INTERNATIONAL CATHOLIC MIGRATION CONGRESS

1954

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CORRECTION

Reader will appreciate that in preparing this extensive publication in foreign languages printer's errors could not be entirely eliminated.
This correction sheet is intended to cover only the most glaring of them and we trust that the reader is not unduly inconvenienced by the errors remaining uncorrected.

page 76, title:
"Septembre 1947" should read "Septembre 1954"

page 85, title:
"Brasil" should read "Brazil"

page 398, title:
"Morris" should read "Norris".

THE EDITOR

INTERNATIONAL CATHOLIC MIGRATION CONGRESS
1954

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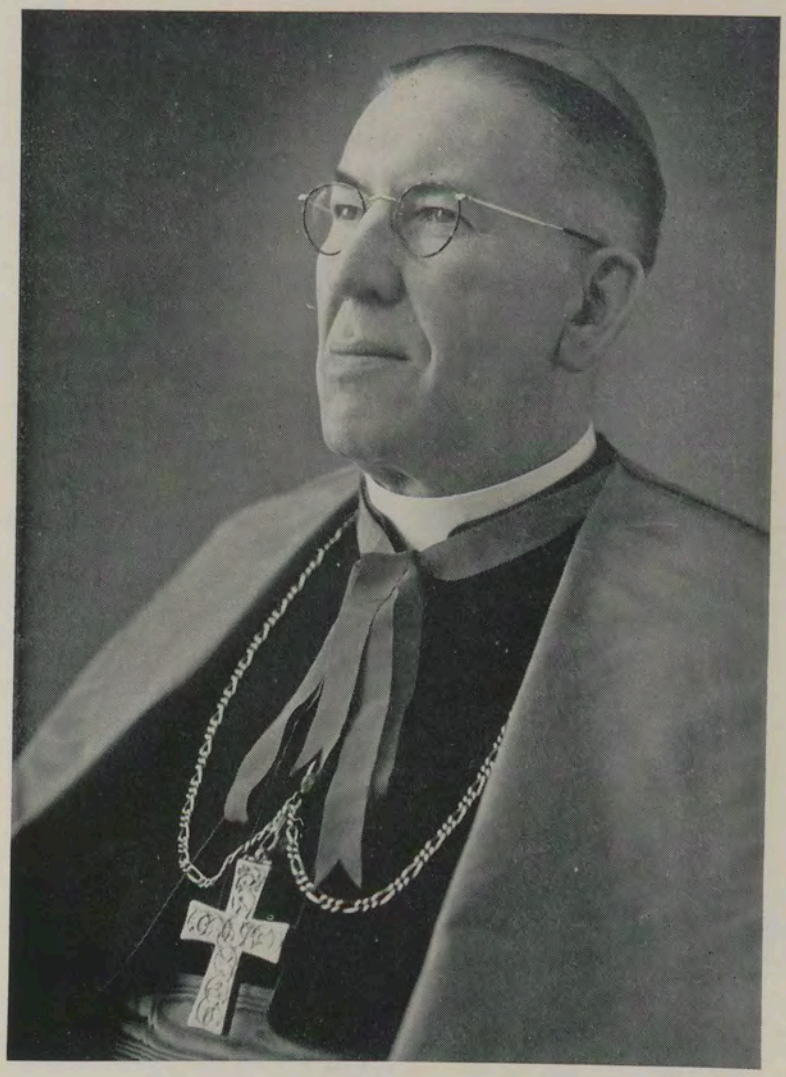

† HIS EMINENCE J. CARDINAL DE JONG, Archbishop of Utrecht

UNDER THE PATRONAGE OF WHOM

THE INTERNATIONAL CATHOLIC MIGRATION CONGRESS

TOOK PLACE

AND WHO DIED IN AMERSFOORT (NETHERLANDS) ON SEPT. 8TH 1955

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CATHOLIC CENTRAL EMIGRATION FOUNDATION IN THE NETHERLANDS

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* Term expiring in 1954

REPRESENTATIVE OF THE HOLY SEE

HIS EXCELLENCY THE MOST REV. EPHREM FORNI, Apostolic Internuncio in Belgium

PROGRAM

Saturday 11 September

4—8 p.m. Arrival at Breda in the Castle Bouvigne.

6—8 p.m. Evening meal.

8 p.m. Unofficial get-together in Hotel Mastbos.

Sunday 12 September

9 a.m. Solemn Pontifical High Mass in the Garden of the Castle Bouvigne.

11 a.m. OFFICIAL SOLEMN OPENING MEETING OF THE CONGRESS
Welcome by MR. JAMES J. NORRIS, General Chairman.

Address by His Excellency the MOST REV. EPHREM FORNI, Representative of the Holy See.

Address by His Excellency the MOST REV. DR. A. M. J. A. HANSSEN, Delegate of the Netherlands Hierarchy.

Address by His EXCELLENCY J. G. SUURHOFF, Minister of Social Affairs and Public Health, Delegate of the Dutch Government.

The Christian Attitude towards Migration
by RT. REV. MSGR. EDWARD E. SWANSTROM, New York.

1 p.m. Lunch in the Castle Bouvigne offered by I.C.M.C. to guests and participants.

3 p.m. FIRST GENERAL MEETING OF THE CONGRESS in the Castle Bouvigne.

Address by MR. HUGH GIBSON, Director of the Intergovernmental Committee for European Migration.

Address by DR. G. J. VAN HEUVEN GOEDHART, United Nations' High Commissioner for Refugees.

Address by MR. F. M. DOMINEDO, Under-Secretary of State for Foreign Affairs, Italy.

World Migration Movements
by PROF. G. H. L. ZEEGERS, Director General of the Catholic Institute for Social-Ecclesiastical Research, the Hague.

6 p.m. Dinner

8 p.m. Reception by the Mayor of Breda, Townhall, Breda.

Monday 13 September

7—8.30 a.m. Holy Mass in the Castle Bouvigne.

10 a.m. SECOND GENERAL MEETING OF THE CONGRESS

The Right of Migration
by PROF. DR. A. SUESTERHENN, Koblenz.

Population and Emigration Problems in Japan
by HIS EXC. SUEMASA OKAMOTO, Ambassador of Japan, the Hague.

The Refugee Problem in Indo-China
by REV. GEORGES DE ROCHCAU, Secours Catholique, Paris.

Migration and Missions
by DR. E. INGLESIS, Secretary General of the Liaison Centre International Catholic Organisations and Missions, Rome.

1 p.m. Lunch.

3 p.m. THIRD GENERAL MEETING OF THE CONGRESS
Address by MR. FRANCIS BLANCHARD, International Labour Office, Geneva.

Impressions of the World Population Conference at Rome
by PROF. DR. J. MERTENS DE WILMARS, Louvain.

Tasks of Catholics in Emigration Countries
by Mr. G. W. Kampschöer, Chairman of the Catholic Central Emigration Foundation, the Hague.
Tasks of Catholics in Immigration Countries
by Rt. Rev. Msgr. G. M. Crennan, Secretary General of the Federal Catholic Immigration Committee, Australia.

6 p.m. Dinner.

8 p.m. Reception by the Dutch Government in Museum „Boymans", Rotterdam.
End of the Public Sessions.

Tuesday 14 September

7—8.30 a.m. Holy Mass in the Castle Bouvigne.

9.30 a.m. FOURTH GENERAL MEETING OF THE CONGRESS
Spiritual Aspects of Migration
by Msgr. Emilio Rossi, Delegate for Emigration, Vatican City.

Presentation of short summaries of the national reports. Discussions of speeches and reports.

1 p.m. Lunch.

3 p.m. FIRST MEETING OF THE WORKING GROUPS
The relation of Catholic migration organisation to Church and State, from national and international points of view; Chairman Rt. Rev. Msgr. Carlo Bayer, Italy.

Preparation, information and selection of emigrants; Chairman: Rt. Rev. Msgr. Dr. M. Romero de Lema, Spain.

Reception, placement and integration of immigrants; Chairman: Mr. Marc R. Meunier, Canada.

Emigration of refugees to overseas countries; Chairman: Dr. M. Potulicki, France.

Intra-European Migration; Chairman: Rt. Rev. Msgr. J. Rupp, France.

Financing of international migration; Chairman: Dr. W. E. Gase, Geneva.

Documentation and Research; Chairman: Rt. Rev. Msgr. J. O'Grady, United States.

Christian principles in migration; Chairman: Rt. Rev. Msgr. Edward Swanstrom, United States.

6 p.m. Dinner.

8 p.m. Reception by the Governor of the province Noord-Brabant and by the Townmayor of 's-Hertogenbosch.

Wednesday 15 September

7—8.30 a.m. Holy Mass in the Chapel of the Castle Bouvigne.

9.30 a.m. SECOND MEETING OF THE WORKING GROUPS

1 p.m. Lunch.

3 p.m. THIRD MEETING OF THE WORKING GROUPS

6 p.m. Dinner.

8 p.m. Sight-seeing in Breda.

Thursday 16 September

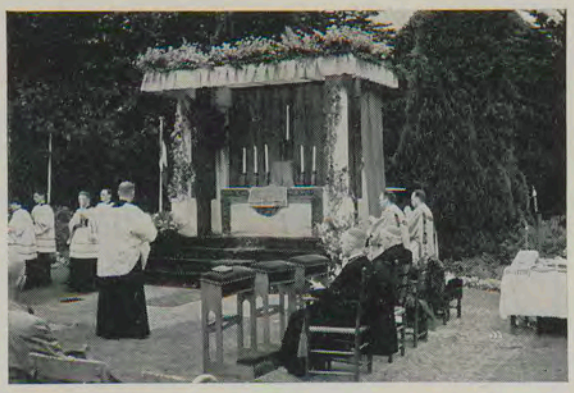
7—8.30 a.m. Holy Mass in the Chapel of the Castle Bouvigne.

10 a.m. FIFTH GENERAL MEETING OF THE CONGRESS
Submission of results and draft resolutions of the working groups; Resolutions accepted by the members in plenary session.

12 a.m. CLOSING CEREMONY OF THE CONGRESS

THE SOLEMN PONTIFICAL HIGH MASS

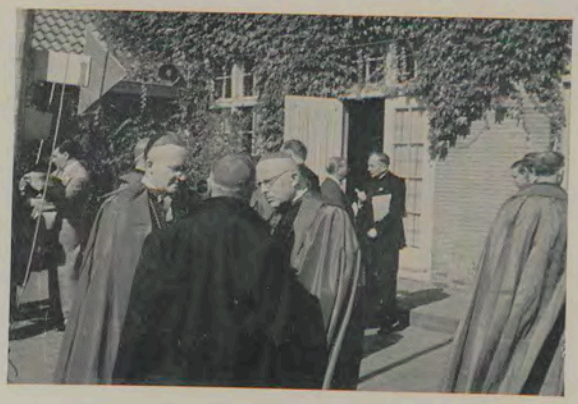
Sunday Sept 12th, 9 a.m., celebrated by His Excellency the Most Rev. J. W. M. BAETEN Bishop of Breda



THE CONGRESS ROOM DURING THE SESSIONS

DOCUMENTATION ROOM AND BAR

CONVERSATION AND RECEPTIONS



WORLD MIGRATION MOVEMENTS

BOOK OF THE INTERNATIONAL CATHOLIC MIGRATION CONGRESS 1954

HELD AT CASTLE „BOUVIGNE", BREDA, NETHERLANDS

12-16 SEPTEMBER 1954

Editors in the name of the Preparation Committee:

Dr. J. SCHAUFF
Vice-chairman of the International Catholic Migration Commission

Mr. JAMES J. NORRIS
Chairman of the International Catholic Migration Commission, European Director of the Catholic Relief Services - National Catholic Welfare Conference

Prof. G. H. L. ZEEGERS
Director General of the International Catholic Institute for Social-Ecclesiastical Research

INTRODUCTION

THE PURPOSE OF THIS PUBLICATION IS TO GIVE A report on the International Catholic Migration Congress which was held in Breda, the Netherlands, from September 12 to 16, 1954. The composition of this book was undertaken in the first place not because it was felt that participants in the Congress would appreciate having a souvenir of it but, more particularly, because the Congress aimed at practical results, and to achieve these it is necessary that the ambiance and tendencies of this important meeting and the conclusions reached at it should be recorded clearly for everybody's use.

However, this book has yet another purpose. The editors of this book wish to define the situation of world migration for the year 1954, paying particular attention to the part played by Catholics in it, in order to have for later congresses and for future work records by which the progress, or the reverse, of migration work may be established.

The way of issuing this book reflects one of the most significant characteristics of the Congress, namely, the spirit of co-operation between two organisations — the operational organisation and the scientific — more specifically, the International Catholic Migration Commission and the Catholic Central Emigration Foundation in the Netherlands on the one hand and the International Catholic Institute for Social-Ecclesiastical Research on the other, who together organised the Breda Congress. This combination of practice and science is a new development in Catholic milieux. For the operational organisations it is no longer possible, due to the complicated conditions and changes in social life, to have a well-directed conscious policy without the help of applied social sciences. With the help of the sciences the lines of development may be overlooked and a policy best adapted to the realistic situation and the evolution of it may be applied. On the other hand the social sciences are obliged, if they want to comply with the actual tasks, to leave the way of pure isolated science and enter into the field of social reality and its needs. This meeting of practical policy and science is the essential characteristic of both the Congress and this Congress Book.

It is impossible to expect the composition of a report on the Congress corresponding with all requirements of systematic reasoning. The book offers what, as a matter of fact, was offered by the Congress but it can hardly fill up the gaps in what was given there, now that the Congress is closed. This will be the disadvantage of any congress book. On the other hand the presence of these gaps will prove to be an advantage in that they will act as a guide to future congresses of the work still to be done.

The reader will discover that what is offered to him in this book is so varied, comprises so many different aspects and that in the frame of the Working Groups the subjects are so logically grouped that, in spite of the character of the Congress Book, he will get the impression of having before his eyes a handbook 1954 on the Catholic migration activities in the world. It is sufficient to turn to the index to appreciate what select a group of experts have dealt with problems which concern practically the whole field of international migration in all its aspects. However, due to the number of authors, no unity of opinion or of expression could be reached at, and each author was entirely free to express his opinion in his own way and has the responsibility for it. In some cases the editorial composition urged certain amendments and corrections but these were only made with the author's approval.

In spite of repeated attempts to do so there are some documents of lesser importance which we have not succeeded in obtaining. If, therefore, anything is missing from the book which was submitted at the Conference, the reader may be assured that the fault does not lie with us. The photographs appearing in the book were not specially chosen; only photographs taken at the Congress have been published.

Finally, as chief editor, I should like to say a word of thanks to all those who have helped me with the production of this book.

In the first place my thanks are due to Mr J. Norris, European Director of the N.C.W.C. and chairman of the I.C.M.C., to Dr. Joh. Schauff, vice-chairman of the I.C.M.C. and to Dr. van Campen, director of the Catholic Central Emigration Foundation at the Hague, for the enthusiastic and effective help they have shown in the preparation both of the Congress and of this book. Then I should like to thank the staff of the I.C.M.C. at Geneva who have given such willing assistance with the correction of the proof sheets. Finally, I must thank the many speakers and authors, writers, who have sent me their texts and the corrections of their proof sheets, often from the other end of the world and who, almost to a man, responded promptly with their co-operation.

The production of this book has taken up much time, which time had to be found without interfering in any way with the great amount of normal routine work that must be done at the International Catholic Institute for Social-Ecclesiastical Research. It is not surprising, therefore, that this work of nearly 400,000 words has required a longer period of preparation than was originally hoped or even expected. I fully realise that by the late appearance of this book I have tried the patience of many people. I hope that a closer acquaintance with it as it now lies before them, will reconcile them to this delay.

Editor in chief,

PROF. G. H. L. ZEEGERS

TEXT OF THE ADDRESSES AND SPEECHES ON SUNDAY SEPTEMBER 12th

(plenary sessions)

1

Welcoming Address

by Mr. JAMES J. NORRIS

Chairman of the International Catholic Migration Commission and European Director of the National Catholic Welfare Conference.

Chairman of the Congress

Your Excellency, the Apostolic Nuncio, Your Excellencies Most Reverend Archbishops and Bishops, Your Excellencies the Ambassadors of Australia and Japan and the Knights of Malta, Your Excellency the Representative of the Netherlands Government, Your Excellency, the Director of the Intergovernmental Committee for European Migration, Your Excellency the United Nations High Commissioner for Refugees, Representatives of Private Agencies, Guests, Delegates and Friends:

Your presence in Breda today is witness to the worldwide interest in the important matters to be discussed during this second General Conference of the International Catholic Migration Commission. We are fortunate in the choice of the location for this congress and in the membership of the Committee which has carried out the preparatory work for the Congress. The Netherlands is a country of emigration. The government of the Netherlands, realizing that it is a long term program, has made long term plans by establishing its own governmental machinery for this work, and meshing its own organization with those of the private agencies. The latter gain strength from this arrangement, and at the same time perform valuable services not only for the government, but more importantly for the migrants themselves.

With this experience as a foundation, it was inevitable that the Preparatory Committee in Holland should approach the task of organizing this Congress in a methodical and scientific manner. This they have done, as is evident from the program. What is not immediately apparent, is the vast amount of work that has been done through meetings of the Preparatory Committee and by the staff working under their direction. From the first moment, the Committee has insisted that this Conference be a working meeting, and that a scientific approach be used in preparing the conference, the preliminary reports and the final report which is to be issued. Looking backward to the first General Conference of

Mr. James J. Norris
Chairman of the Congress

the I.C.M.C. in Barcelona, we realize that we have come a long way in two years. The scope of this Conference, the worldwide participation of delegates, the presence of United Nations, governmental and intergovernmental representatives: all these are evidence of progress.

The conclusions of the Barcelona conference made three recommendations:

1. A worldwide program of education and interpretation of Christian principles which should be the norm in seeking remedies to the refugee and population problems;
2. An ever increasing activity by both public and

private agencies looking towards a just solution of these problems;

3. A widening of Catholic activity in every country, bringing about a mobilization of all Catholic resources towards that end.

Some progress has been made.

Unfortunately we cannot say that we have moved forward on all three fronts, but we are pleased to record the development of new Catholic immigration organizations throughout South America, and the expansion of our affiliated agencies in Australia and Canada and an increased interest in Africa. It is this very expansion of migration activities that makes necessary and possible this Breda Congress. This expansion has been brought about in no small part through the assistance and encouragement of the Holy See, the support of the Intergovernmental Committee for European Migration, and help of the High Commissioner for Refugees, through the Ford Foundations grants. No one of us alone could have accomplished what has been done, but working together, giving mutual help, functioning at times as a single organization, we have gone forward together.

We look backward only to record our mistakes and to try to avoid them in the future. Many problems facing us here and now. That is why we are here. We hope that these days of work and study will be fruitful, not for organizations, but for those whom we serve — the men, women and children about whose spiritual and material welfare we are concerned. The Congress opened with a mass at which we asked God's blessing and guidance. With His help, our efforts cannot but succeed.

2

Allocution

par Son Excellence Révérendissime EPHREM FORNI

Nonce Apostolique à Bruxelles, Représentant du Saint Siège.

Excellence, Messeigneurs, Messieurs,

C'est un grand honneur pour moi d'assister à ce Congrès de la Commission Catholique Internationale des Migrations en qualité de Délégué du Saint Siège. Je suis particulièrement heureux de venir parmi des spécialistes distingués préoccupés des problèmes de l'émigration, pour leur apporter les encouragements et la bénédiction de la plus haute autorité spirituelle qui a toujours contribué de tout son pouvoir à l'étude et à la solution de ces questions.

Je me réjouis tout spécialement de voir participer à cette session des personnages officiels éminents et des notabilités d'organismes s'intéressant à l'émigration comme le Haut Commissaire des Nations Unies pour les Réfugiés, et le Directeur du Comité Intergouvernemental pour l'Emigration Européenne. Le Saint Siège a toujours saisi avec empressement les occasions de collaborer avec les représentants autorisés des Etats, préoccupés comme lui-même d'aider à la solution d'un problème touchant si gravement les intérêts des gouvernements et des peuples.

Il est superflu de rappeler à une assemblée comme celle-ci que les Papes n'ont jamais laissé de témoigner la sollicitude la plus active aux pélerins, aux exilés, réfugiés, à tous ceux, en un mot, qui étaient amenés ou forcés à quitter leur pays natal pour vivre et travailler dans des milieux différents de celui où ils avaient grandi.

Au cours du dernier siècle, le nombre de ces

Son Excell. Rév.me Ephrem Forni

émigrants s'est singulièrement accru. On a pu écrire que, pendant les cent-quarante ans qui ont précédé la seconde guerre mondiale, le mouvement d'émigration a compris environ 80 millions de personnes, dépassant ainsi tout ce qui s'était vu.

Cette situation conduisit Léon XIII à prendre

diverses initiatives en vue d'assurer l'assistance spirituelle des émigrés. Pie X hérita de sa sollicitude et créa, à cette fin, des organismes nouveaux au sein de la Sacrée Congrégation Consistoriale. Cette action fut encore développée par Benoît XV et par Pie XI, mais l'intervention du Saint Siège se fit plus puissante que jamais quand le Souverain Pontife glorieusement régnant eut à faire face aux immenses besoins nouveaux nés des bouleversements causés par la seconde conflagration mondiale.

Celle-ci exerçait encore ses ravages que S.S. Pie XII signalait déjà à l'attention des gouvernants le problème de l'émigration. Dans son radio-message du 1er juin 1941, où il célébrait le cinquantenaire de l'Encyclique RERUM NOVARUM, l'Auguste Pontife constatait qu'il existe des régions abandonnées aux caprices de la nature où pourrait utilement se transférer la main d'oeuvre et il observait qu'il serait souvent inévitable que des familles cherchent, en émigrant, une nouvelle patrie. Dans ce cas, disait-il, il faut respecter le droit de la famille à un espace vital. „Où cela se produira, ajoutait le Saint Père, l'émigration atteindra son but naturel, souvent confirmé par l'expérience, nous voulons dire la distribution plus favorable des hommes sur la superficie terrestre." Cette superficie terrestre, ainsi que le Pape le soulignait alors, Dieu l'a créée et l'a préparée pour l'usage de tous et c'est dans l'utilisation équitable et rationnelle de ses ressources qu'il faut chercher les moyens de faire face à l'accroissement de la population humaine.

Sans doute, l'émigration à elle seule ne peut-elle pas suffire à résoudre un problème aussi complexe. Elle doit faire partie de tout un ensemble d'efforts largement humains.

Mais, d'autre part, du point de vue scientifique comme du point de vue moral, ce serait une erreur en même temps qu'une faute de céder à la tentation d'une solution d'apparente facilité comme le contrôle des naissances. Contre un tel matérialisme, il faut revendiquer les droits de la vie humaine et de la dignité humaine. Celle-ci doit être présente à l'esprit, à la fois pour faire le choix de l'émigrant au départ et pour l'intégrer judicieusement dans une nouvelle communauté humaine dans la terre d'immigration. Et, pour que ce mouvement de population se fasse humainement, il faut que l'on ne perde jamais de vue que c'est la famille qui forme le noyau de l'émigration. Il faut que soient respectés les droits sacrés des familles et que soient satisfaits les besoins vitaux des familles qui sont transplantées avec leurs chefs et il faut que ceux-ci trouvent, dans leur nouveau champ de travail, non seulement les ressources mais les conditions de vie nécessaires pour assurer une existence digne à leur femme et à leurs enfants et pour élever et instruire ceux-ci conformément à leur destinée éternelle.

En plus d'une circonstance, Pie XII a posé et rappelé les principes fondamentaux de l'émigration dont l'étude a été très justement assignée au présent Congrès. Mais, en Père très aimant, il ne s'est pas borné à enseigner, il s'est appliqué de toutes ses forces à secourir et c'est avec raison aussi que l'on veillera ici à mettre en lumière l'oeuvre gigantesque accomplie par le Saint Siège pour venir en aide, sur les points les plus divers du globe, aux victimes de la guerre arrachées à leurs foyers et dispersées dans les pays lointains.

Le Souverain Pontife a pressé aussi les catholiques, prêtres et laïques, d'apporter leur concours à cette grande tâche et sa voix n'est pas demeurée sans écho. Il m'est agréable de rendre hommage à ce propos aux catholiques du pays qui nous reçoit aujourd'hui si cordialement, car les oeuvres d'émigration bénéficient singulièrement ici des qualités d'activité et d'organisation qui caractérisent toute la vie catholique hollandaise.

Puissent ces oeuvres trouver partout un concours aussi empressé! La tâche est, en effet, immense. Combien peuvent être aujourd'hui les émigrés qui réclament l'aide de leurs frères plus heureux?

D'après un article récent de la *Revue Internationale du Travail* „une évaluation d'un peu plus de trois millions pour l'ensemble de l'émigration nette au départ de l'Europe vers les autres continents, de 1946 à 1952, ne semble pas trop éloignée de la réalité." Et il faut y ajouter les mouvements migratoires à l'intérieur de l'Europe qui sont loin d'être négligeables, puisque la Belgique, à elle seule, compte un demi-million d'étrangers appartenant à 37 nationalités.

Aux besoins nouveaux créés par cette situation nouvelle, S.S. Pie XII s'est préoccupé de pourvoir non seulement par des secours matériels d'une générosité royale, mais par une assistance spirituelle soigneusement organisée par la Constitution Apostolique „EXSUL FAMILIA" du 1er août 1952 et par une participation empressée et assidue aux efforts tentés par les Etats et par les grandes institutions collectives dans le domaine international.

Votre présence ici pour ce Congrès est une nouvelle et précieuse manifestation de l'activité catholique en faveur des émigrants en réponse aux désirs du Saint Siège.

Vous savez comment l'Auguste Pontife a tenu à faire parvenir à la Commission organisatrice de cette session ses paternels encouragements. Dans une lettre écrite en son nom, Son Excellence Révérendissime Monseigneur Montini, Pro-Secrétaire d'Etat, a exprimé la confiance que les travaux du congrès de Breda contribueront à une compréhension éclairée du problème et à un nouvel élan d'activité catholique fraternelle dans ce domaine. Je n'ai rien à ajouter à ce voeu souverainement autorisé qu'accompagnait la Bénédiction Apostolique pour tous ceux qui aideront et qui aident à ce moment au succès de ce Congrès.

3

Letter of Most Reverend Monsignor J. B. Montini, Pro-Secretary of State of His Holiness Pope Pius XII, to the Congress

SECRETARIA DI STATO
DI
SUA SANTITA

Vatican City, August 30, 1954

No 310148/MSA

His Eminence JOHN Cardinal de JONG,
Honorary Chairman Second Congress of the International Catholic Migration Commission, Breda, Holland

Your Eminence:

I have the honour, at the august direction of the Holy Father, to address this present letter to Your Eminence as the Honorary Chairman of the Catholic Congress on Migration to be held at Breda in Holland during the coming month of September. When, at the instance of His Holiness three years ago, the International Catholic Migration Commission was organized to be the agency of co-ordination, information and representation of the Catholic effort in this urgent problem of migration, it was envisioned that there would be fostered General Conferences, such as that of Breda. From this source it was felt that, through the studies and discussions of the directors and specialists who, in the various interested countries, are giving so generously of their time and labours on behalf of those compelled to find a new home in distant lands, there would come a more effective collaboration and a renewed impetus to individual and collective endeavours.

Following upon the first Conference of this nature held in Barcelona, the present Congress, with its wider participation, painstaking preparation of documented studies and the detailed information obtained through questionnaires as to the situation in the countries throughout the world, gives promise of making a valued contribution to the advancement of this noble initiative of truly Christian charity.

It is not inopportune here to stress the warm interest and encouragement of the Holy See in your work. In the introduction to the Apostolic Constitution "Exsul Familia" on the subject of the spiritual care of emigrants, issued in August 1952, His Holiness emphasized the fact that the Church must be at the side of the exiles and emigrants with a special solicitude and an active assistance. They are to be aided in preserving their Christian way of life, and their traditional Faith is to be integrally safeguarded. Confronted, as are the present-day migrants to foreign lands, with so many difficulties unknown in times past, helpful remedies and all possible assistance are to be provided to them. This summary statement, while not a technical or scientific presentation of the problem as you will discuss it, indicates in brief the finality and purpose of your assemblage and the intimate relationship of your efforts with the work of the Church.

How important are the deliberations of your Congress is illustrated by the frequency with which this subject of migration has recurred in the labours and discourses of the Supreme Pontiff. The constant solicitude and charitable aid extended through the Papal Representatives to the vast populations uprooted from their homes both during and in the years following the late war, are too well known to be reviewed here. Already in 1941, on the occasion of the commemoration of the Rerum Novarum, His Holiness pointed out, in relation to emigration, the right of the family to a vital space, a right based in the case of rural workers, on the very nature of the land. In the post-war period He has continuously availed of the written and spoken word to arouse not only Catholics but the conscience of the nations of the world to a sense of their responsibility in the solution of this problem, international in its very nature, and to those international organizations established to this end, He has given both the encouragement and the support of the Holy See. Typical of the thought of His Holiness, which I take the liberty of citing at some length because of its significance and appropriateness to your Congress, is the following from the address delivered to the Delegates attending the International Migration Congress held in Naples during October 1951: "We feel called upon to tell you that the Catholic Church feels itself obliged to take the greatest interest in the work of migration. There is here involved the finding of a remedy for immense necessities: the lack of space and the lack of the means of existence because the fatherland of former years is no longer able to nourish her children and overpopulation compels them to emigrate; the

misery of those fleeing or driven from their homelands, by millions compelled to renounce their native land, now lost to them, and to journey afar to search for and find for themselves another. The Church feels all the more their distress since it is, in very large part, her own children that are affected by this situation.

"We are pleased that your assemblage has contributed to render world opinion conscious of the gravity of this task. And we are doubly pleased by the fact that spiritual and moral values which in emigration and immigration must be preserved, protected and developed, have found a notable place in your Congress, the dignity and the rights of the human person and of the family, in order that the latter may remain united, that it be able to establish a new home and find there the necessities for a life of contentment and one pleasing to God.

"We know how much there is yet to do and the many labours and difficulties to be confronted in resettlement in a new country and on a new land. We thank you the more warmly for your effort and invoke from the depths of Our heart upon the work of emigration and immigration the protection of God and the abundance of His divine favours". These sentiments have an even more direct and personal application to you who are attending this Catholic Migration Congress as zealous collaborators in the apostolate of the Church. That you are labouring in a cause so deeply of concern to the Holy Father will, I am sure, be a source of inspiration to all participants to whom, as a pledge of heavenly guidance upon the Congress, He affectionately imparts His paternal Apostolic Blessing.

Gladly do I avail myself of this occasion to assure Your Eminence of my entire devotion in Christ, and I remain

Yours sincerely,
J. B. MONTINI
Prosecr.

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Address

by His Excellency Most Reverend Dr. A. M. J. A. HANSSEN
Coadjutor Bishop of Ruhrmond, Representative of the Netherlands Episcopate

It is my great privilege to be allowed to welcome, on behalf of His Eminency the Cardinal of Utrecht and on behalf of the Right Reverend Bishops of the Netherlands, you, Reverend Excellency Representative of the Holy See, you, Bishops, who have come hither from far distant countries, you, Ambassadors and civil authorities and in particular the Minister for Social Affairs for the Netherlands, you especially, President and members of the International Catholic Migration Commission, and all of you, priests and laymen, ladies and gentlemen, who have come to take part in the second International Catholic Migration Conference. The Netherlands Catholics are deeply honoured by the fact that this Congress is being held in their country. They see in this a conscious choice, a recognition of the work that is being done here, for the sake of Catholic emigrants, under the direction of the Central Catholic Emigration Foundation following the principles laid down by the Holy See; they see also, perhaps, a recognition of the part which private initiative is playing in organisation of emigration from this country.

Those of us who are directly concerned in emigration work, namely the committee and direction of the Central Catholic Emigration Foundation, are rejoiced to see so many participators from Europe, for the most part therefore from sending countries, who are faced with the same problems as we are, and especially also to see so many of you from overseas, that is from mainly receiving countries who can give living space to the men and women of our country. It is a very great pleasure to recognize several among you whom either I personally, or other representatives of Netherlands emigration work, have already met in Canada and the United States, in South Africa, Australia and New Zealand. We are happy to be able to welcome you all to the Netherlands and we will naturally do our utmost to let you see our country at its best.

The Bishops of this country, in whose name I am speaking, have adopted, during the post-war years, a broad and understanding attitude towards emigration. In this, they could rely on the Catholic Netherlands Farmers' and Market Gardeners' Union, and later, also, on that of the other Catholic social

organisations, which have combined with the above union to form one organisation, the "Central Catholic Emigration Foundation", which has so successfully looked after the technical preparations for this Congress. The Bishops realise that large numbers of our people are faced with the task of building up a new future for themselves in other countries and other continents. They see in this a task which is born of necessity: as a Canadian Bishop once said to me: „l'émigration est une dure nécessité" or, as an emigration officer in the same country said,

His Exc. Most Rev. Dr. A. M. J. A. Hanssen

"Emigration is a pretty hard job"; at the same time they recognize in it the finger of God and an opportunity for great achievements.

In the last few centuries our people have shown the whole world how great a little country can be. Now they realize that the time for colonisation is past; but that the time for migration, in a world growing ever smaller, is only just beginning, and they see the special possibilities and values which emigration offers.

Ecclesiastical, social and political leaders are, however, agreed that emigration requires preparation, selection and good direction if it is to be justified from the point of view of the spiritual and social welfare of the emigrant, as well as being a real gain to the receiving countries. They also agree that emigration must be tackled in good time, to be able to give it responsible direction when times of acute need shall arrive.

Just as modern countries set apart their best products for export only, so the Netherlands wish to maintain emigration with people of the highest quality, while yet allowing to all their freedom of choice. The Bishops do not share the opinion, held by some, that if the most valuable of our countrymen should leave their homeland, the average worth of those who remain behind, would grow less; they expect, on the contrary, that emigration would mean a rejuvination of our people, and that the example of the pioneers would give new spirit to the mediocre and would open up new prospects for all.

The Netherlands, with their growing population of more than 10 million, the Catholic Netherlands, with 4 million Catholics, have no need, in the face of hard necessity, to hold their people back in the home country, nor for them to form minorities in other countries. Our emigration is consciously directed towards integration. What we should wish is that our Catholic emigrants would retain their own good qualities, that they would take them with them to their new homeland, and, at the same time, get rid of their less good qualities under the influence of their new human relationships. Then if an immigration on a larger scale should finally take place, they will be able to form an inspiring nucleus of our national virtues, thus making their own typical contribution to the enrichment of the life of their new country.

On the other hand, we gladly reckon on a full co-operation from the receiving countries. The first stage is already here in a willingness to accept emigrants, but the second stage will take many years to fulfil, during which years the newcomers must be received, must be helped by deed and word to become part of the new life of town and district.

It is often so difficult for emigrants to get used to these new relationships; but it is almost as difficult, — and we recognise it fully — for the new community to understand the immigrants, to change their lack of understanding and their apparent ingratitude into patient love.

The broad lines of emigration have already been tested by experience: spiritually they have been clearly defined by the Papal Constitution "Exsul Familia"; it is for this conference to place emigration in the full light of Christianity, and to smooth the part before it.

The fact that this Congress is being held in our own country will enable the Netherlands Catholics to make their full contribution, especially the contribution of the Catholic Institute for Social-ecclesiastical Research.

It is our sincere hope, that this Congress, begun so auspiciously among Catholic experts from all parts of the world, under the patronage of the Church and with the personal interest of the Holy Father, taking place in harmonious co-operation with the Netherlands Government and with supra-national organisations, may prove lastingly fruitful for a well directed emigration which may enrich and renew our world.

Address

by His Excellency J. G. SUURHOFF

Minister of Social Affairs and Public Health in the Netherlands, Representative of the Netherlands Government

Ladies and Gentlemen,

WHEN I WAS ASKED, AS REPRESENTATIVE OF THE Netherlands Government, to say a few words at the opening of the second International Catholic Migration Conference, I accepted the invitation with pleasure, all the more when I heard that this Congress was to be held at „Bouvigne" Castle, the pleasant name of which reminds us all of the sunny South of France. The fact, however, that this conference building is in the Netherlands seems to me to be fortunate for more than one reason.

In the first place, I regard this choice by the International Catholic Migration Commission as a recognition of the significance of the Netherlands in the last few years in the field of international migration. This significance is not only shown by the numbers which have emigrated from this country, although it is certainly worth mentioning that recently the 100,000th post-war emigrant to Canada and the 50,000th to Australia left the Netherlands in close succession.

The emigration set-up of 1952 in the Netherlands has attracted international attention, partly due to the social emigration organizations which are allowed to play an important part in this set-up as regards the information and guidance as well as the preparation and processing of the migrants. The present-day migrant is no longer an adventurer, who leaves for another part of the world on chance, with a small bundle of clothes on his back.

Many authorities, both in the sending and in the receiving countries, take a share in caring for his welfare. The efforts of the Netherlands Government and the private organizations are directed to preparing him for his emigration in such a way that he is not too hard hit during the difficult initial period, and that the foundation of his success is laid before he leaves.

Emigration should be regarded as the most important step (next to marriage) in a person's life. Both steps need thorough consideration and good preparation. However significant migration may be from the national and international economic points of view — in so far as it amounts to a redistribution of labour in this changing world — all of us who have anything to do with its organization are aware that it is primarily a matter of personal decision and responsibility, and we know to what an extent human happiness and family life depend on a good decision! For the individual who — often with the responsibility for his dependants — voluntarily takes this great decision in an endeavour to increase his prosperity and happiness, emigration is an act which needs courage and forethought. But not only is this

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true of the head of the family. The closer the marriage bond and the more courageous the wife, the greater is the chance of success in the new country. I would emphasize that the brave emigrant's wife, carrying on a silent struggle to acquire a new living in surroundings which are strange to her and far from those where everything was familiar, belongs to one of the numerous groups of nameless people of our time who deserve a monument. Whereas the man finds new comrades at his work and the children, with their amazing capacity of adapting themselves make friends with others of their own age, taking the obstacles of another language and different morals and customs easily in their stride, the mother stands alone in her own household. It is there that the real crisis in the process of individual family emigration is silently endured.

The problems of international migration are numerous and vast. This congress will be concerned with some of them and will, I hope, contribute to the

solution of some problems which now seem insoluble. I need only mention amongst the tasks of the working parties the information and guidance, selection and preparation, transport, reception, placement and integration, financing, refugees, migration inside Europe.

There are many material problems which urgently require attention. But in point of fact — and here you will all agree with me — emigration is a question of the mind. The predominant factor in the complicated question of emigration is mental strength.

In many cases, emigrants leave behind a large part of their earthly possessions. But what they do not leave behind is their character, their disposition, their views on life, their ideals and their culture, which have been formed primarily in the land of their birth, in the family and the district in which they grew up.

Therefore international migration, quite apart from its mere economic significance, can make a positive contribution to the progress of human society towards better mutual understanding and closer ties between the nations. This is where the denominational organizations concerned with emigration have a high and important task to perform. This leads me to the second reason why I rejoice that this Congress is being held in my country.

Amongst the social organizations engaged in the field of migration in the Netherlands, the importance of whose work I have just pointed out, the Catholic Central Emigration Foundation occupies a prominent place. It works with the Christian and the General Emigration Centres in the extensive field where the Government, being neutral, refrains from interfering. After the Second World War, a mass emigration movement slowly but irresistibly came into motion in the Netherlands. The Catholic section of the population has taken an ever-increasing share in this movement. To meet their demands, the Catholic Central Emigration Foundation has built up its organization with unfailing zeal and devotion. The Netherlands Government has the most sincere admiration for the way in which the Foundation has brought this organization into being, and in which it fulfils its task.

It is for this reason also that I am pleased that the second International Catholic Migration Congress is being held here. In my opinion it is only right that the significance of the Netherlands Catholic Emigration Foundation should be internationally recognized. May this Congress contribute to the prosperity of that individual emigrant, of that unknown man and woman, about whom I have spoken, and whose struggle for happiness we have so closely at heart.

6

The Christian Attitude towards Migration

by Right Reverend Monsignor EDWARD E. SWANSTROM

Executive Director of Catholic Relief Services — National Catholic Welfare Conference.

ONE OF THE DOMINANT REALITIES OF THE TIME of crisis in which we live is that of migration of great masses of people, because of wars and upheavals, and the need for greater planned migrations because of population pressures on resources. Those who, in the words of the Vicar of Christ, "trudge the roads of all the world in search of work and bread" come from almost every nation under heaven.

The Church of Christ, responsive to the needs and anguish of the children of men, has held out compassionate hands to the migrant wherever it could reach him, and now, in the person of its earthly head, has gathered together the Christian experience of the centuries and its application for today in the Apostolic Constitution, *Exsul Familia*.

Here, our present Holy Father, Pope Pius XII gloriously reigning, points to the Holy Family as the arch type of every refugee family, and Christ as first born and brother to the migrants and exiles of the world:

"For the all powerful and merciful God decreed that His only son 'being made like unto men and appearing in the form of a man,' should, together with his Immaculate Virgin Mother, and his holy guardian, be also in this type of hardship and grief, the first born among many brethren, and precede them in it."

It is a fact of history that many of the enormous movements of people we have witnessed in the past quarter of a century have not been voluntary; have been, indeed, forced migrations decreed by political

authorities in monstrous violation of the natural and fundamental rights of man. These migrations were accompanied by despoliation of all properties, by the removal of families from the land which they had nurtured, and from which they drew their sustenance, by fragmentation of families, and by every affront to the dignity of man.

Then these despoiled millions were thrust into overcrowded and often destroyed areas of the world without protection, and without plans for their welfare. Though it might seem like a truism, I am forced to begin this talk on the Christian attitude toward migration by stating that people have a

Rt. Rev. Msgr. Edward E. Swanstrom

right not to migrate. No matter what the guilt of their government in war or peace, no matter what the political decisions on the placing of national borders, those whose livelihood depends on their being rooted in a certain area, should not be forcibly uprooted. The disregard of this simple application of the right of man to his lawful possessions was general, both during and after the second world war — and was a feature of the "Realpolitik" of both sides in their conduct of the war and in the agreements that marked the end of hostilities.

THE RIGHT OF MIGRATION

Conversely, where men cannot draw sustenance for their families from over-populated areas, there exists the right of migration to areas of the earth's surface where there is less population pressure on resources. In a very special way, those who have been deprived of home and possessions by forcible uprooting have a right to expect planful efforts on their behalf in relation to voluntary migration to permanent homes. In fact, much of the attention given to migration in our day arises, as we all know, from the need to resettle those who were the victims of forced migration — and who number close to 38,000,000 on the free side of that barrier known as the Iron Curtain. The right to migrate is not absolute, since sovereign states have the right to limit immigration into their borders for the sake of the common good. His Holiness, Pope Pius XII, voiced this right in his letter to the Bishops of the United States of America in December, 1948:

"You know indeed how preoccupied we have been and with what anxiety we have followed those who have been forced by revolutions in their own countries, or by unemployment or hunger to leave their homes and live in foreign lands.

"The natural law itself, no less than devotion to humanity, urges that ways to migration be opened to these people. For the Creator of the universe made all good things primarily for the good of all. If then, in some locality, the land offers the possibility of supporting a large number of people, the sovereignty of the State, although it must be respected, cannot be exaggerated to the point that access to this land is, for inadequate or unjustified reasons, denied to needy and decent people from other nations, provided, of course, that the common good, considered very carefully, does not forbid this."

Again, and again, the Holy Father has reiterated this fundamental principle, to the Bishops of various countries, to lay leaders, to special conferences, to groups of diplomats, to legislators from many lands, to representatives of the United Nations agencies. He has written it in letters, developed it in speeches, radio addresses, and encyclicals.

The inherent right of man to move to parts of the earth where his productive capacities can be put to use stems from the Christian view of property, and of the world as a whole. The duty of sharing in equities of property so that there may be an equality, is part of the message of St. Paul. He reminds us of that happy state, made possible by charity in which: "He that had much, had nothing over; and he that had little, had no want."

This charitable sharing of resources between individuals is only a foreshadowing of the charitable sharing of the earth's resources between the many peoples of the earth. It is not possible to transport enough aid from the "have" countries of high industrial capacity and prodigal resources to the "have-not" countries, densely populated and poor in resources. The charitable and practical course is to allow migration from the over-populated areas so as to make for greater possibilities of production — both agriculturally and industrially — in areas not yet fully developed. This planful migration is charity in action in relation to global needs and global resources.

in the brotherhood of man. In the words of St. Paul: "There is neither Jew nor Greek; there is neither bond nor free . . . For you are all one in Christ."

He went on to say that the "public conscience and good sense of the American people will assert themselves and we will be in a position to enact an immigration and naturalization policy that will be fair to all."

I am very hopeful that this will eventually come about; and that the traditional cultural pluralism of our way of life will be reasserted so that no law of ours will cause a man to feel inferior because of racial and cultural heritage.

WHAT CAN WE DO?

I speak to you at a time when the body of the Church in this anguished world is rent almost in twain; it is bleeding from many wounds; but rent and bleeding, it still cries out for the rights of all the children of men. Persecuted and reviled itself, it gathers its strength to speak for all those persecuted, reviled, and despoiled. Its soul is indeed composed of all men of good will, and it is concerned with the welfare of all. When it teaches the rights of men — in relation now to migration — its teachings protect all men whose rights have been violated and forgotten.

If we are to vindicate such rights, we must prepare for greater sacrifice, greater expenditures of zeal and resources.

Many will say:

"What more can we do; we as Church members are doing all we can be expected to do?"

But there are always more resources, if we are forced to uncover them — resources of spiritual dedication as well as material supplies.

If we were called upon now to rescue Bishops, priests, lay people, and the little children, from behind the Iron Curtain, by giving of our goods, how great a ransom, representing personal and corporate sacrifice of treasures, would we find to hand?

We would say like St. Ambrose:

"It is far better to preserve souls for the Lord than gold . . . . For who is so calloused . . . that he does not want men to be saved from death, women from the attacks, worse than death, of barbarians; girls and boys or little children from the service of pagan idols into which they have been forced under pain of death?"

St. Ambrose broke the sacred vessels to ransom the children of God who had been taken prisoner by pagans. No gift of ours can serve now to ransom the children of God from their bonds under atheist tyranny. We must witness even more of the household of the faith being forced to enter the house of bondage in Vietnam, in the East, as earlier in the West.

Until that time when we can rescue by our charity and prayers the unfortunates who live in chains, let us make a mighty effort to rescue, and urge the countries of the free world to rescue, those who live among us in the bondage of hopelessness, of want, of idleness. By spreading far and wide the Christian attitude toward migration, and by developing it and acting upon it ourselves, we can perform a work of rescue that will prepare us for that greater work of rescue that we all trust we will live to see accomplished in peace.

7

Address

by Mr. HUGH GIBSON †

Director of Intergovernmental Committee for European Migration.

ONE MONTH FROM TODAY THE PEOPLE OF THE United States will celebrate Columbus Day. This is an annual tribute to the man who wrote the first page of American history. And it is right that we should commemorate his name. But I think we have lost sight over the years of much of the real significance of his achievement. True, he discovered a New World, and in discovering it, he opened it to those who, like himself, were possessed of that mysterious urge to push westward. An urge that has sent whole peoples moving throughout the course of history.

Those followers of Columbus established themselves as the masters of new continents. And often, in many of the regions they settled, they were the sole inhabitants. Migrants, for that is what they were, have an equal share with Columbus in the honor that is attached to his name. For they consolidated the victory he won over superstition, ignorance and fear. In doing them honor, we should not forget who they were — the overflow of the peoples of Europe.

Today, in a world grown smaller with time, we are faced with a new European over-flow. Five million

AMBASSADOR HUGH GIBSON
Director of the Intergovernmental Committee for European Migration, who died at his home in Geneva, Switzerland, on 12 December, 1954.

Mr. Gibson was born in Los Angeles on August 16, 1883. He studied at the Ecole Libre des Sciences Politiques in Paris and won degrees in political science at the University of Louvain in Belgium, and at Yale, U.S.A.
During 30 years in the foreign service of the Department of State, he was Minister to Poland and to Switzerland, when he headed the U.S. delegation to the Disarmament Conference in Geneva; he was also Ambassador to Belgium and Brazil. He was associated with President Herbert Hoover in relief work in World War I. He came out of retirement in 1952 to become Director of ICEM. Under his leadership, the organization in three years assisted nearly 300,000 Europeans to settle in new homes overseas.

men too many, the statisticians tell us, in Italy, Greece, in Germany, Austria and Trieste, and in this very country which is so generously playing host to us this week. What are five million men in a world of two and a half billions? Those of you who come here from the World Population Conference in Rome have been discussing problems much larger than the one I evoke here today. But this one, the problem of Western Europe's over-population, is one I have lived very close to during these past two years.

If I limit myself to the question of Europe's population problem it is because there I see a real and immediate hope of a constructive solution.

First, then, what is this problem and how has it arisen? Over-population is an uneasy term that is difficult to define. We cannot, and we should not want to draw a line around any segment of a nation's people and say: "This group is surplus". There are, however, certain symptoms evident when there is a marked disequilibrium between men, land and capital in any region. It has been oversimplified, perhaps, in the statement that our task is to take men without land to land without men.

In Italy we have a level of unemployment which remains fairly stable at 1.8 million workers, and a level of under-employment that includes an even greater number of men. To reduce the situation to its shortest, cruelest terms — the Italian economy is burdened with three million persons too many.

Where did they come from, these excess men and women? Some have come from the lost Italian territories in Africa and Europe. Others are refugees who have found temporary asylum within Italy's borders. And most are people who would have left Italy during the past 35 years if they had been able to. But first the doors of other countries were closed to them, and then the door of their own country, during a long, dark period, was locked from within. Over the past 35 years, there has grown up — not a mass of three million excess persons — but a backlog of virtually that many migrants, whose freedom of movement and, consequently, whose freedom of opportunity have been severely restricted.

Here in the Netherlands, although Dutch genius and hard work have wrested land from the sea, there simply is not enough to go round. The country's expanding population has given Holland Europe's greatest population density. And although playing with figures is perhaps an idle pastime, it is interesting to note that if Canada were populated to the same density as this country, it would have to admit the world's entire population, almost two and a half billions. The Dutch, with characteristic good sense, have decided that 60,000 persons must emigrate annually and they have created the necessary administrative machinery to achieve this goal.

In Greece, grave economic difficulties resulting from population growth and the scarcity of both capital and material resources have been made acute by the enormous destruction of war and civil war and the arrival of successive waves of refugees during the past thirty years. And I enjoy pointing out on every occasion that Greece has a magnificent tradition of compassion in granting asylum and care to anyone seeking refuge.

The problems of Western Germany and Austria are mainly the result of territorial reductions after two world wars and a massive influx of refugees. Although most of the refugees who entered Western Germany and a substantial part of those in Austria have been successfully integrated in the local economies, a number remain for whom emigration appears to be the most desirable solution.

A particular situation reigns in Trieste, where, in a small enclave, already the subject of bitter controversy, are crowded thousands of refugees from former Italian provinces and thousands who have fled from communist dominated countries.

These problems appear insoluble when examined

country. I have tried that many, many times and I am afraid I still have not succeeded to realize fully what it means.

Just think that tonight you will be called upon to say to yourself: "I can't bear it any longer, and I am therefore bound to decide to sacrifice all that I have for the sake of what I believe." And then you walk through your house, you look at your belongings and you realise that what you can carry will be about fifteen to twenty-five kilos. And there you go with the few things which you can carry, you cross the border and you reach the point of no return. What you carry is luggage, which on the one hand is made unbearably heavy by that decision to go, but on the other hand it is made bearable by your hope of an adequate reception. When you arrive in the free

His Exc. Dr. G. J. van Heuven Goedhart

world, what you hope is, that there will be people to understand what you have gone through and who will give you another opportunity to start on the building up of a new existence.

I am afraid, Mr. President, that there are many thousands of refugees who have been disappointed in that respect. When they arrived, what they found was a refugee camp; and it might be a good thing for all of us to realise that only in Europe, to which I am confining myself for the moment, there are no less than 88,000 refugees today under the Mandate of the United Nations living still in camps, to which number have to be added hundreds of thousands of other refugees not qualifying for the Mandate of the United Nations and also living in camps. That, Mr. President, is many times the reception which the man receives who I think, deserves much more our admiration than our charity, for he did take that tremendous decision to cross the border of his fatherland — and to cross beyond the point of no return.

For the refugee, Mr. Chairman, it is not only the first reception which may be a deep disappointment. Another reason for which it may be extremely disappointing to become a refugee, is that it is so difficult to enter an immigration country.

I am not blaming any particular government, but I am just reporting the facts when I say that by now the refugee in Europe has the greatest possible difficulties to qualify for the emigration schemes of the receiving countries. His difficulties are much greater than those of the normal migrants. The normal migrant is the owner of a passport and should he be unable to make good in the country where he goes to, that country may always see to it that he goes back. But there again, for the refugee there is no return. The country, receiving the refugee, has to live with the refugee for better and for worse. And that is why the selection of refugees is still more rigid, still more severe than is the selection of normal migrants with a still valid nationality. It is much more difficult for a refugee to arrive in a country of immigration, it is also extremely difficult for the refugee to resettle in the country of his residence. Don't forget that there he is an alien, he has no friends, he has no family, he does not know the language, in every respect he is a stranger, he is flotsam, he is floating about, he does not know to whom to look, he has very little to rely upon.

I am quite aware of the fact, Mr. Chairman, that I am drawing a pretty pessimistic picture, but I do fear that it is a picture adequate to reality. And I do think that what we need to ask for in the name of that spirit, which this morning was so eminently exposed by Msgr. Swanstrom, is greater generosity in the admission of refugees in overseas countries. Refugees by the thousands and hundreds of thousands who got the opportunity to go over the oceans, have made good, have become assets to their new fatherlands and are now honourable citizens who have their friends over there, who do their job, and who contribute to the well-being of their new countries. There is a gross exaggeration of the dangers of admitting people into overseas countries. And I am quite sure that if the governments were to embark upon the adventure of admitting thousands and thousands of those who today still hang around in their camps, the result would be that their countries would benefit. Unfortunately the admission-legislation of the various countries knows of lots of conditions which it is hard for the refugee to meet. And when the refugee is able to meet all those conditions, when he is allowed to enter, then, from the point of view of the country which he leaves, there is a loss because there too he could have become an asset having been given an opportunity.

The emigration of refugees under present conditions

in view of the fact that the admission conditions are so extremely severe, is an operation of skimming the cream off the milk. Those who are left, are not by the same token, invalids, difficult cases, wrongly called hard-core, a term as rejectable as surplus population; no, they are the people in whose family there may be one member with a slight disability. When there is, and I have seen it many times, when there is apart from the man, the wife and the children, who all are healthy people, an old mother or an old father, then the choice is between leaving the old father or the old mother behind, or all to stay in the country of residence, because old mothers and old fathers cannot guarantee never to become a public charge, they are in general not admitted to the countries overseas. And when there is one child, the x ray photo of whom discloses a little black spot on a lung, then that is good enough to tell the father and the mother that the choice is between leaving the child behind or all stay where they are.

It is with the greatest gratitude, Mr. President, that I realise that this Congress is held in a Christian spirit. Because if the Christian spirit does not govern the governments in drawing up their legislation for the admission of human beings, we will never solve this tragic problem. It can only be solved if the governments can be persuaded to give more place to a Christian spirit in their legislation.

All that does not mean, Mr. President, that so far no results have been registered in the field of migration of refugees. On the contrary, the International Refugee Organization has moved over the oceans over a million people and the operation still goes on.

But there are lots of signs that it is becoming gradually more difficult. For instance, we have now to persuade the governments of the countries of immigration to be good enough to take more and the quality of the refugees of course is not quite as good as it was in the days when you had pick of the millions. But the ICMC is certainly doing an excellent job in that field.

I take the opportunity, Mr. President, of correcting what is, I think, a gross misstatement of the views I hold. It has been said that I would be against migration of refugees. If I were, it would be high time that the United Nations would dismiss me immediately, because it would mean that I would have no understanding whatsoever of what the refugee is and wants.

The refugee wants a new life and for him, psychologically very understandable, starting a new life means: cross an ocean, arrive in a new continent, forget about the things behind you and start afresh. And therefore practically every refugee gives priority to the solution of resettlement overseas over the solution of integration on the spot. And if for one more refugee I can do a little thing more to make him achieve that solution of overseas resettlement, I will do it with the greatest pleasure.

I am grateful to you, Mr. Chairman, and to your colleagues for all they do to find admission possibilities for refugees under my Mandate in the countries of admission. I have the figures here before me, but I doubt the wisdom of quoting. Thousands of refugees have through the services of the ICMC found a haven on the other side of the ocean, after the ICMC had made a plea for their benefit. And as well as devoting $ 200,000.— of the grant from the Ford Foundation to make it possible for offices to be kept open in Latin America and other countries for that particular purpose, we have devoted a large part of the Ford Foundation terminal grant to that end. I am going within a week to the United States in order to defend in front of the General Assembly of the United Nations a proposal, one element of which is that from 1955 onwards during five years a considerable amount of money per year shall be made available for the purpose of making it possible for you and other agencies in the same field, to keep their offices open in order to increase the number of immigration possibilities for refugees. That shows how untrue is the statement that I would have no interest in migration of refugees. I can only hope, Mr. Chairman, that you will be successful and I know that you stand an excellent chance of being successful. It is certainly unusual to make personal remarks in an official address, Mr. Chairman, but I cannot help feeling that it is appropriate for me to say here a word of admiration for what you personally are doing in this field. I think you are an example of how this problem should be tackled, and if everybody worked in your spirit, I would have no reason to complain.

When I listened this morning to the speech of Msgr. Swanstrom, whom I got to know now about three and a half years ago, I had that same encouraging feeling that there are in this field people who start exactly from the right point of view and who do feel that the Christian spirit behind the work is the main impetus, the most important impetus, which will lead us to achieve our goal.

Mr. President, the situation in which refugees in Europe find themselves is by no means encouraging. Ten years after the liberation thousands and thousands of difficult cases needing hospitalization or institutionalization have not found a solution for their problem. The admirable efforts made in the last period of the IRO have solved thousands of those cases but new cases have arisen and others had not been solved when the IRO closed its doors. To think that today in Europe there are people blind, paralysed, suffering from tuberculosis, old, for whom no solution is available, because the money is lacking, must make all of us feel ashamed.

Secondly for too many of the hundreds of thousands

of refugees, who belong to the category of still valid people, there is no possibility of giving them an opportunity to start afresh. And if you take into account the hard fact that only a percentage of the refugees, — and may-be only a small percentage — can emigrate, we will have to consider what we can do to help the others to integrate themselves in the countries of their residence.

In all that, Mr. President, I am completely dependent on what voluntary agencies can do. I have come to this Congress to express my feelings of admiration and gratitude for what the ICMC and the WRS/NCWC are doing. Without agencies like these the work which the United Nations try to undertake, could not be done. Once in a while one feels pretty nearly desperate. When that point is arrived at, the best thing to do, Mr. President, seems to be for me to look at the portrait of Dr. Fridtjof Nansen hanging on my wall. Nansen, who built, as you remember, that strange wooden ship with which he went to the North Pole, explained his plans to the geographical society in London. And all the scientists replied:,,This is extremely difficult, it seems even quite impossible." After having listened to a good many statements to that effect, Fridtjof Nansen got a little bit irritated. And his reply was, and I make it mine, Mr. President, "the difference between the difficult and the impossible things is, that on difficult things you must start right away, but that impossible things must wait a little longer."

9

Allocution

par Son Excellence Mr. F. M. DOMINEDO

Sous-secrétaire d'Etat des Affaires Etrangères d'Italie

J'ai été très honoré et très touché de votre aimable invitation à assister au Congrès International Catholique pour les Migrations à Breda.

Ce Congrès revêt, j'en suis convaincu, une importance particulière, tant en raison des problèmes que vous étudierez, qu'à cause des personnalités réunies ici. Messieurs, l'objet même de votre Congrès en fait toute l'importance: vous allez toucher à un point fondamental: l'émigration est vraiment une question cruciale dont l'acuité n'échappe évidemment pas au représentant d'un pays de forte émigration comme l'Italie. Vous nous aiderez, je l'espère, à mieux accomplir notre tâche.

Peut-être l'Etat prendra-t-il enfin conscience de son devoir dans un domaine aussi vaste. Une liaison s'avère indispensable entre les organismes d'Etat et les initiatives les plus élevées — puisque spirituelles — destinées à sauvegarder la plus haute valeur de notre vie sociale: la personne humaine. C'est sous cet angle qu'il faudra considérer la circulation du travail humain dans le monde entier. Je considère comme mon devoir de rappeler qu'à ce point de vue, la situation de l'Italie est particulièrement grave. Nous avons cependant pu constater la grande valeur de la collaboration entre l'Etat et les institutions privées. De plus, les accords entre l'Italie et l'Australie d'une part, et entre l'Italie et les Etats-Unis de l'autre, constituent à mon avis, d'heureuses solutions à ce problème de la circulation du travail. Ce sont là, Monsieur le Président, mes idées sur cet important Congrès, qui permettra aux différents pays de collaborer davantage dans le domaine de l'émigration.

Avant de terminer, je voudrais attirer votre attention sur deux points qui me semblent essentiels. D'abord, la circulation du travail humain est une

Son Exc. F. M. Dominedo

nécessité, un impératif de la conscience chrétienne. Cette nécessité ne concerne pas seulement les pays d'émigration, mais aussi les pays d'immigration et même tous les autres pays, car tous sont intéressés, ne fût-ce qu'indirectement, à la réalisation de la

justice sociale, qui exerce son influence sur la stabilité politique. Il s'agit là d'un problème, qui tout comme le problème de la paix, touche le monde entier. Le deuxième point que j'aimerais mentionner, c'est le problème de la circulation du travail des émigrants et des réfugiés. Il faut l'envisager en relation avec le problème des territoires sous-développés. Ainsi donc, il vous faudra réaliser des projets d'une importance capitale pour l'avenir de la civilisation humaine. Si nous avons une vision claire et précise de l'humanité, nous découvrons, je pense, une étroite relation entre les deux points suivants: la libre circulation du travail et la disponibilité des forces de l'intelligence, d'une part, et d'autre part, la nécessité — pour le bien de toute l'humanité — d'élever, d'améliorer, de mettre en valeur les pays sous-développés. Bref, le terme de vos efforts, c'est de combiner les forces du travail humain et les immenses richesses de la nature. Monsieur le Président, Excellences, Mesdames et Messieurs, en ma qualité de Représentant du Gouvernement Italien je vous prie d'agréer mes remerciements chaleureux pour votre aimable invitation, pour l'honneur et le plaisir que me vaut ma participation à ce Congrès d'une actualité si urgente.

J'aimerais vous laisser cette pensée: il faudra que nous travaillions ensemble corde uno et anima una. En travaillant, unis et unanimes, notre travail sera béni et fécond. Au revoir, Mesdames et Messieurs. Travaillons au bien-être de l'humanité et à l'accomplissement de notre devoir moral envers nos peuples libres.

10

World Migration Movements

by Prof. G. H. L. ZEEGERS

Director General of the International Catholic Institute for Social-ecclesiastical Research

INTRODUCTION

INTERNATIONAL MIGRATION, WHICH HAD A PREDOMINANTLY spontaneous character in the 19th century has become since the first world war to an increasing extent the object of state intervention, in the receiving as well as in the sending countries.

In itself state intervention in migration is no new phenomenon. History knows many examples of migration either instigated or stimulated by the government. English colonisation, begun in the 17th century and still continuing at the present day, found its biological foundation in emigration from the motherland, which was stimulated by the authorities and which was uninterrupted even in the last century. The foundation of Halifax in the middle of the 18th century, planned by the English Government to counterbalance the rapidly increasing numbers of the French colonists in the territory Acadia (now New Scotland) which had been conquered from the French, may be considered a classical example of successful group colonisation. In June 1749, 14 ships transported nearly 2600 pioneers, together with their families, as well as a doctor, schoolmaster, minister, provisions, material and tools. In the same period the kings of Prussia promoted the colonisation of those of their territories which had been depopulated in the wars, by a carefully planned immigration, financed from state funds; while from Austria the foundations were laid for the German settlements, which continued to exist in East and South-East Europe till the last world war. Many more such examples can be given.

Prof. G. H. L. Zeegers

State intervention in migration then, is anything but modern. What distinguishes it in modern times from earlier phases in the history of human population is its *general* and *international* character.

Its generality is, among others, the result of economic

and political development of modern society, which have given to the State in nearly every country, a special function in socio-economic life. The period of economic liberalism has gone forever. This fact is decisive for the general as well as permanent character of state intervention[1]).

Its international character is a consequence of its generality. It began in the period between the two world wars, when the I.L.O. at Geneva made its contribution to the assurance of the rights of migrating labourers, rights which were laid down in a number of international conventions. In the same period, also, France began to conclude treaties in order to be able to provide for the man-power needs of the national economy. Treaties were made with Poland, Italy, Czechoslovakia, Belgium, Austria, Yugoslavia, Roumania and Greece[2]). Migration became an object for bilateral agreements, just as trade relations may also be, and it acquired also that „planned" character, which is so highly typical of international migration at the present time.

The international character of the regulation of migration has increased greatly since the last world war. One of the fruits of international co-operation has been the appearance of new organs; the I.R.O. sprung from the U.N.N.R.A. and later the I.C.E.M., an organ specialising in migration, whose task it is to carry out a programme agreed to and financed by the participating countries. The internationalisation of the activities of the so-called voluntary agencies is the obvious result of the development described above. Here also, as far as can be seen, the internationalisation will bear a permanent character.

In the development sketched above the spontaneous element in international migration has receded further and further into the background. The latter acquires unmistakable signs of social planning as can be seen for example from the fact that it is part of the task of the I.C.E.M. to help governments at their request, in the development of land settlement schemes[3]). Elsewhere also this tendency can be traced: in 1948 the Population Commission of the U.N.O. authorized a study on elements of immigration policy. There port is intended to enumerate and discuss demographic, economic, social, cultural, health and other problems requiring consideration in the formulation and execution of immigration policy and plans. Parts of it were contributed by units of the U.N. Secretariat, the Int. Labour Office and the secretariats of the UNESCO, the World Health Organisation, the International Bank for Reconstruction and Development and the World Food and Agricultural Organisation[4]).

In my opinion, there is no need to regret this development in itself. It has indeed, taking into consideration the technical implications of colonising activities, something inevitable. More than this, however, is needed. In the very nature of the case a neutral, intergovernmental organisation like the I.C.E.M. can pay no heed to the ideological aspects of migration. In the directing and promoting of the flow of migrants this organisation is always dependent on the desires regarding migration policy, which exist in the different emigrating and immigrating countries. In the sending countries these are chiefly of an economic nature; they wish to get rid of their (so-called) excess population. In the receiving countries, power politics play a role as well as economics. In defining the extent and direction of the emigration stream, a religious criterion is completely lacking.

It is obvious that Catholics cannot remain indifferent to such a development. As a result of demographic and economic development, there is at present in Catholic countries or in Catholic regions of countries not being preponderantly Catholic, a stronger population pressure than anywhere else in Europe. For this pressure, one can find a relief, either by reconstructing the economic conditions of these areas (which are often characterized by an underdeveloped industrial and agricultural structure) or by emigration. It may be expected that the Catholic share in international migration will become larger and larger in the decades to come. Msgr. G. B. Montini taking this into consideration, says: „Hence it would indeed seem more than strange if the Catholic Church were to show no active interest in the questions of migration and left it to professedly non-Catholic or non-religious organisations as their sole concern."

The great Catholic participation in migration together with its political aspect leaves no doubt with regard to the question as to whether future developments in international migration may be left to chance, or may take place on considerations of an exclusively economical and power-political nature. *The time has come to arrive at a morally justified Catholic migration policy.*

In a variety of ways migration has an influence on

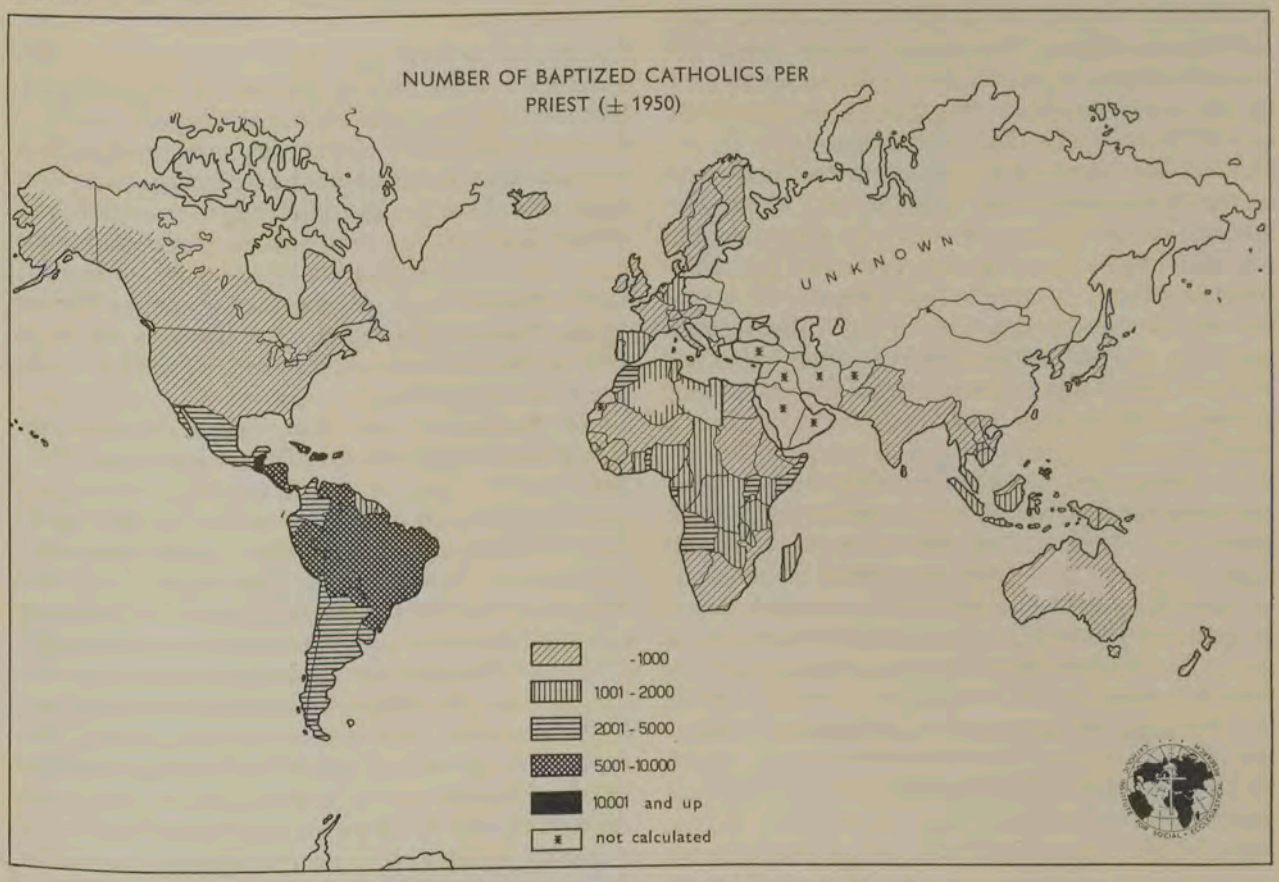
[1]) Vito, F., "Formen und ökonomische Bedeutung der Auswanderung". *Aussenwirtschaft*, Bern 1950, 5. Jahrgang. S. 44—55.
Ferenczi, I., *Kontinentale Wanderungen und die Annäherung der Völker*, Jena, 1930.

[2]) Watson, C., "Recent developments in French Immigration Policy", *Population Studies*, Vol. VI, No. 1, July 1952.

[3]) International Committee for European Migration. "International Migration. The experience and contribution of the ICEM." *World Population Conference*, E Conf. 13/32 meeting No. 10.
"In the view of the Commission, more exhaustive study was needed on the relationships between migration and population trends, in order to bring to light the longer-range factors that should be taken into account when migration policies were formulated." *Report of the Seventh Session* of the Population Commission of the United Nations (19—30 Jan. 1953), E/2359, E/CN. 9/10.

[4]) United Nations *International research on migration*. ST/SOA/18, New York, 1953, p. 3. *Elements of immigration policy*. ST/SOA/19.

FIGURE 1



Nombre de Catholiques baptisés par prêtre (± 1950)
Die Anzahl der getauften Katholiken pro Priester (± 1950)

religious life. That influence is no doubt most spectacular where the individual migrant and his nearest relations are concerned. I need not explain to you how the care of Catholic organisations should guide the migrant from the first moment that he forms the plan of leaving his familiar surroundings, until long after the moment that he has arrived in his new country. Two very competent men will speak to you on that subject to-morrow[5]). Moreover, several authors have sent in papers which deal thoroughly with the subject. I may here only express the wish that, especially now that much attention is paid by social psychological science to the process of adaptation of the migrants to their new surroundings, Catholic scientists will not remain behind in this field and especially will be willing to make a study of the problems of the adaptation of migrants to the parochial and the social-ecclesiastical life of their new country.

The feeling aroused by the fate of the individual emigrant, should not lead us away from the more sociological religious aspect of migration, viz. the influence it has on the social-ecclesiastical life of the receiving country on the one hand, the sending country on the other hand.

As Catholics we cannot remain indifferent to the influence of international migration on the spreading of the faith throughout the world. Mr. Murphy gives a striking and very up to date example in his study of the assimilation of refugee immigrants in Australia. It deals with the arrival of several hundreds of Protestant Estonians in Sydney, where they awakened to new life a hitherto languishing religious community[6]).

How often do we not hear of a similar development in Catholic parishes? The history of migration to the U.S.A. in itself gives us a excellent example. The prosperity and power of Catholicism in the U.S.A. are unimaginable without the strong Catholic immigration at about the turn of the century. The number of Catholics amounted there to about 23,000 in 1785, which is not yet 1% of the white population. In 1950 there were according to the statistics almost 30 million Catholics in the U.S.A. or 20% of the population and presumably more than 60% of the people who regularly attend church on Sundays are

[5]) The contributions in this Congress Book of Mr. G. W. Kampschöer and of Rt. Rev. Msgr. G. M. Crennan.

[6]) Murphy, H. B. M., „The assimilation of refugee immigrants in Australia". *Population Studies*, Vol. V, p. 179—206.

Catholics. Owing to immigration a vigorous Catholic community arose, an example for many older Catholic countries. The whole Catholic world has been able to see its beneficial influence after this war in the excellent work which was done for distressed humanity by American Catholics.

Besides this, attention should be drawn for example to the apostolic function of migration, which does not need to be confined to countries where there is a predominantly non-Catholic population, but which must probably be deemed of still greater importance to several almost entirely Catholic immigration countries of South America, where immigration will probably contribute to the solution of the catastrophic shortage of sacerdotal vocations, prevailing there[7]). (See Figure 1)

Will immigration be able to effect the so very necessary structural reformations within the Catholic community itself, by the formation of a middle class of farmers and small entrepreneurs which is now almost completely lacking? It appears that it is there that the principal cause must be sought for the social failure of the Church in many a Catholic diocese, where the rural population is often deprived of the indispensable minimum of religious assistance. But if this is the case, the necessity is clearly shown here for developing our own activities in planning international migration. Then in addition to the technical and economic criteria, which predominate now, religious criteria must also be applied before one can judge whether an international migration can be regarded as successful or not from a Catholic point of view. Then the task of the Catholic organisation is a wider one than merely to make a technical contribution to the development of the spiritual life and the economic success of the individual migrant before, during and after his journey. Then it is a question of being able to direct the migrants to those places and to those functions where they can make the greatest contribution towards the prosperity of the Church for the welfare of humanity.

In general one is inclined to pay too little attention to the possible influence of migration on the religious life of the sending countries. This influence may make itself felt in different ways: in the first place by the selective working of migration; do, perhaps, just the strongest or younger members of the community leave home, and if so, what influence may this have on the quality of the religious life of those who remain behind? Further, the size of the emigration can influence the vitality of parish life as there is a minimum size for each parish which is absolutely essential for its well-being. The detrimental effect of too great an exodus has been seen in many French rural dioceses in the last century. That it was not a question of emigration, but of a drift to the towns, makes no difference here.

Moreover, I hardly need mention the fact that separation from the family, which migration so often entails, can have a demoralizing effect. Where the head of the family in his new country is not in a position to save enough from his earnings to support those who have remained behind, to say nothing of paying their passage over, catastrophies are not the exception. This applies above all to the emigration to South America, both because of the extremely low wages which are paid there, as well as because of the fall in the exchange values and of difficulties in tranference of money.

Finally we must refer to the problem of the returnees. According to the Bolletino della Giunta per l'Emigrazione in 1951/53, in Italy, out of 350,000 emigrants 100,000 returned, that is 30%. For Spain and Portugal also similar high percentages were observed[8]). For the two last-named countries especially, the figures referred partly to returning seasonal migrants and partly to unsuccessful emigrants. What influence can their foreign adventure have had on their faith and what repercussions does it have on the functionning of parish life? Do demoralized returnees especially contribute to the rapid radicalization of political life in the rural districts of Italy for instance? As far as I know this is merely a hypothesis, but one which has a high degree of probability, and investigations which may lead to its verification should be begun as soon as possible.

The conclusion which, in my opinion, must be drawn from the above observations is as follows: that one may not encourage emigration where there is not a certain minimum degree of probability that it will succeed and that, in deciding the extent and composition of the flow of migration, the structure of the community from which it is drawn should be taken into consideration. If the analysis does not prove favourable, that will be a further reason for investigation into the possibility of finding other means of lessening the population pressure as e.g. agrarian reforms, a more intensive exploitation of agriculture and industrialisation. Finally, emigration must always form a part of a wider policy for the promotion of the prosperity of overpopulated territories.

In my opinion the need for framing a Catholic international migration policy is herewith amply demonstrated. The actual contents of this policy (the plan of action one might say), in so far as it concerns the international migration of Europeans, will be decided by the development of the situations on economic, demographic and political fields, as these

[7]) Rév. P. Fernando Bastos de Avila, S.J., „Immigration et problème religieux au Brésil". *C.I.C.M. Nouvelles*, Genève, 1954, No. 3—4, p. 3.

[8]) I.L.O. *Industry and Labour*. Suppl. Migration, Vol. IX, No. 8, 15. 4. 53. Figures for Italy and Spain.

will appear in the different parts of the Western world[9]).

As to the future situations which will govern migration, it is reasonably possible to say a few words. Within certain limits one of the most important elements herein, the demographic, can be calculated in advance. In order to avoid at once every chance of misunderstanding, let it be pointed out with emphasis, that such advance calculations may never be regarded as *prophecies*, but always aim at giving an insight into the developments which may be expected *under certain circumstances*. Armed with this insight, one can endeavour, either to force on a desired development by realizing the conditions under which it must arise, or to prevent an undesirable development. Advance calculations are guides to policy and that is all.

From an economic point of view, no conclusions can be drawn from a high population increase in itself, as to the desirability of migration, nor as to its possibility. There are territories where the technical and organisational development of the national economy has been able to keep pace with a rapid growth in the population, without any necessity for emigration. This has been the general picture of several national economies in Europe in the last century (e.g. the Netherlands and Belgium), and it is still to be seen in countries like the U.S.A. and Canada. Population increase must always be seen in connection with the economic structure of the country in which it takes place. In districts with a high population pressure — which makes itself felt in a high degree of structural unemployment or, especially in agricultural districts by a low labour productivity — the solution of the problems which arise out of it can be rendered more difficult by a rapid population increase. Given a knowledge of the possibilities as regards investments, technical and organisational improvements in production, willingness to cut down consumption, etc., it is possible in such cases to form an idea as to the extent to which emigration must take place in order to arrive at a healthy recovery of the economic structure within a reasonable period of time. Emigration policy in the Netherlands is based on similar demographic, social and economic analyses. On the other hand it is obvious that the natural population increase in the so-called immigration countries has an influence on the capacity for absorbing immigrants.

Demographic advance calculations, therefore, are indispensable elements in deciding the direction and extent of the flow of migration in the near future. The fact that the demographic processes (marriages, births and deaths) are so easily quantifiable and that, over long periods, they show obvious trends, enables us to make acceptable estimates concerning the future development of population.

It is much more difficult to form an idea as to the economic and political circumstances which will influence future migration. One can understand their significance best by comparing the present phase of international migration with that of last century and by tracing the causes which have governed the quantitative developments of migration during one and a half century.

In analysing the migration figures we shall confine ourselves to tracing the flow of migration towards the U.S.A. This country is the only immigration area in the new world whose statistics do not now and then fail us badly. The registration of immigrants dates from 1819 and, although especially in the early period, it shows some defects, still the figures may be considered trustworthy[10]).

Table I. **United States of America. Number of immigrants 1801—1950.** (in thousands)

	N.W. Europe[11])	S.E. Europe	Total from Europe	Total
1801—1810	—	—	—	70
1811—1820	—	—	—	140
1821—1830	103	4	107	152
1831—1840	490	6	496	599
1841—1850	1592	6	1598	1713
1851—1860	2432	21	2453	2598
1861—1870	2031	34	2065	2315
1871—1880	2070	202	2272	2812
1881—1890	3779	958	4737	5247
1891—1900	1643	1915	3559	3688
1901—1910	1910	6226	8136	8795
1911—1920	997	3379	4377	5736
1921—1930	1284	1194	2478	4107
1931—1940	199	149	348	528
1941—1950	—	—	—	1169
1801—1950	—	—	—	39.669

[11]) Ireland, England, Scotland, Wales, Belgium, Denmark, France, Germany, the Netherlands, Norway, Sweden, Switzerland.

One gains a good idea of the defects of migration statistics when one realizes that, even in our own days, a modern country such as Canada, which has

[9]) The restriction of my analysis to the migration of Europeans finds its justification mainly in the magnitude of the wider problems of world population and emigration, which do not permit of treatment in a talk of one hour. I do not make this restrictlon on principle. A complete avoidance of Asiatic and African population and migration problems has indeed appeared impossible as you will soon notice; without doubt they will come up for discussion in the working groups.

[10]) The significance of the U.S.A. as immigration territory in the latter half of last century appears from the following figures. The net immigration from overseas between 1850 and 1900 is estimated as follows:

United States	13,500,000
Canada	1,500,000
Brazil	1,500,000
Argentina	1,100,000
Australia	700,000
New Zealand	300,000

The U.S.A. absorbed during this period nearly 70% of the whole flow of emigration from Europe.

at its disposal extremely trustworthy immigration statistics, is unable to produce any figures as regards emigration, so that it is not possible to calculate the net immigration surplus. The considerable migration to South America is only imperfectly registered there. If one also remembers that there is often great uncertainty as to definitions[12]) — what is understood by permanent immigration and what by temporary, and how this must be registered on entering the country — then one can easily realize that, especially in making a historical survey, one has frequently to rely on estimates which often have a fairly wide margin of uncertainty. This applies especially to the earlier periods as regards e.g. immigration in the first half of the 19th century.

The enormous dimensions which migration assumed in the last century are the result of a combination of circumstances which may in truth be termed unique, in the sense that, humanly speaking, they will never occur again.

In about 1800 Europe is in the initial stage of a „demographic revolution", which will result in an enormous increase in population, caused on the one hand by a decline in mortality, which starting in England in the 18th century, extended all over Europe and which has not yet come to an end to-day; on the other hand by a fertility, which for a long time remains on the high level of the 18th century and in some countries at first even shows an increase. When, after the middle of the last century the second stage of this „demographic revolution" starts with a decline in fertility, this fall is hardly or not at all able to keep pace with the still rapidly declining mortality, so that the rate of growth of the population is able to hold its own practically unaltered for many decades.

This development did not start everywhere at the same time in Europe; it began in the north-west of our continent and extended to the middle, the East and the South of Europe with a difference in time of sometimes more than 50 years. Only the development of France shows a different picture, but lack of time does not permit me to deal with this phenomenon. For the explanation of the movement of the birth rate it will be sufficient to remark here, that the original increase, which appears very strongly especially in England, found its origin in the political and socio-economic changes in structure, which took place everywhere in Europe in the last century, (somewhat earlier in the west and somewhat later elsewhere) and which eliminated the social mechanism that hitherto kept the population growth at a comparatively low level. In former centuries marriages took place less frequently and at a later age than in the 19th century and ours. This means, that in the 19th century there were more marriages, which, because they were formed at an early age in a period when birthcontrol was not yet thought of in marriage, produced more children on an average per marriage.

The result of the divergent developments of birth- and death-rates appears from the acceleration of the population growth. Between 1650 and 1750 the population of Europe increased from about 103 million to 144 million. The mean annual rate of increase in that century amounted to 3.4‰. Between 1750 and 1850 the population increased from 144 to 274 million persons and the annual rate of increase amounted to 6.4‰, which is almost twice as much as the century before. The rate of increase reached its maximum by the end of the 19th century with 8.7‰ per year. When considering this figure one should bear in mind that in that period an emigration from Europe of millions of people was taking place. Without this emigration the annual rate of increase would presumably have been considerably above 10‰.

In the 19th century and in the beginning of the 20th, emigration acted as an important exhaust valve for the population pressure. The emigrant chiefly came from the countryside, where the small holding was ruined as a result of the agrarian reforms, which had already started in the 18th century in England, expanding over a large part of the continent in the 19th century, and which brought an end to a centuries old socio-economic structure as well as out of date methods of production. The small farmers were threatened with pauperization. Home industries had to disappear when the manufacturing industry began to develop. In this period the drift to the towns began to assume large proportions. The decrease in population, which was the result in many a country district, brought also the non-agrarian trades into difficulties and also many of these left the country. Part of the countrymen who were threatened with pauperization risked the voyage across the ocean. The movement proceeded in fits and starts and was mostly preceded by local disasters: the famines in Ireland and in Norway at the end of the forties, the cholera in Italy in 1887. Moreover, sometimes political and religious factors played a role in Ireland, Germany and in the Netherlands. However, in the background there is everywhere the changing socio-economic structure and the increasing population pressure[13]).

A unique historical and geographical situation on the other side of the Atlantic Ocean facilitated migration. The U.S.A. had gained their independence by the end of the 18th century and were fully aware

[12]) United Nations. *Problems of Migration Statistics* Population Studies, No. 5, New York 1949, ST/SOA/Series A/5. United Nations *International Migration Statistics*, New York, 1953, ST/STAT/Ser. M 20.

[13]) Mackenroth, G., *Bevölkerungslehre: Theorie, Soziologie und Statistik der Bevölkerung.* Berlin 1953.

of the importance of the size of the population as an element of political power. For more than a century and a quarter without interruption practically, no obstacles were placed in the way of a very extensive immigration from Europe. The new state had the disposal of enormous reserves for agriculture of very suitable, almost uninhabited territories. The migration to America, preceded by socio-economic changes in structure in Europe, was favoured by the political and geographical situation overseas.

An indispensable link in this development is formed by the rise of steamshipping, which could transport the emigrants more safely, quickly and cheaply and by the activities of the shipping agents who, with arguments true and false, persuaded the migrants to emigrate. To this was added, in course of time, the well-known and ever more widely spreading psychological effect of the letters of pioneers to friends and acquaintances who had remained behind in the old country.

Above all, let us not underestimate the propaganda made by the shipping companies: when, as a consequence of changes in the economic and demographic structure, the willingness to emigrate in the countries of North-West Europe began to grow less, they shifted their activities to South and East Europe. They were the extremely effective — though not very scrupulous — instrument which released the exhaust valve of emigration in the remoter, overpopulated rural districts[14]).

Here we have mentioned already one of the factors which led to a lessening in the urge to emigrate in the countries of North-West Europe. In England and Germany — in the middle of last century still the most important emigrating countries of Europe — heavy industry developed rapidly and, thanks to the improving welfare of the town workers, began to attract more and more workers from the country. At the same time it became increasingly difficult for the immigrant in America to make a living as a farmer: most farmlands, and those the best, were already occupied in about 1880, so that a powerful motive to emigration, viz. the wish to continue in the occupation of their forefathers, began to lose its effect.

Besides the old areas of expulsion, at about the turn of the century new ones came into effect and changed the composition of the flow of immigrants. (See Table I). In the years 1881—1890 about 4 million immigrants from North and West Europe entered the U.S.A., while from South and East Europe came somewhat less than 1 million. In the period 1901—1910 the number from North-West Europe was reduced by half, but the number from South and East Europe was more than six times as great. In the years 1881—1890 the share of the North-West countries in American immigration from Europe amounted to about 80%. Between 1901—1910 this percentage fell to 20%. The total migration to America, however, increased. With 8 million persons in 1901—1910 it reached its peak. In the period 1905—1914 emigration to all the overseas territories together (U.S.A., Canada, Australia etc.) was considerably larger. It amounted to about 14 million persons. During the war, for obvious reasons, emigration from Europe was at a standstill. After a brief and strong revival of the movement in the years directly after the war, the restrictive policy of the U.S.A. was developed in the early twenties, and the number of emigrants from Europe grew rapidly less.

The history of American restrictive policy is long and complicated. I will pass it over and will mention only the most important elements which are to be distinguished. These are partly of a qualitative (or better, discriminating) nature, and partly quantitative.

They are discriminating in so far as the change in the composition of the flow of migrants was one of the important reasons for the disappearance of free migration. Already in the 1880's a discriminating law had been passed against the immigration from China[15]). Chinese immigration in the 1860's and 1870's had been restricted almost exclusively to the Pacific coast states but had called forth violent opposition there. In 1907 a gentleman's agreement was concluded with Japan, in which Japan agreed to hold her subjects back from emigrating to the U.S.A. In 1917 the laws against the immigration of Asiatics were extended still further. Immigration from Europe, however, remained practically free till the 1920's. (See Figure 2)

The immigrants from South and East Europe differed considerably in language and customs from those who originated from the historical emigration countries along the North Sea. They were, moreover, for the most part Catholic, a religion which in the old colonist population of Protestant English origin was considered as reprehensible as dangerous. Already in the middle of last century the high Irish immigration had called forth reactions which, however, were of a transitory nature. Towards the end of the 19th century the objections rose afresh. They were nourished by racial theories which stamped immigrants of South and East European origin as biologically and morally inferior. „The new immigration," says Madison Grant in his pseudo-scientific best-seller, *The Passing of the Great Race*, "contained a large and increasing number of the weak, the broken and the mentally crippled of all

[14]) Citroen, H. A., *European Emigration Overseas, Past and Future*. Publications of the Research Group for European Migration Problems II. The Hague 1951.

[15]) Reappraissing our immigration policy. *The Annals of the American Academy of Political and Social Science*. Philadelphia, March, 1949.

races drawn from the lowest stratum of the Mediterranean basin and the Balkans, together with hordes of the wretched, submerged population of the Polish ghettos. Our jails, insane asylums and almshouses are filled with the human flotsam and the whole tone of American life, social and political has been lowered and vulgarised by them[16])." For the truth of this contention no scientific investigator has up to now been able to offer the slightest trace of proof. The statistical and methodological worthlessness of these theories, which are defended by some American authors with more passion than scientific sense of responsibility, have been quite recently shown in a summary and excellent study by Oscar Handlin[17]). These theories, however, are very tenacious and they continue to spring up here and there, in most of the great immigration countries. Irrational in origin one can certainly fight them with scientific arguments but obviously one cannot crush them.

A discriminating policy does not necessarily work restrictively at the same time. In our own times several examples can be given of legislation to encourage immigration yet which is at the same time discriminating. The immigration legislation in the U.S.A. has however an obviously quantitative restrictive character. In those who raised their voice against free immigration at about the turn of the century in the U.S. the motives for restricting the numbers are easily recognisable.

So long as the immigrants to America in the middle and second half of the 19th century found their way to the land, they were welcomed as fellow pioneers by those who went there before them. Their arrival speeded up the opening of remote territories. The increasing density of population contributed to the improvement of the road system and to the lowering of the cost of transport. When, however, in a later phase of immigration, hundreds of thousands of immigrants had to be absorbed by the towns, the mood changed. Their arrival gave rise to unrest among the organised workers, who feared a weakening of their organisation, depression of wages and unemployment. We touch here on one of the most fundamental problems, which also to-day keeps opinions divided and will without doubt continue to do so in the future. The tradesunions in immigration countries are almost without exception opposed to immigration and form one of the most important obstacles to the development of a sound migration policy. In our modern society these trades unions have tremendous power. Governments cannot be formed without their co-operation; social economic policy cannot be carried out without their agreement[18]).

As far as concerns the U.S.A. at the beginning of this century: the yearly arrival of hundreds of thousands of newcomers has led without doubt to a depression of the wage level. In the long run, however, extensive immigration must have worked rather to the advantage than to the disadvantage of the working classes already there. It has contributed to the expansion of the American national economy and in an expanding society the chances of rising on the social ladder are always greater than in a stagnating society. Those already settled in the country, moreover, nearly always have an advantage over the newcomer, amongst other reasons because of their knowledge of the language, without which knowledge one can never gain a leading position in business life — and because of the system of promotion by seniority[19]). Their stronger position appears also from the fact that in periods of unemployment the latest arrivals are usually the first to be dismissed. In judging the situation in America at the beginning of this century it must, moreover, be remembered that the immigrants came, for the most part, from agricultural districts and had little or no practical schooling. They could not form the least threat to the skilled workers organised in trades unions. The only "unpleasant" characteristic by which they made themselves less popular was the great industry which they displayed, typical of all immigrants in all parts of the world. But that can hardly be considered as a drawback. High labour productivity contributes to the increase of national welfare, also amongst the workers.

The detrimental influence of immigration on the level of unemployment can no more be proved than can the supposed depression of the wage level, which at the most can only have occurred incidentally. The leaders of the trades unions too often lose sight of the fact that immigrants often end up in those occupations whose practice is avoided by the nationals as being too heavy, too dangerous or too badly paid; e.g. in road making, agriculture, mining and domestic service. Also in periods of conjunctural unemployment these branches show a remarkable capacity for absorption. The general inimical attitude of the trades unions to immigration, however, is mostly decisive for immigration policy. It gave to American legislation the quantitatively restrictive character which has already distinguished it for more than 30 years.

For the rest, it would be quite unjust to accuse the workers, only, of shortsightedness in this respect.

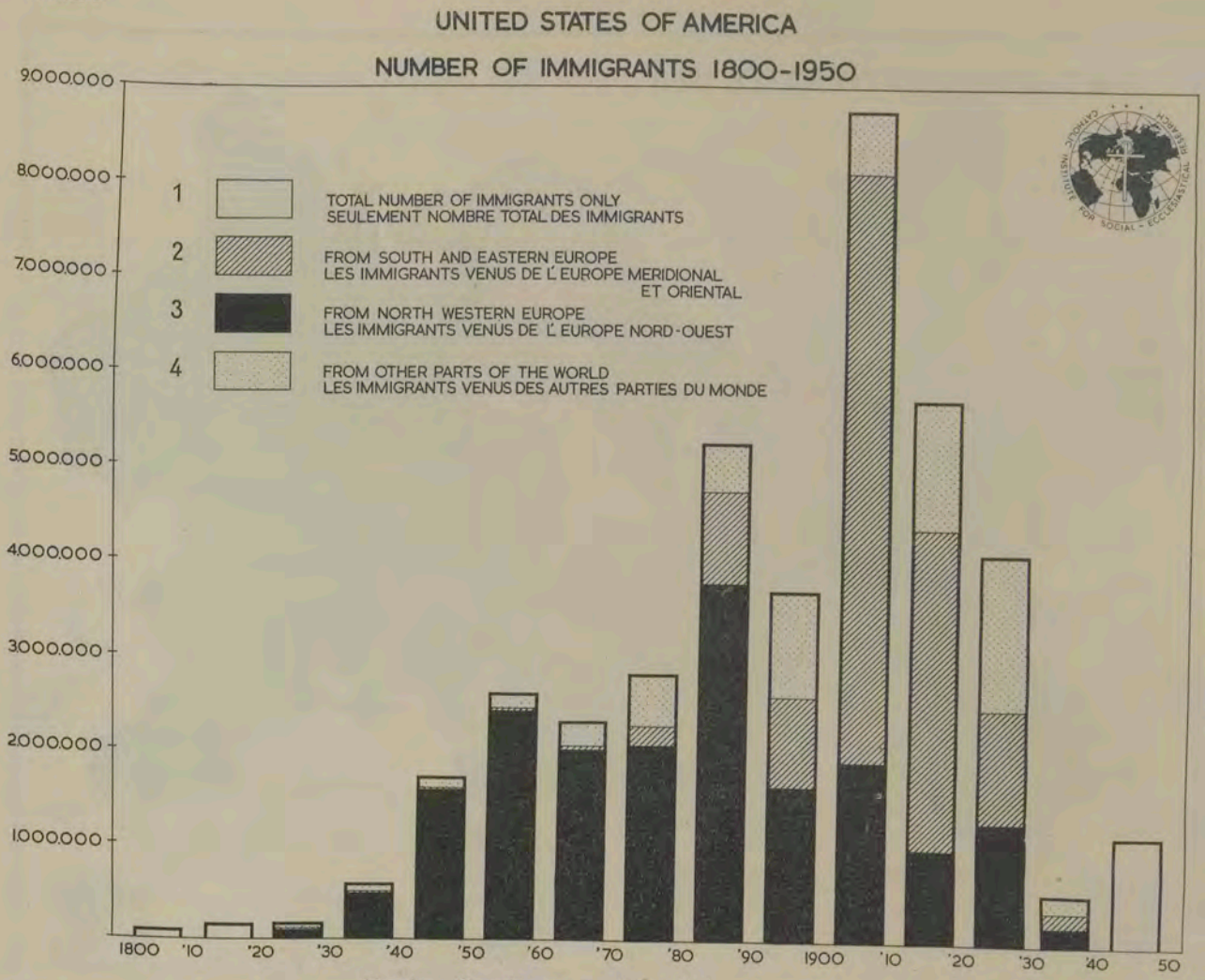
[16]) Quoted by O. Handlin. See next note.

[17]) Handlin, O., "Memorandum concerning the Background of the National-origin Quota System" Appendix to: *Hearings before the Presidents Commission on immigration and naturalization*, Washington, 1952, p. 1839—1863. Same author: *The Uprooted*, Boston, 1951.

[18]) Hersch, L., "Le problème des migrations internationales devant les organisations internationales ouvrières". *Etudes européennes de population*, Paris, 1954, p. 397—413.

[19]) *The Annals of the American Academy of Political and Social Science*, (Reappraising our Immigration Policy), Philadelphia. March 1949.

FIGURE 2



Nombre d'immigrants aux Etats-Unis, 1800-1950

Anzahl der Einwanderer in die Vereinigten Staaten, 1800-1950 (1 - nur Gesamtzahl bekannt; 2 - die Einwanderer aus Süd-Ost Europa; 3 - aus Nordwest Europa; 4 - aus anderen Teilen der Welt)

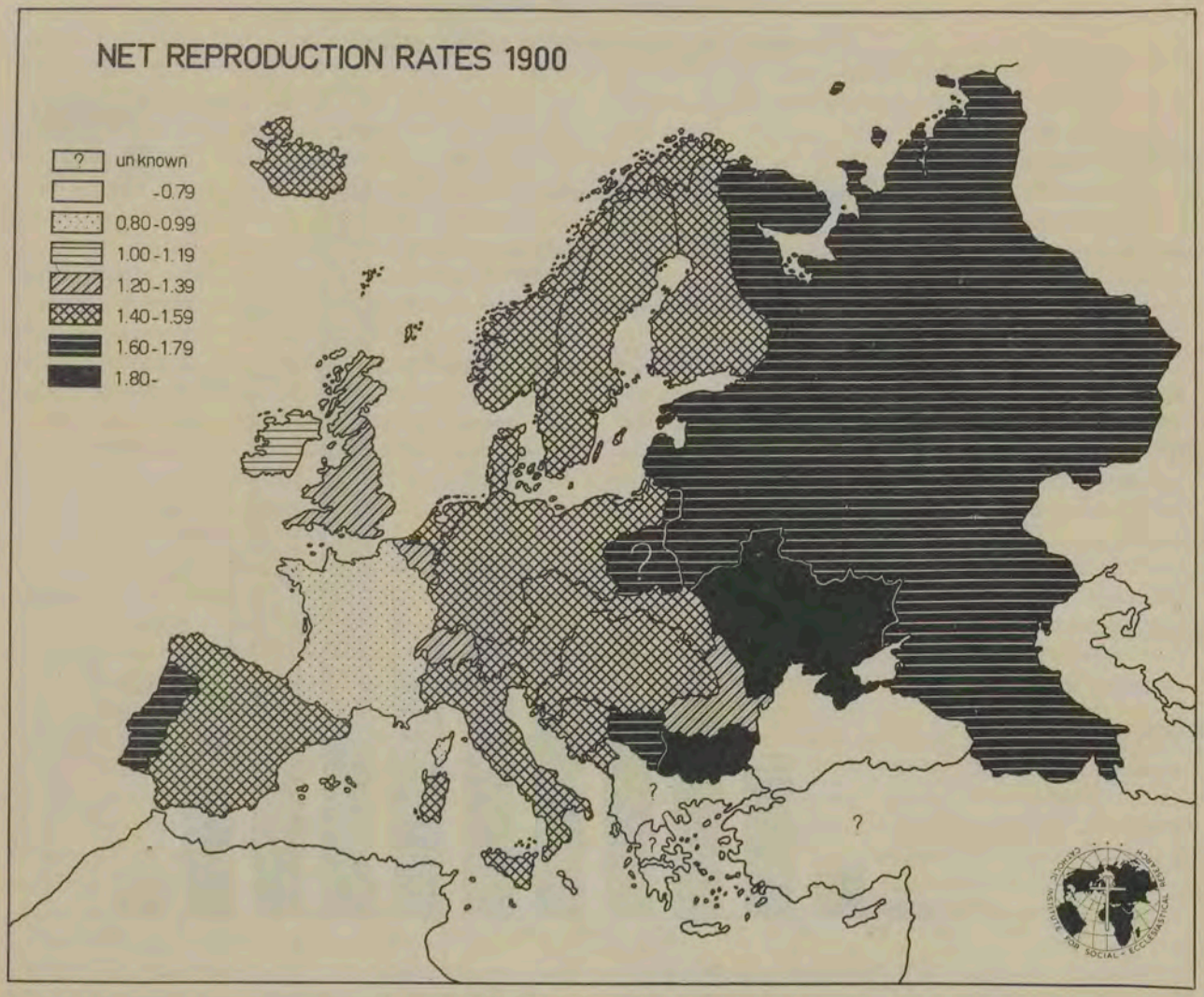
The attitude is no different amongst the followers of the liberal professions, though here the real intentions of protective policy are masked by ethical phrases.

The emigration of Europeans to other overseas territories, the British Dominions and South America, show in broad lines the same picture; quantitatively it remained far below the migration to the U.S.A. In the 1930's, under the influence of economic depression quantitative restrictive policies were introduced here also, in Canada in 1930, in Brazil and Argentina after 1932. In this period overseas emigration from Europe fell to insignificant proportions. Between 1930 and 1940 more foreigners left the U.S.A. than entered it and for the first time in their history the U.S.A. had to book net migration loss. The period of the great migration had become history.

It would not be right to seek the causes of the decline of international migration in the period between the two world wars only in the receiving countries. Political, social and demographic changes in structure in Europe itself, also play a part. The Treaty of Versailles created some fourteen new European states and increased the national frontiers by more than 11,000 km[20]). This political development had a great influence on migration, both within Europe and overseas. National tensions always stimulate migration restrictions either because the receiving countries fear the rise of national minorities or the strengthening of existing minorities, or because the countries where emigration would be desirable for economic reasons, think to find the best guarantee for maintaining independence or achieving imperialistic aims, in increasing their population numbers. By means of a conscious cultural policy among

[20]) Ferenczi, I., op. cit.

FIGURE 3



Taux nets de reproduction 1900 — Netto Reproduktionsziffer 1900

emigrants they endeavour to preserve their fellow countrymen for the homeland[21]).

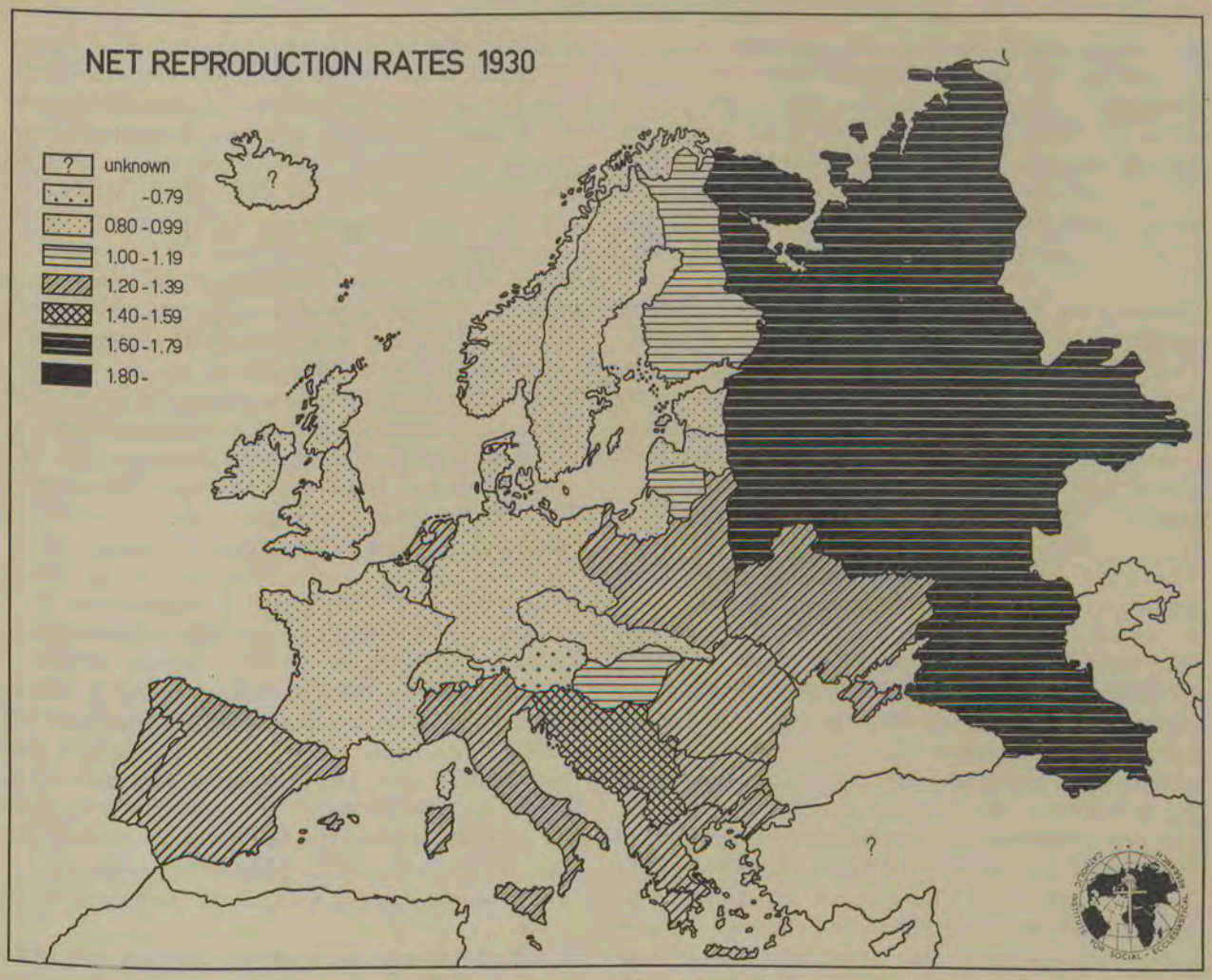
Polish miners, who under an agreement between the Polish and French governments were sent to work in France, were housed in Northern French villages, which soon assumed a Slavic appearance. This favoured the national propaganda of the "Opieka Polska" (the Polish Protection), an agency which pursued social and religious aims. This organisation took care of librairies, camps and cantines. These Poles were allowed to run their own schools in which half the lessons could be given in the Polish language. The new Polish nationalism prevented assimilation almost completely. When, in 1946, the Polish government, anxious to compensate as much as possible the losses of manpower suffered as a result of the war, recalled Polish emigrants to their native country, 17,000 Poles returned to Poland with their families in the same year. The call was repeated every year, so that in 1950 about 63,000 people had left France. With the other Slavic groups the French had the same experience[22]).

The assimilation of the Slavs was no doubt handicapped by the great difference in language, ways of living, and religious morals (the latter in spite of the fact, that the Poles were Catholics). This was not the case with the Italians; they bear a stronger resemblance to the French. However, here also, assimilation was opposed by the Italian government, especially after 1926, when the Fascists came to power. "Restrictions were imposed on families who wished to join a man working abroad; young men were forced under threat of losing their citizenship to return home to perform their military service; inexpensive or free vacation trips to the mother country were arranged for the children of emigrants; pregnant women were urged to return home for their confinements; and women working in France

[21]) Ferenczi, I., op. cit.

[22]) Watson, C., op. cit.

FIGURE 4



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outside their homes were provided with free nursery schools and creches staffed by Italian speaking teachers and nurses[23]." Germany developed a similar activity in South America.

One need not be surprised at the reactions in the receiving countries. In Brazil, e.g., one thing and another has led to a strict legislation with regard to the cultural activities among foreigners, owing to which also the pastoral care among immigrants is jeopardized. It need hardly be demonstrated that this tense nationalism is one of the most important factors, which in the future may also stand in the way of the development of a sound migration policy[24]).

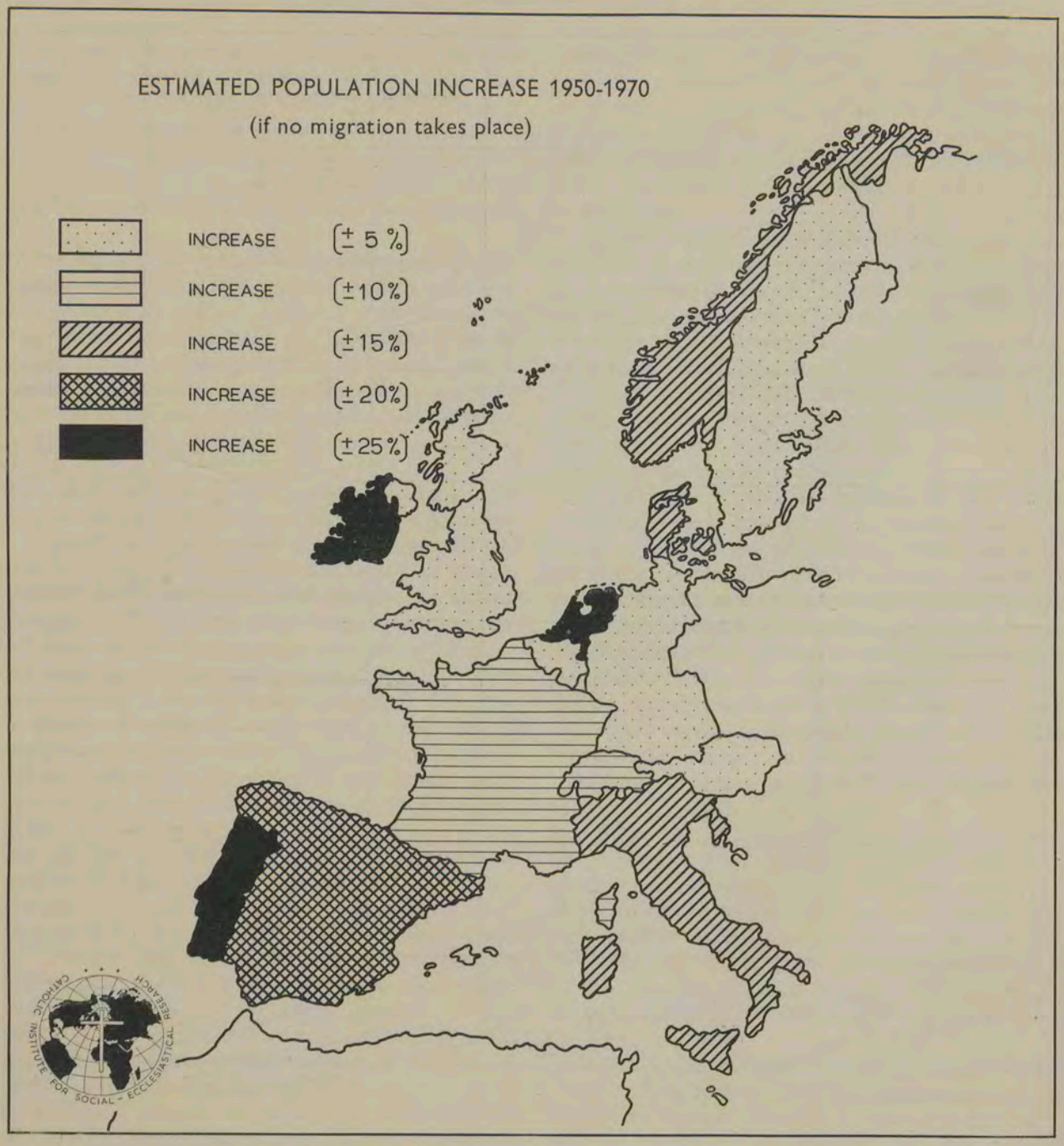
Besides this hypertrophic nationalism the social character of the modern state should be mentioned as a factor of obstruction to migration[25]). The migration of the 19th century was a migration of paupers or of people who were threatened with pauperization. Millions of migrants were compelled to leave the country because of severe hunger. The pauper has now disappeared practically everywhere from Western Europe, and hunger has become a relative meaning there. The social state protects the economically weak. The right to work has been recognised as a fundamental human right and in most Western European countries a full employment policy is pursued. Although the state cannot guarantee work to every subject, yet by means of an often extensive system of social laws it does guarantee a minimum welfare in the form of benefits in the cause of unemployment and illness. In addition to this, there are the forms of collective prosperity:

[23]) Watson, C., op. cit.

[24]) Rocheau, P., „Emigration et assimilation" I.C.M.C. *Nouvelles*, Genève 3e année, No. 3—4, Genève, 1954.

[25]) Laroque, P., „Les conventions internationales de sécurité sociale et les migrations intra-européennes". Centre européen d'études de population. *Etudes européennes de population*. Paris, 1954, p. 374—379.

FIGURE 6

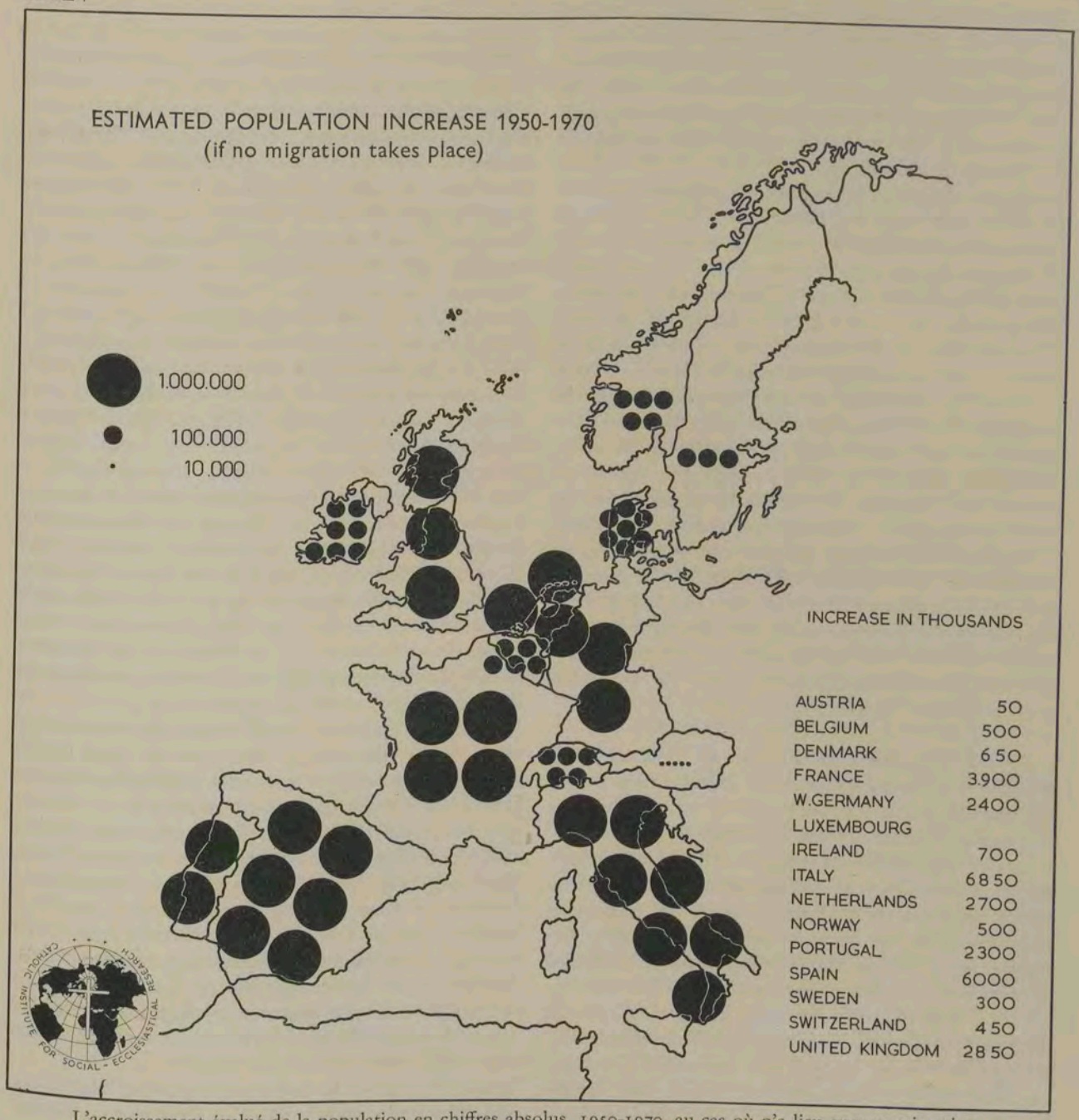


L'accroissement évalué de la population en pourcentages, 1950-1970, au cas où n'a lieu aucune migration
Der geschätzte Bevölkerungszuwachs in Prozentzahlen, 1950-1970, wenn keine Wanderungsbewegung stattfindet

Austria. Nearly all the remaining West and South European countries are still in the stage where the death rate is approaching stability (sometimes this process is further advanced in one country than in another) and of a fairly high, though falling, birth-rate. (See Figure 5)

In Italy especially, which is in a state of great political and economic unrest, the decline in the birth rate will be very sharp. The experts of that country are of opinion that in about 1970 Italy will also have joined the above mentioned countries and that the population will have become almost stationary. In how far this expectation is under the influence of the bad economic situation too pessimistic, I am unable to judge. Spain, Portugal, Ireland and the Netherlands, it is expected, will still have relatively high birth rates in 1970 Denmark and Norway, according to the opinion of experts will, in

FIGURE 7



L'accroissement évalué de la population en chiffres absolus, 1950-1970, au cas où n'a lieu aucune migration
Der geschätzte Bevölkerungszuwachs in absoluten Zahlen, 1950-1970, wenn keine Wanderungsbewegung stattfindet

the next 20 years, take an intermediate place; but here, in my opinion, the expectations are somewhat too high.

The result of this development must be that, not counting the influence of a possible international migration, most of the great European countries can expect only an insignificant increase in population in the immediate future. Some smaller countries only will still be able to register a fairly high increase in population. In the next map, these expectations may be found in greater detail. (See Figure 6)

An increase of, at the most, 5 % is to be expected in England, Sweden, Germany and Austria in the next twenty years. Thanks to her fairly high marriage frequency France with 10 % contrasts here favourably. For Switzerland also an increase of 10 % is expected. In Norway, Denmark and Italy an increase of about 15 % in twenty years is expected, in Spain an increase of 20 %. In Ireland, The Netherlands and Portugal a relatively sharp increase of 25 % may be expected, if no emigration takes place.

In the whole of Western Europe the population will increase by about 30 millions in the next 20 years. This absolute figure may appear to you impressive;

relatively this increase is very modest. It means about 11% in 20 years. The mean annual rate of increase will lie in the neighbourhood of 5‰ and, at the end of the period, it will undoubtedly be lower. In Figure 7 you will find this increase (again not counting emigration) given in absolute figures for the separate countries.

The greatest increase takes place in Catholic countries. In Spain and Italy the combined populations will increase by 13 millions; that is already nearly half of the total increase of Western Europe. In addition come 2,300,000 in Portugal and 1,700,000 in Ireland. We estimate the increase of Catholics in Western Germany and the Netherlands together at 50% of the total increase in those countries that is at 2,500,000 persons. The Catholic growth then, in the above mentioned countries, amounts altogether to 20,000,000 or two thirds of the total Western European increase. If we include the whole of France and Belgium in the Catholic countries — which is certainly, however, too optimistic — and if we take into account the Catholic population of Switzerland, then the Catholic share of the increase rises to three quarters. Between two thirds and three quarters of the increase comes thus to the reckoning of the Catholics. The European population problem, therefore, has become largely a Catholic problem. The emigration problem equally so.

I do not suppose that any of my listeners will imagine that the total calculated increase in population should leave Europe[29]). This would, from a demographic point of view, be extremely undesirable. Consider the very unfavourable influence, socially and economically, that such an extensive emigration would have on the age structure of the remaining population. If one were to remove altogether, by means of emigration, the population pressure caused by population increase, one would rob the community of one of the most powerful impulses which can lead to technical and organizational developments. Eire knows only too well the economic disadvantages of an intense emigration, which has already lasted more than a hundred years and she is seeking means to prevent her nationals from leaving the country. The stagnating population growth in France is considered by experts to be one of the chief causes of the weakness of French national economy.

Without a detailed economic and sociological investigation, including every country, as we have already pointed out, it is not possible to estimate what is the desirable size of a future emigration from the results of demographic advance calculations only. Some papers on this subject have been submitted at the Population Conference at Rome in which estimates as to the desired emigration are made, based on the present economic and demographic circumstances. Developments over a long period are here not taken into consideration[30]). The results of the advance calculations given above, allow one at any rate to form some idea of the size of international migration in the future. The population of Austria is stationary, neither increasing, nor decreasing. The slight increase in such countries as Belgium, England, France, Sweden and Switzerland do not lead to such heavy population pressure that they must find a way out by means of an emigration of any significance; this is also the case in Western Germany unless a sharp increase in the stream of refugees eventually takes place. In all the above mentioned countries together the mean annual increase will fall again to 3‰ a year, that is to below the level of the population growth of Europe between 1650 and 1750, before the demographic revolution began; the increase in Denmark and Norway is indeed of relative but not of absolute significance. The same can be said with even more justice of Ireland. Emigration in Ireland has of late been directed above all to England and from a sociological standpoint bears the character of a short distance migration within the country.

Taking into account the lack of natural resources and their great population density, the population increase of only a few countries of Western Europe is of such dimension that a lessening of the demographic population pressure by means of emigration can be considered desirable. These are Italy, Spain, Portugal and the Netherlands. The population increase of these countries is estimated at nearly 18 million people in the next twenty years. The combined annual rate of increase amounts to 8.6‰. In that period the emigration of 12 million persons would have to take place from these countries, for them to reach the same low rate of increase as the rest of Western Europe i.e. 3‰.

Bearing in mind the influence migration has on age structure and remembering also what was said above with regard to population increase as an impetus for economic progress an emigration of this size seems to be the *maximum* that is permissible. Even when taking into account the existing structural unemployment (the total population hit by unemployment is estimated at the most at 5 million persons, dependents included) as well as the possibility that agrarian reforms, especially, may render a proportion of the rural population superfluous, it appears to us that an emigration from the countries in question may not be larger than was estimated above, that is to say an average of *at most* 600,000 persons annually. The majority of those to be considered for emigration — according to our estimate 90% —

[29]) Angelopoulos, A., "L'émigration constitue-t-elle la solution du problème démographique?" *Etudes européennes de population*. Paris, 1954, p. 414—416.

[30]) Papers of Meeting 10 of the Pop. Conf. Rome '54.

will be Catholics. The I.C.M.C. will not be able to complain of lack of work.

Compared with the numbers who left Europe in the period of free migration, the maximum calculated here is modest. In the last years before the first world war some times more than 1,500,000 emigrants crossed the ocean in a year. Technically a number such as we have estimated above can create no special problems. The question which arises now is: are receiving countries to be found for such an emigration either in Europe or overseas?

There is one reason why *intra-European* migration should be preferred to overseas migration. For some decades Russia has pursued a policy to raise the birth rate, which policy is based on economic and power political considerations. All emigration to countries outside the Soviet Union is forbidden, as being in conflict with this population policy. Since the Iron Curtain divided East Europe from the West, this policy has also been developed in the countries of Eastern Europe. In general demographers are of the opinion that the rate of growth of the population in East Europe lies somewhat higher than in the West. That it is lower is not likely. However that may be, since all emigration is forbidden in Eastern Europe, overseas emigration from Western Europe must lead to a relative weakening of the position here. For political reasons this does not seem very desirable. To prevent misunderstanding let me here say most emphatically, that I am not in favour of a direct birth promoting population policy (the moral principles of such a policy seem to me doubtful). I am, however, of opinion that because of the demographic development which may be expected in Eastern Europe, preference must be given to an intra-European migration, which would result in a strengthening of the economic and political position of Western Europe. Indeed, it must be, as far as possible, encouraged. I will therefore devote first a few words to the possibility of intra-European migration.

42 Million Frenchmen have at their disposal a territory of over 550,000 km². That is, a density of scarcely 77 persons per km². Let us compare these figures with those of Western Germany. There can be no question about Western Germany's ability to give the 49 million people who live there, a reasonable existence. The contributions of the experts at the Population Conference at Rome and at this Congress at Breda, are united in their opinion on this point. Now the population of Western Germany is nearly 20% greater than that of France, while its area does not amount to 40% of France. As against the French density of 77 persons per km² we have in Western Germany 200 persons per km². Considering the natural wealth of the French soil and sub-soil, considering too the French climate and splendid geographical position, immigration of millions and yet more millions must be possible. In so far as I have been able to find out all French demographers are of this opinion. Mr. Vincent proposed that one and a half million aliens should be permitted to enter France between 1947 and 1951, and that these should bring with them c. 1.3 million children under the age of fifteen[31]). This implied an annual immigration of 300,000 adults, 125,000 of whom would be women between the ages of 26 and 30. *Social barriers, not natural ones prevented this taking place.*

For the heavily overpopulated Dutch agricultural districts in especial, France seems to be the obvious immigration field, as one glance at Figure 8 will show. The stream of thousands of Dutch emigrant farmers, however, flows not to France, but to Canada and Australia. Social obstacles prevent the development of emigration in that direction, which from the point of view of West-European population policy must be thought the most desirable[32]). So long as French statesmen, against the advice of their experts, continue to judge the desirability of immigration by the situation of the labour market only and lose sight of the economic and demographic aspects a large migration to France cannot be expected. Should the mood change in France as a result of well planned propaganda, an eventual immigration might assume large proportions.

Let us choose two examples of Western countries which have shown a vigorous population growth in recent years without this hindering their increasing prosperity. Between 1900 and 1950 the Dutch population increased by on an average 15‰ annually, (entirely due to a natural surplus).

For Canada the rate of increase in the period 1901—1951 amounted to 19‰ annually (due to natural and immigration surplus). In the great western immigration countries overseas a rate of increase of 20‰ is now considered economically acceptable[33]). When we take into account that France will have a mean annual birth surplus of 5‰ per year in the next 20 years, then the numbers quoted here show that there should be a very wide margin in France for a prolonged migration surplus. With a migration surplus of 10‰ the population growth would not make exceptional demands upon the organisational

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31) Vincent, P., "Vieillissement de la Population: Retraites et Immigration" *Population*, vol. II, 1946, p. 237.

32) Groenman, S., and E. W. Hofstee, "Chances de succès d'une émigration hollandaise à l'intérieur de l'Europe". *Etudes européennes de population*, p. 266—276.
Lannes, X., *L'immigration en France depuis 1945* (R.E.M.P.) The Hague 1953.
Girard, A., and J. Stoetzel. *Francais et Immigrés. L'attitude Francaise, L'Adaptation des Italiens et des Polonais.* I.N.E.D. cahier No. 19, Paris, 1953

33) Isaac, J., "International Migration and European Population Trends", *International Labour Review*, Vol. LXVI, 1952, No. 3.
Belshaw, H., "Immigration: Problems and Policies". Repr. from *New Zealand Financial Times*, Wellington, 1952.

and technical ingenuity of the French people. In that case more than 8 million people could find a second fatherland in France in a period of 20 years. When we take into account the fact that these people will also take part in procreation, I estimate that with such an immigration the French population would amount to nearly 55 million persons in about 1970. The population will then be about as large as that of Western Germany, but the density will only be half as high. With this the problem of European excess populations would find the solution for a great part by means of intra-European migration. This immigration would have to come from Italy, Spain, Portugal and the Netherlands.

Here, in my opinion, is an urgent task for the I.C.M.C. namely to help to improve the psychological climate in France and in the sending countries, by creating guarantees against a hypertrophic nationalism of the sending countries, which might prevent assimilation of immigrants and thus helping to remove French xenophobia. No organisation is in a better position to do that, than is this Catholic organisation on account of its Christian and supranational character.

I shall not mention the numerous technical details of scientific and practical preparation of such an immigration programme. These problems will no doubt be brought up for discussion in the respective working group. Nor shall I venture to judge of the chances of success which a large scale immigration project will have in France. Whoever avoids a great work through fear of the exertions involved, neglects a human duty. Mr. Lamesfeld, colonization leader of the Francais du Banat, gives in his contribution to this Congress the touching proof of what man can achieve, when trusting in God and working for community.

To make the picture complete I must mention that there are limited possibilities for immigration to Belgium and greater ones for immigration to England where it must serve to compensate for the emigration of British subjects stimulated and assisted by the government, to the countries of the British Commonwealth. The emigration from England — consisting mainly of non-Catholics — will hardly claimthe attention of the I.C.M.C. Immigration to England consists partly of Catholics and does demand our attention chiefly for the problem of the pastoral care and of the religious integration of Catholic immigrants in a predominantly non-Catholic country.

May these remarks be considered sufficient as far as intra-European migration is concerned.

Let us now examine briefly — for the time presses — the possibilities of an European overseas migration and make a short survey of the chief immigration countries.

The political climate in the immigration countries of the British Commonwealth is, on the whole, rather favourable for immigration on a large scale. Canada, Australia and New Zealand have pursued a vigorous immigration policy since the end of the war. As this is especially based on power political considerations it will, in my opinion bear a permanent character.

The Australian people who have at their disposal large as yet unexploited natural resources, know themselves to be demographically overshadowed by poorer nations living in their proximity and, especially since the last war, must face the possibility of being overrun in the case of the outbreak of a new world conflict. The size of the population is — seen relatively — an element of political power and migration must serve to increase this size. "Australia has been threatened with invasion, an invasion, moreover, by one of those Asiatic races, whom Australia has persistently excluded for economic if not for racial reasons. Indeed the thread of invasion by the Japanese in 1941—1942 strengthened the belief of many, that Australia must continue to exclude the Asiatic people and they argue, the obvious way to justify this „White Australia" policy to the world, is to show that Australian resources can and will be fully developed by white people[34])".

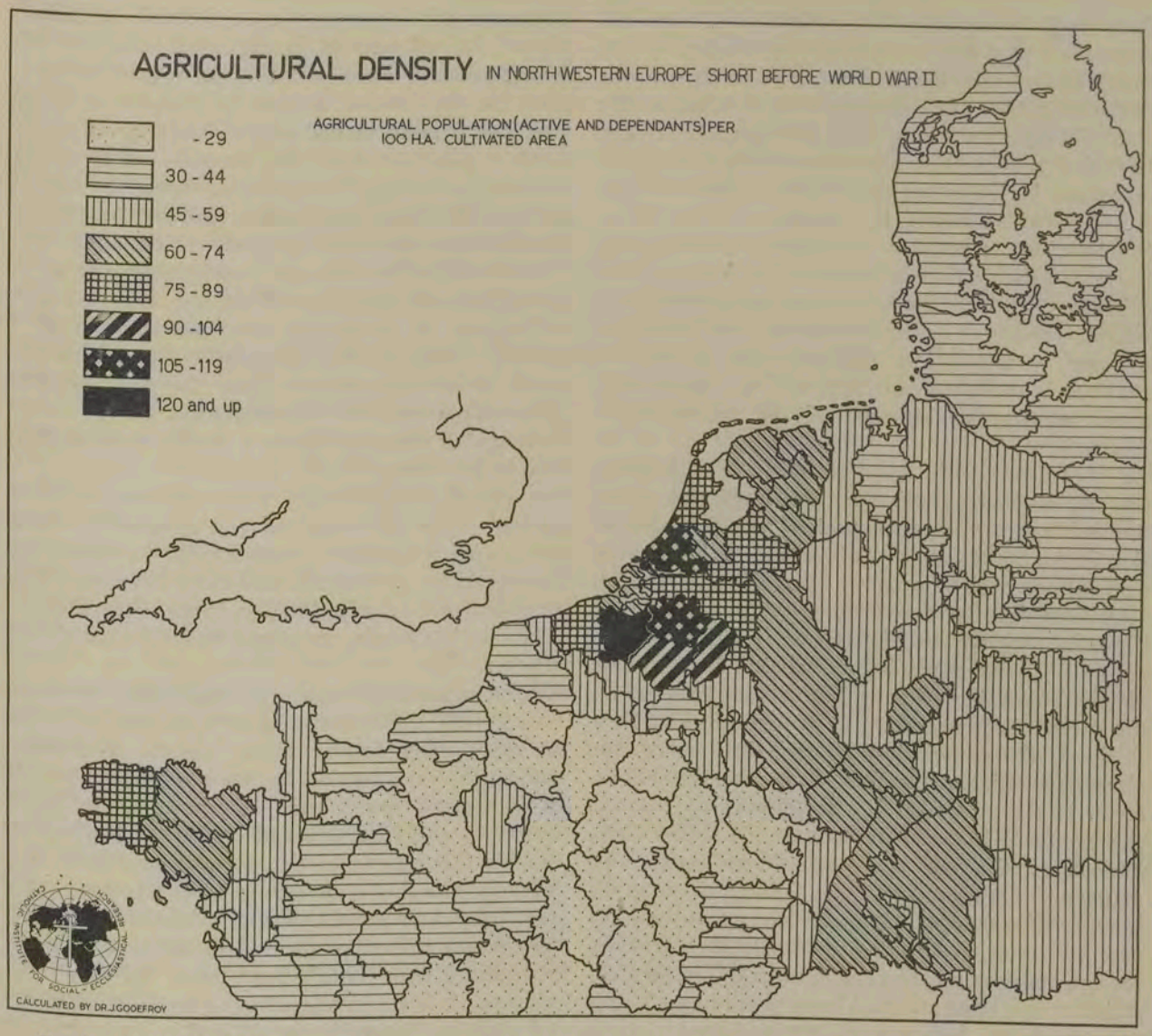
I touch here upon an ideological aspect of international migration which will undoubtedly be brought up for discussion in detail at this Congress, and which will be especially dealt with in one of the working groups. I will therefore pass over this aspect of migration here. The power political and, seen in the light of demographic development, therefore permanent character of the Australian immigration policy, is unmistakable. I think the same elements are to be found in the Canadian immigration policy.

The natural wealth of Australia seems to make an immigration of many millions possible. The rate at which this process will develop is only limited by the size of the investments which are needed for the integration of immigrants in the national economy and by the capacity of the receiving community to assimilate them.

An expert New Zealand economist considered a prolonged growth in population of more than 20‰ per year (due to natural increase and immigration surplus) detrimental to the national economy. If this limit is accepted as being correct[35]), one can, by observing the natural increase, determine the maximum admissible immigration. Nowadays this increase amounts to about 13‰ New Zealand, so that the net immigration could amount to 7‰, which is more than 10,000 persons per year, a level which is now almost reached. By an eventual decline

[34]) Borrie, W. D., *Population Trends and Policies*. A study in Australian and world demography, Sydney 1948, p. XLII.
[35]) See note 33.

FIGURE 8



Densité agricole dans l'Europe nord-ouest, peu de temps avant la deuxième guerre mondiale. La population agricole (active et inactive) par 100 ha de terre cultivée

Dichte der Agrarbevölkerung (Aktive und Nichtaktive) kurz vor dem Zweiten Weltkrieg pro 100 Ha kultivierten Bodens

in the natural increase the immigration possibilities grow greater. The maximum migration surplus could amount in the future to about 18,000 persons. The average amounts therefore to about 15,000 persons. If one accepts the above mentioned limit for Australia also, then the present immigration programme seems to go far beyond the maximum permissible. Australia has as New Zealand a natural increase of 13‰ per year. The net migration surplus should also therefore only amount to 7‰ or about 50,000 annually. In fact for many years now, it has amounted to more than double that, which in the end must lead to integration difficulties for the immigrants, unless at the same time capital import takes place.

Careful analyses of Australian fertility trends will have to give us the answer to the question as to whether one can expect in Australia — as for the great Western European countries — that within a few years the birth rate will fall to the relatively low level of the 1930's. Australia belongs namely to those countries where birth control is far advanced. The probability of a fundamental change of attitude in this respect seems, bearing in mind the high degree of urbanization and industrialization, not very great. Such a fall in the birth rate would imply a decline of the natural increase of about 5‰ which would render possible an equal increase of the net immigration surplus. It seems to me that in the long run one may not count on a migration surplus for

Australia of more than 100,000 persons (i.e. more than 12‰.); certainly not when one considers Australia's one-sided economic structure, which makes that country specially sensitive to fluctuations of the trade cycle, a circumstance which increases the risk of failure for a long term immigration project. In period of depression the trade unions, which have no where in the world so great an influence as in Australia will certainly be able to put a break on immigration, especially of industrial labourers. Extreme urbanization in Australia has resulted in a drift away from the land, whence the possibility for an immigration of European farmers. As it is just in the agrarian populations of Europe that population pressure is most strongly felt, this will promote a more regular development of the migration to Australia.

As contrasted with Australia and New Zealand, Canada has had a continually high natality, even in the 1930's, a phenomenon which finds its explanation in the ethnical and religious composition of the population, which is 43% Catholic. The French Canadians form at the moment 31% of the whole Canadian population. Canadians of British origin form 48%; the remaining population (21%) come chiefly from other parts of North West Europe. As the death rate is very low, as in Australia and New Zealand, the population increase in Canada has always been higher than that of the other dominions. Even in the period of low fertility of 1931—1940 the national increase amounted to about 12‰ annually; in the years 1946—1950 it amounted on an average to 18‰ per annum. A fall in this figure is indeed to be expected. It is not likely that the birth rate will remain at the exceptionally high level of to-day, considering the urbanization and industrialization which have assumed huge proportions in this country also[36]). A drop to the pre-war level — again supposing that in the long run the population increase will not rise above 20‰ — would give room for an annual immigration surplus of 9‰ or 126,000 persons. Before such a number can be thought justified, the birth rate must fall again sharply. It seems, therefore, sensible to count on a migration surplus of not more than 6‰, that is to say of about 90,000 persons annually. In fact, this implies a larger immigration of Europeans to Canada, as a regular emigration has taken place from Canada to the U.S.A. of Canadian-born citizens, who do not fall under the U.S. immigration restrictions. Naturally this immigration could be greater if the limit of population growth was fixed, not at 20‰ but at 25‰ or still higher. Taking into consideration the import of capital from the U.S.A. a greater absorption capacity is even not impossible.

[36]) The percentage of the urban population in Canada in 1951 amounted to 62%, in Australia (1947) 69%, in the Argentina (1947) 63%.

According to a Dutch newsbulletin the Canadian Chamber of Commerce in a recently published report, has advised an immigration policy, which would result in a population of 30 millions in 1975. That means the doubling of the population in 20 years, or a mean annual rate of increase of 35‰. Such a plan seems to me fantastic. With a net increase of 15‰ that would mean an annual immigration surplus of more than 250,000 in the beginning of the period to nearly 500,000 at the end! Such fantastic plans are continually springing up[37]). They are rather the proof of the existence of a willingness to encourage immigration than of a genuine insight into population problems. It seems to me reasonable — from the point of view of immigration and of emigration policy — to reckon with the possibility of a more limited absorption in the future.

Because of the drift away from the land, which is taking place in some of the English-speaking provincies, Canada is exceptionnally suitable for immigration of farmers and farm labourers. The "infiltration"-colonization facilitates adaptation.

There is, in Canada, moreover, room for the skilled worker.

The immigration countries of the British Commonwealth will be able to absorb without much difficulty in the coming decades about 250,000 Europeans annually. Social barriers against the immigration of white people hardly exist, except in so far as in Australia and New Zealand preference is given to British immigrants and in Canada to British and French. The French immigration to Canada is very small. By their greater cultural relationship, N.West Europeans will adapt themselves more easily in the dominions than immigrants from the South of Europe. It is to be feared that a large immigration of southern Europeans would lead in the end to the sort of restrictions with arose in America in the 1920's. America and Canada attach great importance to the "assimilability" of the immigrants. This condition, for instance, is laid down in the immigration legislation of Canada.

About the emigration possibilities to the United States, we can be brief. By reason of its natural wealth, its demographic situation and its social and economic structure, this country must, in my opinion, be judged capable of absorbing the total annual number of European immigrants — which I have estimated at max. 600,000.— without experiencing any economic or sociological disadvantages. In the years 1946—

[37]) In 1883 Seeley expressed the hope that "in no more than half a century the Englishmen beyond the sea will be equal in number to the Englishmen at home, and the total will be much more than 100 millions." His expectation has not been fulfilled because in his thoughts he could dispose of human beings who had never been born.

1950 the natural population increase amounted to about 14,5‰ per year. In the near future this figure will certainly fall again. With the assumed limit of population growth of 20‰ per year, the immigration surplus, therefore, could certainly amount to at least 5‰, which means 750,000 persons. Immigration legislation prevents immigration of such a size. The discriminating quota system, moreover, refuses admittance to immigrants originating from just those European countries where emigration is the most necessary. The quota from Italy, Spain, Portugal and the Netherlands together amounts to about 6000 immigrants a year!

The American immigration laws were violently attacked quite recently in a compelling paper published by a Presidential Commission in America[38]. It is not part of my task here, to join my word to theirs. It is, however, only fair to point out here that the U.S.A. have not forgotten their historic vocation to be a refuge for the persecuted and the stricken, and by means of additional legislation have given admission to hundreds of thousands of D.P.'s and refugees. Moreover in recent years an immigration of about 40,000 Portoricans — U.S. subjects — takes place[39]). So long as unrest continues in Europe, the support of the U.S.A. in this respect can be relied upon. This does not alter the fact that the part played by the U.S. in solving the problems of European overpopulation could be much greater than it now is. For the rest I must observe that I by no means consider it desirable that European emigration should flow exclusively, or even for the most part to the U.S.A., as in that case other territories, which need European man-power and European genius for their social, economic and cultural growth, would be thereby hindered in their development.

[38]) See note 17.

[39]) Clarence Senior „Migration and Puerto Rico's Population Problem" *The Annals of the American Academy of Political and Social Science*. Philadelphia, Jan. 1953.

If we abandon the possibility of finding a home in France for the present and expected excess population of the Southern European countries, then the most obvious solution would appear to lie in *emigration to South America*, as this continent has a great cultural affinity to the Southern European countries, which seems to promise an easy adaptation of the immigrants to their new surroundings.

Distinguished geographers have frequently studied the population capacity of the five continents[40]). Their calculations are always based on estimates of the maximum food production possible in the different geographic zones, given a general application of modern technique in agriculture and land reclamation. The present population of South America (below the Panama Canal) amounts to about 110 million persons. According to the lowest geographic estimate (made by Fischer in 1925 (see table II) the soil of that continent, if completely under cultivation, could feed 1200 million people, at a reasonable level of consumption. According to Hollstein, who in 1937 has discussed the subject in detail, this maximum number would amount to even more than four milliard, that is more than one and a half times the present total world population! In judging these figures it must be remembered that these limits, calculated by the geographers in the light of an advanced agricultural technique, would have to be pushed forward again and that technical progress has not yet come to an end.

Seen merely from a geographical and technical point of view, there must at present be plenty of room in

[40]) Hollstein, W., "Eine Bonitierung der Erde auf landwirtschaftlicher und bodenkundlicher Grundlage". *Petermanns Mitteilungen*, Erg. Helft 234 Gotha, 1937.

Maximum population estimated:

in 1890 by Ravenstein	6.0	milliard
,, 1898 ,, von Fricks	9.0	,,
,, 1912 ,, Ballod	5.6	,,
,, 1923 ,, Wagner	7.8	,,
,, 1924 ,, Penck	8.0	,,
,, 1925 ,, Fischer	6.2	,,
,, 1937 ,, Hollstein	13.3	,,

Table II. **Estimated maximum world population. According to different geographers.** (numbers in millions)

Area	Estimated max. pop. according to			Factual population ± 1950	Factual population in % of estimation of		
	Fischer	Penck	Hollstein		Fischer (2):(5) × 100	Penck (3):(5) × 100	Hollstein (4):(5) × 100
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Europe	570	—	778	550	96%	—	71%
(Eurasia)	—	(2080)	—	(1850)	—	(89)%	—
Asia	1700	—	2852	1300	77%	—	46%
Africa	1650	2320	3802	200	12%	9%	5%
North America	800	1120	1351	210	26%	19%	16%
South America	1200	2000	4060	110	9%	6%	3%
Oceania	280	480	451	12	4%	3%	3%
Total	6200	8000	13295	2382	38%	30%	18%

South America for an increase in population, and an European emigration to this continent of twelve or even fifteen million persons in the next twenty years must be possible. But the problem may not be looked at thus. Anyone who knows anything of the demographic, political and economic situation in South America will understand that these calculations of the geographers are highly academic. If I quote their figures here that is only to make clear the enormous importance of the social obstacles which stand in the way of mankind in its struggle for greater prosperity[41]). The Brazilian scientist, Jose de Castro has devoted an excellent book to this problem[42]).

In treating of the factors promoting and hindering migration may I once more begin with an analysis of the demographic situation. This analysis alone, will already, I think, make it clear why I attach only relative value to the ambitious immigration projects which seem to be „mass-produced" in South America nowadays.

If we characterised the demographic development in Europe between 1750 and 1950 with the name "*demographic revolution*" then we must call the demographic phenomenon now to be seen in Latin America, a "*demographic explosion*". In no period of the population history of mankind, has any territory known such an enormous population increase, which is almost entirely the result, moreover, of the excess of births over deaths. Latin America's population has increased between 1920 and 1950 from 91 millions to 162 millions. Net immigration to Latin America in this period is estimated at below 3.5 million persons, or less than 5% of the total population increase, and this percentage has decreased since the war. In the last thirty years the population of Latin America increased by 92%. The mean rate of increase in the 3 decades of that period amounted to 18‰, 19‰ and 21‰ respectively. There is reason to suppose that this rate of increase will be even bigger in the next ten years and will reach about 24%, which implies a doubling of the population in about thirty years. In some countries, e.g., Venezuela, the excess of births is said to be already much higher than 30‰.

The explanation for the alarming population growth here shown must be sought in the circumstance that the very high birth rates in Latin-America — in itself proceeding from the particular social economic structure of these countries, heritage of a still scarcely outlived colonial past — show only a very slight tendency to fall (Argentina, however, forms here an exception), while the influences of modern medical technique have expanded rapidly, resulting in a sharp and steady decline of the death rates.

South America consists of ten separate states with widely differing economic and social structures. It is impossible to describe it in general terms as a whole. Some countries because of their unfavourable climate or their remote position, do not come into consideration at all for a large-scale European immigration (Peru, Bolivia); in others, e.g. Venezuela the natural population increase is so great that for that reason alone a discussion of the immigration possibilities is for our purpose superfluous. In the limited time at my disposal, I will confine myself to a summary oversight of the situation in one country only, namely Brazil which, with its 55 million inhabitants alone accounts for nearly half the total population of South America, and which has an area greater than the U.S. and almost 4/5 of Europe, with great natural resources. Finally I will make some remarks on Argentina, which, while much less in extent and in number of population (17 millions) can be considered the most developed economically.

At present, of these two countries, Brazil shows the greatest population increase. Its birth rate is still exceptionally high: about 42‰ per annum as against 24‰ in Argentina and 15‰ to 18‰ in most European countries. The decline of the death-rate nowadays (± 20‰) is in full progress and it is expected that this will drop in ten years to 12—13‰, afterwards falling somewhat more slowly to 10‰ per annum. A rapid decline in the natural increase to below 20‰ per annum is now to be expected. We estimate that the population in Brazil, not counting immigration, will in the next thirty years increase from 55 million persons now to nearly 94 millions in 1985 at the very least, that is if, due to this very population growth, no social disasters occur in the form of wars, revolutions and famine[43]). For this exceptional demographic development is taking place in a country with a weak economic structure and an inefficient administration[44]).

[41]) Kingsley Davis, "The Controversial Future of the Underdeveloped areas". *World Population and Future Resources.* Proceedings of the second centennial academic conference of Northwestern University. Ed. by Paul K. Hatt. 1952: 14—24.

[42]) Castro, J. de, *Geography of Hunger*, London, 1952.

[43]) It is supposed here, that the birth rate will fall from 43‰ now to 27‰ in twenty years and do 20‰ in thirty years. This seems to be, considering the composition of the population and the very low cultural level, to be rather a too quick than a too slow decline.

[44]) As to the causes of the weak economic structure, the experts — Brazilian and foreign — leave us in no doubt. A fairly recent report of the Economic and Social Council of the U.N.O. sums up a few of them: inheritance of a colonial past, too much value is attached to the production of export crops, while food crops are neglected. „The "booms" of previous periods, based successively on precious woods, sugar, cacao, rubber and coffee, have left institutions designed to serve the foreign market. Capital is, relatively, far more scarce than man power. Therefore it demands a higher return. Rates of interest of 10, 12, 15% are not uncommon. This, plus the history of the "booms", the chances of making „big money, quickly", make financing of industry difficult with domestic capital. Possibilities of expansion for the new-comer who wants to open a new business or manufacture a new product are limited drastically by lack of adequate credit-facilities. The home market is smaller than one would expect from the

One does not need much imagination to realise what problems a sharp population increase means under such circumstances. In the last years an internal migration of great proportions has arisen[45]). In the months at about the change of the year 1951/1952, in St. Paolo alone, about 35,000 migrants per month were received in the migrants' hostel. The migration was caused on the one hand by the steadily increasing population pressure in the most thickly populated states. Besides this, other factors come into play; migration from climatically less favoured districts to those that are better situated. Industry offers the workers in the towns a better standard of life than do the plantations. In some districts, thus, the phenomenon of the drift away from the country begins to be seen, a difficulty which other young overseas countries have also to combat. In other districts a rapid concentration of the population is taking place. Towns rise out of the ground like mushrooms. Where 10 years ago was still jungle one now finds towns with 100,000 or more inhabitants. Between 1940 and 1950 the population of St. Paolo of Brazil increased by more than 60%. This town has now more than 2,000,000 inhabitants!

What possibilities for immigration can one expect in a country where hundreds and thousands migrate from one state to the other, fleeing from hunger and poverty, looking for a better existence?

There is no need to demonstrate that Brazil offers no chance at all to the unskilled labourer. If immigration is judged to be desirable — even necessary — for Brazil, that is because it is hoped, that the immigrants will fulfill a special function in the development of the country. There is a need for technical specialists to lead industry. But still greater is the need for capable, well-trained European farmers. Their colonization must act as a catalyzer in the process of social and economic development, which must release the rural population of Brazil from its poverty and, at the same time, bind it to the soil. For this purpose medium-sized, mixed stock-raising and arable farms must be formed, producing, in the first place, for the home-market. "Monoculture may render high profits during a period of economic revival, but in times of depression the whole settlement gets into trouble. The mixed farming (that is with husbandry as well as arable farming; one year crops next to remaining crops) should therefore be preferred[46])". Lack of technical and economic knowledge amongst the native population form a serious obstacle to such a development. "The settlement of Dutch colonies in the Brazilian agricultural districts" wrote the government journal *A Noite*, published in Rio de Janeiro recently, "can give a living demonstration to our workers of the economic and social order which is characteristic of the Dutch people." The same can be said with equal truth with regard to colonization by the farmers from many a too thickly populated district from the southern European countries[47]). Time will show us wether and in how far immigration of European farmers in South America will indeed have the social results that are hoped for in the circles of Brazilian social economists. Their hope alone is not sufficient to guarantee the success of European colonization.

Above all, let us not cherish too high expectations, keeping in mind the economic and political obstacles which can jeopardize the success of European colonization in Brazil. Is it not highly significant that a country which, in the opinion of experts, offers the greatest possibilities for agricultural immigration, and where colonisation projects appear to be "mass-produced", figures at the bottom of the list when it comes to effectual immigration? In the years 1950 and 1951 the net immigration from Europe is estimated as follows:

U.S.A.	400,000	persons
Australia	300,000	,,
Canada	250,000	,,
Argentina	200,000	,,
Brazil	150,000	,,
New Zealand	25,000	,,

In nearly all the above immigration countries therefore, immigration was much greater than in Brazil, only in New Zealand was net immigration lower in absolute figures. But that is a small country. Let us now look at the relative figures. The mean average annual immigration surplus amounted in the years 1950 and 1951, per thousand of the population:

in Australia	to 17‰
,, Canada	,, 9‰

size of the population, because a middle class of small trades men and farmers is lacking. The rural population lives in a state of bare self sufficiency. Over 75% of the population have practically no purchasing power". See: *Immigration in Brazil*, United Nations Economic and Social Council E/CN. 12/169/add. 1, 1 May 1950.

45) Smith, T. Lynn, *Brazil, People and Institutions*, Baton Rouge, Louisiana State Univ. Pr., 1947, p. 297
International Labour Office. *Industry and Labour*, 15 Aug. 1953, p. 22.
Moraes, M. A. de, "A reception and placement centre in Brazil", *Migration* (I.L.O.) Vol 1, No. 5, p. 13—19.

46) *The possibilities of landsettlement in planned migration.* Report edited by Dr G. O. K. Beyer, R.E.M.P., The Hague, 1953.

47) "For the judgment of the effects and of the results of a certain type of settlement, it is therefore necessary to take also into account the indirect effect of the latter: i.e. what influence it exerts on the national and the native farmers; when the immigrants introduce a new tillage or new methods of work, etc., which are more profitable and more rational, and they are taken over, at least in part, by the farmers of the country of immigration, the advantages of immigration are by far greater than those deriving from a simple success of a group of immigrants; even if the results reached by the group of immigrants should be poor or negative, their settlement has to be considered an advantageous one if it has positively changed the conditions of the native farmers of the districts." Prof. M. de Vergottini: *The possibilities of landsettlement in planned migration.* See note 46.

in New Zealand to 7‰
,, Argentina ,, 6‰
,, U.S.A. ,, 1‰
,, Brazil ,, 1‰

Although the Brazilian government declares that it encourages immigration, the country does not succeed in admitting more immigrants relatively, than do the Unites States, which, however, pursue a pronounced restrictive policy. In proportion, a country as Australia takes in definitely 17 times as many immigrants as does Brazil. Argentina takes in 6 times as many. It is worth while to discover the causes of this failure. My time does not allow me to go deeply into this problem. Different aspects of it will be thoroughly discussed in the respective working-groups.

There are a number of factors at work, of which I will mention a few:

1. *A striving towards organizational perfectionism in the state organization controlling immigration.* In his yearly message to the National Congress on 15 March 1953, President Vargas pointed to a defective administrative system as one of the chief obstacles to the development of immigration[48]). And a Brazilian expert expresses himself as follows on this subject: "Among other qualities we have inherited from our Iberian ancestors, is the mentality of regimentation. What we need is more immigrants, and fewer laws about immigrants". In 1954 reorganization of the Brazilian immigration legislation took place. The responsibility for population policy and settlement rest now with the *National Institute for Immigration and Settlement.* Anyone who knows the set-up of the organization can cherish little hope that bureaucracy has been thrown out of the saddle.

2. *Lack of capital.* Modern colonization demands enormous investments. On account of the geographical and climatological circumstances these are higher in Brazil than in any other immigration country, Argentina not excepted. Very heavy costs fall on:

a. the opening up of colonization territory. The history of colonization in South America gives numerous examples of unsuccessful attempts at colonization, where the chief fault has been that the settlements were not connected with a reasonably good communication system. The colonies lead a languishing existence because they cannot develop economically. In the United States and in Canada private railway companies played a great part in the opening up of North America. In Brazil their contribution is less because of the greater risks involved in the expensive construction of railways in mostly thickly grown and hilly country.

b. next come the costs involved in the putting up of efficient buildings, of technical installations, and, if it is a question of settling in hitherto unoccupied country, the costs of preparing the soil for cultivation. These last are as a rule higher in Brazil than elsewhere on account of the geographic conditions;

c. finally there are the costs of social investments: schools, hospitals, churches, without which a European immigration on a large scale is doomed to failure.

The national incomes of the South American countries are relatively low and do not allow of savings which are necessary for an extensive colonization. Yet every year dozens of colonization projects are drawn up, without any investigation into the possibilities of financing them. It is even extremely alarming that one cannot always be sure of the good faith of the promotors of such plans. These sometimes serve exclusively speculative purposes and are not meant to be carried out. "The expanding economy" writes an expert, "has again provided a basis for an extensive colonization activity, and the air is filled with plans. Unfortunately many of these plans have a speculative air about them. The promotors are engaged in a gamble and the lives and fortunes of the immigrants are at stake".

It is, naturally, not always the wish to deceive that is the cause of too low estimates of the costs involved. In settlement affairs mankind is incurably optimistic. Without this quality he could not succeed. But it often leads him to disaster too. In his desire to arrive at results as quickly as possible, or to help as many people as possible, he unconsciously estimates the costs too low. Agriculture is then as a rule hardly able to rise above subsistence farming, and the colonization misses its goal. Dr. Jan Bata, who, as organizer of the Brazilian national colony Mariapolis, has had great experience of the question of finance, gives some examples of plans of international and national organizations and calls them, shortly, "bluff".[49]). The problem of financing international migration, which in concrete cases cannot be seen apart from the further technical preparations for colonization, comes up for discussion in one of the working groups of this Congress.

Here I must mention, that the very stringent Brazilian legislation intended for the protection of the national economy, is an obstacle to the establishment of foreign undertakings in this country, which fact rather tends to hinder the development of the national economy. All enterprises with 3 or more employees, are obliged to have on their staff at least two-thirds Brazilians, and this proportion must also appear in the paybill. No concessions to exploit mineral resources or electric power for profit are given to foreigners. These are only a few examples.

[48]) International Labour Office. "Immigration in the Brazilian President's Message to Congress" *Industry and Labour*, Vol. X, No. 3, 15 Aug. 1953, suppl. Migration.

[49]) Bata, J. A., *A Study of Migration*, Batatuba, Stato São Paolo, Brazil, 1952.

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,, Argentina ,, 6‰
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Although the Brazilian government declares that it encourages immigration, the country does not succeed in admitting more immigrants relatively, than do the Unites States, which, however, pursue a pronounced restrictive policy. In proportion, a country as Australia takes in definitely 17 times as many immigrants as does Brazil. Argentina takes in 6 times as many. It is worth while to discover the causes of this failure. My time does not allow me to go deeply into this problem. Different aspects of it will be thoroughly discussed in the respective working-groups.

There are a number of factors at work, of which I will mention a few:

1. *A striving towards organizational perfectionism in the state organization controlling immigration.* In his yearly message to the National Congress on 15 March 1953, President Vargas pointed to a defective administrative system as one of the chief obstacles to the development of immigration[48]). And a Brazilian expert expresses himself as follows on this subject: "Among other qualities we have inherited from our Iberian ancestors, is the mentality of regimentation. What we need is more immigrants, and fewer laws about immigrants". In 1954 reorganization of the Brazilian immigration legislation took place. The responsibility for population policy and settlement rest now with the *National Institute for Immigration and Settlement.* Anyone who knows the set-up of the organization can cherish little hope that bureaucracy has been thrown out of the saddle.

2. *Lack of capital.* Modern colonization demands enormous investments. On account of the geographical and climatological circumstances these are higher in Brazil than in any other immigration country, Argentina not excepted. Very heavy costs fall on:

a. the opening up of colonization territory. The history of colonization in South America gives numerous examples of unsuccessful attempts at colonization, where the chief fault has been that the settlements were not connected with a reasonably good communication system. The colonies lead a languishing existence because they cannot develop economically. In the United States and in Canada private railway companies played a great part in the opening up of North America. In Brazil their contribution is less because of the greater risks involved in the expensive construction of railways in mostly thickly grown and hilly country.

b. next come the costs involved in the putting up of efficient buildings, of technical installations, and, if it is a question of settling in hitherto unoccupied country, the costs of preparing the soil for cultivation. These last are as a rule higher in Brazil than elsewhere on account of the geographic conditions;

c. finally there are the costs of social investments: schools, hospitals, churches, without which a European immigration on a large scale is doomed to failure.

The national incomes of the South American countries are relatively low and do not allow of savings which are necessary for an extensive colonization. Yet every year dozens of colonization projects are drawn up, without any investigation into the possibilities of financing them. It is even extremely alarming that one cannot always be sure of the good faith of the promotors of such plans. These sometimes serve exclusively speculative purposes and are not meant to be carried out. "The expanding economy" writes an expert, "has again provided a basis for an extensive colonization activity, and the air is filled with plans. Unfortunately many of these plans have a speculative air about them. The promotors are engaged in a gamble and the lives and fortunes of the immigrants are at stake".

It is, naturally, not always the wish to deceive that is the cause of too low estimates of the costs involved. In settlement affairs mankind is incurably optimistic. Without this quality he could not succeed. But it often leads him to disaster too. In his desire to arrive at results as quickly as possible, or to help as many people as possible, he unconsciously estimates the costs too low. Agriculture is then as a rule hardly able to rise above subsistence farming, and the colonization misses its goal. Dr. Jan Bata, who, as organizer of the Brazilian national colony Mariapolis, has had great experience of the question of finance, gives some examples of plans of international and national organizations and calls them, shortly, "bluff".[49]). The problem of financing international migration, which in concrete cases cannot be seen apart from the further technical preparations for colonization, comes up for discussion in one of the working groups of this Congress.

Here I must mention, that the very stringent Brazilian legislation intended for the protection of the national economy, is an obstacle to the establishment of foreign undertakings in this country, which fact rather tends to hinder the development of the national economy. All enterprises with 3 or more employees, are obliged to have on their staff at least two-thirds Brazilians, and this proportion must also appear in the paybill. No concessions to exploit mineral resources or electric power for profit are given to foreigners. These are only a few examples.

[48]) International Labour Office. "Immigration in the Brazilian President's Message to Congress" *Industry and Labour*, Vol. X, No. 3, 15 Aug. 1953, suppl. Migration.

[49]) Bata, J. A., *A Study of Migration*, Batatuba, Stato São Paolo, Brazil, 1952.

The U.S.A. on the contrary have always allowed foreign capital to be imported without any restrictions, no doubt much to their advantage. The legislation on landsettlement is equally stringent in Brazil. To prevent the formation of national minorities, a mixed colonization of Brazilians and foreigners is prescribed. That one can go too far in this respect, appears from the failure of the mixed colony Barao de Antonina. The non-Brazilian element (originating from different nations) is represented there so poorly, and distributed so regularly between the Brazilian population, that the assimilation has been complete: all foreigners have been dragged down to the economic and cultural level of the caboclo's[50]). I may leave these problems to be discussed in the respective working groups of this Congress.

As to Argentina, the great difference in the social structure of this country from that of Brazil, appears from a comparison of the birth rates: in Brazil ± 40‰, in Argentina ± 25‰. The rate of natural population increase is somewhat less than 20‰, so that only from this fact one is inclined to conclude that immigration should be possible. However in Argentina the economic structure is also rather weak, so that immigration will have to be accompanied by import of capital. The prospects for landsettlement of Southern Europeans — if well planned — are favourable. There are several examples of projects which have been successfully carried out. The size of agricultural immigration, however, will remain, as I see it, rather small and will certainly not go above 50,000 persons annually.

This survey of the possibilities for European migration overseas cannot be concluded without turning our attention to the possibilities which Africa has to offer. Lannes has devoted the paper which he contributed to the Population Conference of 1954 to this subject[51]). After a systematic treatment of the factors which will determine the success of a white colonization in Africa, he comes to the conclusion that in this respect, Africa has little to offer. Except for the extreme south and north of the continent, taking the climate into consideration, a few high lying districts in the tropics are suitable for white colonization e.g. parts of Angola, Kenya, North and South Rhodesia and Madagascar. From an agronomical point of view these regions are relatively poor. Districts which give promise of a reasonable production are limited in area, so that the flow of immigrants would also have to keep within definite limits, and for a solution of the problems of population pressure in Europe can have little or no influence.

Of even more importance are the political and economic circumstances, which must prevent mass immigration of white people to Africa. — It seems inconsistent that the white world, which, where it inhabits non-European territories, refuses admittance to the coloured races for fear of "assimilation difficulties", should itself create a new racial minority problem by colonization of the African tropics. The political development in recent years in some of the territories governed by England and also in N. Africa must rouse caution in this respect. These territories must be regarded first and formost as reserves for the rapidly increasing African population. A few African districts have at the moment to strive with such an overpopulation that redistribution of the population is a pressing need. The white people who govern the greater part of Africa and bear full responsibility for its economic development, have an important task to fulfill in the solution of the African population problem. The establishment of a small number of pilot farms intended to contribute exclusively to the technical and economic development of the native population, can here play a part. Just as in South America, the immigration of Europeans will function as catalyzer (though to a very limited extent) in the process of social emancipation of the African peoples. Towards a solution for European population pressure this emigration cannot help.

CONCLUSIONS

I have come to the end of my lecture and there still remains the task of indicating the conclusions which, in my opinion, must be drawn from the results of my analysis. To sum up therefore:

1. Taking into account the distribution of natural resources, in only few countries of Western Europe is the growth of population so great relatively, that relief of the demographic population pressure by means of emigration may be considered desirable. These countries are Italy, Spain, Portugal and the Netherlands. The population increase of these countries in the next twenty years is estimated at about 18 millions persons, which is about 2/3 of the entire increase in population of Western Europe in the next twenty years.

2. When determining the desired size of emigration from the countries concerned, the influence of migration on the demographic age structure of the population should be taken into account as well as the fact that the removal of the entire population increase would deprive the national economy of one of the strongest impulses to economic progress. As an example of the importance of this last factor I pointed to the weak structure of the

[50]) Waibel, L., "European Colonization in Southern Brazil". *Geographical Review*, Vol. XL, No. 4, 1950, p. 546

[51]) Lannes, X., „Possibilités offertes par l'Afrique à une immigration européenne de peuplement". *Population Conference Rome*, E/Conf. 13/171. Séance 10.

French and Irish national economies; for a long time both countries have quantitatively had a practically stationary population, the first country, as the result of a very low level of the birth surplus, the second country as the result of a prolonged, extensive emigration.

3. Not counting emigration, the population in Italy, Spain, Portugal and the Netherlands will rise by a mean annual rate of increase of about 8.6‰ in the next twenty years. In the other countries this rate of increase will decline to an average of 3‰ per annum, i.e. below the rate of increase of the European population between 1650 and 1750, before the demographic revolution began. The emigration of 12 million persons would have to take place from the emigration countries in order that they should have the same very low rate of increase. This seems to me to be the maximum size for an emigration, which is admissible. The maximum emigration will thus amount to an average of 600,000 persons per year in the next two decades. About 90% of these emigrants will be Catholic. Probably, emigration will be far less than this calculated maximum.

4. Considerations of a political and cultural political nature argue for a relief of the population pressure by redistribution within Europe. Considering the relatively slow population growth of France, its natural resources, its relatively small population density and referring to the judgment of leading French demographers and economists, an extensive immigration to this country is not only possible but desirable. The immigration may be in the region of about 300,000 to 400,000 persons per year. Obstacles of a political and socio-psychological nature have so far prevented large scale immigration from taking place.

5. If one only considers the living space offered by nature, immigration of Europeans into North America, South America and Oceania is no problem. These continents still have the disposal of enormous natural resources. However, when judging of the possibilities of immigration this circumstance plays a very insignificant part.

6. If immigration into these overseas countries meets with obstacles these are of an economic and political nature. Of an *economic* nature because the size of investments desired is among other things determined by the rate of increase of the population. English economists consider a prolonged increase of more than 20‰ per annum undesirable. In our analysis we have used this limit as a standard for the maximum size of immigration. Countries with large natural resources and with a relatively low rate of natural increase come, ceteris paribus, sooner into consideration for immigration than those countries with a high birth surplus. Judged by this criterium, the most suitable countries for immigration, besides France, are the U.S.A., Australia and Canada. Less suitable seems to be Latin-America, where we see a demographic explosion taking place in countries with a weak administrative and economic structure. With regard to the maximum absorbing capacity, the following countries come into consideration: the U.S.A. for practically the entire European excess population; Australia for about 100,000 persons per annum; Canada (in the long run) for the same number. New Zealand cannot be considered for large-scale immigration on account of its small population. The same applies to South Africa.
The rise of a strong overseas emigration flow is hampered by circumstances of a *political* nature because:
a. the trades unions will use their influence in times of economic depression to put a complete stop to immigration. This endangers every demographic long term migration policy.
b. The receiving countries have special wishes with regard to the composition of the flow of immigrants into their country. As to this factor the following may be observed:
So long as the discriminating immigration policy in the U.S.A. continues, — and personally I have not much hope that it will disappear — the U.S.A. can be ruled out as an immigration country for the European excess populations.
It is to be expected, that an extensive immigration of Southern Europeans to the British Dominions, would encourage the rise of a discriminating policy there also. Only the immigration from the Netherlands will experience no difficulty in this respect; it is now directed chiefly to these countries. Considering the desired total emigration, however, it is small: 40 to 50,000 persons a year, as against several hundreds of thousands from the other emigration countries.
The countries which, owing to their cultural affinity, are most suitable for the immigration of Southern Europeans, are demographically and economically the least suitable. Due to their own population increase, they are not in a position to set apart, out of their own low national income, money for the investments indispensable for the economic integration of the immigrants. Immigration that is not accompanied by capital import can only help to make the situation worse.

This analysis shows us that there are in the western world obviously two population problems that urgently demand a solution. The first is that of Western Europe, the other that of Latin America. In the rest of the western world you can, in my opinion, hardly speak of a population problem. In

any case not of a population pressure that demands immediate action. Now, of these two population problems, the European is the less urgent. The natural population increase is lower there than anywhere else in the world and amounts to hardly a quarter of that of Latin America. Europe has at its disposal, moreover, intellect, highly qualified technicians and a fully developed economic structure. The known natural resources are not by any means in full exploitation. But where then do the difficulties lie? Western Europe's population problem is that of an unbalanced population distribution. Population is growing at its fastest where the natural resources are least and where the technical and organisational development of economy is stagnating.

The directions in which the solutions for this problem must be sought are:
Firstly: in endeavouring to develop the economic structure in the overpopulated areas themselves. This means, for example agricultural reforms, internal migration, industrialization. In so far as the countries in question will not be able to save from their national gross-product the capital required for the integration of the existing excedent population and of the future population increase, there lies here a task for international co-operation.
Secondly: In redistributing the European population That is to say, intra-European migration. The financing of this can be easily borne by the European economies themselves. The form which it should take, will have to be studied thoroughly.
Thirdly: In making use of the existing possibilities of migration to overseas countries. It seems highly undesirable to lay too much emphasis on this last solution. The order of desirability is as I have given it above. The order of the possibility for immediate realisation, does not correlate. This, now, creates a very dangerous problem. Migration may not be treated as an isolated problem, but must always be seen as part only of the much wider population problem, the latter being conceived as a complex of problems, economic, political, social and socio-psychological, proceeding from the tensions which arise as a consequence of the continually changing relations between population in its quantity and quality on the one hand and the means of subsistence on the other.
An isolated discussion of the so-called emigration problem, is quite impossible and can only lead to disappointment. Whoever bases a policy for relief of the population pressure on such one-sided analyses, runs the danger of choosing the least appropriate solution, and of building up his administration in a direction which must lead to waste. The solution which seems at first sight the most obvious can turn out to be a blind alley, when further investigated.

As compared with the European population problem that of South America is extremely complicated, in spite of the much greater natural resources of this continent. Population is growing far more rapidly, and there are not enough able leaders, capable of finding the solutions to the resulting problems.
It is clear that these solutions must be sought firstly in a reform of the social and economic structure of the countries involved. Immigration from Europe may only be stimulated in so far as it is certain that it will function as a catalyzer. Besides this, import of capital is necessary and here again international cooperation has a task.
The solution of this problem demands enormous efforts, which should be based on international social research. It hardly need be proved for Catholic social scientists that the population problem is one of the most important objects to be studied. Of the almost 600 million people living in the Western world 360 million are Catholics, that is 60%. But in the annual increase of the western population, that is more than 7 million persons, there are more than 5 million Catholics, or 70%. The above mentioned percentages show a tendency to rise in the future. One can expect that in 30 years the Catholic share in the western population will be about 66%, and the Catholic share in the population increase a little less than 80%.
No further proof is needed, than is given by these figures, that the Catholic social scientists are morally obliged to devote more time to the study of population problems than they have hitherto done. If we are not able to indicate the solutions for the problems arising from an increase of several hundreds of millions of Catholics in the next two or three decades, social and moral catastrophies are inevitable. This Congress is a proof that Catholic science and Catholic policy can go hand in hand in the fulfilling of their task. To conclude I express my sincere hope that this collaboration will be enduring.