, in under-developed countries is a long-term solution and in the short run other solutions must be sought if production is to keep ahead of increasing population. One such solution is immigration.

### III. THE ROLE OF IMMIGRATION

During the last hundred years the Latin American continent has received a large number of European migrants of many national origins whose contribution to the economic progress of the region has been very considerable. The transition from a typical agrarian economy of the subsistence type to the present economic structure is to a large extent due to the contribution of many innovator immigrants. In the international economy of the pre-war period, Latin America was still performing the role of supplier of primary products. During this period of international economic specialization, the various economies of Latin America concentrated on the production of certain agricultural products and on the extraction of minerals which were further processed in the industrial centres of Western Europe and North America. The resulting vulnerability of the Latin American countries to economic fluctuations in the industrial centres partly accounts for their present need for development.

Since the Second World War the peoples and governments of Latin America have become conscious of the problems of economic development. The work of ECLA has provided the region with a clear concept of these problems from the Latin American point of view and the policies necessary to overcome them. This new approach requires a deliberate effort directed towards the industrialization of the region, not only to meet the demands of the home market but also to solve the fundamental problem of employing the manpower reserve created by the demographic expansion of the region and the under-employment of agricultural labour. Consequently, the manpower problem, and its subsidiary, the immigration problem, are seen within the context of requirements of economic growth.

In this new economic spirit, the importance of evaluating the immigrant's economic contribution in quantitative terms becomes evident. Unfortunately, however, the statistical data at present available makes this evaluation extremely difficult to carry out. The major part of immigration to Latin America is spontaneous and not organized. In the last six years only some 20 per cent of total immigration to the region has been assisted or organized

by governmental or intergovernmental agencies. As a result it has not been possible to maintain a comprehensive statistical record of the particular sectors of the economy in which immigrants have found employment. Certain empirical information is, however, available. Many of the industrial enterprises which have been established in recent years, particularly those based upon investment by foreign concerns, have relied on immigrants for much of their skilled labour. Such enterprises have brought key technicians from the parent concern, sometimes only temporarily, and while recruiting the bulk of their semi-skilled workers from the local labour market, have based their skilled and supervisory labour forces upon qualified immigrant workers arriving for permanent settlement.

An example is provided by a German steel concern which established a subsidiary in Brazil with a capital approximately equivalent to US\$15,000,000 and production capacity of some 100,000 tons of seamless steel pipe per annum. In establishing the enterprise, the company was faced with a serious shortage of qualified manpower although there was no difficulty regarding unskilled labour. The problem was solved by the recruitment of 70 immigrant workers from Austria in the following trades: engineers, technicians, electricians, turners, fitters, tool makers and maintenance workers. In view of the satisfactory results experienced with the first group the Brazilian company sought a further 100 workers of similar trades. Many of the immigrant workers have been promoted to the supervisory or foreman level and have constituted an important element in the development of the company.

In 1956 a sample survey was carried out amongst a group of 524 immigrants in the state of Portuguesa in Venezuela. The survey revealed that 41.6 per cent of the immigrants were craftsmen, production-process workers, and qualified industrial workers whilst 29.5 per cent were farmers and 9.2 per cent were working in sales or distributive occupations. These immigrants themselves employed a total of 1,051 temporary or permanent workers of whom 73 per cent were of Venezuelan nationality.

New national industries have had similar recourse to immigrant workers. The Volta Redonda Steel Works in Brazil has employed several hundred immigrant

workers, and these workers now comprise some 7 per cent of the total manpower. A survey carried out recently in the São Paulo area showed that of the 5,954 workers employed by four industrial enterprises 11.8 per cent were immigrants, chiefly in the tradesman or skilled worker categories. Important though such examples are, they do not satisfy the need for a more comprehensive and quantitative evaluation. A considerable amount of research work is required in this field to support a modern immigration programme.

From a review of economic development problems in Latin America with special reference to the manpower factor, the following general proposition emerges which has relevance to the organization of immigration programmes. While economic development is retarded by a shortage of qualified workers and a widespread deficiency in technical training which immigrant workers can help in part to alleviate, the accelerated demographic growth and underemployment of unskilled labour make the careful planning of immigration programmes essential, and the low level of consumption raises doubts as to whether qualified workers will wish to migrate to Latin America in sufficient numbers unless positive action is taken to attract them.

It seems therefore that a rational immigration policy for the countries of Latin America should try to ensure that a reasonable portion of the immigrants are workers having skills in demand in the developing sectors of the receiving countries and contributing to the general raising of technical and productivity standards. Further, the size of the immigration flow should not worsen the problems of capital shortage and the ratio of dependants to workers should not be such as to make excessive demands on social capital. Finally, such a policy would set out to attract the type of migrant most needed.

If these aims can be regarded as rational for an immigration policy for Latin America, certain action should be taken to organize an immigration flow designed to achieve them. A whole series of activities would be required. First, it would be necessary to programme the needs for immigrant workers at various levels of skill in terms of projections of future economic

development and the quantity and type of manpower which such developments would demand. An estimate of the numbers of qualified workers likely to be produced year by year by the national educational and technical institutions would be made and thence a general plan of the capacity of the economy to absorb immigrant workers would emerge.

Secondly, the administrative institutions required to put into effect such a programme of immigration would have to be created where they do not already exist. Such institutions would have to carry out the following functions:

- (a) Recruitment and selection of the migrants in countries of origin in Europe;
- (b) Reception and initial accommodation of immigrants;
- (c) Placement of immigrant workers, including the short-term assessment of job vacancies and the standard employment service function of bringing together the immigrant and his prospective employer;
- (d) A comprehensive programme to assist the immigrant and his family to integrate into the social life of his new country and to mobilize public and voluntary effort for this purpose.

Finally, positive steps would have to be taken to attract the type of migrant required. The qualified worker is in demand everywhere, even in the countries of surplus population in Europe. The primary concern of a worker contemplating migration from Europe is to improve his standard of living and better his prospects. He needs reasonable assurance that the wages he will receive overseas will be at least comparable to those he can earn at home for similar work. Further, an important part of the worker's standard of living in Europe is provided by the various state social welfare benefits which protect him against the risks of unemployment, sickness or accident. The immigrant is likely to seek similar or comparable benefits.

In the introduction to this paper it was pointed out that although emphasis would be laid on the economic aspects of immigration, an incomplete picture would result therefrom. Although from the economic point of view

the immigrant may be regarded as a unit of manpower, if he is to fulfil his economic function this conception must be broadened to take in social factors. If the immigrant is to become a stable element, socially and politically, he must be helped to receive his family from the emigration country as quickly as possible and attention must be given to those activities necessary to ensure the rapid cultural and social integration of the family unit. Only thus will the worker become a real economic asset.

The Constitution of ICEM was designed to permit the organization to assist governments in achieving some of the policy aims outlined above. ICEM can assist, where necessary, with the ocean transport of immigrants and can provide operational and technical assistance to governments in all the other activities which must take place before and after an immigrant is transported and which are essential to ensure the economic success of his migration.

IV. THE ACTIVITIES OF ICEM RELATED  
TO LATIN AMERICA

It must be emphasized at the outset that ICEM carries out only those activities and programmes in the migration field that meet the needs and wishes of its Member Governments as expressed at its Council meetings and through the regular contacts between these Governments and the Liaison Missions of ICEM in their territories. The ICEM Constitution lays it down that "the Committee shall recognize the fact that control of standards of admission and the number of immigrants to be admitted are matters within the domestic jurisdiction of States, and, in carrying out its functions, shall conform to the laws, regulations, and policies of the emigration and immigration countries concerned".

The functions of ICEM are broadly the following:

- (a) To provide and finance the transport of migrants who could not move without this assistance;
- (b) To provide certain auxiliary services related to the selection, processing, embarkation and disembarkation of migrants which are necessary to enable their movement to take place satisfactorily;
- (c) To provide technical assistance to governments to establish the national organizations required to deal with a flow of organized migration; particular attention being given to the questions of vocational training and placement in employment;
- (d) To give assistance in the technical and financial planning of projects for the settlement of migrants on the land.

The way in which these functions have been carried out in Latin America or in relation to Latin American immigration can best be described under two headings: Movement Programmes and Activities other than Movement.

MOVEMENT PROGRAMMES

Between 1 February 1952 and 31 December 1958, ICEM moved some 208,000 migrants to countries of Latin America. Of these migrants some 70,000 were workers and 138,000 were dependants.

Demographically, this stream of migrants was generally better balanced than the indigenuous population of which they became a part. The following table showing the age and sex composition of ICEM migrants to Brazil during the period 1952 to 1956 in comparison with the population as a whole, illustrates this point.

B R A Z I L

DISTRIBUTION OF THE POPULATION AND OF  
ICEM MOVEMENTS TO BRAZIL 1952 - 1956 BY AGE AND SEX  
(in per cent)

Age Group	Males		Females	
	Population	ICEM Movements	Population	ICEM Movements
0 - 4	16.4	9.7	15.8	10.8
5 - 9	13.8	9.0	13.3	10.2
10 - 14	12.2	6.9	12.1	7.8
15 - 19	10.2	12.8	11.0	9.5
20 - 24	9.2	16.4	10.0	13.0
25 - 44	24.7	35.8	24.6	33.9
45 - 54	7.2	5.8	6.7	8.1
55 - 59	2.2	1.5	2.0	2.7
60 - 64	1.8	0.9	1.8	1.7
65 - 74	1.7	1.0	1.8	1.9
Over 74	0.6	0.2	0.9	0.4
Total	100.0	100.0	100.0	100.0

With regard to the occupational breakdown of workers moved by ICEM to Latin America, the following sample relating to the year 1957 is indicative. In that year ICEM moved 4,828 workers to Brazil of whom 1,801 were craftsmen and qualified workers for secondary industry including 724 in the metal trades, 678 were qualified persons in miscellaneous occupations and professions including 270 farmers, 1,398 were workers without specified occupations whilst 953 were classified as labourers.

ICEM operates three major types of migration scheme to Latin America:

- Urban and Rural Workers' Schemes
- Family Reunion Schemes
- Sponsorship Schemes

Urban and Rural Workers' Schemes. Persons moved under these schemes are especially selected in Europe for vacancies known to exist in particular countries in Latin America. The vacancies to be filled sometimes exist in specific enterprises and sometimes concern continuing manpower shortages ascertained in certain trades. Workers recently assisted by ICEM include pattern makers, tool makers and maintenance men, lathe operators and engineer-draftsmen. On request of the governments concerned ICEM assists in ascertaining the vacancies and the levels of skills required, selecting the migrants in Europe and placing them in employment in the receiving country. In 1956 a mission was sent by ILO and ICEM jointly to five Latin American countries to ascertain the levels of skills required in European immigrants to enable them to fill manpower shortages which offered wages sufficient to attract European workers and justify their movement. Many of the workers moved under this scheme have received vocational and language training in establishments assisted by ICEM in Europe.

Family Reunion Schemes. Traditionally the emigrant worker has gone to Latin America ahead of his family and remitted them funds for maintenance until he had established himself satisfactorily in employment, found suitable accommodation and was in a position to provide the cost of their emigrating to join him. In the immediate post-war period, the difficulties of doing so within a reasonable time resulted in large numbers of valuable workers returning from the immigration countries at a time when they had become sufficiently adapted to conditions of work there to make a significant contribution to production. To meet this situation ICEM early in its existence set up, in consultation with the emigration and immigration governments concerned, schemes to assist the reunion of the family members with their breadwinners in the immigration countries. Such movements were undertaken

upon the application of the breadwinner and after evidence had been forthcoming that he was in a position to receive and maintain the family.

A very large proportion of the migrants moved under this scheme have not been dependent family members. Some 28 per cent of them have been males of working age, and although the main purpose of this scheme is to reunite families with workers already established in Latin America, a considerable number of persons so moved are in fact working members of the family and augment the labour force of the receiving country.

Sponsorship Schemes. In addition to these family reunion schemes, and sometimes as a development of them, ICEM has assisted the movement from Europe of persons whose immigration was sponsored by friends, relatives or organizations already established in Latin America. In order that such persons could receive assistance, evidence had to be forthcoming that employment and accommodation were available for them. Movements of this nature have provided the basis for successful migration flows to many other areas of immigration, particularly to countries of the British Commonwealth. Such schemes have the advantage of ensuring the reception and immediate productive employment of immigrants without the direct intervention of government services.

In addition to these major schemes, ICEM has carried out from time to time special movements such as the movement of agricultural families to join immigrant land settlements in various Latin American countries. For all these movement programmes ICEM's basic task is to arrange the necessary transport and to finance it, to carry out the supplementary services required to process migrants for documentation and visa issuance, and to organize the embarkation, disembarkation and services of a welfare and orientation character on board ship. The majority of ICEM movements to Latin America are carried out on normal commercial shipping.

#### ACTIVITIES OTHER THAN MOVEMENT

In addition to the activities directly related to movement, ICEM undertakes work of a promotional and technical assistance nature designed

to assist governments to organize and deal with the flow of migration required and to improve its quality.

General Migration Development. ICEM carries out a series of activities required for the initial planning, preparation and successful development of migration schemes. These activities include research studies related to the economic, demographic and social aspects of migration, the results of which are at the disposal of Member Governments to assist in their migration planning. Information on available schemes is collected and supplied to governments or directly disseminated to intending migrants. Special information programmes are undertaken in European countries to assist the immigration countries to recruit the type of migrants their programmes require.

Pre-selection and Selection. The services of ICEM in the emigration countries are available to the governments of Latin America to assist them to select the immigrants they are seeking. Screening, medical examination and trade testing of workers are carried out up to the stage at which the representatives of the immigration countries can make their final selection.

Training. ICEM assist governments of emigration countries technically and financially to carry out extensive language and vocational training programmes in order better to fit intending migrants for opportunities available in the immigration countries. Most of these training activities are designed to fit emigrants from Italy, Spain and Greece for productive employment in Latin America. Normally, accelerated vocational training courses are given to workers already semi-skilled in the trades and professions which have been ascertained to be in demand in the immigration countries. ICEM provides vocational training experts to adapt the training given in the European countries to meet the specific requirements of the countries overseas. In 1958 approval was given for the establishment of a residential vocational training centre in Italy, part of which will be devoted solely to the training of workers for overseas migration. ICEM will make a contribution of US\$298,000 to the establishment and maintenance of this Centre in its first year. It is expected to begin operations in 1959.

Placement. The placement services carried out by ICEM provide the technical machinery to assist governments, according to need, in the organized immigration of workers at all stages of the process. Assistance is given in ascertaining manpower needs, assembling lists of job vacancies, recruiting and pre-selecting migrants in the emigration countries, and placing the workers in employment on arrival in the immigration country. Several countries of Latin America, particularly Argentina, Brazil and Colombia, make extensive use of these services. While ICEM in certain instances operates these services fully, one of its purposes in performing them is to assist governments in setting up machinery which can in due course be operated entirely by the national authorities concerned.

With the co-operation of the Canadian Government, an experimental project will begin in March 1959 whereby government officials from Latin America will receive training in placement and immigration activities within the Canadian Department of Citizenship and Immigration.

Land Settlement. To assist its Latin American Member Governments in matters relating to agricultural immigration, ICEM has furnished technical assistance for the planning and implementation of land settlement projects involving skilled and experienced European farmers possessing a certain amount of private capital. In addition, it has assisted in negotiations with third parties to obtain financial participation in the implementation of settlement projects.

A survey of land settlement possibilities was made several years ago in Latin American member countries and plans for group farm settlements have been drawn up for Argentina, Brazil, Chile, Costa Rica and Paraguay. Three projects - involving the expansion of a Dutch and an Italian project in Brazil and an Italian one in Costa Rica - drawn up with the technical assistance of ICEM have been granted loans by the U.S. Development Loan Fund, totalling the equivalent of some US\$800,000. More recently, a programme of rural placement has been successfully instituted in Argentina. Vacancies are selected carefully and suitable candidates sought from Italy and Spain.

ICEM intends to pursue its activities in the field of land settlement along several lines. It is hoped that the Italian colony in Costa Rica already mentioned will continue to expand. A new Dutch project in Brazil is in the final stages of planning and one for German settlers is under consideration. One of the projects for settlement of immigrants in Argentina, in the planning of which the Migration Committee participated, is awaiting final agreement between the Argentina and Italian Governments for implementation. New possibilities for settlement of experienced European farmers in Argentina will be investigated shortly. The ICEM Mission in Buenos Aires is collaborating with ECLA in a study of the development of Northern Patagonia. The Governments of Bolivia, Ecuador and Panama have requested the visit of a Committee land settlement expert to examine new settlement possibilities; this visit will be undertaken in the first part of 1959.

As one of a series of pilot projects which the Migration Committee is promoting to facilitate the flow of desirable migration to Latin America, plans are being laid down by the Argentina authorities with the technical assistance of ICEM for the establishment of a reception and training centre for agricultural immigrants. This project will be put before the meeting of the ICEM Council in April when a decision will be taken regarding financial assistance.

#### ACTIVITIES PLANNED FOR THE FUTURE

During the seven years of ICEM existence, it has become increasingly clear that for migration to be successful, it must be planned and organized so as to further the achievement of the economic and social policies of the countries concerned. Migrants must be carefully prepared so that they will integrate without undue delay into the economic and social life of their new communities and thus rapidly become productive elements. Increasing emphasis is therefore being placed in ICEM programmes on the quality of the migration carried out. Among the programmes being planned with this in mind are the following:

- (a) It is intended to carry out sampling studies, particularly in the countries of Latin America, into the activities of ICEM-assisted immigrants after their arrival, particular attention being paid to

the extent to which they have found employment in developing and undermanned industries;

- (b) Special manpower studies are being planned in co-operation with other international agencies in order to ensure that ICEM movements meet as nearly as possible the requirements of the receiving countries;
- (c) Experiments are being carried out with psycho-technical tests for migrants before they leave their home country in order to assist their adaptation and placement in the country of immigration;
- (d) Existing language and vocational training arrangements are being expanded, special attention being given to the establishment of residential training institutions in which vocational and language training can be given concurrently;
- (e) The possibility is being investigated of organizing supplementary on-the-job training and adaptation courses in Latin American countries for immigrants who have received vocational training before leaving Europe;
- (f) Immigrant placement services are to be expanded, particularly in Argentina, Brazil and Colombia.

Programmes of this nature are being developed in accordance with the spirit of Resolution No. 173 (VIII), adopted by the ICEM Council at its Eighth Session which recognized "that the activities of ICEM in migration have contributed and should continue to contribute to the economic growth, strength and stability of the Member countries", and formulated instructions to the Director to secure wide opportunities for European migration in accordance with real needs and to place increased emphasis on the qualifications of migrants and their vocational preparation and psychological adaptation.

#### ICEM RESOURCES

The work of ICEM unites the efforts of governments of immigration and emigration countries and of governments concerned to reduce problems which migration can help to solve. It is financed by contributions from these governments; contributions to the Administrative part of the Budget being on an assessed basis whilst contributions to the Operational part are voluntary

made on the basis of a per capita amount for each migrant assisted or received, or by lumpsum payments. For the year 1959 the ICEM Council has approved a Budget of US\$2,975,000 in the Administrative part and US\$33,149,733 in the Operational part. In addition to these financial contributions, ICEM has the considerable advantage of being able to draw upon the combined experience and technical knowledge of governments which have long been active in the migration field.

## V. CONCLUSION

In this paper the Administration of ICEM has given the reasons for its view that in the present socio-economic circumstances of the region, a planned and organized flow of European migrants can be of substantial assistance to the economic development of the countries of Latin America. The contribution which ICEM has made to ensuring such a migration flow in the past has been set out and the plans for strengthening these programmes in the future have been described.

In various reports and studies published in the past, ECLA has shown clearly that an essential key to the economic development of Latin America is the raising of the productivity of its labour force. "From the point of view of time, the problem of productivity may be divided into two large groups of subjects. On the one hand, there are those which may permit of the relatively speedier solution through technical advisory services. On the other are those which can only be served through the progressive raising of the educational level of the population and by the technical training not only of specialized supervisors but also of skilled and manual workers. Those who have paid attention to this aspect of the problem of productivity agree that it is serious and urgent in most of the Latin American countries," <sup>4/</sup>

ICEM believes that, in addition to technical assistance and a raising of the educational and technical standards of the national labour forces, a contribution can be made to a solution of the productivity problem through planned immigration which offers the countries of Latin America a reinforcement of workers who have acquired technical skill and enterprise in the industrial milieu of Europe. Until such times as Latin America can train the qualified workers it requires to make effective progress with its development programmes, qualified immigrant workers can be invaluable. Indeed, it may be said that by a constructive use of immigration, the governments of Latin America can buy

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<sup>4/</sup> International Co-operation in a Latin American Development Policy, E/CN 12/359, United Nations, 1954.

the time in which to develop the necessary educational and training facilities which they do not now adequately possess.

For these immigration programmes to achieve their potential value, they must be planned in relation to the long-term manpower needs of the developing economies. ICEM can assist in a certain measure with programmes to bring in the type of immigrant worker required but it is for governments to plan their immigration programmes in terms of the numbers of workers required, the trades suffering manpower shortages and the various levels of skills needed. Attention should also be given to social needs, particularly the necessity of uniting the immigrant worker rapidly with his family and assisting the family unit to integrate socially and culturally. If plans of this nature are prepared and efforts made to attract the type of immigrant required, full use can be made of ICEM assistance in the recruitment, selection, training, transport and placement of immigrant workers and their families.

Annex I

List of Members

Argentina  
Australia  
Austria  
Belgium  
Brazil  
Canada  
Chile  
Colombia  
Costa Rica  
Denmark  
France  
Federal Republic of Germany  
Greece  
Israel  
Italy  
Luxembourg  
Netherlands  
New Zealand  
Norway  
Panama  
Paraguay  
Federation of Rhodesia and Nyasaland  
Spain  
Sweden  
Switzerland  
Union of South Africa  
United States of America  
Venezuela