

ORIGINAL: ENGLISH/FRENCH  
18th November, 1953

NATO RESTRICTED  
ANNEX A to  
AC/36-WP/2

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.

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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.

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