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WORKING GROUP ON LABOUR MOBILITY

Report to the Council

I. INTRODUCTION

This report covers the activities of the Working Group on Labour Mobility and of the Expert Working Party on Manpower Problems which it established. A separate progress report by the Chairman of the Expert Working Party is attached (Annex B).

2. The Council Communication of 13th December, 1952, to member governments on manpower problems asked governments to submit, as soon as possible, information regarding the consideration given to the Council recommendations at Lisbon relating to migration, and steps which may have been taken by them following these recommendations. The recommendations invited member governments to review their immigration policies and regulations, where necessary, with the aim of facilitating labour mobility in and between NATO countries; they also stated that governments should consider what further practical steps they can take to make more effective their co-operation in this field in other international bodies of which they are members.

3. The Communication also suggested that in view of the serious population surpluses in one or more member states, governments should consider not limiting immigration to their immediate essential needs for foreign workers, but that the possibility of accepting as many immigrants as can be absorbed should be considered or continue to be considered.

4. The Council Communication also suggested various ways in which member countries with surplus populations could contribute to the success of migration programmes, such as by relaxing restrictions on the movement of emigrants, by solving transportation problems and by co-operation with receiving countries.

5. The Communication further asked member governments to give active support to other international organizations which are or which may be engaged in facilitating migration and in expanding migration outlets.

6. Finally, the Communication invited governments to keep in mind the desirability of giving appropriate publicity to the policies and actions which they are prepared to carry out in this field.

7. The Council suggested that in addition to information on steps taken following the Lisbon decisions, member governments should indicate as explicitly as possible the policies or actions which they are pursuing or may be prepared to undertake with regard to the views and objectives set out in the Communication.

II. REPLIES TO THE COUNCIL COMMUNICATION

8. Comprehensive replies to the Council Communication have been received from all member countries. In them governments have explained their policy with regard to migration and admittance of foreign labour. The contents of each reply are summarised in the attached Annex A. (*)

9. The replies reaffirm the support of member governments to the substance of the Lisbon resolutions and the Council Communication. Several of the replies expressed a desire for finding a new basis for negotiation within the OEEC on international mobility of labour.

10. The action in August, 1953, by the United States Congress to admit a 214,000 permanent immigration over and above the normal quota for the next three years constitutes an important contribution to the alleviation of the European refugee and over-population problem. This action followed a recommendation of the President which called attention to the United States interest in strengthening the Atlantic Community.

11. It is, however, evident that political, economic and social factors, varying in kind from one country to the other, constitute a serious obstacle to the adoption of substantial measures which would bring about rapid improvement in the present situation, both with regard to the mobility of labour and migration. In particular the emphasis on the principle of maintaining national full employment in the future causes hesitation on admitting more workers now. There is some indication that this policy is considered in conflict with the suggestion made in the Council Communication that member countries should consider accepting as many immigrations as can be absorbed.

III. THE TREND IN LABOUR MOBILITY AND MIGRATION

12. The Committee has found it useful to consider governments' replies on the background of the actual development over the last year with regard to the employment situation and migration. Information of this kind is not directly available to NATO. The

(*) The full texts of the replies have been circulated under the following reference numbers:

Belgium	AC/36-D/7/1
Canada	AC/36-D/7/2
Denmark	AC/36-D/7/3
France	AC/36-D/7/4
Greece	AC/36-D/7/5
Iceland	AC/36-D/7/6
Italy	AC/36-D/7/7
Luxembourg	AC/36-D/7/8
Netherlands	AC/36-D/7/9
Norway	AC/36-D/7/10
Portugal	AC/36-D/7/11
Turkey	AC/36-D/7/12
United Kingdom	AC/36-D/7/13
United States	AC/36-D/7/14

following is based on material supplied informally by the OEEC. It should however be noted that little material of this kind is in fact available, and great care should therefore be exercised in drawing general conclusions.

13. Employment

- (a) The average level of unemployment in the OEEC countries was in general higher in 1952 than in 1951 but lower than in 1950. The figures for the first few months of 1953 seem to indicate that the 1950 level was exceeded in most countries during the winter.
- (b) The winter seasonal increase was in some cases particularly large because of adverse weather. At the same time, the spring recovery was in turn more marked with the result that when this report was drafted, unemployment was in most countries much the same as last year although slightly higher. But any generalisation is extremely difficult and the situation may vary greatly from one country to another. In Denmark, for example, the position shows an improvement over last year, whereas in France and Austria it is worse.
- (c) The structural trends in the employment market seem to have continued. The lack of balance between the consumer goods and capital goods sectors which followed the outbreak of war in Korea has continued to correct itself, in that the position has improved in the former sector and particularly in textiles, whereas in certain industries which supply capital goods the slowing-down of activity has resulted in some unemployment or shorter working hours. Here again, generalisations are risky.

14. Migration

It is difficult to indicate even briefly how migration developed during 1952. The available data are still very incomplete and would not afford a reliable basis of reporting. From what little is known, there would appear to have been little change in the volume of movements compared with 1951.

15. The following facts may be given with respect to intra-European migration: There was a slight fall in the number of workers' permits issued by the United Kingdom authorities, and the occupational pattern of immigration changed somewhat. About 150,000 persons, including seasonal workers, were admitted into Switzerland, which is slightly more than in 1951 (about 19,000 persons). The immigration figures for France show that the improvement noted in 1951 was maintained in 1952, in striking contrast to 1950, when immigration sank to its lowest level for the post-war years (10,547 immigrants). Arrivals of permanent and seasonal workers show an increase of about 13,000 and 8,000

respectively (33,948 permanent workers as against 27,713 in 1951, and 33,818 seasonal workers as against 25,713 in 1951). In the case of migrants to France, the breakdown by nationalities was unchanged, with the usual strong predominance of Italians, who accounted for 86% of the inflow of permanent workers and over 50% of that of seasonal workers. Virtually the same number of people left Italy to settle in European countries as in 1951, namely 57,530, disregarding the large seasonal movement to Switzerland as well as to France.

16. Information on migration from Europe to countries overseas is also very scanty.

Italy provides the following data: total departures showed a slight increase (136,625 as against 106,529 in 1951). The main flow, as in previous years, was in the direction of the Latin American countries. There was some increase in the movement towards Australia (an increase of 10,000), figures for emigration to Canada and the United States remaining practically stationary. It is interesting to note that there were fewer repatriations in 1952 than in 1951 (25,697 as against 41,453). Overall migration to Canada fell during 1952 by about 15%, compared with 1951 (164,498 as against 194,391). With respect to migrants from Europe, there was some increase in the number of arrivals from the United Kingdom, Ireland, Norway, the Netherlands and Switzerland, a slight decrease in those from Germany and Italy, and a sharp drop in those from Eastern European countries. However, with 127,827 arrivals, Australia received about 20,000 more immigrants than in 1951.

IV. ACTIVITIES OF OTHER INTERNATIONAL ORGANIZATIONS

17. The Committee has also taken note of the activities of other international organizations in this field, notably the OEEC, the ICEM and the Council of Europe.

A. The Organization for European Economic Co-operation

18. In March, 1952 the OEEC began an intensive study of the obstacles to the free movement of workers across the frontiers of its member countries with a view to achieving the maximum progress possible towards their elimination.

19. The first results of this work were achieved in October, 1953 when the OEEC Council decided to adopt a code dealing with the "Employment of Nationals of other Member Countries".

20. At present it is the virtually universal rule that a foreigner may only take paid employment if a permit has been issued in respect of that individual by the national authorities. It was not found possible at this stage to reach agreement on plans which would have done away, even in part, with the need for each individual foreign worker to receive specific permission in this way.

21. Against this background, the decision lays down rules which will have the effect of liberalising member countries' policies in deciding whether to grant permits. Their effect is that countries must allow nationals of another member country to

take employment in their territory if: an employer wants them; no suitable "home" worker can be found for the job in question within a month; there is no under-cutting of wages and conditions of employment; and industrial peace is not endangered.

22. There are provisions designed to avoid over-rigidity in the application of these rules. For instance, the "one month" may become two months in the case of a member country which says one month is too short in its case. Further, obligation to grant permits in the circumstances set out above does not lie in cases where a member country "considers that for imperative reasons of national economic policy it is against its interest to increase, or even to maintain at its existing level, the number of workers, in particular industries or occupations by the admission of foreign workers".

23. The code also deals with renewal of permits and the removal of employment restrictions on persons who have been working for several years in another member country. There are provisions for examination in the OEEC of the steps taken to implement the code.

24. The following points should be noted about the new scheme:

- (a) it applies between all OEEC countries with the exception of Portugal and Turkey;
- (b) the volume of such movement at any time must inevitably depend on the general economic situation and the consequent state of the employment market in different member countries;
- (c) the code should ensure that, insofar as openings exist for foreign workers which cannot be filled within a reasonable time on the home labour market, there will be no unjustifiable refusal of the necessary permits;
- (d) through the system for the submission and examination of periodic reports, a degree of inter-governmental supervision of what is happening in this sphere will exist for the first time.

B. Inter-Governmental Committee for European Migration

25. At the Sixth Session of the Inter-governmental Committee, held recently in Venice, a Constitution was approved and a Resolution adopted requesting member governments to accept and ratify this Constitution as quickly as possible.

26. Article 1 of the Constitution sets out the functions of the Committee as follows:

- "(a) to make arrangements for the transport of migrants, for whom existing facilities are inadequate and who could not otherwise be moved, from European countries having surplus population to countries overseas which offer opportunities for orderly immigration;
- (b) to promote the increase of the volume of migration from Europe by providing, at the request of and in agreement with the governments concerned, services in the processing, reception, first placement and settlement of migrants which other international organizations are not in a position to supply, and such other assistance to this purpose as is in accord with the aims of the Committee."

27. The activities of the Committee to date can be briefly summarised under two headings. First, the carrying out of migration movements agreed between the emigration and immigration governments concerned, and secondly, action in co-operation with governments to increase the migration flow under schemes already approved, and to develop new opportunities for migration.

28. By 30th September, 1953, the Committee had made possible the migration of 138,628 persons. Of this number 3,007 went to Argentina, 24,719 to Australia, 18,829 to Brazil, 39,466 to Canada, 1,872 to Chile, 61 to Costa Rica, 2,081 to Israel, 429 to New Zealand, 299 to the United Kingdom, 42,299 to the USA, 3,709 to Venezuela and 1,857 to other destinations. The Committee expects to move a further 20 - 24,000 persons before the end of 1953.

29. In order to increase as much as possible the volume of movements under existing migration schemes, the Committee has been co-operating with member governments and other competent organizations to develop and improve the technical machinery of migration. Under its agreement with the Greek Government the Committee is responsible for pre-selection and processing before a migrant embarks; similar arrangements have been made with the Allied Military Government in Trieste. Technical assistance has been given, in co-operation with ILO, to the Italian Government to improve its system of pre-selection. Language training has also been provided, particularly in Greece. Vocational training courses have been given, in co-operation with the Italian Government, to Italian migrants pre-selected for emigration to Brazil. Further schemes of this nature are to be implemented in the immediate future. The Committee has also assisted member governments with the reception of migrants and their placement in employment. A placement organization has been established in Brazil to which the Committee has seconded staff and is making financial contributions. An agreement has just been reached with Argentina for the establishment of a farm school in which agricultural immigrants will be given six months' training in Argentine agricultural practices. Conditions on board ship have been improved and the Committee arranges for welfare services, language training and religious and spiritual care.

30. The Committee has also undertaken investigations and discussions with member governments and other interested organizations with a view to developing land settlement projects which would substantially increase the opportunities of migration not only for farmers and farm workers but also for persons with urban trades for whose services a demand would be created by land settlement schemes. Plans are being worked out with certain governments of Europe and Latin America and it is hoped that in the near future pilot projects will be commenced which should ultimately make a substantial contribution to increasing the rate of migration from Europe.

C. The Council of Europe

31. The Council of Europe has taken a number of steps with a view to facilitating integration of surplus elements of population and refugees in their country of residence and in other countries, among which are the following:

32. Integration in countries of residence. In a resolution of December 1952 the Committee of Ministers invited member governments and international organizations to grant priority as far as possible to investments projects likely to encourage the integration of refugees and of surplus populations; it also invited member governments to co-operate with the Assembly Committee on Population and Refugees in the elaboration of limited but concrete plans of this nature.

33. Integration in other European Countries. The Committee of Ministers has called for a study of the possibilities of improving the organization of migration within Europe by limited but concrete plans to settle workers from over-populated countries in other countries which are ready to receive them. This study is now in progress. The Committee of Ministers has also recommended that member governments should consider the generous grant of visas to the 1,500 so-called "hard-core" refugees in Trieste. Furthermore, a Sub-Committee of the Assembly is examining the possibilities of the settlement of refugee or surplus farmers and agricultural workers in the other European countries.

34. Resettlement Overseas. In September 1952, the Consultative Assembly adopted a recommendation calling for steps to be taken to maintain and increase emigration and recommended that all member governments should support the Inter-Governmental Committee for European Migration and extend its mandate. It approved in June 1953 the new draft Constitution of this Committee.

35. Emigration. The Committee of Ministers in May 1953 appealed to the governments of extra-European countries to facilitate the immigration of Europeans as an element in development programmes designed to bring about an expansion of world economy and drew their attention to the advisability of increased financial support for international organizations concerned with migration.

36. The Committee of Ministers has decided to appoint for a period of one year an eminent European personality whose special interest will be European refugee and over-population problems. His function will be to stimulate and co-ordinate the action of the Council of Europe in this field, in close co-operation with the other international organizations concerned.

37. The Committee of Ministers also has under examination a proposal to stimulate public opinion to a greater interest in the problem of refugees and over-population.

V. CONCLUSIONS

38. Based on the replies by governments, the actual development over the last couple of years and the activities of other international organizations as outlined above, the Working Group has reached the following conclusions:

- (a) Since the Council Communication was issued in December 1952 there have been two developments in particular which testify to the concern of member governments in international manpower problems: the United States decision to admit a considerable number of additional immigrants during the next three years, and the decision by which the OEEC countries adopted the Code regarding the employment of nationals of other OEEC countries. This is regarded as a first and realistic contribution to the liberalisation of manpower movement in Europe.
- (b) The ICEM has increased overseas movements and believes that it has laid the foundation for still further increases. These movements, and in particular to countries other than Canada and the United States, would probably not have occurred on an unorganized basis.
- (c) Despite these grounds for hope for some increase in mobility and migration, the general problem of over-population has not yet altered, and the political dangers inherent in this situation, as stated in the Council Communication, still exist to an undiminished degree.
- (d) There is, therefore, still need for effective action both on a national and an international basis.
- (e) The action taken by NATO at the Lisbon meeting and in the December 1952 Communication has proved beneficial in urging the importance of these problems, and in creating an atmosphere which has inspired national action. The Council should continue to focus attention on the problem in order to prepare the way for further steps.

VI. RECOMMENDATIONS

39. THE WORKING GROUP submits the following recommendations to the Council:

- (a) Member governments should continue to enhance the practical possibilities of the liberalisation of the international movement of labour and of promoting migration by such action as:
 - (i) easing as far as possible formalities concerning the entry of foreign labour;
 - (ii) in the case of those member countries who have adopted the OEEC code, applying the provisions of the code in a liberal spirit and giving suitable publicity to its provisions;
 - (iii) in the case of other member countries, applying as liberal a policy as possible, compatible with their political and economic structure and internal legislation;
 - (iv) improving international co-operation of employment services of sending and receiving countries so that they become more effective in recruiting and moving workers available for employment abroad;
 - (v) constantly reviewing all suitable opportunities for employment of workers from other member countries with surpluses, providing that this does not conflict with agreements for frontier workers;
- (b) Governments should generally encourage a liberal attitude towards labour mobility and migration;
- (c) an effort should be made wherever possible to promote practical schemes for settlement in overseas countries which are willing to receive immigrants, and to this end member countries should give particular attention to activities of international organizations dealing with this problem /and facilitate any capital investments, either from national sources or international institutions, that may be considered necessary for this purpose/;
- (d) the attack upon the problem at its root must continue through economic development and the absorption of surplus population into the economy of the country where they are now residing;
- (e) the NATO Secretariat should review the trends in employment, labour mobility and migration, and the actions taken by member governments and international organizations. A report should be submitted from time to time for consideration by the Working Group before submission to the Council.

Palais de Chaillot,
Paris, XVIe.

SUMMARY OF REPLIES TO COUNCIL COMMUNICATION
ADDRESSED TO MEMBER GOVERNMENTS

BELGIUM

Nearly 20,000 foreign workers were received in 1952; the plans for 1953 envisaged a number of 12,000. The number of foreign workers which each country intends to admit annually should be ascertained.

The adjustment of manpower supply to demand should be achieved through co-operation between national employment agencies similar to the procedure followed by the Brussels Treaty powers. The re-grouping of whole families should be encouraged and obstacles to the employment of wives and children with five years' residence should be abolished.

Belgium would give sympathetic consideration to proposals for the simplification of administrative formalities in connection with the renewal of workers' permits.

CANADA

Canadian immigration policy, which has been developed as a result of long experience lays emphasis on the principle of flexibility. It is under continuing review so that measures may be taken to increase or decrease immigration from time to time depending on conditions in Canada and in other countries. In the process of the continuing review the factors set out in the report on the North Atlantic Community and the resolution on the Report of the Temporary Council Committee are taken into account.

Statistical Data

Total population according to 1951 census:	14,009,000
Immigrants received 1946-52 inclusive:	789,278
Immigrants during that period who gave a NATO country as their country of last permanent residence:	482,943
Immigrants during that period who described themselves as refugees or displaced persons:	approx. 165,000
Average annual rate of population increase during this period by immigration	0.85

(The number of immigrants admitted to Canada in 1952 was approximately 165,000. Total for 1953 should compare favourably with that figure)

Economic

The absorptive capacity of the Canadian economy is an important limiting factor. Long range plans envisage a flow of immigrants to meet the country's needs within the limits of its absorptive capacity.

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Employment

The flow of immigration is regulated to ensure that suitable employment is available to immigrants within a reasonable time after their arrival.

Housing

At the end of the war Canada found herself short of houses. The shortage has not yet been overcome. Adequate housing is essential if the health of the population, including that of immigrants, is to be preserved.

Social and Cultural Integration

In adjusting the flow of immigration the Canadian Government takes into consideration the need for maintaining a social and cultural balance both with respect to national origin and with respect to trades and professions. It is considered important that immigrants include not only industrial and agricultural workers but also persons with capital to develop Canadian resources, intellectuals to enrich Canadian cultural life, artisans and professional persons.

Other observations

In general terms, Canada's defence production programme has not been seriously hampered by shortage of labour.

Canada recognised the value of the technical and advisory services developed by existing international organizations and has co-operated in efforts to provide both short-term and continuing solutions to population problems.

In order to assist would-be immigrants, Canada maintains Immigration Offices in the following European NATO countries: Belgium, Denmark, France, Greece, Italy, the Netherlands, Norway and the United Kingdom.

DENMARK

The Danish Government have undertaken a conscientious study of the measures which might be taken to alleviate the political and economic problems existing in certain member countries with manpower surpluses.

However, the policy pursued in recent years to check the high level of economic activity which in post-war years generated serious balance of payments problems for Denmark, has resulted in some sectors of the economy, and in local areas, in a certain amount of unemployment. It is not likely that this situation will change in the near future so as to enable the Danish labour market to absorb foreign manpower. The position has been aggravated by the instability prevailing in the Danish labour market, partly due to migration from rural to urban areas. This migration can hardly be expected to continue at the present rate, and it may therefore, in the longer run, be possible to make more definite statements as to whether immigration of foreign workers would be feasible.

Denmark participates in international organizations dealing with this problem and for the present must confine her efforts to support of action taken at the international level.

FRANCE

At the end of the Second World War the French Republic, like a number of other States, was led by circumstances to place immigration in the forefront of its preoccupations. Its action in this field since 1945 has been in complete harmony with the Lisbon recommendations, which it anticipated.

No sooner had its territory been liberated than France was faced with an acute labour shortage due to the lives lost, the widespread war damage and the need to build stocks up afresh and to expand industry. It was clear that only part of the required manpower could be obtained at home and that the rest would have to be found abroad. Later, new immigrants, estimated at several hundreds of thousands, were to join those already settled in French territory (1,600,000 foreign workers were recorded in 1946). This influx of immigrants was spread over several years.

Recognising its responsibilities towards those who had already taken up residence in the country and towards the workers it wished to attract, the French Government made sure that immigrants would be granted a liberal status based on respect for the individual.

Before the war, consideration had been given to a plan for reforms, and one of the Government's first concerns was to complete this plan, to which effect was given by the Decree-law of 2nd November, 1945, which lays down the conditions under which foreigners are permitted to enter and reside in France. It was accompanied by administrative regulations for its implementation.

Under the terms of the Decree-law, privileged residents after ten years of uninterrupted residence, are at their request, authorised as a matter of course to engage in whatever gainful occupation they choose, in any part of the country. This authorisation takes the form of a worker's card entitling the holder to accept paid employment.

As regards Social Security, the Decree-law of 19th October 1945 confers on foreign workers and their dependents resident in France practically the same benefits as are enjoyed by French nationals.

Moreover, under reciprocal agreements concluded with foreign governments the contribution periods completed in one of the signatory countries are added to those completed in France for the purpose of determining the date on which a foreign worker is entitled to claim benefits and the scale of these payments, while in certain circumstances they ensure the continuance of benefits after foreign workers have left French soil.

An order of 12th March, 1951 extends entitlement to unemployment benefits to all foreign workers, regardless of reciprocal agreements.

It should also be mentioned that they can make full use of the facilities offered by the labour exchanges which assist all unemployed workers to find jobs.

French legislation and administrative regulations are in line with the general principles laid down by the Convention on Migrant Workers adopted by the International Conference on Labour Problems which met on 1st July, 1949. They are subject to confirmation by the passage of a Ratification Bill.

An official agency was created in 1945. Known as the National Immigration Office, it is an offshoot of the "Ministère du Travail" and attends to physical arrangements for the recruitment, occupational selection, medical examination and entry into France of foreign workers and their families (Article 29 of the Decree-law of 2nd November, 1945).

Its work is not confined to facilitating the entry into France of workers engaged individually by would-be employers. Under bilateral agreements, its Recruiting Commissions co-operate actively with the employment authorities in the prospective immigrants' countries of origin, by supplying applicants with information and by making a preliminary selection.

Since its traditional sources of labour such as Poland, Czechoslovakia and Yugoslavia, have been practically shut off since the war, the French Government has turned to other countries such as Italy, to find the manpower required for industry, trade, and agriculture. Foreign workers were admitted into France between 1946 and 1953 inclusive, (it being understood that the figures given below for 1953 cover nine months only), in the following numbers:

- Permanent Workers:

<u>1946</u>	<u>1947</u>	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u> (9 months)
28,000	48,956	26,551	36,746	5,929	15,853	32,669	13,122

With respect to seasonal labour, the recruitment which commenced in 1947 reached the record figure of 33,784 in 1952 (18,290 Italians and 15,494 Belgians). In 1953 (9 months), 31,230 seasonal workers, mainly Belgian and Italian have so far been admitted into France.

As regards adult vocational training, a special effort has been made in France to enable foreign workers to benefit from training courses organized for French adult workers. In the 120 training centres for building, metal-working and other trades which have been set up by the "Ministère du Travail et de la Sécurité Sociale", 10% of the vacancies have been reserved for foreign workers, who enjoy the same advantages (as regards pay, housing and training) as the French workers in the French training centres.

In conclusion, it may be recalled that the French Government plays an active part in the work of all international organizations dealing with problems of manpower and labour migration and in previous years has taken steps to ensure that the maximum number of foreign workers was absorbed. Nevertheless, in the case of France, allowance has to be made for the fact that there is a large labour force in North Africa for which full employment must be found, and also that the current trend in Metropolitan France itself, where a marked decline in activity has been recorded in certain economic sectors, calls for moderation and careful planning in respect of the admission of foreign workers.

GREECE

Greece is faced with a serious over-population problem. The number of unemployed and permanently under-employed has been calculated at about 960,000.

The Greek Government stresses the importance of the activities of international organizations in the field of migration. There is, however, a need for co-ordinating various forms of capital expenditure with the movement of migrants. NATO should examine this problem and among other methods consider

- (a) the possibility of providing increased financial aid to ICEM and
- (b) the possibility of loans from the International Bank for the promotion of emigration from Europe.

ICELAND

Some unemployment exists in Iceland and no further manpower is needed. The unemployment is not of such a nature that there is any need for emigration.

ITALY

In order to facilitate emigration great attention is being devoted to the technical qualification of Italian workers. By the Act of 25th July, 1952, which contains provisions to develop economic activity and increase employment, a government-operated fund of about 57 million dollars was created to assist vocational training.

Agreements have been concluded with France and the United Kingdom on qualifications of specialist workers. Other agreements have been concluded with Brazil and ICEM concerning initial training of building operatives and their emigration in family groups, and with ILO on acceptable international standards for skilled labour. Efforts are made to reduce to a minimum the cost and administrative formalities facing prospective emigrants.

Attention is paid to prevent a freezing of the domestic labour market in its present pattern. National employment services are being adapted to changing conditions and action by private employers and official trade associations is encouraged. The twelve-year development programme in Southern Italy, involving approximately 2 billion dollars, aims, inter alia, at creating economic conditions which will enable the population of Southern Italy to find employment on the land and check the drift towards the North.

Arrangements have been made to enable emigrants to export equipment, both agricultural and industrial. Wide measures have been introduced to finance the cost of emigrants' travel and their subsistence during the journey and any waiting period in reception centres. Financial assistance is granted to families left behind.

The Ministry of Labour, in the interest of emigrants, undertakes all medical examinations, screening of technical skills, supplying of information on medical and technical ability examinations, necessary certificates, and participates in the screening operations conducted by receiving countries.

The Italian Government is ready to conclude bilateral agreements on special technical training for would-be emigrants so as to enable them to reach the standard required by individual receiving countries when the latter undertake to accept workers having such qualifications.

The Italian Government stresses the need for a revision of labour legislation, both in metropolitan and overseas territories, with a view to increasing facilities for the employment of foreign workers, either permanently or on a short-term basis. To this end member governments should assist in bringing to a satisfactory conclusion the activities of other international organizations, notably the OEEC among others, to the approval of the draft agreement meant to be the basis for the multilateral convention on the lifting of controls hampering labour migration between European countries. Member countries should also consider the possibility of devoting themselves politically and financially to the work of the ICEM which should acquire a permanent character: it should be decided whether this organization is to concern itself solely with transport or whether, as the Italian Government deem highly desirable, it should be extended to cover the search for outlets, technical assistance and the financing of migration as well as the settling of immigrants.

Lastly, the Italian Government urges all member countries to consider the possibility of a three-fold policy, including land, labour and capital, intended to increase the absorptive capacity of some overseas countries.

LUXEMBOURG

The Luxembourg Government have always collaborated actively in the study of the problem of surplus populations and have taken practical steps towards its solution.

Foreigners settled in Luxembourg represent 10% of the total population. In September, 1952, foreign workers employed in industry represented 22% of the total labour force, approximately 52% of whom were Italian.

The Government consider that they have admitted as many foreign workers as can at present be absorbed either temporarily or permanently by Luxembourg's economy.

NETHERLANDS

The Netherlands Government is making every effort to promote emigration, in particular to overseas countries. To this end they earmarked more than thirty million guilders in the 1953 Budget to cover the cost of professional training, an information programme and transportation. Furthermore, restrictions on the export of foreign currency and capital goods were relaxed for Netherlands emigrants in January, 1953, and again in October, 1953.

Due to the danger of a steadily increasing structural unemployment caused by the continuing strong increase of the population, immigrants can only be admitted to the Netherlands to fill positions for which no nationals are available.

The Government actively participate in all international migration organizations.

NORWAY

The Norwegian Government are fully aware of the economic and political importance of solving the problem of unemployment in NATO countries, and are prepared to make their contribution in this field. However, they consider that the main object must be pursuance by all countries of an active policy of full employment.

The Government consider that Norway's possibilities are linked with international credit facilities. Unused resources could usefully be developed. However, the transfer of capital must be increased if Norway is to receive foreign labour in any numbers on a long-term basis with a view to such development.

In the post-war period, immigration into Norway has been largely unorganized, although there have been exceptions, e.g. Jewish refugee families in 1947, and Czech and Baltic refugee families in 1948. In 1946 foreign workers numbered 8,500; in October, 1952, 16,000. Approximately 70% of the foreign workers come from Sweden and Denmark, countries which have taken by far the largest share of Norwegian migrants. The net intake from European countries in 1952 is calculated to be approximately 700 persons.

PORTUGAL

The problem of surplus manpower is becoming increasingly acute in Portugal, the main reasons being an exceedingly high birthrate and a falling-off in the rate of emigration to the American continent and the Portuguese overseas territories.

The Government has intensified its policy of economic development, and since 1935 has put into effect a programme for developing waste-land and dunes, setting up new industries, re-equipping merchant and fishing fleets, etc. The 1953 development programme continues this effort on a more advanced scale. Manpower problems, however, remain such that unemployment is often widespread.

In spite of domestic labour difficulties, Portuguese legislation is fairly elastic as regards the entry of foreign workers, provided their presence is essential to productive activities.

A panel of experts - la Junta de Emigraçao - is constantly considering the problem of emigration and is generally responsible for facilities given to would-be emigrants.

TURKEY

Turkey at present does not find it possible to receive foreign manpower. The supply of labour raises no economic problem, although there is a trend towards unemployment, sharpened by the influx of Turkish nationals expelled from Bulgaria.

Any shortage of skilled labour which might develop due to economic expansion would only call for small numbers of foreign workers.

UNITED KINGDOM

The United Kingdom is now one of the most densely populated countries in the world. With its industries and agriculture already highly developed and little scope for further large-scale internal expansion, the United Kingdom has little room for the absorption of workers from other countries. Moreover, after the war some 225,000 foreigners have been admitted or allowed to remain in the country, and nearly 80,000 displaced persons recruited for work in the under-manned industries.

Any further large-scale immigration not related to immediate economic needs would bring about difficult problems of absorption.

The general aim of the United Kingdom immigration policy is to facilitate the entry of foreign workers where this can bring useful additions to the labour force, but permits are not granted to enable foreigners to enter the country to take up employment where this would result in displacing or excluding British labour or in undercutting British wage standards or working conditions. An average of some 35,000 new permits have been issued for the services of individual foreign workers each year since 1947. In addition, during the past two years more than 6,000 other European workers have been recruited into essential industries.

The United Kingdom Government consider that within existing policy there may be scope for wider application of the arrangements which have been working satisfactorily over the past years in conjunction with the Italian Government for recruitment of unskilled labour for employment in essential industries. Subject to agreement on standard conditions of employment, the United Kingdom Government propose to make more widely known among British employers in essential industries the facilities for the recruitment of unskilled labour which can be made available to them through the employment service.

The United Kingdom is co-operating fully with its Commonwealth partners as regards the relaxing of restrictions on migrants' capital and goods, and the development of migration services..

The United Kingdom Government support the migration activities by the ILO and the OEEC. They have been unable to accept membership of the ICEM but are in sympathy with the activities of that Committee in the field of migrant transport.

The United Kingdom Government suggest that a solution to the problem of surplus population in Europe lies along three courses to be pursued simultaneously:

- (a) Vigorous development of overseas outlets by arrangements with overseas countries willing to receive migrants.
- (b) NATO countries should constantly review all suitable opportunities for employment of workers from other NATO countries with surpluses.
- (c) An attack upon the problem at its roots must continue through economic development and the absorption of surplus population into the economy of the country where they are now residing.

UNITED STATES

The United States has demonstrated its interest in refugees and the over-population problem of Europe throughout the post-war years, particularly through the former IRO and the ICEM. In particular they urge NATO governments to support the activities of the ICEM as the one inter-governmental organization devoted entirely to aiding migration.

The United States agrees that the need for a concerted attack on the European over-population problem is urgent for all members of the North Atlantic Community. In this connection the United States reply repeats the 22nd April recommendation by the President to the Congress for enactment of special immigration legislation as the United States contribution to alleviation of the problem. In August, 1953, the United States Congress, acting on the recommendation of the President, enacted a special legislation authorising the admission, beyond existing quotas, of a total of 209,000 immigrants, mostly from Europe, during the period ending 31st December, 1956.

Palais de Chaillot,
Paris, XVIe.

EXPERT WORKING PARTY ON MANPOWER

Progress Report by the Chairman of the Working Party
to the Working Group on Labour Mobility

The Expert Working Party was set up by the Working Group on Labour Mobility in November 1952 in order to study the following questions:

- (a) planning to prevent manpower shortages interfering with defence activities and
- (b) planning to avoid manpower disruptions in time of war.

This interim report sets out the action taken and conclusions reached by the Working Party concerning these two activities.

MANPOWER PROBLEMS RELATINS TO DEFENCE ACTIVITIES

2. As regards (a) above the Working Party decided to invite member countries to prepare short statements indicating:

- (a) whether manpower problems are, or are shortly expected to be, a factor limiting defence activities in their countries;
- (b) whether present or potential shortages could be alleviated by transfers of labour from abroad, and
- (c) whether, in their opinion, consultation within or possibly action by NATO could be instrumental in easing the problem.

3. The replies so far received to this enquiry - namely from Belgium, Canada, Italy, Luxembourg, the Netherlands, the United Kingdom and the United States - indicate, together with the information contained in the country replies to the Council's Communication of December, 1952 on manpower problems, that no serious manpower problems are or are shortly expected to be a factor limiting defence activities. Such manpower shortages, mainly in skilled labour, as may exist in certain fields, could, in the view of governments, be remedied either by national action or, if necessary, on a bilateral basis. The United States Delegation indicated, however, that a shortage of qualified scientists and engineers has been one of the limiting factors on expansion of research and development work both on the civilian and defence side in the United States.

SCIENTIFIC MANPOWER PROBLEMS

4. The United States Delegation raised the question of scientific manpower problem separately, stating that there are shortages in the scientific and professional occupations in the United States which are holding research and development below the level desirable for military and civilian progress, and which are considered to be of a fundamental, long-term character. This

question has since been brought up in the OEEC Manpower Committee where it was decided that the OEEC should undertake a study of the matter. The Working Group therefore decided to await the result of the OEEC study before deciding whether any further NATO action was necessary.

MULTILATERAL PRODUCTION PROGRAMMES

5. On instruction by the Working Party the Secretariat has also considered the manpower implications of the NATO multilateral production programmes. In these programmes the production capacity of individual countries has been estimated on the basis that existing plants will be employed, and that there will be no measurable interference with the present civil economy by way of diversion of labour or materials from essential industries, etc. On this assumption no major difficulties would arise in the labour field.

MANPOWER PLANNING FOR AN EMERGENCY

6. As regards (b) of paragraph 1 above the Working Party decided that the broad objective of their activities should be:

- (a) to stimulate national planning in the field of manpower in any areas in which it is found to be lacking, including the setting up of administrative machinery; and
- (b) to determine what needs, if any, exist for concerted multilateral planning in the manpower field.

It was considered that the best way to achieve results on (a) was to organize an exchange of information and ideas on manpower problems likely to be encountered in time of war and the type of advance manpower planning deemed to be necessary. Member governments were therefore invited to submit papers on their experiences in the field of manpower planning for an emergency - and particularly their experiences during the last war - including notes on available publications in their countries on the subject.

7. The Working Party has received comprehensive statements from Belgium, Canada, France, the United Kingdom and the United States on their experiences in this field during the last war (including the Korean war) and, in the case of Belgium, on manpower plans for a future emergency. The information given in these documents deals with a variety of subjects, among which the following may be mentioned:

- (a) Administrative machinery in peacetime and in an emergency;
- (b) Registration procedures; discrimination of manpower requirements;
- (c) Compulsory recruitment for the forces, civil defence services, and control of civilian manpower;
- (d) Selective systems for the call-up of the forces;

- (e) Effective use of manpower, measures to increase labour mobility, limitations on unnecessary labour turnover;
- (f) Limitation of unnecessary production; allocation of manpower; labour preferences;
- (g) Labour training programmes, rehabilitation schemes;
- (h) Wage control measures;
- (i) The position of foreign workers; the use of refugees.

8. While it is evident that several member countries possess considerable experience in the field of labour mobilisation in an emergency, and that this whole question is under constant review, other member countries, due to various reasons, have no such experience, nor are their preparations for an emergency far advanced. Those countries whose planning for an emergency is in an early stage of preparation should be able to benefit from the experience and plans of other member countries who, for various reasons, have advanced further in this field. Although the procedures adopted in any one member country may not necessarily be applicable to other member countries, problems of a similar nature are likely to arise in most member countries.

9. In order that all member countries may benefit from the experience already gained by some of them, and in order to stimulate planning in this field, the Secretariat has been instructed to draw up, after consultation with the United Kingdom Representative, a general survey of the type of manpower problems which are likely to arise in an emergency, and of the types of actions and procedures which, on the basis of previous experience, might be adopted by member governments in order to solve such problems. The Working Party considered that a survey of this kind would prove of great value to individual member countries in planning their own measures to deal with manpower problems in an emergency. The survey is in an active state of preparation.

THE STATUS OF FOREIGN WORKERS IN TIME OF WAR

10. The Working Party decided on the initiative of the Italian Representative to examine the status in time of war of workers from other member countries regarding call-up for the forces, direction into essential industry and repatriation.

11. The Secretariat, in consultation with the representatives from Belgium, France, Italy and the United Kingdom is drawing up for the consideration of the Working Group a paper defining the problems likely to be encountered, and suggesting what planning might usefully be undertaken to minimize disruptions in time of war.

EMPLOYMENT OF LOCAL CIVILIANS BY NATO FORCES SERVING ABROAD

12. In addition the Working Party decided on the initiative of the United States Representative to make an early study of the questions arising in wartime regarding the employment of local civilians by NATO forces serving abroad. Preliminary work in this field has been carried out by the Secretariat in consultation with the Representatives of France, United Kingdom and United States, and

governments have been asked to submit brief statements about their experiences and procedures during the last war and about the arrangements, if any, at present in force or planned to cater for the requirements of visiting forces for local civilians.

(Signed) J.R. LLOYD DAVIES

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