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F A M I L Y M I G R A T I O N

by Dr. T. S T A R K (Geneva)

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FAMILY MIGRATION

Motto:

We should all be united in the same love and the same hopes. The world must become as one huge family with a single heart and soul.

PIUS XII

To save the family is, practically speaking, to save the human person.

Thr Rev. Gérard LEVESQUE

FAMILY MIGRATION

TABLE OF CONTENTS

INTRODUCTION

Chapter I : THE NOTION OF FAMILY MIGRATION AND ITS MODALITIES

What is a migrant family ?

Chapter II : ADVANTAGES AND DISADVANTAGES OF FAMILY MIGRATION

1. Moral and Social Reasons
2. Psychological Reasons
3. Economic Reasons
4. Financial Reasons
5. Demographic Reasons
6. Religious Reasons
7. Other Reasons

Chapter III : PRACTICAL EXPERIENCES IN FAMILY MIGRATION OF VARIOUS NATIONAL GROUPS

1. Italians and Poles in France
2. Catholic Refugee Families in the United States of America
3. Immigrant Families in Canada
4. Polish Refugees in Germany
5. Germans and Italians in Australia
6. Dutch Immigrants in Western Australia
7. African family Groups in France

Chapter IV : STATISTICAL ASPECTS OF FAMILY MIGRATION

- A. Statistics Concerning Family Units
 - Australia
 - Argentina
 - New Zealand
 - Venezuela
 - Portugal
 - Italy
- B. Migration Statistics According to Sex and Civil Status

Chapter V : LEGAL PROTECTION OF THE MIGRATING FAMILY

1. Admission of Migrant Families
2. Reunion of Families
3. Protection of Immigrant Family during the Voyage
4. Social Welfare of Immigrant Families
 - A. Social Security
 - B. Family Allowances
 - C. Child Bounty
 - D. Settlement Bonus
 - E. Compensation for Medical Treatment and Hospitalization
 - F. Family Associations
5. Transfers of Money to Families Abroad
6. Deportation of Migrant Family

Chapter VI : MEASURES TO PROMOTE FAMILY MIGRATION

1. Formation of Public Opinion in Emigration Countries
2. Protection of Migrant Families during the Journey
3. Family Housing in the Immigration Countries
4. Economic Assistance to Immigrant Families
 - A. Travel Loans (Assisted Passage)
 - B. Family Allowances
 - C. Other Forms of Economic Assistance
5. Social Assistance to Migrant Families
6. Role of Welfare Organizations

Chapter VII : MIGRANT FAMILY CHARTER

1. General Principles
2. Admission and Reunion of Migrant Families
3. Voyage of the Migrant Family
4. Protection of the Family in the Immigration Country

BIBLIOGRAPHY

ANNEX : RESOLUTIONS AND RECOMMENDATIONS FORMULATED BY VARIOUS INTERNATIONAL CONFERENCES IN REGARD TO FAMILY MIGRATION

1. Bill of Rights of the Family (Brussels, July 28, 1951)
2. Second Conference of NGO's Interested in Migration (Geneva, March 16-21, 1951)
3. Fourth Congress of the International Catholic Child Bureau (Constance, May 4-9, 1953)
4. Fourth Conference of NGO's Interested in Migration

5. Sixth Assembly General of the European Confederation for Agriculture (Weggis, Lucerne, October 3-9, 1954)
6. Unesco Conference on the Cultural Integration of Immigrants (Havana, Cuba, April 18-27, 1956)
7. International Congress on the Social Problems of the European Coal and Steel Community (Luxemburg, January 4-8, 1957)

STATISTICAL TABLES

- No. 1. Australia: Assisted Migrants Arriving in Australia (1953-1956)
No. 2. " Assisted Migrants Arriving in 1955 (in percentages)
No. 3. Argentina: Foreign Passengers Arriving by Boat (1951-1955)
No. 4. New Zealand: Migrants Arriving in New Zealand (1951-1956)
No. 5. Venezuela: Family Immigration in some Settlements of the
State of Portuguesa
No. 6. " Immigrants' Relatives Living Abroad
No. 7. " " " " "
No. 8. Portugal: Emigration in 1953 and 1954
No. 9. Italy : Workers and Family Members (Continental and Overseas Emigration)
No. 10. " Workers and Family Members (only Overseas Emigration)
No. 11. Belgium: Arriving Immigrants and Departing Emigrants
(1951-1955)
No. 12. Brazil : Immigration in 1954 by Nationality and Sex
Family Status in 1954
No. 13. Canada : Immigration in the First Half of 1956 by Age and Sex
No. 14. Spain : Emigrants by Sex and Family Status (1950-1953)
No. 15. Ireland: Emigration in 1953 by Age and Sex
No. 16. Malta : Emigration in 1951-1952 by Sex and Age
No. 17. Union of South Africa: Immigration 1954
No. 18. United Kingdom: Immigration (1951-1956)
No. 19. " Emigration (1951-1956)
No. 20. United States : Immigrant Aliens Admitted in 1955
No. 21. " Emigrant Aliens Leaving in 1955

INTRODUCTION

During migration conferences in past years a lot has been said about the importance of family unit migration or family reunion and a good many recommendations and resolutions have been made and voted on this matter.

However, an examination of the literature on migration problems reveals not a single book or pamphlet explaining the advantages of family migration and the reasons for which it must be encouraged. There has been no review of present legislation benefitting family migration nor even a study to reveal the numerical importance of family-unit migration cases. The reports and resolutions in existence on this subject do nothing but outline the problem and express wishes without suggesting suitable measures which might lead to a satisfactory solution to the whole problem.

The purpose of this work is precisely to try and fill this gap by clearing the ground for further studies and reports on this matter. We intend not only to review the measures which have been taken on family migration, but also to specify what remains to be done to promote and encourage this particular type of migration.

Nowadays thousands and thousands of migrants leave their homelands to look for work in other countries of Europe or overseas, leaving their wives and children in the old country to which they may return only once a year or even less often.

In migration movements of the last ten years the main impetus has been provided by the employment opportunities in the industries of the immigration countries. Some of the

receiving countries, in turn, in their eager wish for labor, have passed regulations admitting foreign manpower in abundance but authorizing very few family groups to enter the country.

Most countries have neglected to promote laws in favour of the family in general and of migrant families in particular.

Confessional, private, and national institutions and organizations seem to be increasingly concerned with family problems, but their efforts are too often met with incomprehension or paralysed by a lack of coordination between the immigration and emigration countries. Moreover, to provide or improve standards of living in an immigration country it is not enough merely to promulgate a law, nor does the mere existence of a law help the departure from the emigration country.

Many countries theoretically have a very advanced family legislation, but its application and enforcement may be nil.

Except in refugee migration, which constitutes a special problem in itself, it may be asserted that in post war migration movements, the social and moral aspects of migration have not ranked among the primary considerations. The tendency has been to consider migrants as "working units", and this with a total disregard of social and moral laws. It should not be necessary in this day and age to point out that migrants must be treated as human beings and not as economic goods, which is to say that production is designed for man, and not man for production.

To seek to subordinate man to material wealth is a flagrant violation of the rational order.

Experiences in the field of migration and the relatively high number of migrants who return to their land of origin have shown sufficiently well how important it is not to isolate the social and moral aspects from the economic aspects of migration problems.

To those who advocate the defense of the national interest at any price, who clamor for the subordination of other interests to those of the nation, it may be pointed out that a nation has nothing to lose in respecting human rights. Certain principles of natural law cannot be violated without prejudice to the national interest itself.

Although this picture of the present situation may seem grim, it is not our intention to ignore the valuable efforts of nongovernmental migration organizations which have been striving for years to reunite families that have been separated by migration and to promote family-unit migration. One of the aims inscribed in the Constitution of the International Catholic Migration Commission particularly concerns the family : "To strive for the application of Christian principles in the formulation of international migration and population policy and the adoption of such principles by international organizations, governmental and nongovernmental, in particular as far as the protection of family rights is concerned" (italics added). Correspondent and affiliated organizations of the International Catholic Migration Commission are striving to carry out this program and are

most active in their struggle to defend the rights of the migrant family; in Europe the principal ones are St. Raphaels-Verein in Germany, le Secours Catholique in France, and the Giunta Cattolica Italiana per l'Emigrazione. Outside of Europe particularly active in this respect are the Rural Settlement Society of Canada and the Federal Catholic Immigration Committee in Australia.

In one of the first articles to appear on family migration, Msgr. Emmanuel Chaptal thirty years ago lauded the activities devoted to family migration in the United States by the National Catholic Welfare Conference. (1) He speaks particularly of the reaction of this organization in 1926 to the "Emigration Restriction Law" which was enforced with exaggerated vigor as far as the families of foreign immigrants were concerned. In its bulletin of December 1926, N.C.W.C. mentioned the fact that "the social welfare of a country may be endangered by the presence of too many foreign residents deprived of a normal family life."

It must be admitted that if until now the collective conscience has been impervious to the grave problem of family migration, it is high time for it to wake up and protest against the bad treatment inflicted on migrant families. Now more than ever the interests of the family in migration must be defended.

This is precisely the thought which inspired the present work.

A better knowledge of some aspects of the problem ought to

(1) "L'Immigration Familiale" Dossiers de L'Action Populaire No. 170, 25 juillet 1927, Vanves (Seine).

ensure the migrant family's welfare and preserve its unity so that it might develop to the greater benefit of immigration countries and of mankind.

It is understood that the opinions expressed in this work are those of the author and do not necessarily reflect the views of the International Catholic Migration Commission. It is hoped that this first attempt, however imperfect it may be (the excuse being that it is the initial undertaking of this nature), may be of some use both to those who are studying the problem and to those who are involved in the practical end of migration work.

Geneva, February 12, 1957

CHAPTER I

THE NOTION OF FAMILY MIGRATION AND ITS MODALITIES

It is often said nowadays that the family is undergoing a crisis, the number of disunited families, divorces, birth limitations and other such signs often being cited as typical signs. Some even consider the family an old-fashioned and outdated institution.

Such statements, very frequent only a short while ago, are partly based upon an historical evolution which started four centuries ago. Since the 16th century when the era of individualism began, the concept of the family has been gradually and systematically undermined. During the 19th century the astounding and rapidly increasing development of industry was an aggravating factor. The family no longer defended by any but "reactionaries", seemed everywhere to be condemned and despised.

The beginning of the 20th century was seen to accelerate this crisis through the emancipation of women. Emancipation was brought about to the prejudice of the family, for the time and energy women formerly devoted to the home were now spent on work in factories or offices. Everywhere new conditions of life, new methods of work, and highly developed means of communication have loosened family cohesion.

Nevertheless, despite all the attacks and criticism the family has undergone, the pessimistic predictions generally made of its future some thirty years ago have turned out to be completely false. Today the situation has been reversed. Instead of being destroyed as was expected, family is now regaining strength and credit.

Sociologists and demographers are fully aware of this development and speak of a "renovation of ideas concerning the family," to mention a recent study published by the leading demographic institute in France.(1)

Already during the last world war, some signs of a revival of family spirit and a reinforcement of its solidarity were noted.

When political regimes were collapsing, the family remained the last social support. Men deprived of external support, concentrated all their hopes on it. This renewal of family solidarity came from within as a sort of reaction against dangers from without.

It was noticed, for instance, both in Germany and in France during the war. Today, it is happening again in countries behind the Iron Curtain, where despite the communist regimes, family ties are being reinforced and solidarity is stronger than ever.

In various European countries where the birth rate has traditionally been low, increased birth rates are now being recorded and the importance of the family has grown. Thus, since the second World War, numerous are the constitutions and legislative measures which include articles or references bearing specifically on the family and family rights. In the Universal Declaration of Human Rights published in 1948, it is stated that the family is the natural and fundamental element of society and of the State. Moreover, the system of family allowances and other benefits for families gives evidence of an evergrowing concern.

(1) "Renouveau des idées sur la famille", ouvrage réalisé sous la direction de l'Institut National d'Etudes Démographiques, Travaux et Documents Cahier No. 18, P.U.F., 1954, p. 369.

Even the Soviet regime, after having for a long time proclaimed the right to divorce and the liberation from all family bonds as being basic to true socialism, has had to reestablish the authority of the family and restrict divorce and abortion.

If the family principle has resisted so many trials, this does not mean it is no longer in danger, because it still is, in the East from collectivism which would establish nameless social units and in the West from an excess of individualism.

When one speaks of a renovation of the family this does not mean a revitalization of its previous condition, but a renewal in a different framework. Demographers and sociologists speak of evolution and changes in family functions. (I)

They declare to begin with that the past has proved the family to be irreplaceable. Only the family can fulfill the social functions which the State and society cannot perform.

There is no substitute for the parents in the upbringing of children or in the performance of family tasks, and society must acknowledge that fact.

Nevertheless in modern society, owing to ever-increasing industrial expansion, to the multiplication of social and administrative functions, and to the emancipation of the individual within the family, the family has been altered in character to a certain extent.

(I) Cf. Jean Stoetzel, article dans l'ouvrage cité de INED, Cahier I8, Paris 1954.

The diffusion and multiplication of various kinds of entertainment such as radio, television, and cinema, some of which enter the home itself, and at the same time the smallness and scarcity of housing space have diminished the family's privacy, traditionally its most basic characteristic.

On the other hand, the family has affected by the fact that each of its members has many more social relations with the rest of society.

Instead of the family of olden days in which the father reigned supreme and in which the wife was relegated to the status of a minor, and the children were totally subject to the father's authority, there has arisen a new form of family life. This new form is a result of the following changes:

- 1) The transfer of production to industry.
- 2) The change in eating habits: meals are less often taken together at home because of the dispersion of family members and the distances between homes and working districts.
- 3) The transfer of education of the children to qualified institutions.
- 4) The promotion of women in modern society to replace men in numerous occupations.
- 5) The increase in the recreational function the family .

The four first points rather show of the family's decreasing role, whereas the fifth one reveals a new function ^{sing.} surpassing the others. The members of a family to-day join each other in leisure activities more than in any other. Previously it was in work and production where they collaborated; now it is in their leisure time pursuits in a sharing of thoughts and feelings.

Concerning the woman's promotion within the family, a real revolution has taken place. The mother is now in charge of discipline as well as of the children's general and moral education, and the father is the one who provides support.

An American has aptly express this fact by saying : "He is consulted on allowance and not on allowing." In point of fact, the father is rarely at home during the day, because his occupation, so the moral responsibility of the children is less equally shared by both partners. Owing to this situation, the ties are often relaxed between fathers and children (1).

To have an only child is no longer considered the ideal present-day family as it was in some European countries between the wars.

The growing re-acceptance of large families is reflected in many recent publications which attempt to emphasize their advantages (2).

(1) A recent study carried out by a Catholic University in Canada has uncovered the fact that 41 per cent of the young boys who were asked understood nothing about the kind of work their fathers did. Other inquiries carried out by secular universities revealed a still greater ignorance of children concerning their father's professional life. Would this have been conceivable in another age ? Cf. The Ensign, Canadian national news magazine, September 1, 1956.

(2) Cf. James H.S. Bossard : "The large Family System", an original study in the sociology of family behaviour. (Philadelphia, University of Pennsylvania Press, 1956, 328 pages).

If we seem to have dwelt too long on this subject of the character of the modern family, it is only to point out the changes that have taken place and to emphasize the fact that, in spite of these changes, the family remains an important institution exercising essential functions.

The family resisted the impact of the industrial revolution and has adapted itself to the new situation. This adaptation took place through an adjustment to new ways of life and a new economy.

This problem of the adaptation of the family may be examined under many aspects, not the least of which, though perhaps the least studied by demographers and sociologists, is that of migration.

As a result of the increasing of overseas migration after World War II, it would be interesting to know better the characteristics and problems of the migrant family, particularly the family which must go abroad to provide for itself better living conditions.

A migrant family more than any other is subject to dangers which threaten its equilibrium and its harmony. The family has often very aptly been compared to a tree standing erect because it is supported in the earth by its roots; if it is removed, it needs more food and care to grow new roots in a new soil.

So, to facilitate the adaptation of migrant families to new living conditions in immigration countries, to assist them over the difficulties of transplantation, to help them become more

conscious of their duties and obligations, this task must be the concern to all who wish to make a contribution to the social development of humanity.

What is a migrant family ?

Having acknowledged the character of the modern ^{to} family and stated the necessity for a migrant family to adapt the new living conditions in the immigration country, we must now define the term "migrant family." For this purpose we must refer to the general notion of the family as it is understood in modern sociology.

The concept of family may be regarded under various aspects; first of all it may be considered as a social unit, at the basis of which is a social cell formed for security; the family may be considered an economic unit or a consumer organization; or as a moral ideal to which the notion of home is essential.

From a religious standpoint, it is the extension of a sacrament.

Family is generally defined as "a natural group based upon marriage and completed by the progeny of that union". (1)

So family begins with the couple, husband and wife, and develops as children are born into it. A distinction is made between the "family unit" in the restricted meaning of the term, including the couple and their children, and the extended family which includes all the relatives. The question is how can this broader notion of family be delimited?

(1) "Code Familial" published by the International Union of Social Studies, Malines, Ed. Spes, Paris, 1950

Sociologists speak of the natural "extension of the family" the family formed by the father, mother and children and including the parents of both partners as well as their grandchildren and great grandchildren. It may even be extended to the uncles, aunts, and various cousins. This is the natural family community based upon blood.

A family may also extend to relatives by marriage, with the couple's parents, mother-and father-in law, and brothers-and sisters-in-law. This enlargement of the family includes a more or less extended participation in the advantages and obligations of a family.

A family may also be extended juridically through adoption.

This may be simple, which gives the adopted person a right to inheritance, or complete, and in this case the adopted child lives with the adopting family as one of its members, this of course also includes the right to inherit just like the other children.

However, a guardian is not included in the family.

It should be remarked that the natural family is not necessarily limited to the "legitimate family". Children born outside marriage have a right to support, education, and protection.

Generally if the mother brings the child up she receives some money for support from the father. For the good of the child, the parent who raises him should have all the legal rights usually attached to paternal right, and the child is then "assimilated" to the rest of the family.

Finally, the family may extend loosely through cohabitation to include those who are attached to the life of the home by ties of relationship, for educational, or for other purposes, and who dwell under the same roof.

Which among all these notions must be applied to the migrant family ?

It goes without saying that it cannot include the whole family in the broadest sense of the term without infringing upon the rights of the members who constitute distinct families. In migration, therefore, we consider the restricted family unit of blood relations.

Only in exceptional cases may the extension by marriage be included in the family. For particular reasons over and above the marriage ties a brother- or sister -in-law may sometimes be included in the migrant family. Such cases are not necessarily rare, but the relationship through marriage does not by itself justify the inclusion of other persons in the family.

On the other hand, the juridical extension must be included in the notion of the migrant family. Adoption enables childless families to acquire a filiation likened as closely as possible to that of families with children of their own. So an adopted child who normally participates in the life of the family has the same right to emigrate as the other members of the migrating family.

And the right is likewise to be extended to an illegitimate

child living with the family of one of his natural parents.

Moreover, it is difficult to include a child in the family of a legal guardian in this concept of migrant family, since the guardianship may be delivered over to someone else in case of departure.

As for members included by extension for reasons of cohabitation, if it is justified by reason of economic necessity, they may be taken into consideration.

Theoretically, all these considerations involve the complete and integral migrant family unit, but it may happen that either the mother or one of the eldest children may act for the father as head of the family (in case, for example, of his death). In such circumstances one speaks of an incomplete migrant family, which nevertheless constitutes a migrant unit. It goes without saying that such a family unit may be much less viable and more vulnerable in its struggle for existence.

In the laws various immigration countries attempts have been made to define the notion of a migrant family. Canada's Immigration Act, for example, recognizes that the normal family unit is composed of the father and his wife and offspring, though the father is not necessarily the head of the family. The head may be the mother or an elder son or daughter. This notion is based on the fact of dependance which creates the family unit and it makes explicit that this dependance may be on account either of age or inability to work. (1) This law does not specify until what age a child may normally be considered a dependant. In fact, for one reason or another this dependance may continue after what is generally considered the normal working age.

(1) Revised Status of Canada, Vol. V (Statutes), chapter 325, p. 5777

Practically speaking, Canadian law does not restrict the admission of any member of a migrant family as long as the family head assures the support of all members, and the persons fulfil the conditions for admission stipulated in the immigration law.

Moreover, an immigrant authorization granted to the head of a family is not automatically extended to his adult children.

In view of what has previously been stated, it may be said, then, that, the migrant family as we consider it in this study is a unit composed of the father, mother and children, as well as any other person dependant on the head of the family by reason of age or of physical or psychic incapacity.

This definition thus includes in the migrant family any person who participates in the life of the family and depends economically on its breadwinner. Such might be the case, for example, of a grandmother or aunt living with the family and economically incapable of providing for their own needs.

This definition may, of course, also apply to an incomplete family, in which lacking father or mother or both on account of their death or for some other reason, the head of the family may be an elder son or daughter.

It may be wondered what advantage there is in so defining the migrant family. The answer is that this restrictive notion of a migrant family has been made in order to affect the easier application of measures of economic and social protection in favor of migrant families. And a precise definition may be of some use to the immigration country in avoiding the abuses of too broad an interpretation.

The two forms of family migration

There are two modes of family migration:

- a) migration by family unit
- b) migration by separate groups

The first applies to the movement and resettlement of the family migrating together as a family unit. The second form generally implies first of all the departure of the head of the family alone to secure employment for himself and housing for his family, while the rest of the family joins him after some time. The length of their separation may not depend entirely upon the migrant's own will, but on certain circumstances beyond his control .

Some receiving countries do not readily admit families, some families do not meet all requirements. Certain immigration laws only allow the second form of movement mentioned above, since they require first of all the migration of the worker who may be allowed, after a certain trial period, to call over his family. This , for instance is the case in France for foreign laborers.

The advantages and disadvantages of these two forms will vary with the particular case, but generally speaking the first form is more to be advised than the second, favoring as it does, the stability and harmony of the family.

The second form, however, is often unavoidable when the migrant has to look for employment after his arrival in the immigration land.

If he leaves unaccompanied, it may be easier for him to find a job without the drawback of family worries and problems, and these, conversely, will be easier to solve after the experience

he will have acquired in the immigration country before their arrival.

This second form, however, also includes some dangers, particularly from an economic standpoint, since the migrant will have to provide money for the support of this far off family as well as for himself. At the same time, presumably, he must save the money necessary to pay for their transportation and all this may mean a prolonged separation and many extra charges.

It may be interesting to refer to the experience in this matter of a Catholic organization working in the migration field in Canada: the Rural Settlement Society of Canada, with headquarters in Montreal. The moral adviser of this organization, who is also Vice President of I.C.M.C.; Msgr. Armand Malouin, in a report on the religious integration of migrants ("L'integration de l'immigrant à la vie religieuse") presented in 1956 to the Fourth Caritas Congress, states that according to the statistics of the Rural Settlement Society of Canada, families reunited by that organization had remained separated on the average from 22 to 28 months (1). Those familiar with social work among migrants know the hardships of such a long delay. And these two years are just an average, the delay may even be longer.

There is still another danger in this second form of migration: in the countries that apply strict health requirements as a condition for admission, it is never certain that all members of the family will meet the required conditions by the time the migrant is able to call over his family. It may happen that in

(1) Rapport de Caritas-Canada, quatrième congrès 1956, p.247, Quebec

the meanwhile one of the children or some other member of the family will have contracted a disease which may definitely prevent his migration to join the head of the family. Such tragic situations occur fairly often and are well known to people in charge of social work and of family reunion among migrants. Such circumstances place the head of the family before the cruel alternatives of returning to the homeland and thereby losing all the benefits of the years of sacrifice and hardship or of renouncing all hope of bringing in this particular member of his family.

By adopting the first form of migration it is possible to avoid a certain percentage of cases of re-emigration due to such situations.

The experience of this Canadian organization is confirmed by that of organizations of other denominations. A booklet published by the Conference of NGO's Interested in Migration and entitled "On Putting Down Roots" also stresses the fact that the departure alone of the head of the family often has negative results both for the migrant and his family and for the receiving country as well. "Preservation of the family," says the booklet, "is so important that even a temporary separation should be considered only in very exceptional cases." (1)

In the next chapter we shall enter into a detailed examination of the advantages and disadvantages of both of these forms.

(1) On Putting Down Roots: The Integration of Migrants into the Life of Their Countries of Resettlement, June 1953, page 7.

For the time being, it is enough merely to stress the fact that the first form better preserves the integrity of the family unit.

Circumstances, however, sometimes impose the second form and in such cases all activities that organizations may expend to help the families to re-unite, take on a positive aspect.

CHAPTER II

ADVANTAGES AND DISADVANTAGES OF FAMILY MIGRATION

Reasons for and against family emigration may be considered from the following viewpoints:

- 1) that of the migrant
- 2) that of the country of reception
- 3) that of the country of departure

Often there is a conflict of interests; what is advantageous for the migrant may not be so for the receiving country, and similarly, what is advantageous for the receiving country is not necessarily good for the country of departure. However, it does also happen that the benefits are mutual. For example, it is in the interest of the receiving country to have satisfied immigrants who will become more readily attached to their new country and more quickly integrated into the economic and social life. Moreover, the interests of the country of departure are sometimes identical with those of the migrants.

In examining the advantages and disadvantages of family migration, two errors must be avoided: First of all, whatever may be the national interests of the countries involved, it must not be ignored that the problem should be considered from the viewpoint of all mankind. We are living in a period when much attention is given to universal human rights, to the inviolability of certain rights, thanks to a principle widely accepted at least on paper. The interests of the human being involve everyone, in-

cluding the countries of immigration and of emigration, and they must be respected and placed before any national interests.

The second error resides in the tendency to give preponderance to economic considerations. In spite of their unquestioned importance, economic considerations must never be given precedence to the detriment of the social and moral aspects of the problem. Before evaluating a migrant as an industrial or agricultural asset, it must be taken into account that he has a moral personality. There are moral principles and laws which govern all mankind; and to subordinate them to economic interests would be to distort the natural and rational order of things.

Yet it is only too frequently observed that the primacy of moral values is not acknowledged.

We will examine the advantages and disadvantages of family migration, as opposed to the individual migration of single persons or of heads of families separated from their dependents.

Broadly speaking, the reasons for and against family migration fall into the following categories: moral, social, psychological, economic, financial, demographic and religious. This is not a strict, exclusive classification of the reasons, for they may be enumerated differently according to circumstances. For instance, there is a link between moral and religious reasons, as well as between economic and financial, but we treat them separately here.

1. Moral and Social Reasons

These deserve emphasis, partly to compensate for the fact

that they are often neglected in an approach to the migration problem, and partly because they play such an essential role in family emigration.

The family is the keystone of man's moral and social life.

It is man's nature to live and to develop - not alone, but in society. Having a moral personality, the human being has a right to have family needs respected, and he must not be transplanted in conditions which render his family life difficult. To this end, those conditions must be created or favored which permit him to play his role in the framework of the family, and which, in other words, guarantee the existence and the maintainance of the family.

The rights of the family are based on the sacredness of the marriage bond. Marriage creates a community with specific ends which exercises specific functions proper to itself. Among its ends, major ones are the procreation and education of the children, and the mutual assistance of the partners to it. (1) United to attain these ends, the members of the family form "an association for the whole of life", as Pope Pius XI defined it in his encyclical Casti Connubii of Dec. 30, 1930. (2)

1) For more on this subject see William Gibbons, S.J.: "Fertility Control in the Light of Some Recent Catholic Statements," Eugenics, Quarterly, vol. 3 I/II, 1956. Confer especially the part on ends of marriage.

2) Christian Marriage: Encyclical Letter of Pope Pius XI, "Casti Connubii" - 1930. (Catholic Truth Society, London, 1951)

If a family is separated by the emigration of either spouse, the ends of marriage are either difficult of attainment or impossible.

The Family Code, elaborated by the International Union of Social Studies at Malines in 1950, proclaims that the family and the married couple are subject to a series of fundamental laws inherent in the nature of man and made manifest to his conscience by revelation of the Creator. (1) These laws are those of unity (a single husband for a single wife), indissolubility (the same husband and the same wife as long as they both may live), conjugal charity, and the procreation and education of the offspring. Clearly, the absence of either the husband or the wife because of an emigration causing a more or less prolonged separation of the family constitutes a serious deterrent to the application of these laws.

These Laws are justified for the following reasons: a) the welfare of the children, b) the necessary of safeguarding and developing conjugal fidelity and charity, c) respect for woman, and d) the role of the family in society.

The welfare of the child requires the permanent presence of the father and the mother. From his parents the child receives corporallife, but they owe it to him also to transmit the life of the soul through education.

1) Code Familial: Union Internationales d'Etudes Sociales, Malines: pp. 41 and 83

This will come about by example and instruction through long years in the home where the parents dwell in mutual affection. The parents may delegate their duty of education to professional teachers or to schools, but it remains, nevertheless, that the family dispenses a moral and physical education for a lifetime.

Another duty of the parents to the children is to assure their support until such time as they can become independent of the family. It is in the nature of things that family ties should loosen with age, to give way one day to the contracting of new conjugal bonds, but until that time, the parents have a duty to provide education and instruction. This requires mutual collaboration and help which emigration of one member of the family without the others would render impossible.

The protection and development of true conjugal charity also require the presence together of both partners. True human love seeks fullest development in intimacy. Separation deriving from the emigration of one partner is inimical to this.

Moreover, the dignity of woman is only compatible with a normal family situation, that is, with the husband being present in the home. Companion and associate of man, the wife has a right to stability of her situation as guardian of the home and to security in the exercise of this function. Yet the family is not necessary only to the wife, but also to the husband, for it conforms to man's nature, to his psychological, sentimental and moral aspirations. His emigration puts an obstacle in the way of these legitimate aspirations.

The permanent presence of both husband and wife is also required by the role of this family in society. The human being needs a social and moral support not only to develop in a protective framework, but also because he needs sympathetic environment. Affection is that "secret vitamin" so much needed by the child, the importance of which doctors and psychologists increa-

singly stress. (1) Family life provides a defense against unwholesome impulses, against doubt and depression. From the discipline imposed on the youngest members of the family, through the more discreet sollicitude exercised over adolescents, to the mutual assistance manifested among the adult members, the family exercises indispensable and essential functions of tutelage, which are embodied for the husband in the affection of his wife, and for the wife in the protection afforded by the husband. These functions of the family are the source of confidence in one's self and in others.

It is a recognized fact that the absence of family ties often engenders delinquency, criminality and even suicide among children.

The lack of paternal authority may give rise to juvenile impetuosity which follows its own course without any counter-weight.

Statistics speak eloquently on this subject and professional men could tell us what a great percentage of suicides are the result of family disintegration.

It has been determined that in factories and workshops, the workers who are the least conscientious and are of little value in their occupation are those who have no family or who come from broken families. It frequently happens that a man removed from social pressures and lacking the support of his family, will show an irregular line of conduct (remarriage, crime and lesser wrongs).

1) Cf. Preface by Alfred Sauvy of the book: Renouveau des idées sur la famille, compiled by I.N.E.D., Paris, 1954, p.15.

Thus the vigorous maintainance of the family tie predisposes an individual to the sort of moral rigor necessary in human society.

It is, therefore, essential to guarantee to the maximum extent possible propitious social conditions for the family in migration, taking into account that the family not separated by emigration incontestably makes a better contribution to the social welfare of a country. Nearly all theorists agree in recognizing that the fundamental right which immigrants may reasonably claim is that of a normal family life . (1) This right can only be guaranteed if the whole family stays together. There is, in fact, a definite moral obligation on the part of the father as well as of the countries of emigration and immigration, to see that the family unit remains intact.

2. Psychological Reasons

By this must be understood everything that affects the human being as such, his faculties, the state of his mind, emotional reactions; all these taken in their broadest sense create the psychological climate. In family emigration it will have a decisive effect on the integration and assimilation of all the members in the new environment of the receiving country. It is important to know if family emigration facilitates this integration for an individual, or if it delays it.

It must be declared at once that it is difficult to give the reply a scientific verification.

1) Prof. W.D. Borrie: The State and the Cultural Integration of Immigrants, Unesco Conference, Havana, April 1956.

In some cases the family hinders or delays integration, in others accelerates it, for a good many contributing factors enter into the picture, an important one being the age of the parents at the time of their arrival in the new country.

It is generally acknowledged that a young family somewhat facilitates the integration of its members, and emigration does in fact commonly take place when man and wife are in the years between 20 and 40 their children are still very young. Let us examine first of all the situation of the individual members of a family in the process of integration.

The father (and husband), if he still has health and vigor, is considered to be a potentially accelerating factor in integration. (1) This is attributed above all to the constant contact with colleagues and working companions and to the fact that a great part of his time is spent away from the home and presumably therefore among the local people. It is he who undergoes the stronger and more constant influence of the new environment.

The mother (and wife) finds herself in a somewhat different situation. The wife is generally considered as the more conservative element in a marriage and somewhat of an obstacle to integration. The wife, for example, most often persists in the use of the mother tongue, and it is she who clings to the contacts with the country of origin (mostly through letter writing).

1) Artur Hehl Neiva and Manuel Diégues, Jr.: "Cultural Assimilation of Immigrants in Brazil, UNESCO Conference, Havana, Working Paper 3

It is known that the "weaker sex" has a mighty power of persuasion, and migration organizations in the receiving countries can recount many a case where the woman decided the return of the whole family to the land of origin because of some apparently minor inconvenience in housing or living conditions. Very often, however, the woman does facilitate the process of integration when she comes into contact with other families in the receiving country, and through neighbors and acquaintances assimilates elements of the culture which little by little will be incorporated into the life of her own family.1)

It is well to recall that the reaction of the wife depends to a great extent on the conditions with which the migrants are met in the immigration countries where they settle. For example, in rural communities in Brazil and many other places it is the custom for families in the same community to provide mutual assistance for one another at harvest time and in cases of emergency of any kind. This custom, called "mutirao" in Brazil is widespread, and among the German immigrants in Espiritu Santo and the Italians in Rio Grande do Sul, it has made easy the relations among immigrant families and thus favored their early adaptation. Such contacts permit the wife to become familiar with the surroundings and undergo some of the influence they may exert.

1) Ibid. p. 27

And it will be through her that the new way of life will gradually penetrate the family circle, for changes and innovations which she introduces will also be accepted by the other members of the family.

The role of the children in integration is a capital one, for it is through them that the culture and new way of living will be introduced most steadily and throughly to the whole household.

Still very young the family leaves the home country, the children make the adjustment at a time when their minds and personalities are open to new influences. If they are not too young, the change even has for them the appeal of the unexpected and the adventuresome. The result is that children become quickly adapted and readily assimilated. They are "at home" wherever the family is together. Moreover, they have an aptitude for learning a new language. The younger the child the more quickly he learns a foreign language - an important asset, for assimilation of the language is considered essential to integration. Through this knowledge of the language and daily attendance at school where he has direct contact with others, the child comes to exert an influence on the integration of his parents. He brings from school not only the fruit of the instruction, but many a habit more or less unconsciously copied from class and playmates. Thus through the child, the immigrant family acquires new expressions of speech, new customs, habits and reactions, all of which reflect those of the community into which they are being integrated.

Another psychological advantage to family integration is the

fact that when the children are grown, it is often they who dissuade the parents from a contemplated definitive return to the old country. The younger generation having received its whole preparation for life in the country of immigration, hopes to find work there and settle, a normal reaction, since the country of their family origin is often entirely unknown to them personally.

It may be said then, that the younger generation determines the definitive integration of the family in the new country, and that their adaptation to the new environment is one of the reasons why a family remains permanently in a country of resettlement. (1)

It is of interest particularly to a receiving country that today it is no longer possible for an immigrant family to maintain any kind of cultural separation, the tendency to do so having been counteracted by compulsory education of the children in local schools where they are immersed in the cultural atmosphere of the receiving country. Then, too, books radio and television, and in the cities, newspapers, cinemas and other public media of information enforce a close and most often daily contact with the cultural and social milieu.

If, for one reason or another, an immigrant family has not brought children with it, their absence will result in a prolongation of the process of integration.

1) Giraud and Stoetzel: Français et Immigrés, (INED, Paris, 1953) Cahier 19, p. 424 (Cf. Chapter concerning Polish immigrants in France.-)

On the other hand, for a child who emigrates alone, successful integration depends upon the complete rupture of former ties. If these are maintained, they will constitute an obstacle to his integration. (1) The same is not true for adult migrants, for whom the severance must be gradual.

All things considered, the children's role is that of an accelerator in the settlement and integration of immigrants.

For every member, contacts are multiplied by the presence and the activities of the other members. Sometimes the assimilation of the younger members of a family takes place so rapidly that it puts a distance between parents and children which would destroy the equilibrium of the family group. In such cases it is often advisable for the children to take courses in the language and culture of the country of origin.

It nevertheless remains true that older members of a family, constitute an obstacle to the rapid assimilation of the group, given the difficulties and the reluctance they feel to change their ways or adapt themselves to change.

This situation has induced some theorists to assert that the children's role is essential to the family's integration. The parents, in most cases, are never completely assimilated and remain all their lives divided between their loyalty to their motherland and their desire to be assimilated to the new country.

1) M. Wolff: Report to UNESCO Conference, Havana, 1956, Working paper 6, p. 8

In order not to destroy the links between parents and children, it is necessary to provide the latter with the opportunity of becoming acquainted, not only with the new country and its customs, but also with their parents' mother tongue and the spiritual values of the old country. These children should be taught both languages, even after their establishment in the reception country.

It need not be pointed out that the presence of the family is an important help in combating the feeling of isolation which engulfs an immigrant soon after his resettlement.

The risk of psychological shock attendant upon the "uprooting and transplanting" which migration entails is largely amortized by the family group. In short, the family compensates for an otherwise excessive isolation and serves at the same time as a sort of catalyzing agent hastening the final result which is integration. (1)

The immigrant with a family enjoys an increased "psychological income" - that is, in addition to his monetary income, a certain sum of personal satisfactions derived from the general conditions he and the other members of his family enjoy, in, for example, housing, schools, recreations, et al., all measured against the degree of satisfaction he felt with those same things in the old country. Of course, these psychological factors are present even for the single migrant, but it is understandable that they are amplified when they touch a whole

1) Ibid. p. 15

family and not a lone individual.

It has frequently been observed in post-war migration that today's immigrant is not ready to endure hardship and that he lacks perseverance. Counteracting this, the family often plays a role in providing the impetus and the spirit to vanquish obstacles. At the last Australian Citizenship Convention in 1956, numerous social workers and civil servants concerned with the immigration procedure indicated in their reports that family units become integrated much more easily in Australia than lone immigrants, and they overcome difficulties far better. Although they sometimes favor a carry-over of cultural traditions from the country of origin, they nevertheless create a psychological climate which reinforces a migrant's individual will to succeed.

It must not be overlooked that in himself, a migrant carries a complex of psychological factors, the product of internal and external influences which can hasten or hamper his integration.

One of the essential factors favoring integration is the migrant's self confidence. Ordinarily it is himself that he must find the resiliency and equilibrium to balance against the psychological shock of his uprooting. If he is lacking in these qualities he may find support and encouragement in his family. But if the family fails him, he will be all the more ready to give up the effort and go back on his plans.

3. Economic Reasons

A third category of reasons for and against the migration of family units is found on the economic level.

These may be summed up in the answer to the questions: Does the family help the economic integration of an immigrant? And: Should the attitude of immigration countries be to admit only immigrants who will be "productive" or to admit their dependents, i.e., their families as well?

Economic needs have always figured among the principal causes of migration... Those of an individual incite him to migrate, and those of a nation often lead it to encourage immigration of manpower. After the second World War, the economic character of migration was given added impetus in the immigration policies of several countries which chose to admit only "producers" (that is, productive manpower) and to reject "consumers" (in other words, families). Priority was given to unmarried men or to married men without children for the sole purpose of increasing production in the country through an increase in the number of workers in every sector of the economy. (1)

From a purely short-term economic viewpoint, it is true that the individual migrant is a better investment for the immigration country. Being self-supporting, he does not involve the reception country in any additional expenditure, but is ready on arrival to take his place in the economy as a producer. Economically, it is understandable for a country for a limited period of time in the early stages of an immigration program, to grant priority in admission to workers with no families or with small ones. However, beyond the initial stage, the policy can be justified only with difficulty, for economic considerations must not prevail

1) Such was the case in Australia after 1945, according to Prof. W.D. Borrie in a report to the Australian Citizenship Conference in 1956: "Should Immigration Policy be Directed Primarily to Obtain a High Ratio of Workers for Industry or Should It Be Directed to Family Migration?" p.4.

over human values.

Two important arguments have been advanced in the economic order favoring the immigration of integral family units:

a) An immigrant accompanied by his family is more often incited to strive harder for economic success than one who comes alone, and he generally therefore produces more. It has been remarked in factories that the immigrant who has his family with him works better and longer than the unmarried immigrant, who has only himself to care for. When an immigrant achieves economic success, he detaches himself more from his country of origin and this in turn helps him make progress in integration. If a migrant is unmarried however, his "success" may not come until he has become sufficiently integrated to have found a wife in the new country. In agriculture it has been seen that the situation is analogous to that in industry: the individual output in rural family groups is superior to that of other farm workers. A specific case in point concerns some migrant farm families from Italy who settled in Brazil in 1952.

When unrelated single workers were brought in to supplement the work of the family groups, they frequently did not stay to complete their working commitments. Similar experiences of this kind in the Italian rural colony of Pedrinhas near São Paulo led the authorities in 1954 to decide that henceforth only family units of parents and children would be admitted to the colony. (1)

1) ILO Report to the UNESCO Conference in Havana, No. 12, Feb. 28, 1956, p.4.

b) Family immigration is an asset vocationally in that it provides the immigrant a certain necessary stability in his occupation. His family responsibilities will direct him to make the most of his opportunities, but without taking unwise risks. In the developing economies of the Western Hemisphere, the wide-open opportunities sometimes tempt an immigrant to become a "drifter." Where there is a premium on risk, and where change in one's personal situation is often a sign of progress and not, as in the old world, an indication of probable lack of reliability, a man may be tempted to seize one opportunity after another in too rapid succession. There was a time and place for the daring adventurer (the trek West in North America), but today's migrant is looking for and needs stability .

His constant desire to improve the material situation of his family will be manifested in qualities of perseverance and determination, which themselves are an important contribution to an economy.

Research done by International Social Service has shown that in many cases where the re-uniting of families separated by emigration had not been able to take place, the lone wage-earner in the new country was not a regular worker, or was restless and discontented. (1) Such a state of affairs clearly stands in the way of an immigrant's satisfactory integration on every level of existence.

1) International Social Service Report to the UNESCO Havana Conference No.6, Jan. 20 1956. p. 4.

In addition to the advantages, of course, there are also some disadvantages of family immigration from the economic viewpoint, three of which are most frequently cited.

First of all, when a family group arrives together in a country of immigration, economic responsibilities weigh heavily on the shoulders of the head of the family. The situation is intensified by the fact that in the initial stages of the resettlement, his earning capacity is probably somewhat limited, and he is not familiar with local conditions or customs. His difficulties are unavoidable, and they should be compensated for by outside assistance during the early period.

The second difficulty is more serious and its prevention requires planning. It concerns housing. Very often the feeling in the immigration country is that the lack of housing is the definitive argument against family immigration. "It is impossible for us to admit families," they claim, "when our country cannot house them properly, and that is why we are compelled to take in only individual immigrants, whose housing is easier to provide and less expensive."

It is a persuasive argument, and yet many countries, conscientious about a sound social policy for their inhabitants, have fought with some success against their housing shortage. We would like here to cite a wise opinion on this matter expressed at the 1956 Australian Citizenship Conference during a discussion on the difficulties of housing immigrants. It was suggested that the difficulties could be alleviated by placing the immigrant

families in reception centers during the first year after their arrival. "Even if life in these centers is not ideal," the speaker said, "it is better for all the members of the family to be together in Australia than separated by thousands of miles of distance. (1)

Another argument very frequently used against the admission of family groups in immigration is that the dependents put an additional burden on the tax payers of the receiving country who support, for example, the State schools, the cost of public services of one kind or another. Yet the immigrant wage-earner becomes an additional taxpayer from the moment he takes a job, and his children often early join the ranks of the employed, taking their places as producers in the economy and themselves becoming taxpayers as well.

All in all, there are strong economic reasons on both sides of the question. There are advantages for all: the immigration country acquires needed manpower, and the immigrant finds opportunities open to him which presumably he would never have had at home. Contrarily, there are also some difficulties- though remedial ones - for two of the parties, the country of emigration seeming to suffer no disadvantages at all in the economic order.

1) Digest Report, Department of Immigration, Canberra, 1956

4. Financial Reasons

Among the financial reasons, closely linked to those above, we will examine two matters in particular: that of the transfer of money from the receiving country to the country of emigration, and that of the influence of family emigration on the inflationary tendencies of a country.

When a wage-earner precedes his family to a country of immigration, he generally sends money back to the homeland for the support of his dependents there. The total figures on such international money exchanges amount annually to a considerable sum. Italian sources alone, for example, reveal the following figures referring to just such importations of money from abroad during some of the post-war years: in 1946 Italians abroad sent back an equivalent of 45 million U.S. dollars; in 1948 and 1949, 85 and 88 million dollars respectively; in 1950 more than 100 million. During the four years between 1952 and 1955, the totals were 102 million, 118 million, 114 million and 125 million. (1)

The Italian Exchange Office has recently published the following table¹ showing Italian migrants' remittances in 1954 and 1955. It must be observed, however, that this table does not include remittances uncontrolled by the Italian Exchange Office and, therefore, does not represent the actual total of remittances which is even much higher.

1) The figures cited are taken from the work of Goffredo Pesci: Lineamenti moderni dell'emigrazione italiana, (Rome, 1956). p. II4. Also from an article by Carlo Tomazzoli: "Les aspects financiers des migrations intra-européennes, "Migrations, No. 4 (ICMC, Geneva) p.22

<u>Remittances in currencies</u>	1954	1955
\$ USA and Canadian \$	43,033,000	57,293,000
£ sterling	24,833,000	29,110,000
Other currencies	<u>181,000</u>	<u>1,165,000</u>
T o t a l	74,047,000	86,403,000
<u>Remittances through clearing</u>	40,026,000	38,289,000
of which :		
Argentina	1,183,000	1,215,000
Belgium	18,304,000	17,004,000
Brazil	821,000	633,000
France	18,047,000	17,461,000
Switzerland	5,000	5,000
GRAND TOTAL	<u>114,073,000</u>	<u>124,632,000</u>

So much for the facts. This money is unquestionably welcomed by the country of departure; Italy among the other countries where emigration predominates, counts the money sent in by her emigrants abroad as an important item in her balance of payments. It would seem, nevertheless, that receiving countries would find it useful to examine the matter closely and reconsider the advantages of admitting family groups instead of the solitary wage-earners unaccompanied.

This capital drain could be avoided, and generally the migrant could support himself and his family in better conditions if the household were re-united again under one roof.

As we have seen in Chapter I, the experience of the Rural Settlement Society of Canada has been that it is a disillusioning experience for the head of a family to leave his wife and children in the

old country in the intention of having them join him, only to learn too late that it often takes many months and even years before reunion can be brought about. The Society reveals that the average separation of families which it has assisted in re-uniting had lasted from 22 to 28 months. (1)

Having to support himself and the family back home as well, an immigrant often realizes that it is impossible to set aside enough money even to buy the travel tickets for his family. Thus, before the advent of the voluntary agencies on the scene to assist such cases, he was faced with the alternative of abandoning his work and hopes in the receiving country and re-migrating to the land of origin, or of resigning himself to long years of separation.

A second aspect of the effects of family immigration in the financial order is the inflationary influence it is said to have on the economy. The problem might be summed up this way: to what extent does family migration increase the danger of inflation in an immigration country?

This matter has been studied to some extent in Australia, and Australian public opinion in general is inclined to blame the inflation of recent years on the large amount of immigration since 1947. (2)

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- 1) Mosgr. Armand Malouin, P.D. (Sherbrooke): "Intégration de l'immigrant à la vie religieuse," Quatrième Congrès Caritas-Canada (Montréal, 1956). p.247
 - 2) Prof.W.D. Borrie: Should Immigration Policy Be Directed Primarily to Obtaining a High Ratio of Workers for Industry or Should It Be Directed to Family Migration? (a pamphlet, Canberra, 1956)p.7 See also P.H. Karmel: Australia and the Migrant, Australian Institute of Political Sciences, (Sydney, 1953),Chap. V.

It generally happens that a current of immigration has a deflationary effect in the beginning; for when they first arrive, migrants produce more than they consume; production increases but demand does not. As time goes on, however, the migrants find permanent housing and begin to feel the need for the whole range of household goods, motor vehicles for transportation, etc., and with increased spending comes inflation. In the long run, however, it is to the credit of the immigrant families that they have a tendency to save rather than to spend. The unmarried immigrant spends relatively more, putting more money into circulation and thereby exerting a greater influence on inflationary tendencies in the economy. It is no exaggeration to say that by and large the admission of immigrant families does not involve the same risk of inflation as that of a great number of individual migrants. A country will suffer less "economic indigestion" if it absorbs a higher proportion of family units, having as they do, stronger reasons impelling them to save (the purchase of a home, the later education of the children, etc.).

The discussion on these two matters of currency transfers and the possibility of inflation casts a favorable light on family immigration. However, there are also two arguments in the financial order which are often used to oppose it.

To bring and settle all the members of the family at one time is an expensive proposition and one that is often beyond the means of the father of a family.

Ready at hand, however, to supply the assistance needed to keep the family together are a number of national and international voluntary organizations as well as governmental and inter-governmental bodies like the Intergovernmental Committee for European Migration (ICEM). Thousands of families the world over have already been helped by such agencies.

The other argument advanced against the immigration of whole families is the fact that an immigration country thereby lets in some aged and infirm persons whose presence is going to be a burden on the social services of the receiving country.

To this it may be replied that it is not necessarily true that the burden of care will fall on the receiving country. The post-war period has seen the practicality of plans for the care of the aged and the ill at the expense of some of the international voluntary agencies, and the rare case of a disinterested but well advised foreign government paying another country where the person or persons needing care resided. (The D.P.'s were the object of this kind of collaboration.)

This is a field of action for the voluntary agencies that could be extended to broader horizons. And in any case, a State that is reluctant to admit family groups for fear they may be a burden has a very short-sighted policy indeed; it would sacrifice the distinct advantage of an increase in its future active population (which the younger generation constitutes) because of a possible present and temporary disadvantage. A policy drawn up as an easy, convenient line of conduct in view of a current need or situation often fails in the long run.

5. Demographic Reasons

The demographic advantages of migration are clearly evident when it involves, as the country of emigration, one suffering from excessive population pressures, or as country of immigration one which needs an increase of population. Obviously an emigrating family relieves the pressure, where there is overpopulation, in direct proportion to its size, and offers to the reception country, where presumably the policy in immigration is to procure a demographic increase, the advantage of a more rapid and immediate growth than does the admission of a lone individual. Too low a birth rate, loss of male population as a result of a war, (1) or the need of manpower to help develop the nation- these are the reasons that most often impel a country to seek a population increase through immigration.

In the demographic order, two objections to family migration are generally made.

Firstly, it is claimed that wherever there is opportunity family groups seek to associate with other family groups of the same national origin and thereby tend to create minority groups which are destructive of national homogeneity.

This is less true today than it may have been at one time.

1) After the first World War, France attempted to compensate for her heavy losses by encouraging Polish and Italian immigration.

Modern industrialized society with its increased occasions for social contacts offered by occupational, religious and cultural associations of various kinds affords the immigrant unprecedented opportunities to mingle with the native population. Although it is true that in rural land settlements, minority groups oriented around the family tend to subsist in Latin America, notably, for example, in Brazil agricultural colonies of Japanese immigrants have remained segregated, as have various closed colonies of Italians and of Germans. Anyway, the question may well be asked whether the formation of minority groups actually should be condemned. From the subjective viewpoint of the younger members of such groups, perhaps they should be condemned; when only older members are involved, it is perhaps a moot question.

In cases where the national security is not at stake there are some undoubted advantages for the receiving country in allowing agglomerations of family groups of a same national origin. It has been observed in Australia and in other immigration countries as well, that they are often the first link in a "migration chain", that is, the repeated introduction of new immigrants who become the responsibility of the group and not of the State. The group guarantees employment and provides a community in which the newcomer becomes readily incorporated. In this way, the immigrants have no need of government assistance, and the community contributes at very little cost to the realization of the demographic plans of the country.(1)

1) Prof.W.D. Borrie, op. cit., pp.8 and 9

Economically and demographically, they are advantageous.

This is no solution, of course, to the difficulties of cultural integration, for while such communities smooth the way during the early transition, all of their members run the risk of remaining somewhat outside the pale as long as they maintain their affiliation with the group. The advisability of making the break and the time at which it should be done cannot be our concern here; suffice it to say that if an attempt is not made at integration in the first generation, the members of the younger one may feel like tragic misfits wherever they may be.

The second objection concerns marriages between immigrants and nationals. Intermarriage is considered desirable, the definitive step towards perfect integration. But it has been seen that an immigrant's family was an obstacle to a mixed marriage, for the family often considered that it would lead to abandonment of all traditions from the land of their origin. So many other obstacles to mixed marriage exist on every plane - economic, social, religious differences, etc., etc., - that it is difficult to give this argument much weight.

With reference only to Brazil, some interesting studies have been made on mixed marriages between German immigrants and Brazilians, as well as on the socio-cultural process which leads to mixed marriage up to the third generation. (1)

1) Prof. Emilio Willoms: "Intermarriage among German Brazilians" (ICMC Migration News, Geneva, No 2, March / April 1956).

These studies have indicated that the frequency of intermarriage between Germans and Brazilians increased with the opportunities for inter-ethnic contact. City life and industrialization exert a direct, positive influence on it.

The studies likewise show that in rural areas where the population is ethnically mixed, marriages between members of different national groups was frequent.

It is interesting to note in this ^{respect} that the same inquiries showed that Brazilian-born German Catholics had a higher rate of ethnically mixed marriages than Brazilian-born German Protestants a fact which would seem to indicate the importance of association in the religious community, which even transcends the language barrier. A sample study was made in the community of Ljui in Rio Grande do Sul, where the marriage registry from 1899 to 1932 revealed that 533 per cent of the German Catholic immigrants had married persons of different ethnic origin, whereas ethnically-mixed marriages of German Protestants in the locality were rare. It would be interesting to learn the results of similar studies in other immigration countries.

6. Religious Reasons

Advocates of family migration frequently invoke its importance as a means of maintaining religious traditions and beliefs. To this it may be added that where the religious milieu is not essentially different, the presence of the family assists an immigrant's religious integration.

Some surveys have been conducted by Catholic to determine the role of the family in the maintainance of religious beliefs among migrants, and the results prove that members of immigrant family groups are less apt to fall away from the faith than the individual, unmarried migrants. In general, it is only after he has solved the material problems of resettlement and found a satisfactory job, that the single immigrant turns to the matter of religion.

The move from one country to another is very apt to put the practicing church-goer in danger of falling away from his faith, and this is true not only of Catholic, but of members of all religions. Perhaps it is testimony to the generally tepid quality of faith that an immigrant, removed from his parish, from the community where he was known, his long-standing habits broken, should abandon his religious practices. But more likely it bears witness to a passive reaction to the overwhelming isolation which engulfs the lone immigrant in strange surroundings with people he does not understand and whose language he cannot speak. Understandably he falters, especially if he happens to find himself far removed from a parish church or unable to contact a priest of his own mother tongue. In cases like this, blame can only be laid on the conditions and the people of the new community.

It is against just such a situation as this that the role of the family should be measured, for it constitutes the most efficacious defense against deleterious external influences and interior discouragement.

The family provides the framework in which religious traditions are readily maintained and which an isolated immigrant cannot create for himself. While it may be true that young men and women who emigrate alone find employment and housing ~~more easily~~ than family groups, they are nonetheless more exposed to many dangers ^{as} long they lack the support of the family circle.

Moreover, the sound family is responsible for the moral training of its children, and this responsibility alone, for the head of a family conscious of it, is source of strength and a moral support which serves to protect him from pernicious influences to which he might otherwise be susceptible.

The receiving country may only gain from having acquired sound families nourishing solid religious traditions and constituting an element of moral stability.

It is pertinent here to recall the laudable role played by the Catholic Church and its institutions in all countries to facilitate integration in the material sphere as well as the religious, cultural and social. By its characteristic unity, the universality of its liturgical language and its concern to provide pastoral care for migrants by priests of their own nationality, the Church facilitates religious integration and, through the sense of solidarity thus instilled, integration in general.

Catholic families as a rule offer the immigration country an additional advantage in the demographic order. By reason of the position of the Church on birth control, Catholics everywhere have a higher average birth rate than non-Catholics.

Therefore, where population is an asset and manpower, present or potential, is sought, then this is no mean factor in the balance.

The importance of the religious factor in integration is just beginning to be acknowledged realistically. At the UNESCO Conference held in Havana last year on the cultural integration of immigrants, it was stated that Catholicism is one of the most important means of promoting integration - and to this we would like to add that if it is true for the individual, it is all the more true for the family. (1) The success of many rural family settlements in Latin America has been attributed principally to the religious bond uniting the colonists. (2) An outstanding example is that of the cooperative Mennonite settlements which first began to be established some thirty years ago in the Chaco region of Paraguay. Despite overwhelming obstacles in the beginning, due in a large measure to lack of sound planning, these settlements (Menno, Ternheim, Friesland, Neuland, and others) have prospered admirably. (3) The same is true of Mennonite settlements in Mexico and Italian farm settlements sponsored by ICLE in Brazil (Pedrinhas, near São Paulo). Analogously, the common ideal of Zionism is considered to have figured in the success of many a Jewish settlement in Israel.

1) Neiva and Diogues, op. cit., p. 34

2) ILO: "Facteurs Psychologiques" (Report to UNESCO Conference in Havana. Working paper No. 12.)

3) O. Graziani: "Emigrazione e colonizzazione agricola italiana nel Sud America, Rivista Agraria. (Rome, vol. 1955) p.82.

Cf. also the article "Das Siedlungsexperiment der Mennoniten im Chaco, " in the review, Mitteilungen des Instituts für Auslandsbeziehungen. (Stuttgart, Nov./Dec 1954).

7. Other Reasons

There are a few other factors which are sometimes cited against family migration.

First among them is the length of processing and immigration formalities. It is easier to have the individual migrant pass through the government's selection net than a family composed of five or six persons, for whom all kinds of examination or separate documentation are necessary. Very often the government red-tape, the hideous delays of bureaucracy, are unnecessary.

There is, another thing, the attitude of certain countries of departure, an attitude which often stands in contradiction to the interests of the migrant as well as those of the receiving country. Often the governments of countries of emigration privately hope that the absence of its emigrants will be only temporary and that they will return home one day to stay; population is always a country's most cherished asset. This attitude is especially marked among the countries of Southern Europe where the highest rate of re-migration is found.⁽¹⁾ This explains why the country of departure may not officially promote family emigration and may even try to persuade the immigration country and the migrant to let the family remain in the home country, for it is a fact that family migration puts an end to all reasonable hope of "recovering" the emigrants after they have been gone a few years, unless financial or economic factors intervene. Aside from the economic difficulties arising

1) Cf. Report on Re-Migration, submitted by ICMC to the Conference of Non-Governmental Organizations (Geneva, 1957)

from the shortage of housing and the high cost of family emigration, the official, government position on the matter is one of the principal obstacles.

Faced with this situation, one can only invoke once again those arguments which humanitarian principles inspire. A country of departure has no more right than a receiving country to require emigrants and their families to live in conditions which unbalance their lives. The emigrant must be given a chance to make a new beginning under optimum circumstances, without a sorrowful, often unnecessary separation adding to his anxiety.

Another specific deterrent to family immigration is political. It lies in the apprehension of the receiving country that resettlement based on the family unit constitutes a political danger by creating "islands" which may become trouble spots. Such was the case, for example, with the Japanese colonies in Brazil when Japan opened hostilities against the allied powers in the second World War, and with the German colonies in Australia. It is true that by their very nature, family groups form a more self-sufficient nucleus which appears hostile to penetration from without. But it should never be ignored that this is more a defensive action than an offensive one, and that it reflects on the immigration country or its people, as well as on the immigrant. The person who leaves his own country to make a new life for himself in another is usually prepared to become a part of it. His original intention is not to become a member of a minority group of his own nationality. It is only if he is made to feel unwelcome outside that he turns back upon

his ambition and finds compensation among his own people.. his objection points up the huge problem of integration and the importance of our educational role. It is a serious objection, for it may involve national security to some extent, but it is remediable; it need not be definitive.

Conclusion

Summing up this chapter on reasons for and against family migration, it must be said that maintainance of the family group intact proves to be a guarantee of success in migration more often than failure. This is of crucial importance to the migrant. We have tried to show its advantage to both the country of departure and that of reception. Yet even if there were no advantage accruing to them, they must acknowledge the primacy of a man's rights as a human being, rights that come before those of the State. The country which needs migrants and wants their movements to transpire in optimum spiritual, psychological and social conditions, cannot logically put up barriers against the only kind of migration which assures these conditions - that of the family unit in integral form.

CHAPTER III

Practical Experiences in Family Migration of Various National Groups

To find support for the theories outlined in the preceding chapter, we shall examine a few studies on family migration in various national groups of mainly European migrants in various parts of the world.

These studies are not very numerous as yet and are lacking for several groups or countries owing to the fact that the migrations have taken place only since the last World War, which means they are quite recent. So, though we are only in the initial period of investigations on this subject, some conclusions may nevertheless already be drawn from the facts observed in these various national migrant groups.

According to documents presently available we have been able to establish the following list of recent publications on the matter in different countries. Of course none of these studies was devoted exclusively to family migration, but we have been able to extract conclusions pertaining to our subject and analyse the situation among the following groups.

- 1) Les Italiens et les Polonais en France (by M.A. Girard et M. Jean Stettin)
- 2) Catholic Refugees in the United States (Inquiry carried out by the Rev. John C. Reed of St. Louis University)
- 3) Immigrant Families in Canada (Inquiries by Mr. J.B. Lanctôt and article by the Rev. Pierre Klok, S.J.)
- 4) Polish Refugees in Germany (by the Rev. Ignace Walczewski)

- 5) Germans and Italians in Australia (by Prof. W.D. Borrie, Canberra)
- 6) Dutch Immigrants in Western Australia (by R.T. Appleyard of Duke University, Durham, No. Carolina, U.S.A.)
- 7) Les groupes familiaux africains en France (Enquête de M.A. Girard et Jean Stoetzel)

All these studies undertaken by experts who have examined the problem among various national groups of migrants clearly demonstrate not only the advantages of migration by family units but also the difficulties and dangers which bachelor migrants have to face.

So these investigations undertaken by specialists who tried to analyse the behaviour of members of various national groups very appropriately confirm the thesis we outlined in chapter II.

1. Italians and Poles in France

Two French authors, Mr. Alain Girard and Mr. Jean Stoetzel from the Institut National d'Etudes Démographiques in Paris, made some inquiries in 1951-52 to discover the attitude of the French towards Italians and Poles in France. The results of the surveys were published in two volumes under the title Français et Immigrés, (Cahier No. 19 et 20)(1). Their surveys were made by the inquiry method among more than 500 immigrant families established in France. They covered, among other matters, the influence of family

1) Ed. Presses Universitaires de France, 1953

life upon assimilation. Most of the families observed seemed to be very close. Family life seemed to account for their stability and to constitute for each member a support and a refuge. The authors remark that "most of the observed cases of non-adjustment were cases of elder bachelors or of irregular or disunited families." (1) The serene happiness which seems to emanate from the homes of successfully integrated immigrants is translated into a stability and a permanence of family ties.

As far as linguistic assimilation is concerned, the authors have distinguished three different situations among the different members of the family.

- 1) That of the migrant parents
- 2) That of the elder children (who already came to France who have spent the early years in the old country)
- 3) That of younger children raised in France.

Young children who up in France are sent to the primary schools and from childhood have French comrades. As a result, they are easily assimilated. Elder children know French less well and are less often naturalized. They have preferences and memories from the past which are not held by their younger brothers and sisters. "Nevertheless, behaviour in each of these three situations", according to the authors, "does not generally result in conflicts within the family, but rather in a concern to have the same juridical status by being naturalized altogether or not at all. " (2)

1) "Français et Immigrés" page 70, Cahier 19

2) "Français et Immigrés", page 78, Cahier 19

The testimony cited in this inquiry reveals that Polish and Italian youth mingle without conflict with French youth at sporting events and dances. Intermarriage constitutes a further stage in the integration of the younger generation in the French community. The inquiries did not reveal any particular complications arising from the difference of nationalities between young partners to a mixed marriage and their families-in-law. Whether intended by the immigrants for their children or not, these intermarriages are nevertheless willingly accepted on both sides.

The authors point out the great influence of well integrated children upon the adjustment of the whole family. It is they who lead the parents and elder brothers and sisters to speak French more and more. It is not unusual to see father striving to understand his children's school books. The children are the ones who prompt their mother to prepare French meals, who listen to French radio broadcasts, who bring French newspapers into the house and who invite their schoolmates home with them.

Many immigrants did not come to France with the definite intention of staying there for good, but their lives or more likely their children's future caused them to alter their previous plans. The children persuade their parents to remain; they know little or nothing about their parents' homeland. So the parents give up the idea of returning, since they do not want their children to go through the same wrench they themselves underwent before. This shows how great is the influence of family life on immigrants.

What was the attitude of these families of Polish and Italian immigrants towards naturalization? The main consideration in all cases was that of advantage: will it be helpful for the immigrant and his family to be naturalized or will new inconveniences such as military service outweigh the advantages? In several cases the authors found that "nothing is done to prevent the naturalization of the younger generation in an immigrant family and that their legal integration has rather been encouraged by their parents". Nearly all the people questioned on the matter were eager to speak out their grievances against the process of naturalization : its length, cost, formalities, the frequency of groundless refusals, etc.

Even, sooner or later it is apt to seem useful to the immigrant to consolidate the position he has worked to attain by taking out citizen ship papers.(1)

The role of the family in the decision to depart from the homeland is also stressed by the authors. According to them, emigration is a matter of contagion like every collective phenomenon. It rarely happens that only one member of a family takes such a decision, it is more frequently planned out together by several brothers and sister and often by whole families. The harshness of parting is somewhat compensated for by the character of normality that a family departure takes on. (2)

1) Ibid. Page 113

2) Ibid. Page 102

In cases of individual departure the ties with the father and mother, parents, friends and neighbors are physically broken. The migrant has to leave the familiar surroundings where almost instinctively he was on guard against mistakes and possible dangers. Being without a family always causes a feeling of insecurity.

The authors do not go into details concerning the behaviour of women in the migrant family, but they mention the fact that owing to the greater dependance of women on their families in the countries of departure they readily adopt a style of life entailing greater freedom as it does in France. Nevertheless it would be interesting to study in full the characteristic behaviour of women in immigration.

In conclusion, this inquiry demonstrates the fact that the family provides the immigrant with the very best external framework to secure and build his own future. Little is to be expected concerning the integration of bachelors or of childless couples.(1) It is because of his children that a man is induced to seek security and stability in his work. An immigrant works for his children. Integration is relatively easy for children born into immigrant families in the receiving country. Adolescents who come to a new land already have a past associated with the old country and this does not help their integration. In any case family life constitutes, according to Messrs. Girard and Stoetzel, "this protected islet where cease all conflictual situations between oneself and

1) Ibid. Page 109

the environment. It is also the place where owing to the children, the surroundings penetrate without clash. The mutual good feeling within the family itself would be the best test for the adjustment of immigrants to their future life."(1)

2. Catholic Refugee Families in the United States of America

From November 1947 until March 1954, the National Catholic Welfare Conference (N.C.W.C.) of the United States assisted in the resettlement of 138,985 refugees. The 1,817 refugees who were placed by the St. Louis Resettlement Committee for DP's were the subject of an inquiry made by the Rev. John C. Reed, S.J., of the Department of Sociology, St. Louis University, and executed under the directorship of Clement St. Mihanovitch. The results of this inquiry have been published in a paper entitled: "Selected Characteristics of Catholic Refugee Families in the St. Louis Archdiocese, 1948-53." The study tells how the refugee families who settled in the archdiocese at the beginning of 1948, and who stayed there, had fared by 1953. To obtain such information, the St. Louis Committee for DP's sent a detailed questionnaire to some 400 families. The answers help to give some indication of how the refugee adjusts his life to conditions in the immigration country. Nearly 50 per cent of the refugees in this study group were of German origin, 25 per cent were refugees from Poland, and eight per cent were from Hungary.

One conclusion to be drawn from this survey is that these

1) Ibid. page 110

families have adapted readily to the United States, and their excellent integration should encourage those now doing refugee work to increase their efforts under the refugee legislation.

Once settled, the refugee families rapidly became property owners and paid their debts with alacrity. By 1953, 28 per cent of them owned their own homes and 41 per cent had cleared their debts entirely.

Most of these refugee families in the United States had remained faithful to their religious duties : three-fourths of the persons queried went to Mass every Sunday. The language difficulty connected with the Sacrament of Penance may help explain why almost one quarter of the group went to confession only once during 1952. Practically all the school-age children were in Catholic schools.

The study also stated that "it is on the parish level that the refugee and his family, especially the children, should find their friends and form lasting ties." (1)

3. Immigrant Families in Canada

To this date no detailed inquiry has been made, to our knowledge, on the adjustment of immigrant families in Canada since World War II.

However, the Rural Settlement Society of Canada (SCER), which has been striving actively since 1952 to carry out a program for

1) Ibid. page 4

the re-uniting of families separated by migration, a program in which the initiative had been taken by I.C.M.C., provided basic information from its files for an inquiry on the problem of separated married couples in a few parishes in Montreal and Toronto. A report on this was made during the second congress of Caritas Canada in 1954 by Mr. Jean-Baptiste Lanctôt, executive secretary of the Rural Settlement Society of Canada. (1)

This inquiry has uncovered the fact that in only a few parishes of Montreal and Toronto there were known to be some seven hundred married men who wished but were financially unable to bring over to Canada their wives and children.

The inquiry has also revealed the serious moral and social problems which these separations induce among many families. Because of these problems the Canadian Church has decided to act, and to contribute most liberally to whatever might be done to solve these problems for the greatest number possible of Catholic immigrants. Owing to this S.C.E.R. was able to carry out nationally on the parish and diocesan levels a family reunion which turned out to be most efficient in Canada.

Mr. Lanctôt's report also refers to the family-reunion work accomplished by Dutch Catholics settled in Canada. Nearly a

1) Caritas Canada, deuxième congrès 1954, Faculté de Commerce, Cité Universitaire Québec.

hundred Dutch missionaries are trying all over Canada to help and encourage new immigrant families during the first difficult years while they are striving to settle down and adapt themselves to the new living conditions in that country. Their work is primarily religious but includes economic and social aspects of integration. In the diocese of London, Ontario, the Sacred Heart Fathers have established a Settlement Fund in which the Dutch immigrants are invited to deposit their savings which are to be used eventually for the purchase of land of their own. This Fund, created in 1951, already at the end of 1953 - in two years - contained deposits to a total sum of \$ 600,000. (1)

Concerning Dutch immigrants in Canada another work worth mentioning is that of the Rev. Pierre Klok, S.J., entitled "Advantages of family Immigration in Canada." (2) On the basis of his parish work, the author arrived at the conclusion that many dangers arise from the immigration of individuals with no family ties. He stated that the proportion of those abandoning their faith among these immigrants is higher than it is among those who have emigrated with their families. The family can put up a better defence than the individual. It keeps its reli-

1) Page 166, Caritas-Canada, Second Congress 1954
2) The results of this work were published in the I.C.M.C. News No. 1 (111), January 1954

gious customs more easily than single persons who, no longer in their own enjoyment, seek any other whatever it may be. Father Klok also remarked that many immigrants arriving in Canada go through a period of depression after their arrival due to their difficulties of language and their isolation. If they are alone, they seek support and sympathy. Thus, a number of lone immigrant girls have found "sympathisers" whom they should never have met.

The experience of Father Klok among immigrants in Canada has also shown that marriages between Canadian and European immigrants are sometimes unhappy because the circumstances leading up to them were often abnormal. They are marriages contracted without sufficient reflection and without the parties' knowing one another well enough. Moreover, in looking deeper for more fundamental reasons for the failure of these marriages, he found that the differences in ideas and mentality did not help matters. Life in Canada differs vastly from life in Europe, in for example, ideas relating to the family, money, expenses, etc. It is not easy, then to keep balance in the home and build happiness upon it.

For this reasons, in Father Klok's opinion, the admission of a large number of single people to Canada will lead to many shaky and unbalanced marriages, the social and religious value of which will remain well below the average. He, too, challenges the opinion that the individual migrant adapts better and more quickly than the family. He claims that the family with school-children, while keeping its own customs, adjusts better than lone migrants. These children learn the language, which perhaps their parents will never learn. They speak it better as they go to school, as they play with other children, so that in one or two years they are quite at home.

In conclusion, Father Klok admits that the social value of married immigrants is greater than that of individual migrants, because of two dangers to which the latter are more susceptible: loss of faith and unsuccessful marriage. These dangers could be avoided by a policy which would give more importance to immigration of family units and encourage it in preference to that of single persons.

It is also regrettable, he states, that some countries allow only two children to accompany each immigrant over the age of sixteen years, thus automatically excluding large families. It is precisely those families which would represent, in his opinion, the greatest social asset and are the most promising to the receiving country.

4. Polish Refugees in Germany

In 1951, a Polish priest, the Rev. Ignace Walczewski, member of the episcopal curia in Germany, published an important book entitled : The Tragic Fate of Poles Deported to Germany, in which he deals with the crisis of the Polish families in camps of DPs in Germany. (1)

As indicated in the title, he analyses the social, religious, and moral state of the Poles deported to Germany during the 1939-1945 war. These Poles stayed in Germany several years after the war in the expectation of being able to emigrate overseas.

The adverse living conditions in the camps rapidly induced an acute crisis among these refugees, religious and Catholic as they are. This crisis penetrated far and deep into the various aspects of their lives, but it did not reach the very depths

1) Ed. Hosianum, 15 Botteghe Oscure, Roma 1951. Preface by the Most Rev. Bishop J. Gawlina, Ordinary of the Poles in Germany.

of their souls, owing to the presence of the families which provided a moral support. The Poles like family life, are very attached to their children and are devoted to the family for which they are ready to undergo even heavy sacrifices, giving up personal satisfactions and interests. For these people, the family was a refuge, a sort of retreat in which they could daily renew the human personality so continually mistreated elsewhere.

(1) Within the family circle the deported were to find the spiritual climate unattainable in a foreign environment.

Father Walczewski's inquiry was first of all concerned with the young Polish refugee orphans in Germany. During the war period, these young people, aged 12 to 22, grew up in Germany in very hard and altogether unfavorable moral and material conditions.

In December 1947 there were 36,000 youngsters in a total population of approximately 120,000. They had experienced little or none of the warmth of a real home. Deprived also of school attendance, they were practically uninstructed and their religious life had been quite neglected. The author pointed out that these young people were leading an aimless life devoid of any sort of ideal and characterized by its uncontrolled independence, its lack of subordination, of respect for their elders, and by a laziness which rendered them unable to put forth an effort. The pursuit of pleasure in all its forms had provoked "a particularly severe psychosis." (2) The essence of their existence lay in dancing, drinking, gambling, and flirting. Their slack will was easily dominated by pernicious forces. All these young refugee who had grown up with no other idea than the present moment were living without any serious preoccupation with the future or with the responsibilities which might overtake them later on.

1) Ibid. page 99

2) Ibid. page 124

Among the young girls the consequence of this mentality was an increased number of unwed mothers. According to information compiled by Polish chaplains, out of a total refugee population of 90,000 in the German camps in 1949, there were 1,901 unwed mothers, which means 2.1 per cent. Illegitimate children totaled 2,380. This amounts altogether to 4,281 persons (4.5 per cent of the population) living in an abnormal family.

Their situation, remarks Father Walczewski, was induced by the decrease of religious faith and morals and by the family crisis. (1)

Owing to lack of paternal authority, the education of these children was not rigorous enough. They became vain and bore an inferiority complex towards their comrades. This inquiry confirms most obviously how essential the father's presence at home is to the moral equilibrium of the child. The lack of a normal life at home has also caused the child to be sent more often away from home, with the result that the educative influence of the family, which is a question of atmosphere more than anything else, was completely annihilated. Often it was replaced by other influences such as that of the street.

Father Walczewski also mentions the fact, revealed by his inquiry, that the most difficult elements among the refugees were those without families, "parentless" couples who cannot receive any support from their families on either side.

1) Ibid. page 129

Wherever the refugees had the good fortune to be able to rely on their families, the sacrifices undergone together and their common fate as deported persons had even strengthened the intimate ties between partners, and the members of a family encouraged one another to bear their fate. Being compelled to save money for the most necessary things, they concentrated all their efforts and all their ambitions on the common welfare of the family. Thus children grew up within the warm atmosphere of a "home". And although they had to endure such varying fortunes and sufferings, they did not give up, on the contrary they were morally strengthened, they became resourceful and ready to face courageously the new challenges to their existence. "Their strenght resided in their faith and solid family ties," concludes Father Walczewski.

5. Germans and Italians in Australia

Professor W.D. Borrie, Reader in Demography, Australian National University, has contributed many studies to the problem of integration of foreign immigrants in Australia. In 1954 he published a book on "Italians and Germans in Australia," (1) and recently a study for the Australian Citizenship Convention 1956, entitled: "Should Immigration Policy be Directed Primarily to Obtaining a High Ratio of Workers for Industry or Should it be Directed to Family Migration?" (2) Both studies have importance for our conclusions.

1) Published by the Australian National University, F.W. Cheshire, Melbourne
1954

2) Congress Printing Limited, Sydney

In the first book, Professor Borrie gives some background information on the family problems of Italians and Germans in the South of Australia. Among the conclusions, Professor Borrie states that one of the prominent characteristics of the Italian settlers of the twenties and thirties was, among the men, love of the land and, among the women, devotion to the home. (1) In the Italian households many of the customs of the homeland persisted until the post-war years. The predominance of the native language was one sign of this conservation, which carried over into the culinary domaine and even interior decoration where a preference for tiled floors was marked. The strong patriarchal family was dominant in the lives of rural Italians when the survey was made. The persistence of these traits in the routine of family life was indicative of a strong sense of attachment among members of the two-generation family of parents and their children.

By the post-war years some of these traits had already been weakened in second-generation homes. There the pattern of family relationships within the home remained essentially Italian, but there were many evidences of transition (for instance, greater freedom permitted to daughters and a tendency to abandon the sombre dress customary to Italian women). Economic factors sometimes forced these second generation Italians to abandon the comparative isolation of the land to settle in towns.

1) "Italians and Germans in Australia", page 120

For those who had established their homes in Western Australia the family was the essential economic unit as well as the centre of social and cultural interests. (1)

As to German immigrants, Professor Borrie indicates that until 1861 settlement of Germans in South Australia was to a major extent the product of family migration .(2) Among those surviving in 1861 who had migrated between 1836 and 1850, about 85 per cent were women.

In Queensland too, family groups formed an important sector of German migration. From 1861 to 1864 at least 62 per cent of the migrants were members of family groups. In other parts of Australia, such as Victoria or New South Wales, males outnumbered females and they never formed concentrated settlements such as developed in South Australia or Queensland.

The author declares that German settlements in Australia in the nineteenth century may be characterized as an example of economic integration and cultural segregation. In the economic affairs Germans played an important role in the development of new industries derived from the cultivation of grape vines and sugar cane. Despite economic success, many of them remained unassimilated to the environment and persisted in the social and cultural habits of their areas of origin. (3)

1) Ibid. page 145

2) Ibid. page 180

3) Ibid. page 218

Against this background, we may present now the opinion of Professor Borrie on family migration in general. It will be best to quote Professor Borrie in his own words as taken from his report for the Australian Citizenship Convention, 1956 :

"We emphasised in the discussion of economic factors that in the short run there may some advantage in having a selection of breadwinners without dependents; but in the social sphere the advantages of concentrating in present circumstances upon family immigration appear to be overwhelming, particularly in a country like Australia in which the sexes were fairly evenly balanced before the migration programme began. Our current problems arise less from the absolute surplus of males at each age of the adult or marriageable population than from the diverse national groups in our present population, amongst some of whom a continuing migration is unlikely. It is undoubtedly desirable that the surplus males amongst these national groups should be provided with the opportunities of marrying and establishing homes if we wish them to remain in Australia and to contribute to our future population as well as to our economic welfare. Most of them cannot marry Australian girls because with these immigrants in record numbers there are few of them left on the market by thirty years of age - and in any case there just are not enough of them to go round."

Thus Professor Borrie is of the opinion that the long-term needs of Australia from now on weigh in favor of an intake of family-units and a relatively even balance of sexes in immigration.

Quite apart from the economic angle, he also thinks that Australia has some moral obligations towards those who came unaccompanied and have given Australia good service, to bring their dependents to the land they are claiming as their own.

6. Dutch Immigrants in Western Australia

Mr. R.T. Appleyard from Duke University in Durham, North Carolina, has published in the Bulletin of Research Group for European Migration Problems (R.E.M.P.) the Hague, a study on the economic absorption of Dutch and Italian Immigrants into Western Australia during the years 1947 to 1955. This study was undertaken by the writer as a Junior Research Fellow in the Faculty of Economics, University of Western Australia, during 1954 and the beginning of 1955. (1)

Although this study was not mainly concerned in family problems, some conclusions can be drawn as far as the Dutch group is concerned.

During the period 1947-1954 there were 12,786 arrivals to Australia from the Netherlands, most of them being admitted in accordance with migration agreements (Netherlands - Australia Migration Agreement and Netherlands Government Agency Scheme). Family units were accepted as well as single migrants, if the breadwinners were no more than 45 years old. In the Dutch families settling in Western Australia from December 1951 to

1) R.E.M.P. Bulletin, Volume 4, No.3 (July-Sept. 1956) and No. 4 (Oct. -Dec, 1956)

February 1955 there were 2,571 adults plus 2,455 children, making a total of 5,883 immigrants in all.

One of the author's conclusions concerning the timber industry in the South West area of Western Australian is that many Dutch migrants left the industry because of the "loneliness of the bush life". In many cases their employers considered the ability of the Dutch "quite satisfactory", but the main objection was that lone migrants proved much more unstable than Australian workers. In spite of the complaints of the employers, however, nothing could be done for the instability derived from lack of family attachments. Most of the workers had no family ties and were, therefore, quite free to move from one place to another.

This excessive mobility could probably be removed by the Australian employers if migrants with families were accepted.

The same situation was observed by the author among the Italian immigrants in the same part of Australia. The latter always gravitated to jobs where the most money was to be earned in order to have savings for the purchase of a farm or a house, or to help to pay the migration expenses of other family members still abroad.

7. African Family Groups in France

The French authors previously mentioned, Mr. A. Girard and Mr. Jean Stoetzel, have contributed to the study of the problem of Algerians in France in the second volume of Français

et Immigrés. (1) The first study on this was that of Louis Chevalier in 1947, but since then, Algerian immigration in France has increased enormously. (2)

While, legally speaking, Algerians are French and are entitled to the same rights on the metropolitan territory, they are nevertheless so different from the French born that their adaptation is even more difficult than that of European immigrants.

Moreover the strength of their family ties is a well known feature and the authors point out that even from minimum salaries they succeed in saving an average sum of 100,000 francs every year which they send home. The sacrifice of these men who often do not spare themselves in their attempts to save the lives of their dependents is worthy of admiration. The migration of Algerians to France was exclusively male until 1947. Since the law of September 20, 1947, Algerians enjoy the full rights of French citizenship and their entry into France is uncontrolled, neither a passport nor work contract being needed. (3)

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- 1) Institut National d'Etudes Démographiques, Cahier 20, Travaux et Documents, Presse Universitaire de France, 1954
 - 2) Louis Chevalier "Le problème démographique Nord-Africain, Travaux et Documents de INED, Cahier No.6, Paris 1947, 223 p.
 - 3) Ibid. p. 15

Since then immigration has ceased to be exclusively male, and Algerians coming to France are often accompanied by their wives and children. One of the causes of this family migration is the difference in the social legislation of France and Algeria. The more favorable social laws of the Metropole makes it advantageous for an Algerian worker to bring his family to France. (1)

In their conclusions from this inquiry, the authors remark that family life has considerably improved the Algerians' living conditions in France over that of those who live alone. (2)

Then men dress like Frenchmen and they are generally better groomed than those who do not live with their families. Their food is also better, because they have more money to spend since they do not have to send it home. The evolution of the women is most varied for here it seems every case is different, some of them succeeding in adapting themselves a little and others scarcely at all. Algerian families are generally big ones. The Algerian children's adaptation seems excellent on the whole and they seem to behave like their French comrades. Their relations with their comrades are rusting and frank. In this case also the children play a great part in the adaptation of the migrant family.

In conclusion the authors stress the great variety of situations which are encountered among these Moslem families some

1) L. Faissolle: "L'émigration féminine et familiale africaine en France", article paru dans la Nouvelle Revue Française d'Outre-Mer No 3, mars 1952

2) Ibid. page 143

of whom become fairly well adapted to French customs and others of whom still have a lot improve if they ever will. Nevertheless the success of some of these families at the cost of great efforts and despite numerous hardships, seems to show that they are getting on better than individual migrants.

The main obstacle to the increase of this family migration seems to be the housing crisis. But family life improves in every respect the living conditions of these migrants and at the same time exerts a favorable influence on their frame of mind. Thus they escape isolation and their emotional needs are satisfied, an important point already mentioned concerning other immigrants. The presence of the families renders more normal a life which is daily undergoing the traumatic experiences of a transplantation.

CHAPTER IV

Statistical Aspects of Family Migration

This chapter ought to answer the following questions: how many family groups and how many isolated individuals have emigrated in past years; what countries accept the principle of family migration; which ones put emphasis on the economic aspects of migration?

At risk of disappointing the reader, we must admit from the beginning that under present circumstances it is impossible to answer such questions. The reason for this impossibility is that, except in a few rare cases, the statistics necessary for doing so do not exist, and even if they do, they are not likely to have been published. In most cases, only fragmentary statistics are available, so it is difficult to draw general conclusions.

Family statistics are evidently difficult to draw up. Generally the data is extracted from individual forms which the emigrant fills in at the border, and it is sometimes difficult to identify the members of the same family, the same surname not always proving or disproving a relationship. Moreover, the statistics of migration organizations such as the International Catholic Migration Commission (I.C.M.C.) provide only incomplete data because they do not include spontaneous migrants who move without the assistance of any organization and who are quite numerous. Even the Intergovernmental Committee for European Migration (I.C.E.M.), which is in charge of the transportation of migrants overseas, does not possess such statistics, but can only provide information concerning family groups which join the head of the family previously emigrated. In these statistics intra-European migrants are not included either. It is true that all these statistics concerning families would be most useful for voluntary agencies which are greatly interested in the human aspects of migration.

Migration statistics are already considered on the whole as insufficient compared to other population statistics, are those concerning family migration must surely rank among the least exact and least available.

Under such circumstances, we have tried to obtain some complementary information from the statistical services of various countries. About 25 offices received forms asking for the actual or estimated number of migrants who had left or entered the country during the period 1951-1956 either in family groups or individually. The total number of persons in the family group was also asked, as well as the sex of individual migrants.

To this inquiry we received 17 replies, two of them from countries which declared that they were unable to provide precise information on such matters. These countries were Germany (Statistisches Bundesamt, Wiesbaden) and Switzerland (Bundesamt für Industrie, Gewerbe und Arbeit, Bern). The Majority of South American countries did not answer.

All in all, only six countries provided detailed information with figures: Australia, Argentina, New-Zealand, Venezuela, Portugal and Italy. This does not imply that these countries officially approve of family migration, but only that their statistics do record it. The most detailed answer was furnished by the Australian Immigration Department, although it only concerns assisted migration.

Nine countries only partially answered our inquiry, and their answers will be used in the second part of this chapter. These countries are Belgium, Spain, Great Britain, Malta and Ireland among the countries of departure, and Brazil, Canada, South Africa and the United States among the reception countries.

The disadvantage of these answers is that the only breakdown of the figures on migration is according to sex and sometimes the figures include children. A few mention the civil status of the migrant. Moreover, it is difficult to compare one country to another because their statistics may not cover with the same periods. This explains why these figures enter only indirectly within scope of this report.

We shall divide this statistical analysis of family migration, based upon the above-mentioned inquiry, into two parts:

- 1) Statistics on family units within the six countries above and
- 2) Statistics on the sex and civil status of the migrants.

First of all, what general conclusions might be drawn from this statistical inquiry?

Insufficient as it is, the data furnished shows that family migration in the post-war period was rare compared to the total figures on overseas migration. Although it is impossible to generalize, we may mention among the countries in Europe in which family emigration seems most frequent the Netherlands and some of the Southern European countries such as Portugal. Even in those countries, however, the total number of family groups is not as high as one might imagine. If we believe in free will in emigration, in other words, that the decision to emigrate comes from the emigrant himself, then the immigration laws of the receiving countries are not the only reason which account^{be} for the small number of family units in migration. While it may true in some cases that the restrictive laws of receiving countries prevent the migrant from being accompanied by his family, the decision to leave the family

behind is also frequently made by the migrant himself for personal reasons. For instance, in Australia the disproportion between the sexes among the immigrants is not entirely a result of entry regulations; the personal decisions of the migrants are also at fault. Attesting to this are the efforts being undertaken by the Australian government to encourage the immigration of women and families. What is true about Australia may also be so in other immigration countries.

To conclude this statistical analysis, it would be interesting to know to what extent the small number of family groups in migration can be ascribed to the migrant and to what extent the immigration regulations of the receiving countries may account for it.

Unfortunately the scarcity of statistics on family migration makes it impossible to answer this question.

A. Statistics Concerning Family Units

Australia

The two tables following concern only assisted migrants, that is, only a part of the total number of migrants who, according to the Australian Government Statistical Bulletin, entered Australia. Therefore, in interpreting these statistics, it is important to keep in mind the fact that assisted immigration, especially as far as post-war refugees are concerned, generally includes families. All the figures in these tables were taken from nominal lists sent by the overseas offices of the Immigration Department. These lists do not reveal the civil status of the migrants, because a married man will be included in the list of single men if unaccompanied by his wife; and a wife who comes on a later boat to join her husband will be on the list of unaccompanied women if she has no children or will be included in the second table under "others accompanied by children" if she does have children. In these tables the heading "Children" we find all minors accompanied by one or both of their parents.

TABLE 1

AUSTRALIA

ASSISTED MIGRANTS ARRIVING IN AUSTRALIA (1953-1956)

(in percentages of annual total)

Scheme	Family Units					Average	Unaccompanied Migrants					Average	Total number of migrants (absolute figures corresp. to 100%)				
	1953	1954	1955	1956	1953		1954	1955	1956	1953	1954		1955	1956			
British	74,0	84,7	81,9	80,5	80,3	26,0	15,3	18,1	19,5	19,7	13,686	18,625	25,608	25,148			
Dutch	92,5	98,2	93,8	93,1	94,4	7,5	1,8	6,2	6,9	5,6	2,397	2,861	7,341	11,103			
Italian	-	-	48,9	40,2	44,6	-	-	51,1	59,8	55,4	-	-	8,237	9,285			
Maltese	72,3	65,6	87,7	95,1	80,2	27,7	34,4	12,3	4,9	19,2	1,031	4,506	3,495	1,867			
Greek	55,7	60,6	36,6	17,1	42,5	44,3	39,4	63,4	82,9	57,6	1,485	7,271	6,419	4,002			
German	67,8	84,4	72,4	77,2	75,5	32,2	15,6	27,6	22,8	24,5	6,576	11,711	8,326	5,973			
Austrian	88,3	76,8	60,6	60,7	71,6	11,7	23,4	39,4	39,3	28,4	103	1,574	4,627	4,826			
Stateless Refugees	63,9	92,7	-	-	78,2	36,1	7,3	-	-	21,7	441	424	-	-			

Source: Australian dept. of Immigration
Canberra

TABLE 2

AUSTRALIA

ASSISTED MIGRANTS ARRIVING IN 1955
(in percentages)

	European Schemes							
	British	Dutch	German	Austrian	Greek	Priest-ian	Maltese	Italian
<u>Unaccompanied Arrivals</u>								
Males	10.4	5.1	18.2	35.5	61.2	32.4	8.8	40.6
Females	7.7	1.1	9.4	3.9	2.2	19.6	3.5	10.5
<u>Total Unaccompanied</u>	18.1	6.2	27.6	39.4	63.4	52.0	12.3	51.1
<u>Family Groups</u>								
<u>Married couples without children</u>								
Men	4.5	3.3	4.8	4.3	1.5	6.1	1.1	3.8
Women	4.5	3.3	4.8	4.3	1.5	6.1	1.1	3.8
<u>Married couples & others accom. by one child</u>								
Men	5.1	3.3	7.0	7.1	3.4	5.9	1.2	7.4
Women	6.0	3.4	7.9	7.5	3.5	7.4	2.8	7.9
<u>Married couples & others accom. by two children</u>								
Men	6.0	4.4	5.1	4.3	2.6	2.4	1.1	3.5
Women	6.5	4.5	5.4	4.3	2.6	2.6	3.5	3.7
<u>Married couples & others accom. by 3 or more children</u>								
Men	5.1	8.7	3.4	2.3	2.3	9	2.4	6
Women	5.4	8.8	3.4	2.3	2.3	9	11.2	7
<u>Children</u>	38.8	54.1	30.6	24.2	16.9	15.7	63.3	17.5
<u>Total in Family Groups</u>	81.9	93.8	72.4	60.6	36.6	48.0	87.7	48.9
<u>SUMMARY percentages</u>								
Men	31.1	24.8	38.5	53.5	71.0	47.7	14.6	55.9
Women	30.1	21.1	30.9	22.3	12.1	36.6	22.1	26.6
Children	38.8	54.1	30.6	24.2	16.9	15.7	63.3	17.5
<u>Total</u>	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<u>Total absolute figures</u>	25,608	7,341	8,326	4,627	6,419	744	3,495	8,237

Source: Dept. of Immigration
Canberra

Table No. 1 entitled "Assisted Migrants Arriving in Australia (1953-1956)" shows that within period most of the assisted emigrants from the Netherlands to Australia were in family groups (94.4 per cent as against 5.6 per cent single people). In the second place are the migrants from Great Britain and Malta, among whom those in family groups amount to 80 per cent. These high figures are mainly due to the "family schemes" carried out by the Australian government. In the refugee schemes the percentage of families is also very high (78 per cent), and among the German-speaking emigrants (Germans and Austrians) more than 70 per cent. The lowest percentage of assisted family emigration towards Australia is to be found among the Italians, families constituting less than of the total emigration.

Table No. 2 refers to the situation as it was in a given year, 1955. This table also indicates the size and composition of the various family groups, shows the number of married couples without children, married couples accompanied by one, two, three or more children, and unaccompanied children. The relative proportions of immigrants of both sexes as indicated at the bottom of the table shows that greatest imbalance in these figures is to be found among the Greeks in Australia, immediately followed by the Austrians and Italians. Thus for every Greek female immigrant there were seven Greek male immigrants entering under assisted schemes.

Argentina

The weak point of Table No. 3, our only source of information on Argentine immigration, is that it concerns not only migrants, but all second and third class passengers arriving in Argentina by boat. Lacking figures, we cannot even hazard a guess as to the amount of family immigration.

T A B L E 3

ARGENTINA

FOREIGN PASSENGERS ARRIVING BY BOAT (1951-1955) +

Year	General Total Port Arrivals	Family Units		Total	Unaccompanied Arrivals	
		Number of Family Units	Number of Persons Involved		Men	Women
1951	108,818	15,711	55,637	53,181	30,957	22,224
1952	81,137	12,004	37,899	43,238	23,146	20,092
1953	53,333	7,565	24,348	28,985	14,318	14,667
1954	65,688	12,439	24,525	41,163	16,278	24,885
1955	52,892	8,307	31,158	21,734	10,490	11,244
Total	361,868	-	172,567	188,301	-	-
Percentage	100%	-	48%	52%	-	-

+) The Argentine government keeps no records of immigrants as distinct from other travellers.

Source: Ministerio de Hacienda
 Direccion Nacional de
 Estadística y Censos
 ARGENTINA

NEW ZEALAND
MIGRANTS ARRIVING IN NEW ZEALAND (1951-1956)

Year	Families Migrating as a Unit		Individual Migrants			Immigration Total (sums of 2 and 5)
	Number of Family Units	Total Number of Persons Involved	Men	Women	Total	
1951	1,721	6,401	6,281	5,552	11,833	18,234
1952	2,580	9,703	8,461	6,758	15,219	24,922
1953	2,780	10,490	10,816	7,699	18,515	29,005
1954	2,681	10,152	7,588	7,156	14,744	24,896
1955	1,923	7,315	6,326	5,812	12,138	19,453
1956	2,205	8,432	6,604	5,842	12,446	20,878
Total	-	52,493	-	-	84,895	137,388
Percentage of Total Immigration	-	38%	-	-	62%	100%

Observation :

Figures in Column 2 are made up of all children under 15 whose permanent residence is intended plus both parents for each family unit.

Source :

Department of Statistics
Wellington, C.1, New Zealand.

Moreover, it is fairly certain that a wage-earner preceeding his family is counted among the single persons and not with the families. Since matching up wage- arners and families arriving on different ships is technically rather a difficult operation it is not likely to have been done.

It is safe to conclude that among the foreign passengers to Argentina single persons generally predominate, but what the number of migrants among them is remains unknown.

New Zealand

In Table No. 4 the statistical years are calculated from April 1st to March 31st as is the custom in the New Zealand Department of Statistics. Roughly speaking, in the years 1951 to 1956 out of every three migrants arriving in New Zealand two came without families and one with family.

Venezuela

Although no statistics are available on the entry of immigrant families in Venezuela, some valuable information on this subject may be found in a recent inquiry concerning the integration of migrants in the Estado Portuguesa, south-east of Caracas, where the most important settlements of the Instituto Agrario Nacional (I.A.N.) are located. This inquiry was conducted by Prof. Anibal Buitron, Equadorian anthropologist who is the chief of the Labor Section in the Department of Migration and Social Security of the Pan American Union. The results of it were printed in 1956 in

a booklet entitled: "Las inmigraciones en Venezuela, sus efectos economicos y sociales". This study holds special interest for us, and we shall try to present here some of the conclusions which concern family migration. The inquiry involved 524 migrants of various nationalities in Acarigua, Guanare, Villa Bruzual and Turén, all situated in the Estado Portuguesa.

The inquiry revealed that on the average in all these places only one-third of the immigrants arrived with their families (i.e. with all or some of the members), the other two thirds came without families. In the Turén settlement, the percentage of migrants arriving with their families is higher; it amounts to 57 per cent of the total, whereas in other settlements it varied between only 10 and 14 per cent. The reason for such a difference is that in Turén, the migrants were selected and the cost of their transportation was partly assumed by I.A.N., whereas in other settlements they had to pay the entire cost of their journey without any help and, therefore, they could not afford to bring their families with them to Venezuela.

Considering the total number of those who arrived without their families or with only part of them (375 migrants), we find that only 23 per cent had succeeded in bringing their families to Venezuela (family reunion) at the time of the inquiry. It would be interesting to know, of course, how long the families had been separated on the average, but this is not mentioned in the inquiry. The details are presented in the following table:

TABLE 5

VENEZUELA

FAMILY IMMIGRATION IN SOME SETTLEMENTS OF THE STATE OF PORTUGUESA
(In absolute figures)

Places of settlement of the migrants	Migrants who arrived				Migrants whose families				
	with family	without family	with some members	Total	rejoined them	did not rejoin them	rejoined them in part	no declaration	Total
Acariqua	14	123	1	138	32	90	2	-	124
Guanare	8	71	4	83	9	59	-	7	75
Villa Bruzual	15	90	2	107	11	73	3	5	92
Turén	112	70	14	196	28	47	2	7	84
Total	149	354	21	524	80	269	7	19	375
Percentage	28%	68%	4%	100%	21%	72%	2%	5%	100%

It is interesting to note that of the total number of migrants who arrived without their families and did not succeed in family reunion, some 39 per cent were making efforts to have their families rejoin them and 36 per cent did not intend to do so. (The remainder were undecided or did not reply to this question). The 36 per cent were probably candidates for future re-emigration, or persons who intended to change their place of work. They represented some 100 migrants in absolute figures.

What was the average size of the families of migrants settled in the four places named above when this inquiry was carried out? Most of these families included only two members (14 per cent) or three members (12 per cent). Next came families with two and three children and then, surprisingly enough, families with nine or more members. The inquiry has shown that in the agricultural settlement of Turén, families including both parents and from one three children form 66 per cent of the total figure.

This inquiry, moreover, brought to light the fact that of the total number of immigrants in the state of Portuguesa, more than 80 per cent had left behind some more or less close members of their families. The table below shows the proportion in each settlement.

It may be noticed that the slightest percentage is to be found in Turén, understandable in view of the facts mentioned in the previous paragraphs.

T A B L E 6

VENEZUELA

IMMIGRANTS HAVING RELATIVES ABROAD

(in percentages)

Place of Residence of the migrant	Migrants having relatives abroad	Migrants having no relatives abroad	no indication given	Total
Acarigua	86.2	7.3	6.5	100
Guanare	90.4	2.4	7.2	100
Villa Bruzual	80.4	6.5	13.1	100
Turén	75.0	8.7	16.3	100
Total %	81.5	6.9	11.6	100
Total number	427	36	61	524

More details on this question of relatives left abroad are given in the next table in absolute figures. It explains that nearly 30 per cent of the migrants had left their parents (father and mother) in the homeland and approximately the same proportion left brothers and sisters. In point of fact, in most cases only the immediate family emigrates, which confirms our previous considerations about the usual size of the migrant families.

TABLE 7

VENEZUELA

IMMIGRANTS HAVING RELATIVES LIVING ABROAD

(in absolute figures)

Place of Residence of the Migrant	Relatives Abroad					Total
	Spouse	Children	Brothers and Sisters	Fathers and Mothers	Others	
Acarigua	30	27	53	65	14	189
Guanare	25	25	38	39	1	128
Villa Bruzual	38	33	29	44	4	148
Turén	17	22	79	54	38	210
Total	110	107	199	202	57	675
%	16.3	15.9	29.5	29.9	8.4	100

An even more interesting detail is that, of nearly half the migrants interviewed on the subject, 45 per cent stated that they provide financial help to their families left abroad. In the settlements where single migrants were numerous, such as Guanare and Acarigua, this percentage rose to 63 and 56 per cent respectively. These figures may be thought-provoking to economists who insist upon the economic advantages of the immigration of single persons.

Such were the results of this very limited inquiry carried out in Venezuela. They might suggest some similar inquiries on family migration in other countries.

Portugal

The latest data from Portugal covers the ^{two} years 1953 and 1954. According to it, out of every ten Portuguese emigrants, only four on the average emigrated with their families, as is shown in the following Table 8:

T A B L E 8

PORTUGAL

EMIGRATION IN 1953 AND 1954

Year	Families migrating as single units		Individual migrants	General Total
	number of units	number of persons involved		
1953	5,562	16,909	22,777	39,686
1954	5,256	15,852	24,827	40,679
Total of two years	-	32,761	47,604	80,365
%	-	41	59	100

Source: "Junta da Emigração", Lisbon

It is also stated by the "Junta da Emigração" that, in 1954, out of 15,852 migrants involved in family migration, 12,799 (involving 4,226 family groups emigrated to Brazil.

That same report of the "Junta da Emigração" published in 1953 stresses the fact that some 80 per cent of the total number of migrants, 39,686, were cases of family migration or family reunion. As a matter of fact, 8,482 minors, 11,609 women and 11,752 men were "summoned by family members already in the immigration country". This amounts on the whole to 31,843 or 80.2 per cent, a figure showing that the main characteristic of Portuguese emigration is that it is a family affair.

Italy

In Italy, there are no official nor available statistics covering all migration movements. Moreover those which do exist mention only the number of persons, their ages, and sometimes their occupations, but they do not indicate whether the figures involve complete or incomplete family groups or single migrants.

One might perhaps find such data among the groups emigrating to settlements sponsored by the Istituto Nazionale di Credito per il Lavoro Italiano all'Estero (ICLE), but this information would only include a few hundred people, which is but a very small proportion of the total emigration.

For an idea of worker and family migration the Italian Government Statistical Yearbook and the Monthly Bulletin of Statistics may be consulted.

According to that source (Cf. Table 9), it might be supposed that most of those who emigrated for employment were single or unaccompanied emigrants, and that those who

were "called in" by an appeal "atto di chiamata" from a relative in a receiving country were members of families. But this supposition is subject to caution, for the information itself is not complete. Moreover, seasonal emigration is not included.

If we are to consider only the data on overseas emigration, which is more reliable, we must turn to Table 10. By comparing these two tables, one may get an idea, even if merely approximate, of the extent of family and single migration.

T A B L E 9

ITALY

Workers and Family Members (Continental
and Overseas Emigration)

	<u>Number of Workers</u>	<u>%</u>	<u>Persons Emigrating For Family Reunion</u>	<u>%</u>	<u>Total</u>	<u>%</u>
1951	121,675	57.5	90,090	42.5	211,765	100
1952	128,531	59.2	88,466	40.8	216,997	100
1953	84,247	49.7	85,108	50.3	169,355	100
1954	77,581	41.2	110,946	58.8	188,527	100
1955	127,142	54.5	106,097	45.5	233,239	100
1956 (10 months)	153,259	63.9	86,761	36.1	240,020	100

100

Source: Annuario Statistico dell'Emigrazione
and Bollettino Mensile di Statistica.

T A B L E 10

ITALY

Workers and Family Members
(Only Overseas Emigration)

	<u>Number of Workers</u>	<u>%</u>	<u>Persons Emigrating</u> <u>for Family Reunion</u>	<u>%</u>	<u>Total</u>	<u>%</u>
1951	33,673	30.1	78,254	69.9	111,927	100
1952	45,874	38.3	73,925	61.7	119,799	100
1953	24,750	25.4	72,873	74.6	97,623	100
1954	26,084	20.5	101,435	79.5	127,519	100
1955	36,416	27.7	94,859	72.3	131,275	100
1956 (10 months)	29,307	41.3	70,892	58.7	100,199	100

B. Migration Statistics According to Sex and
Civil Status

Of course, these statistics give only a very fragmentary and partial view for our purposes. Nevertheless, we shall deal with them since they still have a certain connection with our main problem.

Quite recently the question of the imbalance of the sexes in migration has been closely studied by sociologists and economists, especially in Australia where, in fact, the problem is most acute. Thus, authoritative voices have stressed the paradoxical situation created by single emigration and leading to an excessive number of bachelors in countries such as Australia and Canada, while, on the other hand, in Italy and Malta, countries from which a great proportion of bachelors emigrate, a high number of women are destined to remain unmarried.

Such a situation constitutes a strong argument in favor of family migration, and it seems that authorities of the country of departure and reception in which it is most acute, should take strong measures to facilitate the departure of family units, and thus as much as possible deter migrants from departure alone.

The migrants' own free choice would not, of course, have to suffer from such measures, but public opinion should be more enlightened concerning the situation, and this might in itself cause some improvement. When we consider the population figures in countries such as Australia, Canada or Venezuela, it is obvious that the number of men exceeds the number of women:

	<u>Males</u>	<u>Females</u>
Australia	4,471,000	4,358,000
Canada	7,474,000	7,281,000
New Zealand	966,000	958,000
Venezuela	2,552,000	2,482,000

On the other hand, in European countries such as Germany and England, the number of women predominates.

	<u>Males</u>	<u>Females</u>
England and Wales	21,213,000	22,877,000
France	20,779,000	22,215,000
Western Germany	22,764,000	25,742,000
Portugal	4,112,000	4,436,000

In Europe, in general, women are more numerous than men. In Italy, Spain and Greece, population statistics reveal a proportion of 103 women for 100 men. In Malta the number of "surplus" women is nearly 20,000. Should public opinion not be better informed about this situation so that emigrating bachelors will be aware of these facts? And in the ^{near} future should encouragement not be provided for women in migration, in order to facilitate the constitution of families?

In regard to the statistical tables from various emigration or immigration countries, it must be pointed out that they deal with different periods and are of unequal value.

Tables 11 to 21 seem to point up the fact that in general more men than women emigrate. On the whole the percentage of male migrants amounts to roughly 60 per cent and that of female migrants to 40 per cent. This leads one to conclude that the migration movements referred to in these tables probably have an economic character. And it is probable that family migration is lower than 30 per cent. The reason for the disproportion might, of course, also be accounted for by a disproportion in the number of males and females within each family, but generally, as far as European emigrants are concerned, such a situation is rather exceptional because of the excessive number of women.

T A B L E 11

BELGIUM

IMMIGRANTS ARRIVING AND EMIGRANTS DEPARTING (1951-1955)

Year	IMMIGRATION			EMIGRATION		
	MEN	WOMEN	TOTAL	MEN	WOMEN	TOTAL
1951	317,318	281,810	599,128	302,736	281,762	584,498
1952	304,385	280,246	584,631	298,892	273,685	572,577
1953	297,118	287,420	584,538	300,826	283,846	584,672
1954	297,276	295,390	592,666	301,831	291,519	593,350
1955	308,159	293,258	601,417	297,407	288,950	586,357
Total	1,524,256	1,438,124	2,962,380	1,501,692	1,419,762	2,921,454
Percentage of total	51.5 %	48.5 %	100 %	51.4 %	48.6 %	100 %

T A B L E 12

BRAZIL

IMMIGRATION IN 1954 BY NATIONALITY AND SEX

Nationality	Males	Females	Total
German.....	1,110	842	1,952
Greek.....	1,310	540	1,850
Italian.....	7,955	5,453	13,408
Japanese.....	1,737	1,382	3,119
Lebanese.....	884	302	1,186
Portuguese.....	17,981	12,081	30,062
Spanish.....	7,472	3,866	11,338
Others.....	4,488	3,107	7,595
Stateless Refugees.....	979	759	1,738
Total	43,916	28,332	72,248
Percentage	61 %	39 %	100 %

Source: Industry and Labour
Vol. 15, No 10

FAMILY STATUS IN 1954

	Single	Married	Widower	Not Declared	Total
1954 Total	41,455	29,087	1,440	266	72,248
Percentage	57 %	40 %	2 %	1 %	100 %

Source: Instituto Nacional de
Imigração e Colonização
Rio de Janeiro

T A B L E 13

CANADA

IMMIGRATION IN THE FIRST HALF OF 1956

by Age and Sex

Age Group	Males	Females	Total
0 - 14	7,428	6,757	14,185
15 - 19	2,803	2,178	4,981
20 - 24	8,385	5,977	14,362
25 - 29	8,242	5,437	13,679
30 - 39	8,038	5,728	13,766
40 - 49	2,832	2,378	5,210
50 - 59	941	1,320	2,261
60	462	1,018	1,480
Total	39,131	30,793	69,924
%	56 %	44 %	100 %

Source: Quarterly Immigration
Bulletin, Ottawa,
June 1956.

TABLE 14

SPAIN

EMIGRANTS BY SEX AND FAMILY STATUS (1950 - 1953)

Years	Men	Women	Total	Single	Married	Widowed or Divorced	Total
1950	31,792	23,522	55,314	28,917	24,583	1,814	55,314
1951	33,193	23,714	56,907	30,726	24,230	1,951	56,907
1952	33,507	23,141	56,648	30,385	24,393	1,870	56,648
1953	26,893	17,679	44,572	23,277	19,808	1,487	44,572
Total	125,385	88,056	213,441	113,305	93,014	7,122	213,441
%	59 %	41 %	100 %	53 %	44 %	3 %	100 %

Source: Carlos Martí Buñill, Madrid (1955)

T A B L E 15

IRELAND

EMIGRATION IN 1953 BY AGE AND SEX

Age	Males	Females	Total
Under 5 years	120	139	259
5-14	148	143	291
15-19	185	712	897
20-24	605	585	1,190
25-29	698	382	1,080
30-34	365	272	637
35-44	347	266	613
45-54	121	136	257
55-64	70	77	147
65 and over	31	61	92
Age not stated	8	10	18
Totals	2,698	2,783	5,481
Percentage	49,2 %	50,8 %	100 %

Source: Industry and Labour
Vol. 13, No 9.

TABLE 16

MALTA

EMIGRATION IN 1951-1952 BY SEX AND AGE

Age	1951			1952		
	Males	Females	Total	Males	Females	Total
Under 15.....	1,152	1,002	2,154	955	898	1,853
15-34....	3,138	1,093	4,231	1,735	932	2,667
35-44....	537	228	765	256	172	428
45-59....	318	146	464	190	143	333
60 and over	35	38	73	26	28	54
Totals	5,180	2,507	7,687	3,162	2,173	5,335
Percentage	67,4 %	32,6 %	100 %	59,3 %	40,7 %	100 %

Source: Industry and Labour -

Vol. 11, No 7.

T A B L E 17

UNION OF SOUTH AFRICA

Immigration in 1954

Category	Men	Women	Total
Manufacturing.....	2,344	53	2,397
Professional.....	1,148	604	1,752
Commercial and financial	1,031	437	1,468
Construction.....	546	-	546
Agriculture.....	454	6	460
Mining.....	356	1	357
Personal services.....	147	57	204
Independent.....	186	1	187
Transport.....	90	-	90
Unspecified.....	406	3	409
Dependants:			
15 Years and over.....	37	4,257	4,294
Under 15 years.....	2,259	1,994	4,253
Total	9,004	7,413	16,417
%	54,8 %	45,2 %	100 %

Source: Industry and Labour

I.L.O. Vol. 14, No 10.

TABLE 18

UNITED KINGDOM - COMMONWEALTH IMMIGRATION (1951-1956)

Year	CHILDREN UNDER 15 YEARS		AGED 15 YEARS AND OVER		TOTAL IMMIGRATION (a)
	BOYS	GIRLS	MEN	WOMEN	
1951	7,920	7,889	22,247	29,689	67,745
1952	8,056	7,852	23,406	29,348	68,662
1953	8,280	8,230	23,842	29,226	69,578
1954	9,580	9,244	29,810	33,918	82,552
1955	8,148	7,766	26,828	29,960	72,702
1956+	1,614	1,554	4,892	6,086	14,146
Total	43,598	42,535	131,025	158,227	375,385 (b)
	86,133				
%	22.9 %		34.9	42.2	100 %

+) only 3 months (Jan. - March)

(a) Commonwealth citizens travelling direct by sea to the United Kingdom from ports outside Europe and the Mediterranean Sea.

Source: Statistics Division

Board of Trade

London.

(b) Observation:

MALE

FEMALE

Total including Children 174,623 (47 %)

200,762 (53 %)

TABLE 19

UNITED KINGDOM - EMIGRATION (1951-1956)

Year	CHILDREN UNDER 15 YEARS		AGED 15 YEARS AND OVER		EMIGRATION TOTAL (a)
	BOYS	GIRLS	MALE	FEMALE	
1951	20,330	19,191	51,469	59,784	150,774
1952	21,570	20,312	56,158	67,908	165,948
1953	17,544	16,874	47,906	61,798	144,122
1954	17,318	16,348	44,370	57,676	135,712
1955	15,342	14,608	37,330	49,120	116,400
1956+	3,766	3,544	10,204	11,558	29,172
Total	95,870	90,877	247,437	307,944	742,128 (b)
	186,747				
%	25.2 %		33.3 %	41.5 %	100 %

(a) only 3 months (Jan. - March)
Commonwealth citizens travelling direct by sea
from the United Kingdom to ports outside Europe
and the Mediterranean Sea.

Source: Statistics Division

Board of Trade

(b) Observations:

MALE

FEMALE

Total including

343,307

398,821

children

46 %

54 %

T A B L E 20

UNITED STATES

IMMIGRANT ALIENS ADMITTED IN 1955+

Sex and Marital Status	Number Admitted	Czecho-slovakia	Germany	Hungary	Ireland	Italy	Latvia	Lithuania	Poland	United Kingdom	U.S.S.R.	Jugoslavia	Other Europe
IMMIGRANTS	237,790	1,983	29,603	904	5,975	31,925	425	384	4,597	17,849	1,694	2,567	29,486
Male.....	112,032	974	10,494	473	2,632	16,155	203	202	2,596	6,092	760	1,135	14,282
Single.....	58,436	340	6,940	96	2,168	8,014	44	60	702	3,107	175	415	7,838
Married....	49,380	516	3,310	289	439	9,096	99	129	1,772	2,811	541	589	5,869
Widowed...	911	6	57	7	16	127	3	6	65	85	25	20	104
Divorced..	824	29	145	5	1	7	2	-	29	66	13	8	117
Unknown...	2,481	83	42	76	8	111	55	7	128	23	26	103	354
Female....	125,758	1,009	19,109	431	3,343	13,770	222	182	2,001	11,757	914	1,432	15,204
Single.....	56,498	168	8,039	59	2,656	6,904	39	41	311	4,561	100	421	6,669
Married....	60,655	683	9,638	241	582	6,026	105	113	1,393	6,404	559	656	7,374
Widowed...	5,146	75	718	64	86	751	23	18	179	505	175	125	700
Divorced..	2,366	25	664	13	11	21	7	6	61	259	49	15	296
Unknown...	1,093	58	50	54	8	68	40	4	57	28	23	15	165

+) Statistical year ending June 30, 1955.

Source: Immigration and Naturalization

EMIGRANT ALIENS DEPARTED IN 1955 +

Sex and marital status	Number departed	Country											
		Czechoslovakia	Germany	Hungary	Ireland	Italy	Latvia	Lithuania	Poland	United Kingdom	U.S.S.R.	Jugoslavia	Other Europe
EMIGRANTS	31,245	207	1,822	180	507	1,229	110	43	472	3,602	286	281	7,446
Male.....	17,169	111	786	97	227	785	56	15	274	1,499	145	187	4,304
Single....	8,542	31	475	15	138	350	9	3	78	623	29	35	2,469
Married..	6,009	25	262	22	72	361	3	7	93	696	79	74	1,336
Widowed..	256	-	23	3	7	26	-	-	9	30	1	12	72
Divorced..	85	1	8	1	-	4	-	-	3	7	-	3	33
Unknown..	2,277	54	18	56	10	44	44	5	91	143	36	63	394
Female....	14,076	96	1,036	83	280	444	54	28	198	2,103	141	94	3,142
Single....	5,717	17	372	14	147	164	11	9	39	740	13	14	1,229
Married..	6,167	35	383	21	99	175	2	12	86	1,089	94	50	1,412
Widowed..	1,116	7	208	5	27	73	2	5	28	183	15	22	261
Divorced..	245	-	35	3	2	3	-	-	3	40	2	2	65
Unknown..	831	37	38	40	5	29	39	2	42	51	17	6	175

+) Statistical year ended June 30, 1955.

Source: Immigration and

Naturalization Service

United States Department

Among the exceptions to this rule are Ireland and the United Kingdom. From those countries, in the periods covered by the statistics the number of female emigrants exceeded that of males. Concerning Ireland the proportion is 51 per cent (table 15) and concerning the United Kingdom (tables 18 and 19), 53-54 per cent. As far as Ireland is concerned the higher female emigration is rather unusual and seems to be a postwar phenomenon of the period from 1946 to 1951, during which the net number of women emigrating averaged 1,365 per 1,000 men, whereas in the preceding period, from 1936 to 1946, we find a reverse proportion of 662 women against 1000 men. A similar proportion is also the average one in the following period, from 1951 to 1956, (835 women for every 1000 men). (1) Net migration (emigration minus immigration) in the period 1951-1956 amounted for instance to 109,221 men and 91,173 women. (2)

The case of Malta is quite the reverse, since that country provides us with the highest proportion of male emigration: more than 67 per cent of its total emigration in 1951, as indicated in table 16. Belgium (table 11) seems to be the only country (among those whose figures are known to us) in

1) Irish Population Census of 1956, Page 6 of the Preliminary Report compiled by the Government's Central Statistics Office

2) Ibid. Page 5

which the balance of the sexes in the general population was not at all altered by emigration, the proportion being the same both in emigration and immigration.

It may added that in regard to Spain (Table 14) recent and tentative inquiries indicate that family units are rare in Spanish migration. Cardinal Arriba of Tarragona, who is the President of the Episcopal Migration Commission in Spain, stated in a lecture given in June 1956 at the Instituto Nacional de Estudios Juridicos that in Spain some 30,000 families have been separated by the emigration of members to the Americas. (3). Such an enormous figure fully justifies the taking of immediate measures to promote the reunion of families.

To commente on the last table concerning the relative proportions of men and women among the immigrants arriving in the United States, it may be observed that in 1955 the proportion of women was high among the German immigrants (nearly two women for every man) and in 1954 and 1953, the proportion was practically the same. This immigration particularly involved German war brides. From Ireland also a very high propotion of women emigrated to the United States in the years from 1952 to 1954. Similarly, in the immigration from the United Kingdom, yearly since 1952 there have been 11,000 women for 7,000 men arriving in the United States.

3) Report of this lecture published by Madrid daily Ya of June 28, 1956.

Our last remark will draw attention to the fact that Tables 20 and 21 concerning the civil status of emigrants do not report whether the married migrants were or were not accompanied by their families. Conversely, the figures on supposedly single migrants probably also include persons emigrating alone to join their families.

CHAPTER V

LEGAL PROTECTION OF THE MIGRATING FAMILY

It has often been pointed out that of all social institutions, the family is the one on which legislation has the least direct influence. (1) The reason for this is undoubtedly that the family group has a natural origin and it is therefore a matter of mores, subject to the influence of religious and moral factors. Family relationships for example, are difficult to govern by legal regulations.

These statements are not made by way of asserting that the role of legislation is useless or futile. Quite the contrary, family legislation can and should protect the interests of the family and its members and is, therefore, of basic utility. But a brief perusal of the legal prescriptions on family protection contained in national and international law shows clearly that the idea of family protection is not yet sufficiently understood either in immigration or in emigration countries.

We shall attempt here to analyze the existing legislation affecting migrant families, but before we proceed to this analysis, let us devote some preliminary remarks to the reasons why the State owes protection to the family.

Between the family and the national community there exists a close connection. Family sentiment is the origin of national sentiment, which merely has broader horizons.

1. Jean Derrupé: "L'évolution du droit français de la famille" in the collection Renouveau des idées sur la famille, INED, Cahier no. 18, 1954.). 149

It extends the fraternal relationship beyond the ties of blood and thus gives rise to that spontaneous movement by which a human being extends his love progressively to reach even the remotest of his fellows. And every people has its own manner of personifying the national community by analogy with the family: the French, for example, say "Mère-patrie", while the Germans call it the "Vaterland".

If in a sense the origin of the ^{nation} is the family, before the State, which is the embodiment of a higher temporal power, the position of the family is at once autonomous and dependent. To the family, the State owes recognition and protection of its ends and its rights. To the State, the family owes respect and submission within the sphere of that body's competence to demand such - in other words, for the common good.

The family is by nature antecedent to the State. But the family is an imperfect society for it has not in itself all the means necessary to achieve its own perfection. The State, however, has all the means to its own end, which is the temporal good, and in this respect it surpasses the family. The State, then, has preeminence in the order of means, and the family in the order of ends. And since it is the order of ends which governs the order of means, it follows that the absolute primacy of family rights must be recognized. Moreover, since the general mission of the State remains subordinate to the particular mission of the family, the State owes protection to the family. The nature of this protection requires definition.

The ends of the family entitle its members to certain rights before the State, and since these rights affect human persons

as members of a family, the rights are called family rights.

In jurisprudence these rights are enumerated as follows:

- 1) Specific rights, that is, rights of the family viewed as a particular group distinguished by reason of the first end of marriage which is perpetuation of the human species.
- 2) General rights, that is, those common to all societies or social groups and bearing on members of the family taken separately or together.

Among the specific rights are these:

- 1) The right to found a family (also termed right of marriage);
- 2) Right to maintain the integrity of the family; the State owes its protection against abandonment by the father, against adultery, divorce, etc. The father of the family has the right to exercise paternal authority, the children have a right to protection as minors, etc.
- 3) Right to pursue the proper ends of the family; here belong particularly the rights of procreation and education of children, and such secondary rights as, for example, the right of adoption.

The second group of family rights, the general ones, is

ordinarily subdivided in jurisprudence as follows:

- 1) Right to property and to living space (a home)
- 2) Right of hereditary transmission of the family patrimony
- 3) Right to social security
- 4) Right to sanitary and moral hygiene (fight against alcoholism, cancer, T.B., indecent spectacles, etc.)
- 5) Right to a salary proportionate to the number of children or to family allowances.

6) Political right of the family unit (representation before public authorities through the intermediary of family associations).

All these rights are for the protection of families in general. We shall examine now their application to migrant families specifically.

The rights we termed above specific rights refer to the migrant family as to the family in general. The first of them, the right to found a family, is right which takes on the significance of being a right to found a family in an immigration country as well as elsewhere and to maintain its integrity. Attendant upon this is a right to admission of the family group in immigration, and a concomitant right of family to rejoin its wage-earner if he has emigrated. It is also true that if an immigrant is deported, his family has a right to accompany him.

Among the general family rights, migrating families have the same as those of families ordinarily. We have, therefore, the migrant family's right -

- to property, living space, and to transmission of the family patrimony;
- to social security;
- to sanitary and moral hygiene;
- to salaries proportionate to the number of children;
- to family allowances;
- to representation by family associations.

The migrant family usually benefits from special provisions respect to social security and family allowances, maternity

benefits, old age and widow's pensions, and medical assistance. The institution of family allowances has become fairly widespread in national legislation. It is only fair that migrant families be eligible on a par with others. Ordinarily such allowances are progressive as the number and age of minor children increase. Political rights (point 3) are not granted to immigrant families anywhere until after they have acquired citizenship.

As far as living space is concerned, housing figures frequently as one of the requirements for admission to a country of immigration.

Currency regulations governing the transfers of money to family members abroad is an important matter in the attempts to insure protection of the family in emigration.

To facilitate examination of the legislation concerning the most important aspects of family protection, we have adopted a simplified plan for this chapter: first of all, we shall examine the admission of the immigrant family as a unit, then reunion of the immigrant and his family (presuming the wage-earner preceded the other members-, protection of the migrating family during the journey, then social welfare (including social security, relief, medical assistance, family allowances and other financial help). As a fifth point, we will take up the transfer of money to family members abroad and, in conclusion, the rights of the family in the event of the deportation of a member. (1)

1) A compilation of the legal texts analyzed in this chapter has been published separately by the author in a paper presented to the Sixth Conference of N.G.O.'s Interested in Migration, Geneva, August 5-9, 1957, under the title "Legal Protection of the Migrant Family". Copies are obtainable from International Social Service, 14, rue de Hollande, Geneva, Switzerland.

1. Admission of Migrant Families

(1) There are only a few countries in the world with national laws positively upholding the integrity of immigrant families. This principle is sometimes included in bilateral agreements, but it is generally applied only to determined groups of immigrants or definite nationalities. Such is the case, for instance, of the Italo-Argentine Agreement of January 26, 1948, which in Art. 10 refers to the principle of not separating families, and the Agreement between Italy and Uruguay of May 14, 1952 (Art. 1). In the internal laws of some countries the principle might be mentioned, but always with some reservations or limitations added. These might be of the following order:

a) Accommodations or Support. Some countries provide that migrants may bring their families if they can prove that their housing and support is assured. In the United Kingdom, France and Australia, such regulations as these prevail. Art. 7 of the Aliens' Order 1953 in the United Kingdom reads: "A man who is eligible to enter the United Kingdom may normally bring his wife and children under 21 with him provided he is in a position to support them and to provide accommodations for them". In France, a foreign worker who applies to take paid employment may make arrangements for his family to accompany him if a sponsor in France, a French property owner or a friend already settled there, undertakes to make suitable accommodations available to the family of the immigrant on arrival. In Australia reservations are apt to be included in specific migration agreements, such

as one concluded with Italy on March 29, 1951, which declares that, owing to the shortage of housing and accommodations in Australia, the Commonwealth Government shall have the right to limit the intake of family units during the initial period of the Agreement. This particular agreement further said that as conditions in Australia permit, the Government will be prepared to accept increasing numbers of family units.

b) General Requirements for Admission. Almost all countries prescribe that members of an immigrant family may accompany the immigrant only if they comply with the general condition for entry into the country in ordinary circumstances. Bolivia's law (the decree of March 8, 1951) is based on this principle with the addition of some age requirements for the admission of the family group. Costa Rica (Decree of April 26, 1942) and Uruguay (Decree of Feb. 28, 1947) likewise fall ^{into} this category.

Some countries, while holding to the general requirements for admission, go one step further and allow exceptions in certain cases where a family member does not fulfill the requirements. Colombia is a case in point, its Law No. 48 of November 3, 1920, providing that if one of the members of a family suffers from any mental derangement or vice which debars him from admission, the authorities may admit the family, including the sick person, provided that the other members of the family are in good health.

Similar laws admitting members of family groups who may be insane, mentally deficient, deaf, dumb, or physically handicapped

exist in Canada (Canadian Immigration Act, Section 5) and Rhodesia and Nyasaland (Immigration Act. No. 37 of 1954). This is a very human and praiseworthy approach to immigration which all countries should adopt.

c) Number. Sometimes special provisions are made within a quota system for the wives and children of aliens lawfully admitted for permanent residence. This is done in Brazil, Peru, and the United States. Section 203 (a) (1) and (3) of the U.S. Immigration and Nationality Act of 1952 includes such members of the immediate family among those for whom precedence is given, that is, for whom a relatively large percentage of the quota of each quota area is reserved. The Brazilian Decree Law 7967 of September 18, 1954, which stipulates that admission to the country shall be by quota, grants an exemption to that rule to a foreign married to a Brazilian citizen or the foreign widow or widower of a citizen or to one who enters in the company of a son or daughter who is a Brazilian citizen. Peru instituted an immigration quota system in 1936 in order to protect the national employment market. It was provided that the number of immigrants entering the Republic may not exceed two per 1,000 of the total population, and that they shall be limited to 16,000 for each nationality. (1) Preference is given within the quota to certain relatives of immigrants already settled in Peru.

(2) Some countries make no special provisions at all for

1) ILO: Leyes y Reglamentos de Inmigracion en varios Países, vol. II, (Geneva, 1955)

family immigration. Among them are Belgium, Chile, Cuba, Honduras, Mexico, and Switzerland.

(3) A third group of countries provide special facilities for migrant family groups. Some of these are as follows:

a) Payment of passage or travel loans. Canada has enacted, for instance, an "Assisted Passage Loan Scheme" (Feb. 1, 1951) by which the Canadian Government grants loans to single and married immigrants and families with children under 21 years of age. In the case of the family, the loan may be granted on behalf of the wife and unmarried minor children who are either accompanying or following the head of the family to Canada. The assisted passage loans may be accorded in full or part payment of ocean and rail transportation costs, including meals, and this applies to all eligible immigrants and includes their dependents. Argentina has an agreement with Italy dated Jan. 26, 1948, which provides (Art. 10) that the Argentine Government shall specify which members of the family (spouse, parents, grandparents, children or grandchildren) should be entitled to have their passage to Argentina paid.

b) Exemption from payment of visas. A decree connected with the Argentine Immigration Law No. 817 stipulates that no charge will be made for the visas of blood relatives of immigrants within the second degree relatives by marriage to within the first degree (mother-or father-in-law) if the immigrant is already settled in Argentina and requests their admission. Also exempted are the wife or children of a native-born or naturalized Argentine citizen or of a resident of Argentina if they travel

in his or her company. Minors under 15 travelling with a parent or guardian receive similar exemptions. In Chile, Art. 7 of Decree No. 69 of April 27, 1953, an enactment which has the force of law, obliges payment of a visa tax for every passport, with the result that family groups entering on a collective passport benefit from so doing. In the Dominican Republic, wives of aliens and their unmarried children under 16 are exempt from the payment for the annual renewal of residence permits, according to Art. 9 of Act. No. 3669 of Nov. 6, 1953. Immigrant aliens in Guatemala are ordinarily required to pay 100 quetzals at the port of disembarkation, but exception is made for the wives and children under age travelling with their husbands or parents and for the parents or grandparents of an immigrant.

c) Collective passports for families. A Brazilian agreement with the Netherlands dated Dec. 15, 1950, offers one example of this kind of convenience by allowing rural families travelling in a group to enter the country on a collective passport. New Zealand exempts every child under 16 from the requirement for a passport, if he is accompanied by a parent or if he is the child of a British subject naturalized in New Zealand. In Paraguay, the parents of an immigrant as well as his children under 16 years may enter the country on a single passport. In Chile, the same legislative decree No. 69 mentioned in the preceding paragraph allows collective passports.

d) Free notarization of documents. Argentina's Decree No. 18,417 of June 27, 1947, assures to immigrants through the country's

delegations abroad, the free notarization of birth and marriage certificates and other documents required for admission to the country.

e) Exemption from requirement to furnish the alien's statement.

According to Australia's immigration regulations, a statement is normally required of aliens on first landing in the country.

However, wives accompanying their husbands and children under 16 years of age accompanying their parents are exempted by provision of the Statutory Rules of 1932, No. 103, Reg. 4.

f) Special customs arrangements. Since March 8, 1951, Bolivia

has had in effect a decree assuring that immigrant families may pass customs with their personal effects, machines, tools, and implements of various kinds free of duty. Paraguay has even more detailed provisions in a decree law numbered 13,797 and dated June 6, 1946. The article in question lists household goods, artists instruments, materials and equipment, all the items named above, and numerous others as well.

g) Exemption from payment of immigrant's deposit. Colombia's

Decree No. 3380 exempts from payment the children, parents, husbands or wives of aliens domiciled in Colombia as well as their unmarried sisters or brothers under 18. In Panama the exemption applies to the foreign wives or husbands of Panamanian citizens, while in Venezuela it applies to members of immigrant families who are under 16 years of age.

2. Reunion of Families

Ordinarily any legal provisions that may exist affecting the reunion of separated families are included or combined with those concerning the admission of families. There are, however, some countries which treat this problem separately, notably through bilateral or multilateral agreements.

Such factors as the cost of transportation, housing difficulties and employment condition often make separation of the family necessary in migration, though experience has proved that it is never advisable. The fact remains, however, that millions of families have been and are being separated by migration, and an aim of governments, migration organizations and social agencies everywhere should be to facilitate and assist reunion.

(1) Provision for family reunion is sometimes stipulated, as said above, in bilateral migration agreements. A case in point is connected with an agreement between Italy and Belgium. Regulations concerning recruitment, placement and employment of Italian workers, drawn up in Rome on February 9, 1948, provides, in Art. 18, that the Belgian Government will take care that conditions favorable to the settlement of the families of Italian workers will be brought about at the earliest possible moment.

In France, where the family is safeguarded by numerous legislative acts, it is clear that the principle of family reunion has a large place in the internal legislation. Immigrant aliens of any

nationality, whether in paid employment or not, may apply to the Directorate of Population in their Department of residence for permission to bring into France their wives, children, and very exceptionally, their parents or other relatives left behind in the country of origin.

The final decision on whether the ^{relatives} should be brought into France is made either directly by the Prefect or by the central administration of the Ministry of Public Health and Population after an investigation concerning housing conditions in particular. Where housing is provided by the employer, the alien must submit a certificate from the latter guaranteeing adequate accommodation. If the immigrant has housed himself, the certificate must be issued by the local authorities.

The alien must contribute towards the cost of bringing in his family. However, a foreign worker in paid employment, whatever his nationality or status, receives financial assistance from public funds in order to bring into France his lawful wife minor children (sons under 18 and daughter under 21), and his own contribution is small. (cf. Convention of May 5, 1947, concluded between the Ministry of Public Health and the National Office of Immigration). An alien not paid employment must undertake to reimburse the National Immigration Office for all expenses incurred in bringing his family into France.

The National Immigration Office alone is empowered to bring

in foreign workers' families and the procedure varies according to whether or not they are in a country where the Office has a recruiting mission. The Office advances the cost of third class travel to the place of residence in French Territory. In the second case, the French Consulate in the emigration country advances travel expenses which are subsequently reimbursed by the National Immigration Office.

(2) The great majority of countries specify certain conditions for family reunion. Some of the usual conditions are these:

a) Evidence of means of support. Argentina's Decree of November 26, 1932, for example, stipulates that parents, grandparents, spouses, children, brothers, sisters, grandchildren, and blood nephews and nieces of aliens settled in the Republic may enter the country if the latter can furnish evidence of resources and good conduct, and undertakes to be if necessary financially responsible for their support. In Brazil, the Provisional Instructions of Jan. 28, 1946, for the implementation of Decree Law No. 7967 of September 19, 1945, provide that persons over 60 years of age or under 14 must accompany their applications for admission by evidence that a relative permanently settled is willing and able to assure their support. Honduras has a similar provision in Decree No. 134 of March 20, 1934. Mexico's General Law on Population ("Ley General de Poblacion") passed on December 27, 1947, and amended in 1949, regulates family reunion by financial requirements for certain categories of immigrants, one of them being proof of the financial solvency

of a resident member of the family (Art. 62 of Regulations) who must assure means of support for new immigrants who are classed in the last of eight categories and defined as "person entering the country to live as economic dependent of a spouse or blood relation within the third degree..." (Art. 48). In Peru, Art. 37 of the Immigration Regulation^a of May 15, 1937, requires that a person applying for the admission of children, parents, brothers or sisters must prove that he has the necessary means to support them or that the prospective immigrants themselves have the means. Rhodesia and Nyasaland accords resident permits to the parents or grandparents of a person domiciled in the Federation who is able and willing to provide their support. (Immigration Act No. 37, 1954, Art. 29, paragraph 6). In the 1937 Aliens Act of the Union of South Africa (Section 4, point e) it is stipulated that entry permits shall be granted if the applicant is the wife or minor child or a destitute or aged parent or grandparent of a person permanently and lawfully resident in the Union who is able and undertakes to support him or her.

b) Evidence of Housing. Belgium, in an agreement with Italy dated June 29, 1946, and another replacing it signed March 5, 1954, governs the modalities of the immigration of Italian laborers recruited to work in the Belgium coal mines, and consents to admit the settlement in Belgium of the families (wife and children under age) of Italian miners as soon as

suitable housing is assured then. In France, too, as cited earlier in this chapter, housing is a prime condition for admittance, certificates attesting to the fact that it is assured being required before an application for family admission is considered.

c) Length of residence of breadwinner. Argentina requires, in a Decree of July 28, 1938, that an alien must have resided in Argentina for at least two years before parents, spouse, children and grandchildren abroad may be brought in as members of his family. Cuba has both a law and a decree stipulating residence. The law of July 11, 1906, states that an immigrant who can prove that he has been engaged in agricultural work for one year and that his conduct has been satisfactory may ask for his family to be brought over at the expense of the State. Decree No. 743 of Aug. 20, 1911, allows any immigrant land settled of good behaviour, resident in Cuba for two years, to ask for any parent or relative desiring to work in Cuba to be brought over at Government expense.

d) Age requirements. Australia has a Dependent's Nomination Scheme for Italian which enables assisted migrants to nominate their wives, children, fiancées and unmarried sisters for assisted immigration. Art. 6e stipulates that married men proceeding to Australia in advance of their wives and children must not be more than 45 years old.

e) Physical examination of family members. In Australia, under the same scheme named above, one of the conditions of

admittance to the benefits of the Scheme is that wives and children comply with the medical as well as other selection criteria required for entry of all immigrants. For this purpose, the examination by the Italian Medical Authorities will be accepted, with the Commonwealth Government reserving to itself the right to carry out a final examination prior to sailing. (Art. 6e). Canadian immigration procedure likewise calls not only for preliminary examination abroad but also for one at the time of movement into the territory.

(3) There are countries which grant special facilities for family reunion. Argentina, for example, has a normally difficult housing situation which has required her to forbid the settlement of immigrants within a radius of 100 kilometers of the federal capital, but exception is made for the parents, spouses, and minor children of persons already settled there. Paraguay has a Decree Law No. 10,193 of March 29, 1937, by which immigrants entering the country at the invitation of members of his or her family already settled there, are exempted from the payment of a cash deposit normally required.

3. Protection of Immigrant Family during the Voyage

In most countries involved in migration movements the legislation on protection of migrants during the journey leaves much to be desired. What legislation there is, in fact, dates as a rule from the second half of the last century and no longer corresponds to present-day needs. Just as the standard

of living has risen in the meantime in all European countries, so have the needs of migrants risen. Criteria in keeping with these improved standards should be established.

An examination of the national legislation will reveal a good many lacunae. Even the regulations of emigration countries on protection of migrants before departure in the ports of embarkation are insufficient. And where sea transport is concerned, noticeable differences exist from one country to another with respect to conditions on their ships on the high seas. The matter is complicated by the fact that some of the overseas countries show no interest in it at all and justify this attitude on the ground that migrants who have not yet reached their shores are no concern of theirs. Yet it often happens that it is their ships which are used for the transportation of European emigrants. A third important need for legislation is in the immigration country where reception centers are needed and should be provided by law.

On the whole, the international agreements on migration concluded between specific countries do little to improve the overall state of affairs and require few arrangements for the protection of migrants during the voyage. An Italo-Argentine Agreement of January 26, 1948, stipulates that the Italian Government will provide migrants with information on "family transport facilities" (Art. 9) and another one between Italy and Australia dated March 25, 1951, also contains some provisions relating to the ocean travel of emigrants. But

these are only a few of many, and none are very detailed or thorough.

Belgium has a royal decree governing the transportation of emigrants (Feb. 25, 1924) and providing for their reception in the railway stations of the country. (Art. 5). Arts. 8 and 9 of the same decree prescribe certain duties to the emigration medical service, stipulating, among other things, that it owes protection to the migrant in everything concerning the state of his health until the moment of embarkation.

The United Kingdom has some important regulations in a set of "Instructions relating to Emigrant Ships" issued by the Ministry of Transport, 1920. These instructions contain detailed prescriptions on passenger accommodation, the ^{if} crew, stewards and cooks, interpreters, surgeons, protection of single and unaccompanied women. They also include detailed rules on the numbers of passengers and space as well as on medical inspection.

Among the immigration countries, the most extensive provisions in this matter are those of Canada, which require protection of female immigrants during the voyage and cover in great detail the matter of a death occurring during the trip. (Sections 4 and 7 of the Immigration Regulations P.C. 1953).

4. Social Welfare of Immigrant Families

The rule that immigrants should be assimilated to nationals in a country as far as public relief and social assistance is concerned has not yet been universally accepted. In the Latin American countries in particular ^{remains} much to be done in this

field. But almost everywhere in the world there are certain areas of endeavor in the social field where notable progress has been or is being made, while in other areas there is a noticeable lag.

A. Social Security

Mr. Farman in his recent article on "Le développement dans le Monde des Prestations de Sécurité Sociale de 1935 à 1955" appearing in the Social Security Bulletin for May 1956, remarks that in 1955, there were 45 systems of illness and maternity insurance in existence, whereas only 23 of them had existed in 1935. (1) This shows that a slow but regular development has taken place during past years. Twenty years ago there were no state insurances in any immigration country in the area between Mexico and Peru, whereas today twelve of these countries do possess state insurance and Nicaragua adopted an illness insurance law in December 1955.

Some countries, such as Brazil, Cuba, Paraguay, Uruguay, and the United States, among others, make no distinction in social security regulations between aliens (here, for all practical purposes, immigrants) and nationals. A bilateral Agreement between Uruguay and Italy signed on May 14, 1952, reiterates this principle in article 6, paragraph 3.

In Brazil, Decree Law No. 7526 of May 7, 1945, guarantees to all Brazilians as well as all foreigners resident and legally

1) Cited from Familles dans le Monde, mars 1957, p. 29.

domiciled in the country the indispensable means of subsistence^{is} if for old age, illness, a temporary or permanent handicap or disability or because of the death of the wage-earner they find themselves without other means of support. Another article states that every Brazilian or alien legally domiciled in the country, in paid employment and more than 14 years of age is by law insured in the national social security scheme. Decree No. 35448 of May 1, 1951, gives the right to maternity allowances after not less than twelve months of contributions by the woman, or by her husband if only he is insured. The grant is a lump sum equal to the minimum monthly wage.

In Cuba a law passed December 15, 1937, provides the maternity allowance and establishes a "Fondo de salud y maternidad" to which employer^{and employee} contribute, and from which even aliens in paid employ benefit. Guatemala has a system of state insurance which generally covers accidents and maternity, but which excludes illness. In Haiti the insurance system provides for accidents as well as illness, but insurance for the latter is not yet in effect. Argentina only provides maternity allowances. (1)

Chile has a law 10,383 of August 8, 1952, stating that social service benefits for illness, disability, old age, death and maternity are accorded without distinction to Chileans and

1) Cf. Familles dans le Monde, mars 1957, p. 29.

aliens alike. The benefits are extended to include the spouse and minor children of the insured person, as is the case also in Ecuador.

Among the European countries, France has legislation which assimilates the foreign to the Frenchman as far as social security is concerned. She also has several international agreements on social security allowing ^{foreigners} to keep rights they have had before changing country, particularly in matters involving allocations for long term illness, disability, working accidents or old age. Foreigners working in France and whose families reside in France, benefit since 1946 from various kinds of social aids (family allocations, pregnancy allowances, etc.) The maternity allowance, however, is not granted to them, the legal conditions for it being that the child have French citizenship, although since 1951 a foreign child born in France who becomes French by declaration within three months of birth may have a right to this allowance. Two French laws of 1941 further provide for the free hospitalization of foreigners in need, though it excludes them from the benefit of free home treatment of any kind. And a decree of November 29, 1953, amending the assistance laws provides that medical home treatment may be granted to foreigners who have resided in France for three years at least, while the old age pensions and invalid allowances may

be granted to those who have resided in France for at least 15 years before the 70th birthday.

The Anglo Saxon immigration countries often have separate provisions for nationals and foreigners, only some of the latter falling within the certain categories of the eligible. For example, in the Union of South Africa, old age pensions and disability grants are two kinds of social assistance from which aliens benefit. Act 22 of 1928 stipulates that applicants must be residents domiciled in the Union at the time they make the application and must have been ordinarily resident in the Union or the Territory of South West Africa for 25 out of the 30 years immediately preceding the date of application. (Provisions in the revised text, Act. No. 36 of 1946 are the same).

B. Family Allowances

Most important for us is it to know which of the immigration countries have a system of family allowances. The system is spreading and in recent times has been adopted by several countries. Australia, Bolivia, Brazil, Canada, Chile, New Zealand, the Union of South Africa and Uruguay have such schemes. Nearly all the countries of Europe have them: Austria, Belgium, Spain, France, Great Britain, Italy, the Netherlands, the Scandinavian countries and Switzerland. All in all, some 40 countries the world over have some kind of family allowance system. Twenty

Years ago New Zealand was the only immigration country having such a system. However, while acceptance of the plan may seem fairly widespread, there exist radical differences in the requirements for eligibility. Eligibility depends generally on one of three principal bases: 1. the head of the family must merely have been a resident of the country for a specific length of time (the broadest condition). 2. the head of the family must have paid employment, or 3. the head of the family must have an income inferior to a specified amount. The number of children necessary to qualify an applicant varies all the way from one to a minimum of eight.

In the countries where immigration predominates, the easiest and most broadly applicable requirements are those of Australia, Canada and New Zealand. (A certain period of residence and the first child give access to the benefits of the plan.) Canada has had the family allowance plan since 1944.

A recent development in Chile has been to make the system include salaried employees as well as the laborers who formerly had exclusive right to the benefits. Bolivia and Uruguay both require that the head of the family have paid employment, and the latter stipulates that he is eligible only if his earning fall below a certain stated minimum. In South Africa, the benefits are forthcoming only after the third child, while in Brazil it is actually only after the birth of the eighth child and then only if the income is less than twice a set

minimum wage.

Most of the European countries accord the right to benefits for the first child on condition that the head of the family be in paid employ. This is the case in France, Belgium, Austria, Italy, Switzerland, the Netherlands, and Portugal. Two children at least give the right to claim the benefits in Great Britain, Ireland, Spain and Norway. (1)

Of course, the burden on the State for family allowances is enormous. The Canadian Government, to take merely one example, has paid families 3,060 million dollars since the beginning of the plan. (2) Distribution of such an enormous sum has shown that it is a means of priming the pump economically because it takes from the rich and gives to the poor. Advocates of the plan even claim that family allowances have increased school attendance. It is difficult to enumerate the effects on the food and clothing of children wherever family allocations have been instituted, but the Canadian Ministry of Public Health and Assistance in Ottawa has gone on record as saying that the improvement is a fact. All the political parties proudly proclaim their early support of the initiative.

1) Cf. Bulletin de l'Association internationale de service social, No. 9/10, 1955, cited in Familles dans le monde, mars 1956.

2) "Dix ans d'allocations familiales au Canada", Familles dans le monde, Paris, March 1956.

C. Child Bounty

An example of this kind of economic aid is available to the migrant family by the Migration Agreement concluded March 21, 1951, between France and Italy. The agreement provides payment of a certain subsidy to the families left in Italy by migrants working in France. By virtue of an administrative regulation signed to implement the agreement, these bounties are paid for 18 months from the date of arrival of the emigrant in France, and cease to be paid when, although satisfactory housing for them has been found, the emigrant refuses for no justifiable reason to have his family brought to France.

These payments are fixed at a monthly amount of 3,300 Fr. France for the first two children and 4,400 for each child thereafter. They are payable, however, only after the ^{birth} of the second child, and for each until he reaches 15 years of age. The beneficiary is the mother or whatever person in Italy is responsible for the children.

This arrangement for the provision of economic aid for migrants' families, falling as it does between the family allowances and the housing allowances is very interesting and seems to be proving effective. It would be useful if the application of this system and its effects were studied more closely among the Italian migrants in France.

D. Settlement Bonus

To help defray the costs of the initial period when a

migrant family is getting settled, certain countries accord a moving-in-premium", or settlement bonus.

This is true in France, where an agreement, cited earlier P. 12, with Italy provides for what is called a "pécule d'installation" for immigrant families of Italian laborers working in France. According to the agreement, Italian workers who have been rejoined by their families in France in circumstances prescribed by the Ministry of Public Health and of Population, will receive a lump sum equivalent to six monthly payments of the indemnity for child bounty.

E. Compensation for medical treatment and hospitalization

It can happen that a migrating individual falls ill during the trip or immediately after, and if this should happen to the head of the family, he would find himself in the position of being not only unable to work but even unable to look for a job. In such a case the family would get off to a bad start in an unknown country, their economic integration would be delayed, and they would begin a new life burdened with medical and hospital debts.

Some countries provide some form of assistance for emergency cases entailing unexpected expenses. Canada has an Emergency Hospitalization Assistance, and a Medical and Dental Assistance for immigrants and their families if they do not have the money to cover these expenses. The Department of Citizenship and Immigration in Ottawa is empowered to furnish Emergency

Food and Shelter to such needy migrants anytime during the first year in Canada before they are eligible for social assistance provided through usual channels. Canada also has Medical-Welfare Agreements for migrants and their families requiring various kinds of treatment or hospitalization due to an accident or illness which has left them indigent during their first year of residence in the country.

We mentioned already before two French laws of 1941 providing free hospitalization and medical treatment to foreigners, and the decree of November 29, 1953, amending the assistance laws. (1) A later decree, No. 56-149 of January 24, 1956, provides for free treatment in various kinds of institutions.

F. Family Associations

This aspect of Family Protection has nothing to do with material assistance but rather with defense of political interests before the legislative body of the country. The Associations exist in France, where they are organized by the decree of March 3, 1945 (Ordonnance No. 45-323, cf. Journal Officiel for March 4, 1945). Article 4 of the decree specifically excludes foreigners from membership in the associations when it states that both the breadwinner and the children must be of French nationality, but it is highly desirable that the kind of protection afforded

1) See under "Social Security".

by such associations be extended to immigration countries and to immigrant families.

5. Transfers of Money to Families Abroad

This is an important matter when families are separated by the emigration of the wage earner who plans to send money back to his dependents in the homeland. There would be no difficulty here if there were no exchange control in any of the countries of departure or reception, but the fact is that controls do exist in some countries, and in numerous others there is a trying insecurity in knowing that devaluation, inflation, or the imposition of controls may cut off or diminish the life lines between a wage earner and his family. Canada, Chile, Mexico, Switzerland, the United States, and Uruguay are among the countries which allow free, unlimited transfers.

Some of the special provisions and requirements in force in certain countries are cited below.

Argentina: An Italo-Argentine Agreement of January 26, 1948, provides, in article 9, that an immigrant who has lived in Argentina for 18 months may send 400 pesos per month to his wife and minor children and 250 pesos to other relatives (parents, brothers, sisters, grown children, etc.).

Australia: Transfers of money to families are regulated by Exchange Control as follows: Transfers for family maintenance are given for various amounts from £ 30 to 90 per month. Besides the wife and children, members of the family are considered to be all persons related to the immigrant by blood. In every case,

proof that the ⁿtrafer of money is needed must be submitted (for instance, a letter requesting the financial help of the migrant). The transfers may be effected in anticipation for six months to a total amount of £ 540 (= 90 ~~36~~ ³⁶). This maximum amount may be increased in special cases such as those involving immigrants with numerous dependents abroad.

Brazil: Art. 2 of Law 1807 of January 7, 1953, provides that exchange operations (with a few named exceptions) shall be effected at rates freely agreed upon between negotiating parties, unless in cases of exceptional gravity the Executive Power, acting upon a proposal of the Money and Credit Supervisory body, decides otherwise by decree.

Colombia: Foreigners employed by national enterprise under contract approved by the Oficina de Registro de Cambios are authorized to send money monthly to their families in amounts not exceeding 50 per cent of their salaries. Immigrants working on their own or who did not come under previously-arranged contract may not send money out of the country.

New Zealand: Finance Emergency Regulations of 1940 give certain rights concerning foreign transfers to the Reserve Bank of New Zealand. The stipulation for Italian migrants, for example, is that they may transfer some 150,000 lire per month.

Union of South Africa: Permanent residents are not permitted to remit their earnings to countries outside the sterling area, but liberal provisions are made in the Exchange Control Rulings by the terms of which permanent residents can transfer up to

50 pounds sterling per months for the maintenance of their families and dependents in non-sterling countries. These provisions are sympathetically administered, for upon proof that such amounts are inadequate and that the beneficiaries in need of further assistance the Exchange Control has invariably come to their assistance by authorizing the transfer of increased amounts.

On the Continent, the following countries have special regulations governing the transfers of money to other countries and affecting thereby intr-European migration movements.

France: A Franco-Italian agreement concluded March 21, 1951, governs the modes of payment migrants will use in transferring money to their relatives.

In principle, Italian workers in France are allowed to transmit up to 60 per cent of their net salaries if that amount does not exceed a maximum of 150,000 lire. Spanish seasonal workers may transfer all of their salaries, but if they are permanently settled in France proportions of 30 to 60 per cent are authorized for transfer. A document attached to the Franco-German Payment Agreement of Feb. 10, 1950, authorizes German workers to transfer the same percentages of their monthly salaries: 30 per cent if unmarried, 60 per cent if married, the only stipulation being that the money be sent monthly with no possibility of a carry-over from one month to another if the maximum amount is not sent.

Belgium: Belgium makes special provisions to permit the transfer of money by immigrant workers within her borders to their dependents in other countries. Through agreements with Italy, for example, Italian coal miners are authorized by the Belgian government to send money to their families in the home country. The two governments have agreed that these ^a payments must be effected by a designated bank in each country.

United Kingdom: In accordance with a 1939 law called the Defense Regulations Amendment Order, money may not be sent out of the United Kingdom except on permission of the Treasury. Every case of request for permission is treated on its own merits, but in general it is difficult or impossible to obtain if the recipient is in the dollar or an other hard currency area, and relatively easy for most of the countries on the Continent if the need is proved.

6. Deportation of Migrant Family

Maintenance of the integrity of the migrant family is an important consideration not only at the time of departure from the homeland, but also in the event of a return. A corollary to the right of admission of the family as a unit is that of its right of departure as a unit. It happens, however, that the exercise of the latter right is more apt to be difficult of attainment in the event of the compulsory deportation of an immigrant with dependents.

Normally the members of his family are not deported, but provision needs to be made to facilitate family reunion, particularly when lack of money would otherwise be a deterrent to it.

Most countries make no provision for such cases, although in the Anglo Saxon countries and some of the European countries the laws do take such situation into account. In Australia the Aliens' Deportation Act of 1948 includes an article (no. 11) saying that where an order has been made under this Act for the deportation of an alien, and the alien has a wife, or wife and children who are aliens, she or they may, if the wife so desires and notifies the Minister, be included in the order for deportation. The same is provided in the Australian Immigration Act (1901 to 1949).

The Union of South Africa deals with this question in its Immigrants' Regulation Act of 1913, and to a certain extent in the Aliens Act of 1937. In the Union of South Africa, there is a law stating that for certain reason an immigrant may be classified as a Prohibited Immigrant. If the head of the family were to be declared a prohibited immigrant, his family would also become prohibited immigrants. Canada's Immigration Act of 1952 (Sect. 37, paragraph 1) provides that when a deportation order is made against the head of a family, all dependent members of the family may be included in the order and deported under it. Another provision (paragraph 2) is that when a deportation

order is made against a dependent member of family for the reason that he has become a public charge, the head of the family and other members who, in the opinion of a Special Inquiry Officer, willfully neglected to support dependent member although they were morally bound to support him may be included in the order and deported under it.

In Belgium the matter is governed by an old Declaration of 1880 which, in art. 2, provides that in case of deportation, wives will not ^{be} separated from their husbands nor children from their parents. A new text, part of Franco-Italian Agreement of 1950, stipulates in Art. 3 that indigent ill persons, the disabled, invalids, orphans, abandoned children or the insane, being treated or supported at public expense, will not be repatriated except at the express request of the Italian Embassy or an Italian Consulate in Belgium, or at a request addressed to the Belgian Embassy in Rome or to a Belgian Consulate in Italy.

In Switzerland, a Federal Law of March 26, 1931, specifies in Art. 11 that as a rule a deportation action against any individual includes the spouse, an exception being possible if the wife is Swiss born. Children under 18 years of age, through expulsion of their parents, lose their police permits for foreigners and may also be compelled to leave the country.

CHAPTER VI

Measures to Promote Family Migration

What has been asserted in the preceding chapters shows how urgent it is to seek out and apply the means of facilitating family migration (as opposed to individual migration), doing so not only on the material plane but also on the psychological and moral planes. Aside from measures to be taken in favor of individual migration, there are some which should be applied specifically to problems of family migration. They may be quite difficult to bring about because of great complexity of family needs compared to those of the individual migrant.

Let us remark, first of all, that the living conditions in most countries of immigration (except the United States and the Commonwealth) differ radically from the European ones, and this will affect families even more than individual migrants. These differences appear in the working and housing conditions, in the degree of development of social security plans or of social and medical assistance. In an immigration country where the social standards are rather low, even for its own citizens, it is most probable that measures favoring immigrants will not be easily accepted. On the other hand, it is necessary to provide a certain "education" in the countries of departure to develop the family mentality, and to reaffirm the principle of the maintenance of family units in emigration.

ceived and justified?

To understand this principle one must think of the numerous social services the father makes to society on the whole in, for instance, well educating his children for the greatest benefit of society, So society is due to reward him for what will be her own profit later on. (1) If only the work done by the worker were to be taken into consideration, of course, the head of a family ought not to receive any more than a bachelor doing the same work. This explains, moreover, why it is not the employer who must supplement the salary of worker, head of a family, but Society which makes separate retribution for the educational task the of parents.

If the great Social Encyclicals of the recent Popes have made aware of the necessity of adopting the so-called "family living wage" as opposed to an individual one, moralists and sociologists have ^{not} yet achieved a satisfactory synthesis as to the precise principles that must be applied here. (2)

1) In his speech to the delegates of family associations in 1949, Pius XII stated that one must consider the attentive solicitude for families with children as a "very slight burden compared to the so important service that families, especially big families, render to society".

2) Jeremiah Newman: "The Just Wage", The Theology Digest, Spring 1957, Volume V, Number 2, page 120.
and Edward Duff, S.J. "A note on the Living Wage", Social Order, 7 (1957), pages 77-85.

Some of those moralists maintain that since the average man leads a full human life only by assuming the role of head of a family, he must be paid an absolute family wage even though he is unmarried. An absolute wage is due to him, not merely a relative one, because man's right to the wage is based on his natural role as head^{of} a family rather than on a consequent duty to support all the children he has begotten. Other writers state that in view of the recent teachings of the Pope Pius XII, the Catholic social teaching claims a family wage understood by most to mean a State-subsidized wage, which allows the family to provide for of its children according to their growing needs. This interpretation is claimed to receive further support from the "Social Justice Statement" of the Australian Hierarchy of September 1954. This statement pointed out that a strong case can be made for State subsidization of family incomes, at least in Australia's present condition. A standard wage is proposed which would be that of a single man, sufficient to cover his essential needs, a modest amount of recreation, partial provision for marriage through saving, and old age and illness insurance. When he marries, State subsidies should be given him for the support of his wife and eventually for his children.(1)

If we deal with a practical problem in present conditions, it must be pointed out that in the absence of sufficient economic property of our times the only thing in view is to seek for head of the family additional family allowances and subsidies

1) Jeramiah Newman, ibidem page 125.

from the State to build the basic wage into an adequate family income. For this reason, it seems necessary to accept a State welfare system to achieve an adequate family income, though we do not regard the welfare state as ideal but rather as dangerous. Thus, unless our society reforms from within, this system is the only possible alternative in the present circumstances. (1) Hence we must work for this internal reform and one of the main things for which we must strive in the future is family wage. (2)

As a result all the measures in behalf of migrant families suggested in this chapter, whatever shades of meaning may seem to accompany them, have only one purpose, that of assuring the primacy of man, through his family as it is conceived in Catholic social doctrine. If we turn the State in certain cases it is not to give primacy to the State but to assure man the plenitude of his rights, especially in cases where he can act on his own means. In this we are not in agreement with socialism which, completely ignoring the sublime purpose of man's existence, limits his liberty and his initiative, and acts on the pre-sumption that the human community was constituted only in view

1) Ibid. page 126

2) Acc to Father E. Duff, S.J., there are many reasons for rejection of the absolute theory. His basic argument is that this theory rests on an unreal supposition and hence is highly impractical. It offends against equal justice in that it makes no allowance for non salaried workers.

of well-being. (1)

To prevent the suggestions about to be made from being considered Utopian, we hope to provide a realistic view of present needs and not an itemization of idealistic and remote solutions. We do not propose the introduction of all these measures in every country, but leave to the discretion of the persons responsible the choice of those measures which conditions require. We are fully aware that the advisability of most of them depends on the specific state of affairs in a country.

1. Formation of Public Opinion in Emigration Countries

It is in the countries of departure where the migrants are recruited that the first measures to encourage family emigration should be taken. It is there that the first and probably most important task of creating a climate favorable to the maintenance of the family unit in emigration should be undertaken.

The first difficulty to be met as mentioned in a previous chapter on the advantages and disadvantages of family emigration, is the reluctance of the countries of departure which sometimes do not wish to see whole families emigrate. What is more, they

1) *Quadragesimo Anno*, édition de l'Action Populaire N° 123 page 128. Cf also on this subject Rev. R. HECKEL, S.J. in his article: "Le Socialisme et la doctrine de l'Eglise" *Revue de l'Action Populaire*, Avril 1957 p. 389.

may even try to prevent family-unit emigration in order to receive from the emigrating member of the family the foreign currency which the national economy may so need. Nevertheless, this negative attitude might be compensated for if the immigrating countries adopt a social policy in favor of the families. It is undeniable that the governments of countries find little advantage in promoting family emigration unless the demographic pressures are extreme within the country.

Efforts therefore should be concentrated on convincing the migrant himself of the utility and advantages of family-unit emigration. It is he who makes the decision and he, therefore, who must be made aware of his duty to keep the family together.

It is obvious that the process of integration of the migrant in a new country begins even before his departure. At that time, he is more receptive than he will be later on after the first perhaps harsh or upsetting contacts with the people and customs of the new country. This is why, in addition to the usual measures taken to facilitate the future integration of the migrant personally, language training, technical and vocational courses, etc., some sort of family training should be provided to bring to light the possibilities for family integration. The head of a family should, first of all, be given detailed information on the conveniences which the new country might provide for his family, such as:

- a) cost and kind of family housing;
- b) facilities for education of the children;
- c) cost of food and clothing;
- d) provisions for medical assistance and hospitalization in case of illness of some member of the family;
- e) information on social security (amount of contributions, salary deductions, family allowances, etc.);
- f) the tax system when the family dwelles with the migrant;
- g) opportunity for family leisure (newspapers, cinema, etc.).

It goes without saying that if the immigration country does not provide a satisfactory amount of security to a family, the migrant should be advised of it and the departure discouraged.

In this connection, the role of national and international organizations in the sphere of information and education cannot be overemphasized. They should use every possible means to awaken among prospective emigrants and the general public a sense of responsibility for the family in migration. The press, the cinema, radio, courses of instruction and lectures, in brief, all the means available to them should be used. The same means may also have an effect upon the authorities of emigration countries and promote a more understanding attitude towards migrant families. Better still, of course, would be direct action before the public authorities by presenting them with concrete proposals.

If the action upon the authorities of the countries of departure is ineffective, some sort of intervention might

be tried in the immigration countries; this calls for cooperation between organizations of the countries of departure and those of the receiving countries for best results. A welcoming attitude for migrant families must also be promoted among the authorities and the population of immigration countries in order to facilitate the integration of the newcomers. This formation of public opinion in immigration countries is no less important than in departure countries and will require a similar effort on the part of the organizations in charge.

Not to be overlooked is the influence the immigration services may exert upon local consulates of receiving countries, in the emigration countries. Their influence may be decisive in the matter, if they advise the migrant to take his family with him or even more so if they accept candidates with families.

To carry out this task of creating favorable public opinion on family migration, the migration organization should have publicity material available which serves to inform the public of some of the problems. It would, moreover, be most useful to print some kind of guide for immigrant families in addition to publishing occasional articles, pamphlets, leaflets, etc.

This guide should offer a clear and simple review of all the problems which the migrant who wants to emigrate with his family might have to face. It should deal not only with the theoretical aspects (moral obligations and duties) of family

migration, but should also cover the social, medical and financial problems which a migrant family may have to solve, advising how the children's schooling may be arranged, what must be done in case of illness occurring to one of them, etc. It should indicate the addresses of organizations available to advise and help the migrant. Both migration organizations and the family organizations of various countries would cooperate in composing this family guide.

In addition to the ^especific information for orientation on a family plane, the guide might also include an appendix with general information on the immigration country. The information sheets of the I.C.M.C. (Merkblätter, Hojas Informativas, Facts Memorandum) could be used for this purpose. Published in various languages and prepared by the national organizations of immigration countries, these ought to emphasize the situation of the family in migration.

We have reviewed ^ethe various means which seem likely to have an effect both on public opinion in general and on the migrants themselves. It seems that if some of them were used, they might bring about an improvement in the family migration situation.

This formation of public opinion in favor of migration and particularly in favor of family migration is part of a general movement to develop the notion of international

solidarity to which so many fruitful efforts are already devoted (1). This feeling of international solidarity will be the basis of a more positive and welcoming attitude towards migrant families, owing to its broader understanding of the fact that every people's duties extend beyond the limits of the national borders.

II. Protection of Migrant Families During the Journey

In the chapter devoted to legislation we have examined the protection assured to migrant families during the journey by national laws. In this chapter we will undertake to examine what ought to be done to improve this protection.

Various studies have already been carried out on this subject by governmental and non-governmental organizations. Thus, the International Labour Office has established a committee of experts to study this problem and at a Migration Conference held in Naples from Oct. 2 to Oct. 16, 1951, suggested that the member countries should study whether it is necessary to establish international norms concerning accommodations and other conditions for migrants on board ships and how such norms might be determined.

1) Cf. A. Willot, S.J. : "Pour une éducation du sens mondial"; Fraternité Mondiale, Geneva, Switzerland.

The Provisional Intergovernmental Committee for Migratory Movements in Europe (PICME), predecessor of ICEM, examined this problem in September 1952 together with the ILO and drew up a report on various technical points. But the subject studied by the ILO and PICME concerned only the lodging and welfare of migrants on board ships, and did not include the protection of migrants before and after the crossing in the embarkation and reception centers. Moreover, as the study was undertaken by governmental organizations, they considered the matter from a governmental viewpoint, and the questions of social assistance and spritual and religious needs of migrants were only slightly considered.

Let us point out an interesting initiative suggested in a discussion which took place in 1942 at the third Conference of Non-Governmental Organizations Interested in Migration, and which recommended the constitution of a working group composed by members of non-governmental organizations (NGO's). At the fourth Conference of the NGO's Interested in Migration which took place in Geneva from August 11 to 17, 1953, the recommendations of this group were adopted in plenary concerning the agenda item, "Minimum standards for the protection of migrants during the journey". The author of this report, as a member of the I.C.M.C., presided over the Geneva working group, so it is an easy task for him to reveal some ^{of} the results of the discussions and the final report presented at the Conference in 1953.

In the resolution of the conference on minimum standards for the protection of migrants during the journey, the protection of migrants traveling by air, by sea, and by rail was studied separately and, in each subdivision the recommendations concern:

- 1) Accomodations (including sanitary facilities)
- 2) Food
- 3) Leisure activities
- 4) Protection of women
- 5) Protection of children
- 6) Medical service
- 7) Social assistance
- 8) Religious assistance.

The resolution prescribes that, as far as possible, the members of migrant families must not be separated during the journey in ships, planes, or trains.

Concerning collective transportation of migrants by boat, the resolution recommended that children of less than three years should not constitute more than 15 per cent of the total number, and infants under one year no more than five per cent. The minimum age at wich a child should be admitted on board a migrant transport is three months. However, if circumstances require an exception to this rule, the medical and social staff should be increased. In general in collective transports

the number of women ought not to be higher than the number of men.

Concerning the accommodation of the migrants on board, it is recommended that they should not be below the waterline because of the danger of fire or shipwreck at night. If, for urgent reasons of transportation, it is necessary to use space below the waterline, only single men should be assigned to the places there. Members of the same family of migrants should, if possible, be lodged in the same or in neighboring cabins, and reasonable comfort should be provided. In dormitories, the number of people should not exceed fifty per dormitory, in order to avoid epidemics or panic in case of danger.

In a section devoted to the protection of women during the journey, appropriate conditions are prescribed for pregnant women, and it is suggested that useful activity should be provided for young girls and single women. Special attention was given to the protection of migrant children during the journey. For instance, the resolution states how important it is that families with young children should not be assigned to dormitories because of the noise and danger of contagion. Such families ought to be allowed to remain in their cabins even during the day so the children may rest. For every trip lasting more than two days, there should be facilities for mothers to wash and dry children's clothing and prepare their bottles and special

food. Perfectly safe drinking water should also be provided in adequate amounts and canned milk of controlled quality as well as supplementary foods such as fruit and fruit juices. The part of the resolution devoted to leisure stipulates that separate playrooms should be provided for children of less than 10 years and for the elder ones. These places must be some in the open and some indoors, the latter heated in bad weather. They are to be placed under the care and control of qualified persons helped by volunteers in the proportion of at least one adult for every ten children in the younger age-group, and every fifteen children in the older age-group.

Under the item "medical service" the resolution of the conference of the NGO's provides that medical service to migrants on board should be without charge. A special diet should be provided, if possible, for sick migrants.

At least one doctor - surgeon and general practitioner - should be on board all migrant ships and two if the number of migrants is over 400. Every migrant ship should have one male and one female nurse as well as separate infirmaries for men and women. Measures must be taken to isolate patients with contagious diseases from others. On all transports carrying young children it is essential that the doctor or one of the doctors have a good knowledge of pediatrics, and there should be enough nurses to help the mothers and children adjust to

life on board, to the change in climate and schedule, or even to take the place of the mothers if they should be unwell.

In regard to social welfare, the resolution recommends that an escort officer, man or woman, speaking if possible several languages, should be in official charge of the migrants on board and their families and act as liaison between them and the ship administration. To provide religious assistance, a chaplain should accompany migrant groups travelling by boat.

Provisions more or less similar to all these named were established concerning migrant transportation by air and by rail.

These are the broad lines of the recommendations concerning the protection of migrant families during the journey, which appear in the document presented to the 1953 Conference of NGO's Interested in Migration.

It is desirable that the report of this Conference be known to a larger public and particularly to authorities charged with protection of migrants. In this way some of the recommendations by the Conference might perhaps be included in national legislation to reinforce the security of migrant families during the journey. In any case this particular matter is worthy of attention.

III. Family Housing in Immigration Countries

We have seen that a housing shortage is one of the major

obstacles to family migration. On the one hand, governments are induced to restrict the number of immigrant families to be admitted to the country, and on the other hand, such a situation influences the migrant's decision, as he will not be inclined to migrate with his family if he is not sure to find decent housing.

Housing is, in fact, a decisive factor in the integration and assimilation of any migrant arriving in an immigration country. A recent study on the adjustment of refugees in Westphalia (1) clearly brought out the fact that housing is a more decisive factor than employment. Poor and overcrowded housing conditions may undermine the migrant's morale and change his general attitude. Slum conditions, besides their corrosive effects on health, rest and character, almost automatically block tendencies to social intercourse, thus producing isolation (2). According to this same study: "Providing adequate employment is important, but adequate housing comes first". (3). And farther along it says: "Except for a few rare cases, families without it are never found

1) Dr. W. Brehpohl, Dr. M. Lehmkuhler and Dr. Wiedemann:
"Adjustment of Refugees to their Environment" (based on the findings of an investigation in Westphalia), REMP Bulletin, July 1955, vol. 3, page 23.

2) *ibid.* p. 23.

3) *ibid.* p. 24.

to have adjusted, either economically or socially (1).

Moreover, housing conditions may affect the moral standard of family life, because the lack of a real home may disintegrate family ties, leading, in some cases, to divorce. Some writers believe that the numerous divorces among couples married less than four years are a result of the crisis in housing.

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The employer also has an interest at stake in this important problem. If he is really interested in maintaining the migrant worker on his job, he should take measures to have comfortable housing built or provided.

It will easily be understood, therefore, that among the measures designed to promote family migration, appropriate housing conditions rank among our principal concerns.

It is granted that housing is a difficult problem for migration countries. Government authorities may well strive to provide every family with a sound and suitable dwelling, but the housing shortage, especially in centers of recent industrial development, is but one among many others, and cannot be separated from the general call for other forms of capital investment. In the less industrialized countries investment have to be devoted to urgent projects such as the building of factories, means of communication, harbours, dams, etc., wich tend directly to

(1) *ibid.* p. 25.

It should be pointed out that our references here are generally to sound, normal families, but in general, as we have pointed out numerous times, a normal family should not find it necessary to have recourse to outside assistance except in exceptional cases. As a point of departure, we have here taken the situation as it exists unfortunately now in various countries. In the future, it will be necessary to provide the head of the family with a family salary sufficient to permit him to guard against any contingency. In view^{of} the fact that this salary in most places is not yet a reality, measures should be taken to assist family migration in the near future.

Catholic social doctrine asserts that the family salary is neither a gift nor a relief measure but a just right and a retribution. (1) Pope Pius XI was the first to proclaim in his Encyclical "Casti Conubii" that the salary due in justice to the head of the family must enable him to support not only himself but also family. It is a question of justice and not of assistance. The present Pope Pius XII has also often^s insisted on this question, especially in his speech to the delegates of Family Associations in 1949.

How must the principle of family salary, and in extension that of economic assistance to the head of the family be con-

1) Lettre pastorale del Mgr. Francois Charrière, évêque de Lausanne, pour le Carême 1956: "La retribution familiale des travailleurs".

increase national productivity. In such circumstances funds available for the improvement of housing will obviously be few.

The question should be examined from two different standpoints: the first economic and the second social.

From the economic viewpoint, a housing policy requires high investments, and therefore in countries which have limited capital investments, this policy has to be included in the general economic development scheme, and an appropriate distribution must be established.

Socially, the need for an appropriate family dwelling is certainly one of the most basic human needs, and both a satisfying homelife and efficiency at work depend on it.

But, fairly often in immigrati ^{on} countries the scarcity of resources impinges strongly on important social needs. How is a government to reconcile economic possibilities and social needs?

In a recent article published in the International Labour Review, M. Jay Howenstine examines the influence a housing policy may have upon the economic development of a country and reviews divergent opinions expressed on this subject.(1) He reports the general opinion based on productivity as criterion

1) International Labour Review, No. 1/1957, page 21.

that housing investments are lower than industrial investments. In the first phase of economic development, investment are generally devoted to industrial building and to the production of essential goods, and to housing only so far as it will ensure the success of the other two investments. For example, when it becomes necessary to build houses in order to attract and keep skilled labor for high priority work, it becomes possible to find funds for housing investments. Nevertheless, in countries where all available capital is needed for economic development, the national interest requires that a minimum standard in housing be maintained. Only the economic development of the country will permit an improved standard. Of course, every country will have to solve this problem according to its own particular situation, and there are no overall solutions.

National housing plans ought to be conceived and carried out to achieve the maximum results with a minimum of expense.

The facts examined in the article named above enable us to understand the situation in certain immigration countries and the difficulties they have to face in providing housing for immigrant families. For instance, in Canada government statistics reveal that in 1951 approximately 320,000 people were obliged to share their dwelling. So the present pace of housing construction is not only unable to answer the needs of immigrant families but even those of the native population (1).

(1) "Familles dans le Monde", Paris fascicule 2, 1954.

As far as Latin America is concerned, the Pan American Union has published a study on housing problems there in which the total figure of absolutely necessary investments required to answer the annual demand for housing is estimated at \$ 1,400 million (1). It is known that in 1953 the total amount of investments for all construction work remained below this figure and amounted only to \$ 1,300 million (2). If we consider the situation in a few Latin American immigration countries, we observe that in Brazil in 1940 there were only 7,949,000 dwellings for a population of more than 41 million inhabitants, which means 5.1 persons per room. In Colombia, in 1951, there were 6.7 persons per room. In Chile, it was estimated in 1955 that approximately 407,000 housing units were needed. This shortage, instead of decreasing, is being aggravated from year to year because the rate of construction remains far behind the rate of population increase (3).

While it may be true that the economic aspects of a housing policy are all-important and that investments in less industria-

1) Pan American Union: "Problems of Housing of Social Interest" Washington D.C., 1954.

2) Cf. Howenstine op.cit. page 22.

3) "Amérique Latine Problèmes de sous-développements, article par M. Zanartu dans la Revue d'Action Populaire No. 104, janvier 1954, page 38.

lized countries must be concentrated on industrial plant, it is none the less certain that if the investments are to yield at all, the immigration country must attract skilled workers, and this in turn requires a construction program so that housing may be assured them.

Without going so far as to believe that all immigration countries will be able to provide suitable housing to all immigrant families, it is nevertheless reasonably to be hoped that every country will aim at reaching a minimum housing standard.

Only through considerations of the housing problem as vital to human values, may new plans be laid not only for the construction of new house, but also, for example, for the less costly renovation of present housing. In some cases decentralization of urban areas may improve housing conditions by allowing wider use of light materials and low-cost of labor.

We have now reached the most basic question concerning housing, that is: what is the minimum standard for family housing?

Numerous questions arise before this can be decided. Should the cost of housing be reduced so that the migrant may afford it, or is it still more important to provide him with the same standard of comfort he was used to in Europe? Should the aim be private ownership or should renting be encouraged? Should

single-family units be built or are apartment houses to be preferred?

Generally speaking the main requirement is for adequate living and growing space for the migrant family. There are normally three conditions for this:

- 1) a sufficient number of bedrooms, that means a bedroom for every two persons of the same sex, aside from the parents room; elder or sick people ought to have rooms of their own;
- 2) a living room, which might in some cases be the kitchen, for instance in the country;
- 3) suitable sanitary conveniences.

The problem of the "elastic house", meaning one that will adapt to the increasing needs of a growing family, is certainly not easy to solve. Here are some suggestions made by experts on this matter. Besides the transfer of a family from smaller to a large dwelling or the reverse, according to the increase or decrease of the family-unit, they suggest that expansion might be provided for in the building area, and in some cases in the finishing off of attic space.

Since the cost of housing must remain within the reach of a migrant family's budget, a special system for financing housing ought to be created. Either the government or some immigrant-aid organization founded for this purpose should provide the migrant with sufficient capital to alleviate this heavy burden.

The government might also help migrants by paying part of the rent.

The International Union of Family Organisations (U.I.O.F.) in Paris, which has created a commission for family housing, presented to the U.I.O.F. Conference in Geneva in 1953 an interesting study on the financing of family housing (1). The Commission, presided over by Mr. L. Wynen of Belgium, sought by means of comparison of experiences the most advisable solution. The conclusions of this study also concern problems of family migration.

The methods of intervention of constituted authorities in financing which are specifically favorable to families may be examined from two different standpoints:

- 1) that of the proprietary family;
- 2) that of the tenant family.

To the owning families, public authorities can accord construction bonuses. Also, low-cost loans may be granted to home construction companies or to migrants for the purchase of a dwelling. French legislation, for instance, takes into consideration the principle of family compensation from which immigrants from other European countries may benefit. French credit companies favor large families. An important help in financing are supplementary advances usually free of interest, made from the "Fund for Family Allowances". Such measures as these help migrants who already have some capital to begin with to become

1) Commission du Logement Familial, "Etudes sur le financement du Logement Familial", Genève 1953, édité par l'U.I.O.F.

owners of their own homes.

To families which rent, the State may grant housing allowances. In France, this new institution is the prototype of family allowance applied to housing. The social aim is to compensate for the increased rent caused by children where the dwelling is ample for the family needs. This system is better than rent reduction which would be difficult to enforce on individual property owners. Besides, the housing allowance also has benefits in the educational order, for it compensates families for their attempt to obtain more suitable housing conditions.

In addition, the government may grant loans to tenant families for the improvement of the home or it may provide moving or resettling bonuses. In Belgium, for example, renting families are granted special favors if their dwelling was built by a low-cost housing corporation. Rent reductions of from 20 to 50 per cent are awarded to families of three to six children or more. This is not a system which is generally applicable as is that of the housing allowance plan in France; for only tenants of low-cost housing companies are entitled to it. Belgian families have other advantages, too, among which are priority in procuring housing for families with at least three children (1).

Those who are interested in obtaining more particulars upon the matter may refer to the report of the Family Housing

1) Ibid. p. 13

Commission.

IV. Economic Assistance to Immigrant Families

We have already discussed ways of assisting migrant families financially with their housing. This financial assistance could take other forms we will now examine here.

Let us repeat, however, that while we recognize the need for such financial aid, we think that it should retain its character of being a temporary solution. The ideal would be evidently for a migrant family to forego such external support. Anyway "assisted families" are often anxious to emancipate themselves from status as "wards". It must not be forgotten that the interference of the State or of voluntary agencies may slight the dignity of the family or the legitimate privacy of its affairs if it is not tactful and patient.

The purpose of this economic assistance is to protect and financially assist migrant families in this transitory period following their arrival in the new country, to provide compensation for the family burden, and in so doing, to contribute to its stability permanence, and welfare.

The various kinds of economic assistance for migrant families might be classed as follows:

1. Travel Loans (Assisted Passage)

In the postwar period assisted migration expanded considerably,

travel expenses for migrants and their families being fully or partially covered by international or inter-governmental organizations or by interested individual governments. This kind of assistance reached considerable proportions because of the great number of refugees who were transported from Europe for resettlement overseas more or less free of charge. An important chapter in the history of assisted migration was written by the two intergovernmental organizations created especially for this purpose after the second world war: The International Refugee Organization (I.R.O.) and Intergovernmental Committee for European Migration (I.C.E.M.).

Let us point out the important contribution both of these bodies made to family migration and to the reunion of families which had been separated by migration. After the closing down of the I.R.O. the work was taken by the I.C.E.M. which has taken successfully carried it on and whose merits for effort and achievement we cannot but acknowledge here.

During the period that immediately followed World War II migrant transports were almost completely free of charge, but since then the evolution in I.C.E.M. has tended increasingly towards a system of cash loans for the transportation expenses of the migrant and his family. Thus there has been created a special Travel Loan Fund from which is advanced the cost of

transportation which the migrant pays back later on in installments.

Today I.C.E.M. is assisted in its work by voluntary agencies, among them being the International Catholic Migration Commission, which has likewise created a loan fund to which I.C.E.M. contributes. Another Catholic agency, Catholic Relief Services - N.C.W.C., - an American organization working on the international level, has also established a loan fund.

In this matter of financial assistance for migrant transportation, there remains to be mentioned an American government plan, the United States Escapee Program (USEP), which benefitted particularly the recent political refugees from the Iron Curtain countries. This differs from the others in that it covered the total transportation expenses of these refugees without requiring any refund.

Among countries whose governments subsidize migrant transportation either entirely or by means of loans are Australia and Canada. The latter has instituted an "Assisted Passage Loan Scheme" for immigrants to Canada. These loans are interest-free and cover the cost of transportation for families including the immigrant, his wife, and unmarried minor children.

Moreover, Canada also has "Emergency Transportation Assistance" for the purpose of facilitating the resettlement of migrants in the interior of the country when they cannot

spot
afford the cost of transportation to the where their employment is assured. This assistance only concerns transportation within Canadian borders but it proves to be very helpful in this country where great distances might prevent immediate settlement.

2. Family Allowances

These allowances called "Child Endowment" in Australia and "Family Allowances" or in some cases "Family Assistance" in Canada, are delivered to the parents to the benefit of their children. Both nationals and immigrants are entitled to it. These allowances are supposed to supplement the family income and cover the expenses of support and education of the children and also of other dependent members of the family.

Family allowances are a commendable attempt to redistribute a nation's collective income. It does not refer to a concept of assistance, but of justice. Such measures benefit the State, too, for in as much as these allowances are used to buy basic consumers goods, they stimulate the national economy in time of prosperity.

Family allowances will fulfill their purpose on three con
ditions:

- 1) that the payments be periodical;
- 2) that they follow a graduated rate scale according to the age of the child;
- 3) that the persons entitled to family allowances be not

only the citizens of the country but also such newcomers as migrants.

In the chapter on legislation concerning family migration, we have seen that in some immigration countries the family allowances system is already being applied. We shall examine here some of the details of the Canadian system, which has been in force since 1944, including special clauses on behalf of migrant families.

In Canada, family allowances are accorded for each child born in Canada to immigrant aliens or to Canadian citizens. It applies no matter how recently the parents may have arrived in the country before the birth of the child. If the child was born before their arrival, the family is allowed to apply for "Family Assistance", available during their first year in Canada, until they are entitled to receive the ordinary Family Allowances.

The family allowances amount to five to eight dollars monthly and they cease on the last day of the month in which the child reaches his fifteenth birthday. Moreover the law stipulates that these allowances may only be delivered as long as the child goes regularly to school if he is of school age, and if the child is being supported by his own parents.

As for the "Family Assistance", it only concerns children

who are not entitled to Family Allowances, as it is delivered for only one year. Its purpose is to help the family get settled during their first year in Canada. The allowance is five dollars per child per month for 12 months dating from the arrival of the family in Canada.

If we have examined more closely the Canadian system of family allowances, it is because this system applied in an immigration country may - in the present conditions - be cited as an example to be followed by some other immigration countries. Whenever for various reasons it is impossible immediately to establish the family allowance system, it is desirable that other measures be taken to give all possible assistance to migrant families. This assistance may include services, occasional financial contributions, or even relief in kind.

The system of family allocations seems to be the only alternative at present to the "family wage".

If the theoretical aspect of family salary is easy to develop and justify, nevertheless, much remains to be done to improve basic salaries, where they are still insufficient, or to introduce the idea of family salary with all its consequences. It is obvious that the ideal situation cannot be created at a blow; procedure must be gradual. But it is essential to strive for the ideal and try unstintingly to make social progress.

Concerning immigration countries, the first step to be

taken is to bring about the recognition of the principle of family allocations not only for nationals, but also for migrant families which come to settle.

3. Other Forms of Economic Assistance

In order to enable immigrants to overcome the difficult period of family settlement (for they rarely succeed without some kind of assistance) the State or welfare organizations must if necessary try to provide them with economic assistance in various ways. These might be such measures as reducing their taxes, or allowing special delays for payment of taxes (general measures in favor of families already applied in many countries), reducing their transportation expenses, or other kinds of economic aid (medical assistance, hospitalization, etc.).

Y. Social Assistance to Migrant Families

If migrant family needs economic assistance, it also needs social assistance to achieve integration in the society of a new homeland, and to fulfil its social function.

Economic assistance brings financial relief in emergency cases and only produces an immediate relief without dealing with the causes that induced the situation. (1). Here begins the task of social assistance, whose aim is to help migrant families to adjust themselves as well as possible. It compensates for the migrants' initial lack of experience by advising them

1) Dr. P.F. Armand-Delille: "Traité de Service Social,"
Librairie Delagrave, Paris 1939.

and in helping them free themselves from the passivity of the assisted, teaching them, in other words, to expend themselves the energy it takes to support themselves on their own. Social service is also supposed to alleviate the tensions and difficulties of the settlement period. It should help migrants morally and, in case of necessity, tell them where they may obtain some economic assistance. It should enable the migrant and his family to achieve full physical, intellectual and moral development in society.

Originally at the beginning of the 20th century, social relief only benefitted the destitute: alcoholics, orphans, etc. In large communities it has been considerably extended; in certain countries its activity is principally centered on child welfare, it then includes the creation of medical and para-medical institutions for mothers and children, and of reformatories for delinquent children.

Nowadays social services has extended its activities to include prisoners (prison social service), soldiers (Army social service), etc., and it also now reaches migrants through specialized services. A new form is concerned with the family in itself (family social service). These social activities have also developed on an international scale, and this has induced the creation of International Social Service to which are affiliated numerous national social organizations.

In France, for instance, it is represented by the Service Social d'aide aux Emigrants, whose purpose is:

- 1) to help those who encounter some kind of personal or family problem that calls for a coordinated intervention in various parts of the world;
- 2) to study on an international scale the conditions and consequences of individual and family migration. (1).

In immigration countries, social service is especially active in the following cases: 1) large families, 2) families deprived of the head of the family, 3) mothers away from home, 4) orphans, abandoned or crippled children. Among migrants there are few cases of assistance because of diseases such as tuberculosis or social disease, owing to the severe control migrants undergo before being allowed to migrate.

Under normal conditions, that is to say except for an economic crisis which causes unemployment, a migrant family, if it is not too large, does not theoretically need the help of a social service. A normal family balances its budget, and if the household is careful, ought to be able to cover the usual expenses without extraordinary difficulty once they have settled down in the new country. Nevertheless, if they do not generally need the help of social service, within the field

1) Cf. The general report of the "Service Social d'Aide aux Emigrants" Paris 1956

of their normal activities, they ought to appeal to it (in two cases): a) in order to settle matters of education, b) in order to know exactly the legislation from which the family may benefit.

In the field of education social service may wisely advise the immigrants on the education of their children and, later on, on the choice of a vocation. It may also help the migrants by informing them about language courses for adults.

As migrants are often unaware of legislation from which they may benefit, or may not be correctly informed on the matter, the task of the social service is to inform them and to help them take the proper steps. It may thus acquaint them with the various allowances, compensations, social security benefits, nursing allowances for mothers, etc.

Social service may be of even more assistance to large families, to families deprived of their head by death, illness or accident. In such circumstances social service may help the mother who may be short of money or obliged to work away from home. Child protection for immigrants does not differ in its application from the general measures for child

protection applied to the rest of the population.

The main question concerning all these measures of social assistance appears to be as follows: to what extent must the authorities and social service of immigration countries help migrant families?

Our previous remarks about the temporary character of financial assistance from the State or an organization apply also to social assistance. The principle should be that State or social services are to intervene only in order to reinforce family life without any prejudice to the responsibility of the head of the family. Therefore social service must be tactful and discreet, so that it may not encroach upon the authority of the head of the family. Neither the State nor social service can replace the family and no social organization would be able to assume its role in entirety (1). However, their intervention is justified whenever, owing to the intricacies of modern life, the family can no longer be self sufficient. This is the case

1) Jean Stoetzel: "Les changements dans les fonctions familiales" page 358, dans "Renouveau des idées sur la famille" (Cahier No. 18, Institut National d'Etudes Démographiques, Paris 1954).

for example, with the need for medical assistance. Formerly the family cared for its own sick, using home remedies. Nowadays a family is ill-equipped for this function and must seek outside assistance. Often needs will dictate recourse to public authorities for social and medical assistance (1).

The attention may be attracted on the general tendency of the occidental world to substitute social service or the protecting State for the family. This constitutes a psychological revolution and appears not only in fact but also in the general spirit. Where previously people would have appealed to the family, they now appeal to the State. The latter is no longer just a ruling institution but one which must also provide for the future. Thus the State has a tendency to become a substitute for the head of the family. According to us, such an evolution must not be exaggerated and perhaps this situation may, to a certain extent, account for signs and fears of family dissolution. It seems that State should only intervene when family responsibility and authority will not have to suffer from it.

What social assistance ought to be offered migrant

1) Ibid., page 361.

families?

In the first place immigration countries should create and develop family social services for migrants. For this purpose, the best coordination of the various social services ought to be attempted, taking the national conditions into consideration as well as family needs and forms of assistance already existing.

Until now in a great number of immigration countries, social assistance to migrants is based upon an improvised legislation for migrant assistance. Long-term, planned legislation on behalf of migrant families ^{ought} to be substituted for it and a complete program of effective assistance established.

This program might provide assistance immediately after the migrant's arrival and measures in favor of their assimilation for the following period, some of which might be:

- 1) Family reunion, if some family members have remained in their country of origin;
- 2) Social advantages and legal measures concerning migrant families;

- 3) The right to medical assistance and hospitalization;
- 4) Children's education and adolescent's vocational training;
- 5) Housewives' problems (shopping advice, co-operative stores, adaptation to new living conditions, etc.);
- 6) Desertion of children or wife;
- 7) Contacts between local families and migrant families.

Some of these measures may already have been taken in various immigration countries. In this case they may just have to be completed. The special importance of contacts between local families and migrants is to be pointed out, because they may be most favorable to family integration. The opportunity for such contacts may be created on the occasion of lectures, shows, or other recreational activities.

Thus ties among the various family groups might be established and maintained. In this, the family agencies of the immigration country may play an important part, for they are the ones best acquainted with the particular problems which families are met with in the new country.

The particular task of social workers may be mentioned here, for they may be a great help in preventing the feeling

of isolation from which migrants suffer when they are newcomers. The contact may be established either by home visits or by consultations in social centers. Each migrant family is a particular case with its own particular problems, and often the social worker will have to study each family in particular sometimes drawing up a veritable monograph on each separate case.

An interesting initiative which might be profitably applied to migrant families for their improved integration is the institution of "family assistants," which exist in several countries, notably in Finland where they are called "household sisters". Their purpose is to replace the mother in her work at home and with the children in case of her illness. These "household sisters" visit homes and do the housework or help the mother when there are elderly people or invalids to take care of. Three-quarters of their salary is paid by the government. In Finland this new job seems to attract many young girls, there being on the whole some 900 "household sisters" in Finland, and they seem to have considerably improved economy and family spirit throughout the country. This custom might be adapted to the needs of migrant families. Of course, the difficulties encountered

by migrant women newly arrived in a country are slightly different; they have to be advised and helped more than replaced. Certainly, a difficulty would be that of languages, for the assistant should know the migrant's language to enter into closer contact with the housewife and to be of greater help.

VI. Role of Welfare Organizations

All that has been said about social assistance in favor of migrant families shows the role that can be played by voluntary agencies.

In Anglo-Saxon countries the latter have a very definite purpose and exert a strong influence. But in Latin America they have not yet reached full development. These agencies may be either church or secular organizations and may receive both private donations and government contributions. Their position in the general social policy is clearly indicated by their qualification as "voluntary and charitable."

It may be wished that in immigration countries these organizations devote themselves more to the welfare and assistance of migrant families. But the general problems of social assistance are so varied and numerous that it

is not always possible to separate migrant family problems from the others. It should not, however, be forgotten that these organizations create a link between the migrants and the local populations and between the Governments and the migrants' in this respect they should be considered as real defenders of the welfare of the migrant and his family.

CHAPTER VII

MIGRANT FAMILY CHARTER

By way of conclusion, we should like to sum up the considerations brought to light in this study by drawing up a sort of "Migrant Family Charter" which, in abbreviated form, gives an outline of the basic protection that should, if family migration is to be encouraged, be provided for the migrant family everywhere. It is intendedⁿ above all for the use of public authorities and for organizations engaged in migration work in countries both of departure and reception. It sums up some general principles which should be applied in this matter and suggests measures already existing in some countries which would be desirable to introduce in others where conditions require it.

For the sake of clarity, we have numbered the paragraphs, which we divide into three principal parts corresponding to the three major phases in family migration: a) Admission or reunion of the migrant family, b) Protection of the family during the trip, c) Protection after arrival in the immigration country. A general section, serving as introduction, precedes these three principal parts.

I. GENERAL PRINCIPLES

1. No country of immigration or of emigration has the right to disregard the natural law or human solidarity. There are family rights which are part of the fundamental

rights of all peoples and which consist in the protection of the family by society and by the State.

2. In every country of immigration and of emigration the laws and administrative regulations should recognize that the family is a natural society with an inalienable priority over other societies and should be accorded its proper place.
3. Public powers and migration organizations should assure the protection and safeguard of the migrant family as a basic principle in their migration and social policies.

II. ADMISSION AND REUNION OF MIGRANT FAMILIES

4. Respect for the inviolability of the family unit in admission to a country of immigration is a moral obligation. Consequently, the separation of the members of a family should be avoided, for it often leads to permanent separation, destroying the family ties.
5. The family unit in migration should be understood normally to include the father, the mother, the children, and any other persons economically dependant on the head of the family as a result of any kind of disability.
6. Emigration by family units should be preferred to emigration of members in separate groups or to that of the wage earner preceeding the others .
7. Public authorities and organizations interested in

migration should strive to eliminate or diminish the difficulties of transportation, resettlement and housing for family groups.

8. When the members of a family are separated by migration, public authorities and migration organizations should undertake all possible means to reunite them.

9. If, for one reason or another, the wage earner must emigrate ahead of the other members of his family, it should be made certain in advance that all of them will be able to follow him later on, and that there is no discernible reason for the eventual refusal of admission to any of them.

10. In the reunion of families, a physical deficiency of one of the members should not constitute an obstacle to the granting of a visa as long as the head of the family assures the support of that member..

11. Before departure from the country of emigration, the migrant family should be in possession of all the information necessary to facilitate its accommodation to the new society, new institutions and new way of life.

III. VOYAGE OF THE MIGRANT FAMILY

12. Special measures should be taken to assure the protection of the migrant family during the trip by sea, air, or land.

13. In family reunion, special provisions should assure the protection of women and children during the voyage.

14. Visa and disembarkation formalities should be simplified and facilitated for migrant families, and the expenses entailed reduced.

IV. PROTECTION OF THE FAMILY IN THE IMMIGRATION COUNTRY

15. National legislation for the protection of the family should be applicable to immigrant families as well as others.

16. One of the first aims of a family policy in immigration should be to provide an acceptable minimum standard in housing conditions for immigrants, taking into consideration the size of the families.

17. Sufficient family allowances to provide a satisfactory standard of living for a family should be available for immigrant families, account taken of conditions prevailing in the country.

18. If ^{the} system of family allowances does not exist in the immigration country and cannot be introduced, all possible measures should be taken to provide effective economic assistance to immigrant families arriving in the country.

19. Special benefits should be available for children in immigrant families in case of their illness or in the event of the death or unemployment of the wageearner.

20. The wife in an immigrant family should be able to benefit from the advice and assistance of migrant-welfare organizations during the period of settlement and adjustment in the new country.

21. Aged members of an immigrant family should be assisted

in case of necessity by migrant-welfare organizations in ways designed to counteract the increased difficulty of adjustment resulting from age.

22. Social security measures should be applied not only to the head of the immigrant family but also to the wife and children.

23. Immigrant families should have the opportunity of joining family societies and organizations in the immigration country.

24. Social assistance for immigrant families in the immigration country should not derive from measures merely improvised in their behalf but from long range plans for immigrant family welfare.

25. Migration organizations should train special personnel fluent in the language of the immigrants and acquainted with the problems confronting immigrant families.

26. In the event that a family is separated by migration, the immigration country should facilitate the transfer of money to members of the family left abroad.

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ANNEX

Resolutions and Recommendations Formulated by Various International
Conference in Regard to Family Migration

I - INTERNATIONAL UNION OF FAMILY ORGANIZATION

(Brussels, July 28, 1951)

In voting the Bill of Right of the Family, the General assembly has decided that it constitutes only a basic program which can be made more precise and amended in the future, aimed essentially at directing and guiding the action of the Union and of its members on the International plane. The Assembly wished to pay a tribute to the value and scope of the articles concerning the family contained in the Universal Declaration of Human Rights adopted by the United Nations in 1948.

ART. I The Family is a natural community based on marriage. It constitutes the fundamental element of Society. It is the prime source of renewal of human energies.

While leaving to the family entire responsibility for its own future, the State shall ensure the free fulfilment of its mission, especially the full growth and development of each member of the group, the transmission of life and the education of the children.

ART. II Once the legal age of marriage is reached all men and women have the right to found a family. The State cannot impose any restriction on this right on account of race, nationality or religion.

Marriages can only be arranged with the free and full consent of the interested parties.

ART. III Husband and wife have equal rights and duties in marriage.

The exercise of such rights and the performance of such duties by both partners, as regards both the family community and the education of the children shall be so organized as to ensure the unity and stability of the family.

ART. IV The responsibility of the child's life and education rests primarily with the parents.

ART. V - The State shall recognize the institution of the Family and guarantee it by law.

ART. VI - The State as a responsibility to provide protection and help to the Family, particularly protection against social evils and against attacks by others on its liberty, its security or its morality.

The State itself shall abstain from any infringement of the liberty and intimacy of the home.

ART. VII - The intervention of the authorities in order to protect the members of the family and, in particular, the children, shall be limited to exceptional cases, shall always be in accordance with the law. The methods of helping the family used by private or public organizations shall respect the autonomy of the family community.

ART. VIII - Economic and social institutions shall be so organized to ensure a normal standard of living to families irrespective of the number of their children.

The financial resources of the home must be sufficient to enable the mother to devote herself to her family without being obliged to work outside her home.

ART. IX - Every family has a right to security. Social security systems especially as regards unemployment, accidents, sickness, disablement, old age and early death shall be organized in accordance with the needs of the family.

Taxation schemes shall take burdens of the family into account.

ART. X - The birth of children imposes on parents a responsibility which only ends with the children's education.

Parents have a right to choose the kind of education their children shall be given.

The controls exercised by the authorities shall always respect the rights of the head of the family in the person of the father or mother.

The authorities shall watch that the rights of parents regarding the education of their children and their liberty in the choice of teachers shall not be limited by too heavy financial burdens.

ART. XI - Families as such have a right to be presented on official and private bodies responsible for giving advice to or managing social,

economic and cultural institutions.

II. SECOND CONFERENCE OF NON - GOVERNMENTAL ORGANIZATIONS INTERESTED

IN MIGRATION

(Geneva, March 16-21, 1951)

The conference of Non - Governmental Organizations Interested in Migration,

CONSIDERING that for social, economical or political reasons, many people leave their country of origin or of residence,

CONSIDERING that at the present time migrants are faced with difficulties particularly of a legal, political, economic and administrative nature preventing their freedom of emigration, immigration and resettlement,

CONSIDERING that " the inherent dignity and the equal and inalienable rights of all members of the human family " must likewise be recognized in the case of migrants,

DRAW ATTENTION TO the United Nations Charter which lays on Member States the duty of "promoting universal respect for, and observance of, human rights ",

DRAW ATTENTION TO the Universal Declaration of Human Rights proclaimed by the General Assembly of the United Nations on 10 December 1948, several articles of which are of paramount importance for the welfare of migrants (in particular, articles 2,6,7,13,14,15,16,22,23,25)

URGES all individual and all organs of Society, in a spirit of understanding and broad human solidarity, bearing in mind everywhere and in all circumstances the provisions of the Universal Declaration of Human Rights, to observe the following principles on the field of protection of migrants:

(Articles I - XII concern only migrants in general, Reference to the family follows:)

XIII

Since the family is "the natural and fundamental unit of society ", it shall be protected and migrants shall have the right to preserve its unity. The measures necessary to preserve that unity must be guaranteed.

When the head of a family satisfies the necessary conditions for admission to a country, his dependents shall thereby become eligible for admission.

XIV

The right granted to a migrant shall extend to the members of his family.

XV

Special measures shall be taken for the protection of migrant minors, particularly of parentless children and young girls, especially in the matter of guardianship and adoption.

III. FOURTH CONGRESS OF THE INTERNATIONAL CATHOLIC CHILDREN'S BUREAU

(Constance, May 4 - 9, 1956)

La Commission " Enfance et Legislation Familiale ",

CONSIDERANT les experiences faites dans les différents pays et les heureuses initiatives en matière de législation familiale évoquées par les membres de la commission;

CONSIDERANT aussi les dangers que certaines législations, ou certaines tendances de l'opinion, susceptibles d'aboutir à des mesures législatives non conformes à l'esprit défini ci - dessus, font courir à l'enfant et à la famille en général

PRÉSENT les vœux suivants:

1. - Que la famille soit universellement reconnue dans la législation des divers pays comme société naturelle ayant une priorité de droit inaliénable;
2. - Que l'Etat s'inspire de ce principe en organisant son action supplétive par rapport aux autres organismes qui doivent structurer la société civile;
3. - Que la législation donne à la famille la place et la fonction qui lui reviennent dans la structure juridique de chaque communauté nationale;
4. - Que les pouvoirs publics tiennent compte des droits primordiaux des parents en matière d'éducation en donnant aux familles un droit de représentation juridiquement reconnu.

Pour ce faire la Commission propose les objectifs suivants à l'action commune des citoyens:

1. - Reconnaissance de la famille en tant qu'institution primordiale de la nation;
2. - Protection du lien conjugal en respectant l'unité et l'indissolubilité naturelle et sacramentelle de l'union matrimoniale;
3. - Reconnaissance du mariage religieux avec tous les effets juridiques reconnus au mariage civil;
4. - Respect de la vie de l'enfant dès le moment de sa conception;
5. - Respect de l'autonomie et de la responsabilité familiales dans tout subside ou aide à la famille: préférence des formes de subventions qui respectent au mieux la liberté des subventionnés, l'unité de la famille et la mission de la mère;
6. - Reconnaissance du droit des enfants à recevoir une éducation et une formation en conformité avec leurs principes religieux;
7. - Egalité de traitement de tous les enfants du pays, au moyen de subventions équivalentes aux dépenses consenties pour les écoles officielles;
8. - Favorisation des familles nombreuses tant dans le logement que par des allocations familiales progressives, d'après le nombre croissant des enfants, ainsi que par diminution progressive des contributions fiscales;
9. - Respect des droits de la famille dans l'aide aux enfants mineurs délaissés ou coupables et qui ne pourraient lui être soustraits que pour des raisons graves".

IV Fourth Conference of Non-Governmental Organizations Interested in Migration

(Geneva, August 11-15, 1953)

Resolution concerning the Family Unity of Immigrants in the receiving countries.

The Conference

CONSIDERING that Article 16 of the Universal Declaration of Human Rights, the general principles concerning the protection of migrants adopted by the second Conference of Non-Governmental

Organizations Interested in Migration in 1951, and the Preamble to the Draft Constitution of the Intergovernmental Committee for European Migration state that "the family is the natural and fundamental group unit of society",

CONSIDERING that the family is a binding force which fosters traditional national values in the individual, and makes for greater economic efficiency

CONSIDERING that the inviolability of the family unit is a moral norm and obligation in society,

CONSIDERING that the preservation of family unit is a guarantee of stability for the immigrant and greatly assists his integration and adaptation, on which the success of immigration largely depends,

RECOGNIZING that it is duty bound to remind the receiving countries of these principles,

URGES that immigration be organized on a family basis, and that emigrants, accompanied by their families and no longer alone, be enabled to find both new work and new homes in the receiving countries; and that to this end governments adopt a sound housing policy, without which integration is impossible,

URGES that the family be regarded in immigration policies as an entity with inviolable rights the integrity of which demands the same respect as that of the individual, and,

URGES that any immigrant should have the right to have his family with him, even if it includes unproductive elements, and that the physical unfitness of a member of the family should not stand in the way of his emigrating provided that the family is in a position to support him.

V. Sixth General Assembly of the European Confederation for Agriculture

(Weggis, Lucerne, October 3-9, 1954)

I.

La quatrième commission a rédigé les conclusions et propositions suivantes, relatives au logement familial. Elle a constaté:

"1) le peu d'intérêt porté par les pouvoirs publics dans la plupart des pays de l'Europe occidentale aux problèmes urgents que pose la rénovation de l'habitat rural;

2) l'importance des charges qui grèvent le patrimoine immobilier rural en divers pays;

3) l'insuffisance des moyens d'ordre pratique et technique mis à la disposition des familles rurales et des organisations du monde agricole par l'Etat;

Elle souhaite:

a) que des Etats conçoivent une politique du logement qui tien compte davantage des besoins des familles rurales et que, dans les plans de construction et d'aménagement, l'habitat rural occupe la place à laquelle il peut légitimement prétendre;

b) que le patrimoine immobilier rural soit revalorisé au maximum grâce à une politique fiscale compréhensive;

c) que, dans les divers pays d'Europe occidentale, des organismes spécialisés d'habitat rural au service des familles paysannes soient créés ainsi que des centres de formation pour les spécialistes du bâtiment à la campagne".

II.

"Le développement des équipements sanitaires et des services médicaux à la campagne doit faire l'objet de programmes qui devront être mis graduellement en pratique, tout en coordonnant cette action avec celle des organismes d'assurance sociale et d'allocations familiales ainsi qu'avec les institutions privées d'assurance, fonctionnant déjà dans les divers pays.

Du fait des difficultés soulevées par les différents modes de

vie de la population rurale et de la dispersion des lieux qu'elle habite, la réussite dans l'application de ces programmes est liée à une aide financière de l'Etat ainsi qu'à une action propre des familles rurales elle-mêmes, cette action se fondant sur des formules mutualistes facultatives.

Au nombre de ses objectifs, tout programme devra comprendre celui d'une éducation d'ordre sanitaire. Cette action éducative devrait être entreprise that au moyen d'une vaste campagne de propagande confiée à des médecins qu'au moyen de publications instructives; elle devrait s'effectuer en collaboration avec les organisations qualifiées du monde rural;

L'équipement sanitaire devrait être amélioré par la multiplication d'aides à domicile et par l'institution d'auxiliaires médico-sociales capables de donner des soins de première urgence sous le contrôle du corps médical".

VI. UNESCO Conference on the Cultural Integration of Immigrants

(Havana, Cuba, April 18-27, 1956)

The Conference

NOTING that during the past decade some seven million people have immigrated in response to policies adopted by governments of countries of immigration, and

BELIEVING that this places a responsibility on the countries of reception to assist the immigrants in their task of achieving satisfactory cultural integration as new citizens,

CONSIDERS the initiative of UNESCO opportune in calling the present Conference.

...

The Conference makes the following recommendations:

I.

.....

II.

That full attention be given to the importance of the family

unit in immigration and as a factor in integration. The family can play a maior role in the capacity of its members either to integrate quickly or to persist in customs and mores alien to the society of the receiving country; accordingly, the objective in assisting integration should be to encourage adjustment of the family without destroying its basic structural pattern, having regard to

- (a) the necessity of facilitating the reunion of the family as soon as possible;
- (b) the necessity for adequate housing, for the opportunity of social contact both with their own ethnic groups in the initial period of adjustment and with the existing population, for adequate schooling for their children and social services;
- (c) the creation of opportunities for extending their contacts into the wider framework of the society of reception, for intermarriage and for participation of alla of the family in full community life;
- (d) the problems needing special treatment which arise in the case of dual cultures in the home as a result of such factors as intermarriage, and differential rates of adaptation according to age, sex and social roles of different members of the family;
- (e) the special problems, with attendant possibilities of hardship, of aged immigrants arising from their transfer to a new social and cultural milieu in life;
- (f) the special problem of one immigrant women whatever their civil status;
- (g) the need for training sufficient personnel instructed in the cultures, languages and psychological problems of the immigrants, and the maximum use of volunteers to work with these trained persons.

VII. International Congress on the Social Problems of the European Coal and Steel Community.

(Luxemburg, January, 4-8, 1958)

Resolution du Groupe de Travail I

Normes relatives à l'adaptation des immigrants au milieu social.

I. Normes éthiques.

...

Normes appliquées dans le cadre de la CECA

...

3. L'ouvrier émigrant doit être considéré avec sa famille. Il est nécessaire qu'il puisse, selon des modalités à étudier en tenant compte des circonstances, amener avec lui sa famille et l'établir dans des conditions matérielles et morales satisfaisantes.

4. L'ouvrier migrant et sa famille ont besoin d'institutions sociales; les études sociologiques permettront de décider dans quelle mesure les migrants peuvent être intégrés dans les institutions du pays d'accueil ou doivent posséder leurs propres institutions.

5. L'ouvrier migrant et sa famille doivent avoir la possibilité de poursuivre leur vie religieuse, quelque soit leur confession.

II. Normes sociologiques.

1. ...

2. Vie familiale.

a) L'arrivée de la famille de l'émigrant doit pouvoir se faire au moins dans les 6 premiers mois de son installation. Une arrivée simultanée peut offrir certains inconvénients: difficultés accrues tant au départ qu'à l'arrivée, aggravation des problèmes d'adaptation et dangers d'une non-adaptation suivie par le drame du retour.

Par contre, une arrivée retardée, offre toujours les dangers de l'abandon affectif d'abord et complet ensuite, de la famille par son chef.

b) La préparation de la famille doit être faite durant cette période: information sur le milieu social nouveau, le langage, les habitudes, etc.

c) Le logement de la famille doit être assuré dans des conditions normales.

d) Des institutions de formation pré-professionnelle doivent