

CONSEIL DE L'ATLANTIQUE NORD  
NORTH ATLANTIC COUNCIL

NATO UNCLASSIFIED  
and  
PUBLIC DISCLOSED

EXEMPLAIRE N° 357  
COPY

ORIGINAL: ENGLISH/FRENCH  
2nd February, 1955

NATO RESTRICTED  
DOCUMENT  
C-M(55)12

REVIEW OF TRENDS IN EMPLOYMENT, LABOUR MOBILITY, AND  
MIGRATION, AND ACTION TAKEN BY MEMBER GOVERNMENTS AND  
INTERNATIONAL ORGANIZATIONS

Note by the Chairman of the Working Group on Labour Mobility

At its meeting on 25th November, 1953,<sup>(1)</sup> the Council agreed that the Secretariat should review the trends in employment, labour mobility and migration, and action taken by member governments and international organizations; and that this review should be submitted from time to time for consideration by the Working Group before submission to the Council.

2. In compliance with this decision, the Secretariat has prepared the attached review which the Working Group on Labour Mobility considered and approved during its meetings on 10th and 31st January, 1955.

3. The Council is invited to:

(a) note this review and the conclusions listed in section V;

(b) recommend that member governments should continue their efforts, on a national basis, to bring about the most efficient operation of their economies, with special reference to improving the utilisation of labour and to expanding their economy as the most important steps to meeting problems of over-population. To this purpose, member governments should give their moral and political support to suitable projects having as their objective expansion of the economies of the European member countries, not least those oppressed by the problem of over-population;

(c) recommend that member governments should continue to enhance the practical possibilities of the liberalisation of the international movement of labour and of promoting migration on the lines suggested in the recommendations made in the annex to document C-M(54)1, the validity of which has been strongly reinforced by the developments of the past year;

(d) encourage member governments to give careful consideration to those of the proposals discussed in this document and in document C-M(54)1 which may affect their immigration and other policies. The NATO Secretariat should continue to submit from time to time reports on the trends in employment, labour mobility and migration, for consideration by the Working Group with a view to submission to the Council.

(Signed) J.C. HUGHES

Palais de Chaillot,  
Paris, XVIIe.

(1) C-R(53)19 and C-M(54)1

REVIEW OF TRENDS IN EMPLOYMENT, LABOUR MOBILITY AND MIGRATION  
AND THE ACTIONS TAKEN BY MEMBER GOVERNMENTS AND INTERNATIONAL  
ORGANIZATIONS

I. INTRODUCTION

1. As the questions of employment, labour mobility and migration are closely linked to the general economic situation of the member countries, short economic surveys have been integrated into the report.

II. OUTLINE OF TRENDS IN NATO COUNTRIES OF  
ECONOMIC SITUATION, EMPLOYMENT AND MIGRATION

A. Economic Trends

2. In most European NATO countries industrial production in the first eight months of 1954 was from 5% to 10% higher than a year before. This progress took place without sacrificing internal financial stability; liberalisation of intra-European and dollar trade continued, and foreign exchange reserves increased further. The recovery of activity began during 1953 and was part of a general recovery in most parts of the world after the stagnation which followed the post-Korean boom. The consequent revival in world trade provided an important stimulus to European production and this was reinforced by the relaxation in many countries of the restrictions on internal demand imposed in earlier years to curb inflation. This trend became fairly widespread; in 1954 monetary and credit policies were eased and taxes reduced. Wage rates also increased steadily in most countries.

3. In the USA, however, industrial production was 8% and in Canada 3% lower in the first eight months of 1954 as compared to the same period a year before. The decline in economic activity in USA was halted in the summer of 1954, and there are now signs of an upturn. At the end of the year the situation in Canada also showed signs of improvement.

B. Trends in Employment

4. As mentioned in the last report to the Council from the Working Group on Labour Mobility (C-M(53)155), unemployment in the first months of 1953 was higher than in previous years in Western Europe. The reason for this was in some countries a particularly large seasonal increase, and in the second half of the year unemployment fell to about the same level as one year before. Available information indicates a further decrease in unemployment in the Western European countries during the first three quarters of 1954. In some countries, particularly the United Kingdom and the Netherlands, employment reached a very high level. In Greece the labour market benefited from the rapid economic expansion following the devaluation of the Drachma in April, 1953, but unemployment continues to represent a serious social problem<sup>(1)</sup>. In the United States and Canada unemployment increased rapidly during the last months of 1953<sup>(2)</sup>. Since the beginning of 1954

---

(1) see also paragraph 24

(2) see also paragraphs 14 and 55

unemployment declined somewhat in these countries, but by the end of the year was still considerably higher than a year before. Given no worsening of the situation in the United States, the immediate trends in NATO countries seem reasonably favourable.

C. Trends in Migration

5. According to ICEMs report, the total number of emigrants leaving the major countries of emigration where the Committee operates fell from 375,246 in 1951 to 305,401 in 1952 and to 226,886 in 1953. Although these figures include only the following countries: Austria, Germany, Italy, the Netherlands, Greece and Trieste, they might be quoted as indicating a general decline in migration from Europe. In addition to the countries mentioned above, the following European countries are members of ICEM: Belgium, Denmark, France, Luxembourg, Norway, Sweden and Switzerland.

6. Out of the number of emigrants who left the said countries in 1953, 11,063 came from Austria, 49,875 from Germany, 106,582 from Italy, 38,049 from the Netherlands, 9,950 from Greece and 1,367 from Trieste.

D. Individual Member Countries

7. As regards the individual member countries, the following information has been made available to the Secretariat.

Belgium

8. Total output in Belgium rose during 1954 after a period of stagnation. The rise in total output was not accompanied by any significant increase in prices or wages. In spite of a slightly larger import surplus, the balance of payments position remains strong.

9. The recovery in industry led to an increase in productivity and hardly affected the level of employment. A slight fall in unemployment resulted mainly from new facilities given to municipalities for the expansion of public works adapted to regional requirements. However, the government is still concerned about the relatively large number of wholly unemployed (about 4.5% of the labour force), mainly located in the Flemish districts.

10. Group immigration of miners fell in 1953 to 3,000 persons. In the coal mining industry, the only one in which the number of foreign workers is known, the foreign labour force totalled 64,961 on 30th December, 1953, as against 70,369 on the 31st December, 1952. This represents a decrease of approximately 5,400 persons, mainly Italians.

11. Immigrants have, however, continued to enter the country individually. In 1952 the excess of arrivals over departures was 13,305.

12. The prospects for mass immigration of foreign workers remain limited.

Canada

13. By the end of 1953 a gradual recession had started in

Canada, but by mid-1954 this decline showed signs of levelling off. Despite a reduction in foreign trade, the balance of payments position causes no serious concern in view of the high level of reserves and continued capital inflow.

14. Employment fell more than seasonably during the winter of 1953-54 and rose more than seasonably last summer. This improvement in overall employment has been due largely to higher employment levels in agriculture and other primary industries. Employment difficulties have continued in some parts of manufacturing but some improvement has become evident in the soft goods section of manufacturing. Continuing long-run employment gains have been made in the trade and service industries. By the third quarter of 1954, total unemployment remained at twice the level of the previous year, when it was about 2% of the civilian labour force.

15. The statement of the Canadian immigration policy and of the factors limiting Canada's capacity to absorb immigrants which was given in document AC/36-D/7/2 of 29th May, 1953 (see also document C-M(53)155, Annex A), is still valid.

16. In 1954, 154,227 immigrants were admitted to Canada, representing a net decrease of 9% from the previous year. It is expected that the 1955 intake will approximate that of 1954. 105,171 immigrants from NATO countries were admitted in 1954 as against 111,289 in 1953.

#### Denmark

17. The Danish economy expanded at a rapid rate during 1954. This was accompanied by small price increases, a substantial wage increase and a steep rise in imports during the second quarter. A serious balance of payments crisis arose in the middle of the year. Government action is being taken to reduce domestic demand and bring the situation under control.

18. Virtually full employment conditions have existed in Denmark since the beginning of 1954 and in some sectors there is a shortage of labour.

19. The issue of labour permits to foreign workers is, to a great extent, dependent upon the employment situation of the profession to which the applicants belong. No mass immigration or admission of groups of foreign workers take place.

#### France

20. The French economy is now expanding steadily. Prices have remained stable, while wages have increased, and there seems at present to be no immediate danger of inflation. The trade deficit has been declining gradually and reserves have increased slightly. However, the economy is still very vulnerable because of the inflated price level, heavy state expenditures and the fact that the balance of payments still owes much to external aid in various forms.

21. As a result of this expansion, unemployment and under-employment have declined and France is now approaching full employment. It is expected that the improvement will continue within the framework of the present Government's economic plans.

22. With the exception of a small number of skilled workers,

there is no hope that the total labour force can be increased by drawing on present reserves of manpower, taking advantage of improved techniques. The dominant problem is how to increase the mobility of the available manpower in order to enable local deficiencies to be absorbed by local and national surpluses. In stating this, the French authorities have drawn attention to the two following problems which might seriously affect the manpower position in the near future:

- (a) a further influx of workers from the North African departments, for which the French Government is obliged in any case to provide full employment;
- (b) the implementation of Article 69 of the ECSC Treaty (Freedom of employment of skilled coal and steel workers in the ECSC countries). It is not possible now to foresee what impact the application of Article 69 will have on the labour market.

Greece

23. Total output in Greece expanded very rapidly following the drastic devaluation of the drachma in April, 1953. At the same time, the deficit in the current balance of payments was sharply reduced. After rising by nearly one-third, the level of wholesale prices has been stable since January, 1954, and the cost of living index, which rose somewhat less than wholesale prices, has been nearly stable since April. However, there are indications that the immediate benefits of the devaluation have now been reaped. While industrial production increased further during 1954, excess capacity in some sectors is now largely absorbed.

24. Unemployment and under-employment, though reduced, remain a persistent problem, while the level of real incomes is still below pre-war standards. The balance of payments position is still vulnerable and remains heavily dependent on such special factors as economic aid, infrastructure payments and earnings from offshore procurement orders. Continued rapid expansion of the Greek economy is a requisite if these problems are to be met. This will require substantial investments, and with domestic savings still inadequate for this purpose, foreign sources of capital are essential if expansion is to be achieved under sound conditions.

25. In 1953, 9,950 persons emigrated from Greece as against 5,500 in 1952. The increase was mainly due to increased assistance by ICEM.

Iceland

26. Economic progress in Iceland during 1954 was steady, if unspectacular, and the present situation is generally satisfactory. The country is now engaged in diversifying its economy and reducing its dependence upon fisheries.

27. New industrial projects and military and civil construction are helping to keep up the high rate of employment. Industrial workers are now the largest occupational group, while employment in agriculture and fisheries is steadily decreasing.

28. It is assumed that the situation with regard to migration has not changed since document C-M(53)155 was issued, i.e. there is no need for migration.

Italy

29. The expansion of total output is continuing in 1954, although the rate of increase may not be as high as previously. As prices have remained fairly stable, an increase in real wages has been made possible. In the face of reduced foreign aid the deficit on the balance of payments has been further reduced, as a result of increased exports and offshore payments.

30. In spite of continuing economic expansion, the high level of unemployment and under-employment remains Italy's most acute problem. About 10% of the total labour force is at present unemployed. The reason for the persistent unsatisfactory situation in the labour market is partly the exceptional growth in working age population and partly the fact that increased production is achieved mainly by reducing under-employment in various sectors of the economy. The Italian Government stresses that emigration is necessary for the solution of this problem. In addition, a long-term programme is being worked out which has as its main aim the absorption of idle factors of production. Shortage of funds for investment may prove a serious obstacle to the realisation of this programme.

31. In 1953, 106,582 persons emigrated from Italy as against 131,372 in 1952.

Luxembourg

32. In the course of 1954 industrial production again began to rise after the recession of 1953. The Luxembourg economy is highly dependent on the development of foreign demand for steel, and the improvement during recent months is a consequence of increased European purchases. However, the Government does not expect any substantial increase in output in the coming years.

33. In spite of the slack in the economy, unemployment has remained negligible. There are even seasonal labour shortages in agriculture and construction, where activity has remained high, but these shortages can easily be met by an influx of foreign workers.

34. The present shortage of skilled labour is being met by regular recruitment from abroad, in which the hiring of Italian workers still dominates.

Netherlands

35. The rapid economic development of the Netherlands continues and a further stimulus to expansion was given by a recent agreement between employers and trade unions for a general wage increase - the second within nine months. The surplus on the balance of payments is decreasing, but the substantial gold and exchange reserves are still rising.

36. Unemployment continued to fall in 1954 and now amounts to less than 1.5% of the total number of wage earners. A shortage

of skilled labour is felt in some industries and there is strong pressure for making wage controls more flexible in order to improve further the situation of skilled workers, which measures would probably have the effect of lessening emigration.

37. Foreign workers are only admitted for employment in those vacancies for which national workers are not available.

38. Information recently published by the Central Statistical Office in The Hague reveals that the number of emigrants from the Netherlands in 1953 was only 82.5% of the number in 1952, and was even lower than in 1951. The number of persons who emigrated in 1953 was 67,000 as compared with 81,300 during the previous year. The largest group left for Canada (20,600). There was a considerable drop in the number of persons emigrating to Australia (8,500 as compared with 16,300 in 1952), New Zealand and Indonesia. These figures, however, include some categories of individuals not migrating in the proper sense of the word, e.g.:

- (a) workers on a temporary arrangement of no longer than 1 or 2 years who intend to return to their country of origin after expiration of their contracts;
- (b) workers at branch-offices or factories of their own national enterprise, who, though sent forth for a longer period, are not supposed to integrate in the country where they perform their duties;
- (c) persons disposing of sufficient means of living, not taking up any gainful activity.

39. On the other hand, immigration to the Netherlands was 5.3% higher than in 1952. Out of the 35,500 immigrants who entered the Netherlands in 1953, 14,200 were from Indonesia.

40. Net emigration during 1953 totalled 31,500 while during the same year the population for the Netherlands increased by 115,000 persons (the corresponding figures for 1952 were 48,000 and 107,000).

#### Norway

41. Total output continued to increase in 1954. The current account deficit in the balance of payments remained very substantial and, in consequence, measures are now being taken to reduce the very high investment level.

42. Unemployment continues very low. Some shortages of skilled workers are reported, mainly in the metal industries.

43. The agreement, concluded in 1954, between Denmark, Finland, Norway and Sweden, constituting a common labour market, opens new possibilities of labour mobility in that area(1).

#### Portugal

44. The level of activity in Portugal rose in 1954 as a

---

(1) see also paragraphs 74 and 75

result of increased demand which was stimulated by a sharp rise in exports and a higher level of both defence expenditures and investment.

45. No data are available to show the fluctuations in the level of unemployment but there are plentiful supplies of manpower and under-employment apparently continues to be a problem.

46. As no new information regarding emigration has been submitted it is assumed that the information given in document C-M(53)155, Annex A, is still valid. After this the Portuguese legislation is elastic, as regards the entry of foreign workers, provided their presence is essential to productive activities.

47. "La Junta de Emigraçao" is constantly considering the problem of emigration and is responsible for facilities given to would-be emigrants.

#### Turkey

48. According to the information available, industrial production in Turkey continued to increase in 1954, but since the crops were bad, only a small rise in total output is likely. The Turkish economy continued to be characterised by an excessive level of demand in relation to resources. The balance of payments deteriorated owing to worsening terms of trade and a decline in exports. Wholesale and retail prices showed an accelerated rising trend which indicates that the internal expansionary forces were inducing inflation.

49. No information is available regarding the employment situation and the problems of migration.

#### United Kingdom

50. The economy of the United Kingdom continued to expand steadily during 1954, and shows no signs of faltering. Despite slight price increases, the internal financial situation remained stable. The balance of payments improved substantially during the year, reserves rose, and a more liberal trade and payments policy was progressively adopted.

51. The present total of employed persons is the highest figure on record and unemployment is at an exceptionally low level (1%). There is no immediate sign of a serious general labour shortage although labour, particularly skilled labour, is scarce in certain sectors.

52. Arrangements have been made for facilities for "group recruitment" of foreign workers<sup>(1)</sup>. Since July, 1953, over 1,000 Italian workers have been recruited under these arrangements. Demands for a further 750 Italian workers are in hand.

53. The total number of permits issued to individual foreign workers during the year 1953 was 33,832 and of these 95% related to workers from European NATO countries or other countries of Western Europe. The number of workers actually landing is, however, rather less.

---

(1) see also paragraph 63

United States

54. The recession in the United States economy seems to have come to a halt and there is now a slight upward movement, though in the third quarter of 1954 total output was still 3% below the previous year. Both wholesale and retail prices are remarkably steady. The effects of the recession on the balance of payments position have been relatively minor since aid and military spending abroad more than fill the gap between the dollar earnings and expenditures of the rest of the world.

55. Unemployment rose to 5.8% of the civilian labour force in February and March of 1954, but then declined. Total employment in the summer was about one million less than a year before. The drop was most pronounced in the durable goods sector of manufacturing.

56. The total immigration into the United States amounted in 1953 to 184,324, as against 219,222 in 1952, (according to an ICEM report).

III. ACTION TAKEN BY MEMBER GOVERNMENTS AND OTHER  
INTERNATIONAL ORGANIZATIONS

Unilateral

France

57. The immigration costs, which are repayable to the National Immigration Office by employers of foreign labour, were reduced from 9,500 francs to 8,500 francs as from 27th March, 1954. This move is calculated to facilitate the employers' conclusion of the contracts required for the admission of foreign workers.

Greece

58. Greece has already established a long-term programme of economic development in order to limit the structural deficit of its external balance of payments and to eliminate to a large extent the great surplus of its unemployed and under-employed population.

This programme which in its general lines has been exposed before the Economic Commission for Europe in Geneva foresees investments on a large scale in certain sectors and particularly in the sector of electric power development, in certain basic industries for the utilisation of locally produced raw materials and in the land reclamation projects.

It is expected that this programme which is now further elaborated will be shortly presented to the OEEC after its final revision by the Greek Government.

Italy

59. The Ministry of Labour has organized vocational training of young workers. During 1953/54, the courses were attended by 183,000 persons.

60. By means of a special fund for the development of the

southern part of Italy and the land reform, it has been possible, in the said part of Italy, to absorb a multitude of workers.

61. A number of domestic measures have been taken in connection with the transfer of the capital and goods of emigrants, the financing of transport and the training of Italian labour, in accordance with the requirements of the receiving countries.

62. A study on the trends of national income and employment between 1955 and 1964 was recently approved by the Italian Government and submitted for the consideration of the Ministerial Council of OEEC at its session of 13th and 14th January. This study outlines a programme designed to create a very large number of new job opportunities within 10 years, and thus by internal measures, to absorb as much as possible of the country's structural unemployment. The OEEC Council of Ministers (on which all NATO member countries are represented) has recognised the importance for all member countries of finding a satisfactory solution to the problems outlined in Italy's 10-year programme. It was therefore agreed that this programme should be studied with a view to deciding what steps could be taken by individual member countries, or by the Organization as a body, to facilitate its implementation.

By its action, the Italian Government has given convincing proof of its readiness to comply with the Recommendations to NATO member countries set out in document C-M(54)1 of 15th January 1954, and particularly recommendation (a).

#### United Kingdom

63. A circular has been issued to all Employment Exchanges in the United Kingdom, setting out in detail the facilities for the "group recruitment" of manpower from abroad. It is too soon to assess the results of this action, but, as indicated above, since July 1953, over 1,000 Italians have been recruited under the "group recruitment" arrangements.

#### United States

64. The Refugee Relief Act of 1953, authorising the admission, beyond existing quotas, of a total of 209,000 immigrants, mostly from Europe, during the period ending 31st December, 1956, has now come into operation. Agreements on the implementation of the Act have been concluded with Austria, Germany, Greece, Italy and the Netherlands. Arrangements have been made with twenty-three voluntary organizations in the United States for contacts with individuals who will give assurances of available employment and housing. 10,000 offers have been received and new offers are arising at the rate of 750 a week. 27,000 applications from persons in the five countries named have been examined.

65. In addition to the over-quota immigration from the countries of over-population, the Act provides for the admission of 10,000 refugees from Soviet-dominated countries who are now resident in NATO countries. Agreements have been concluded with Belgium and France on arrangements for visas for refugees in those countries.

66. The United States have pledged an additional \$1,000,000 towards the operating fund of ICEM.

67. The United States have furnished experts and financial support to the European Productivity Agency with a view of aiding labour mobility within Europe.

Bilateral

Belgium - Italy

68. A new Belgo-Italian protocol on the recruitment of Italian labour for the Belgian mines was signed in Rome on the 5th March, 1954.

France - Italy  
France - Greece

69. France has concluded recruitment agreements with the Italian and Greek Governments.

France - Netherlands

70. A similar agreement is being negotiated with the Netherlands.

France - High Commissioner for Refugees

71. After an agreement with the High Commissioner, France has admitted as workers 140 refugees from Bulgaria, Yugoslavia and Albania, who had found asylum in Greece.

Greece

72. The Greek Government is negotiating with several countries on agreements for the interchange of industrial and agricultural workers with the aim of re-training Greek workers.

Italy - ILO

73. Pursuant to technical aid agreements between Italy and the ILO, special training courses for instructors in the field of vocational training have been held at Genoa and Naples, with the collaboration of ILO experts(1). The Italian Government has concluded agreements on vocational training with other governments and with international organizations.

Multilateral

Denmark - Norway - Sweden and Finland

74. In May, 1954, an agreement was concluded between the above-named countries, according to which these countries will constitute one common labour market. The agreement is expected to have considerable influence on the labour mobility in this area.

---

(1) See also paragraph 101

75. The major provisions of the agreement are:

- (a) abolishment of labour permits for nationals from other contracting parties;
- (b) the governments express their intention to maintain full employment;
- (c) constitution of a special Board which will review the development of the common labour market and discuss and make recommendations of measures of common interest.

76. The results of the implementation of the agreement are not yet known to the Secretariat.

#### International Organizations

##### Brussels Treaty Organization

77. Exchanges of manpower and employment of foreign workers. A scheme for exchanges of manpower between the five countries by co-operation between their employment services continues to function and is reviewed at regular intervals. Problems of employment of foreign workers are under study, in particular the possibilities of employment for the families of foreign workers. It has been decided to examine the basic principles of the policies on foreign manpower adopted by the Brussels Treaty countries, as well as the ways in which these policies are applied and their results.

78. Exchanges of young workers. A specialist working group has been set up to facilitate exchanges of young workers between the Five. Various practical measures have been adopted to simplify and speed up arrangements for these exchanges.

79. Vocational training. Regular exchanges of information take place between the Five on developments in general policy, organization and finance, training methods and placing.

80. No information is available to the Secretariat about the scope and the results of these activities.

##### European Coal and Steel Community (ECSC)

81. Article 69 of the Treaty, setting up the Community, provides for the removal of the obstacles to movement of labour working within the coal and steel industry in the participating countries. The High Authority has pressed for the implementation of this article and has suggested several implementing measures to the governments. An inter-governmental conference on the subject took place in May, 1954, and in November, 1954, the Council of Ministers of the Community has accepted proposals made by that conference that skilled coal and steel workers be allowed to move freely within the community, with the issue of a "European Labour card" and the co-ordination of the labour exchange systems of the six members. Experts from the six countries met on 17th January, 1955, in Luxembourg to discuss administrative measures to be taken to implement this decision.

82. The High Authority has prepared a document which supplies the essential features of the available data on manpower: total volume, distribution by regions, structure (by nationality, age, qualification) and replacement of manpower. According to the most recent information, the document will shortly be submitted to a group of experts who will decide what practical conclusions may be drawn from the data and who will assess the difficulties to be overcome.

Council of Europe

83. Special Representative of the Council of Europe for national refugees and over-population. M. Pierre Schneider, former French Minister, was appointed as Special Representative of the Council of Europe as from 1st February, 1954 for a one-year period. M. Schneider has consulted various governments and international organizations. In December, 1954, he laid his plan before the Committee of Ministers of the Council of Europe. The plan included a proposal to set up financial machinery in Europe to facilitate the settlement of European workers in trans-Atlantic countries, in other European countries or in their own country. It is his point of view that a common European policy on this subject has to be established.

The Committee of Ministers endorsed the spirit displayed in M. Schneider's report and extended his assignment for one year by inviting him to submit detailed proposals, especially with regard to the fund. The Committee decided to form a committee of senior officials from the member countries which M. Schneider will be able to consult.

84. International Refugees. On the proposal of the Netherlands, the Committee of Ministers of the Council of Europe has resolved to recommend that the governments of members of the Council of Europe, which are members of the United Nations, should give their support at the General Assembly of the UN, to the High Commissioner's proposal to set up:

- (a) an emergency fund for refugees ("difficult cases") (5 million dollars)
- (b) a fund for re-integration of refugees into economic life (12 million dollars)(1)

85. Convention on the reciprocal treatment of nationals. A committee of experts, appointed by the Committee of Ministers, has drafted a convention on the reciprocal treatment of nationals. Article 10 in the draft convention runs:

"Each Contracting Party shall authorise nationals of the other Parties in its territory to engage in any gainful occupation on an equal footing with its own nationals, unless the said Contracting Party has cogent economic or social reasons for

---

(1) See also paragraphs 116-117

withholding the authorisation. This provision shall apply but not be limited to industrial, commercial, financial, agricultural activities, skilled crafts and the professions, whether the person concerned is self-employed or is in the service of an employer."

The draft convention is now under study in the Committee of Ministers' Deputies.

Inter-governmental Committee for European Migration (ICEM)

86. During 1953, the Inter-governmental Committee for European Migration effected a total of 87,501 movements. This was nearly 10,000 higher than the total for 1952, but the target for the year - 120,000 movements - was not achieved, the main reason being that movements during the first six months of the year reflected a general decline in migration and were consequently low. Movements during the second half of the year were much higher. The favourable developments continued during the first seven months of 1954, with the result that over 72,000 persons were moved with the Committee's assistance. If this rate of movement can be continued, and there is every reason to believe that it can, the target of 118,400 movements during 1954 will be achieved.

87. A further outstanding feature of the second half of 1953 and especially of the first months of 1954 was the increase in movements from those countries, such as Greece and Italy, where the need is greatest. During the first four months of this year, 2,874 persons were assisted to migrate from Greece and 21,060 from Italy, as compared with 4,096 and 20,980 respectively during the whole of 1953. These numbers include spouses and other dependants. Again there is good reason to believe that this satisfactory development will continue.

88. The results in 1953 and the first months of 1954 were achieved by virtue of new schemes developed under the auspices of the Committee without the help of large programmes which had been taken over from IRO (International Refugee Organization) in 1952 and provided the bulk of the movements in the first half of that year. In 1953/54 the absence of such programmes was offset by substantial increase in movements to Argentina, Canada, Brazil and Venezuela. The so-called Family Reunion Schemes have been particularly successful; families of workers who had previously emigrated - above all families of Italian workers who had emigrated to Latin America - were assisted to join their bread-winners.

89. By 31st July - after three years and six months of existence - the Committee had made the migration of 237,956 persons possible. Out of this number 20,594 came from Austria, 99,863 from Germany, 9,790 from Greece, 64,037 from Italy, 13,008 from the Netherlands, 6,082 from Trieste, 24,582 from other countries. 96,610 of the total were refugees. 29,370 went to Argentina, 45,010 to Australia, 34,245 to Brazil, 60,150 to Canada, 2,620 to Chile, 3,875 to Israel, 49,856 to the United States, 8,258 to Venezuela and 4,572 to other countries.

90. It should be noted that, though the emigration from Europe declined in general in 1953, ICEM was able to increase its movements both proportionally and absolutely. (In 1952, ICEM-assisted emigration from Europe represented 24% of the total emigration, in 1953 33%.)

91. The various migration services have been of particular assistance to certain governments in connection with the pre-selection of migrants and their preparation for movements. In Italy, the joint scheme undertaken with the government and the International Labour Office for the development of Italian pre-selection services was completed by the end of 1953 with satisfactory results. After the application of new methods of pre-selection to a programme for the recruitment of urban workers, the rate of rejection of migrants at the final selection stage decreased from 52% to only 4%, whilst the cost of the pre-selection and selection processes fell by some 64%. As a result of the success of this experiment, the service is to be continued for a further period.

92. Efforts have been made to expand training programmes. An experimental programme is being worked out in agreement with the Greek Government for the vocational training of some 400 urban workers destined eventually to emigrate to Brazil. Further plans are also being developed for giving vocational training to prospective migrants in Italy. In view of the demand in immigration countries for skilled workers, this vocational training programme is likely to have increasing importance. Its objective is not so much to create skilled workers from persons totally unskilled but rather to develop and increase the capacity of persons already semi-skilled. It is realised that the migration of one skilled worker may well create opportunities in the immigration country for several unskilled workers.

93. Language training and information services have been continued.

94. The activities of the Committee to promote land settlements of immigrants in overseas countries have progressed. A land settlement specialist, who has been touring several Latin American countries, has noted considerable interest by the governments concerned. The Committee has been requested to send an expert mission to Chile to survey plans being developed in that country and to assist their completion. Other projects, including the settlement of Italian families in Venezuela and Dutch families in Chile, are likely to be put into operation in the near future.

95. The Constitution of the ICEM which provides a permanent basis for the Committee and to which reference was made in the last report to the Council (C-M(53)155) came into force on 30th November, 1954.

96. The Council of ICEM approved at its first session in Geneva, from 30th November to 4th December, 1954, the plan of operations and budget and plan of expenditure for 1955, as submitted by the Director of ICEM.

97. The plan of operations foresees 140,370 movements by ICEM from Europe in 1955; (1952: 76,604, 1953: 84,034, 1954: 117,098). It is planned to move 58,300 persons from Italy,

as opposed to 11,607 in 1952, 20,980 in 1953 and an anticipated 49,043 in 1954. The emigration programme from Greece is planned to reach 15,820 movements in 1955, as opposed to 489 in 1952, 4,096 in 1953 and 11,062 in 1954. 12,550 persons are expected to be moved from Austria, 31,100 persons from Germany, 15,500 from the Netherlands, 2,510 from Trieste and 4,590 from other European areas (2,950 will be moved from the Near and Far East).

98. The budget and the plan of expenditure provide for an amount of 2,506,217 dollars for administrative expenses (in 1954: 2,601,437 dollars) and 44,027,211 dollars for operational expenses (in 1954: 36,080,096 dollars).

#### International Labour Organization (ILO)

99. ILO is working closely with the OEEC on manpower problems. ILO has provided experts to undertake an investigation of manpower organization in OEEC countries and has also proposed to the OEEC certain measures that could contribute to the maximum utilisation of manpower resources and to higher productivity.

100. In the field of vocational training, ILO has worked out, in collaboration with the OEEC, a scheme providing assistance to governments in the training of instructors.

101. In Italy, ILO experts have helped in setting up training schools.

102. ILO is assisting the European Coal and Steel Community in the promotion and extension of vocational training.

103. In the field of migration, the ILO has assisted in training officials from Italian emigration centres in pre-selection procedures, so that further and more widespread improvements in the proportion of workers finally accepted as immigrants might be achieved.

104. The ILO is assisting the Greek Government in framing migration policy and in organizing government emigration services. The ILO awards fellowships to Greek officials, so that they can study migration procedures and operations in various European countries and in Brazil.

#### Organization for European Economic Co-operation(OEEC)

105. The report to the Council (document C-M(53)155) outlines the decision taken by the OEEC Council in October, 1953, to adopt a Code dealing with the employment of nationals of member countries. The main clause of the decision states that a foreign worker, if a subject of one of the OEEC countries, will be granted a labour permit if it has not been possible for the vacancy concerned to be filled within a period of one month by a suitable national candidate (Portugal and Turkey have not accepted the decision). For special reasons the period can be extended to two months. This has been the case in Austria, Denmark and Norway.

106. By means of a system of periodical reports the Organization will be able to watch how this decision is being implemented in the member countries. The questionnaire on the

basis of which the first half-yearly reports are to be submitted, covering the period ending 30th June, was issued in April this year. In replying to the questionnaire, countries must state the number of permits granted or refused, and the number and nature of cases in which they have refused permits under some of the special provisions of the decision. If a country has refused permits for "imperative reasons of national economic policy", it shall state the nature of these reasons. The reports submitted to the Organization in this way will provide member countries with the data required for ensuring a degree of co-ordination of policy in this field.

107. In their communications to the Secretariat, Belgium, Italy and the Netherlands state that they have put the decision into effect in their countries. This has also been the case in the other adhering OEEC countries as the decisions of the Council of OEEC automatically come into force as soon as they have been adopted.

108. The replies to the OEEC questionnaire mentioned above have been submitted to an expert committee in November, 1954, whereupon the Manpower Committee of the OEEC will examine the replies and the considerations of the expert committee.

109. The first results of the decision are, therefore, not yet available to the Secretariat; however, according to hearsay, it has generally not resulted in the grant of more work permits than would otherwise have been the case, but it is too soon to form an opinion on the results of the decision in question, since it did not come into effect until 1st January, 1954.

110. The Council decision has also requested all countries to reconsider their policy immediately with a view to reducing to a minimum the number of years of regular employment which must elapse before foreign workers are freed from employment restrictions. The results of the review undertaken in this connection were to be notified by 30th June, 1954, to the Organization, which is now studying the communications regarding this matter, which have been received from member governments.

111. In March, 1954, the OEEC Council decided that the authorities of member countries shall grant to refugees officially recognised as such in another member country at the time when the rules of the Code are applied, the same treatment as to each other's nationals provided that they have the right to return to that country.

112. The OEEC has sent out a questionnaire on future population trends in member countries. On the request of OEEC, the "Centre européen d'Etudes de Population"(1) has made an analysis of the replies received. The conclusions of this analysis are:

---

(1) Mr. Louis Henry of "Le Centre européen d'Etudes de Population" made the analysis.

- (1) Population in most of the 14 countries, Austria, Belgium, Denmark, France, Germany, Ireland, Italy, Luxembourg, Norway, the Netherlands, Portugal, the United Kingdom, Sweden and Switzerland, will be higher in 1971 than in 1951. Generally speaking, the anticipated rise is from 8 to 10%, according to whether migration is or is not taken into account.
- (2) The male population of working age will rise a little faster than the total population; the female population of working age will rise more slowly. In some countries, however, both the male and female population of working age may rise more slowly than the total population.
- (3) The population of old people will rise on the whole more quickly than the total population and the population of working age.
- (4) The number of old people per 1,000 persons of working age will rise noticeably, in all countries except Ireland, if, as is highly improbable, emigration comes to an end.
- (5) The number of young people for the 14 countries as a whole will be the same in 1971 as in 1951, after rising to a higher level in 1961 than in 1951.

For the different countries taken separately the trend varies greatly; continuous rise, rise followed by a drop, continuous drop.

(6) The number of young people per 1,000 persons of working age will fall between now and 1971 for the 14 countries as a whole; for most of them, this "burden" will be lower in 1971 than in 1951; there are, however, three exceptions, Belgium, France and Norway, which show an increase in the "burden" of young people.

113. A group of experts nominated by OEEC is considering the analysis before submitting it to the Manpower Committee.

114. The OEEC is continuing to deal with other problems in the manpower field; mention may be made of the work on manpower statistics, vocational training and the development and strengthening of employment services in member countries.

United Nations Educational, Scientific and Cultural Organization (UNESCO)

115. Cultural Assimilation of Immigrants. A round-up of the information collected during an enquiry into the cultural assimilation of immigrants, begun in 1951, was made during 1953 and the beginning of 1954, and the result is expected to be published in the near future. This publication will be based, *inter alia*, on a series of monographs covering the following subjects:

- Study of the cultural assimilation of Italian and German immigrants in Australia, by W.D. Borrie (Australia).

- Study of the cultural assimilation of immigrants in Belgium, by R. Clémens (Belgium) published in 1953.
- Study of the cultural assimilation of Italian immigrants in Brazil, by Manuel Diegues (Brazil).
- Study of the cultural assimilation of certain groups of foreigners in France (Italian and Polish) by Professor A. Sauvy (France). Published in 1953 under the title "Français et émigrés".
- Study of the cultural assimilation of German immigrants in Brazil, by Emilio Willems (Brazil).
- Algerian immigration in France, by the Institut national d'études démographiques under the leadership of Professor A. Sauvy.

United Nations High Commissioner for Refugees (UNHCR)

116. The main task of the High Commissioner is to render assistance to international refugees with regard to their legal status. With the assistance of governments and voluntary organizations, notably the Ford Foundation, he has, however, been able to carry out important activities for the promotion of re-settlement opportunities and pilot projects for economic integration, thus following the lines of the two main solutions to the problems of refugees.

117. The High Commissioner has elaborated a programme for re-integration of refugees into economic life. The programme includes setting up a fund of 12 million dollars. The programme has been submitted to the United Nations, and the General Assembly of the United Nations has recently given its support to the programme by directing the appropriate Committee of the Assembly to negotiate with governments for voluntary contributions of unspecified amount.

IV. PROPOSALS OF GOVERNMENTS

In their communications to the Secretariat, Greece and Italy have put forward the following proposals:

Greece

118. The Greek Government proposes a system of collective re-training of Greek industrial and agriculture workers by sending them for at least one year to the more advanced countries of Western Europe, where they would benefit from the lessons to be learnt by study of the latest technical developments and the most modern production methods. This system could be established through bilateral agreements between Greece and the Western European countries, and the Greek Government is already negotiating with several countries to this end.

Italy

119. Consideration might be given to the creation of a specialised category of "NATO workers". These would be workers employed in the armaments industries of member countries; they should be allowed to take up employment in all the NATO countries.

120. Member governments should be recommended to encourage, in other international organizations of which they are members and which deal with manpower problems, the preparation of plans and programmes to achieve greater mobility of labour.

121. Analysis of statistical returns on the immigration into the United States of nationals of member countries reveals that the quotas have not been completely filled over the last ten years, thus producing considerable shortfalls. During the period 1945-1951, for instance, when 656,475 persons could have been admitted under the quota, barely 203,894 nationals from member countries entered the United States; there was, therefore, an unused balance of 446,671, that is, 71% of the quotas available for this period.

122. In the light of what has already been said, the possibility of examining this question in the Atlantic Council might be considered, with a view to urging the United States Government to set an overall quota for NATO countries as a whole, and thus gradually to absorb all or part of the quota balances left unused by certain countries by allowing in nationals of NATO countries which have exhausted their own quotas.

V. CONCLUSIONS

123. Based on the foregoing, the following conclusions might be drawn:

- (a) The employment situation in the majority of the European member countries has developed satisfactorily, but this does not imply that these countries are able to offer employment to foreign labour to an extent which can remedy the problem of unemployment and under-employment in Greece and Italy.
- (b) It is too early yet to assess the contribution of the OEEC Code regarding employment of nationals of other OEEC countries to the liberalisation of labour mobility in Europe.
- (c) Emigration from Europe has steadily decreased in the last few years. The encouraging results obtained by ICEM proves, however, that increased emigration on an organized basis is possible. The implementation of the United States' Refugee Relief Act of 1953 may assist the movement of migrants.
- (d) The problem of over-population with all its inherent political dangers has not substantially diminished in importance, and the prospects of an early solution are not promising. (The analysis of OEEC on

population trends shows that the population in Western Europe will increase in the next 17 years.)

(e) The two most efficient ways of dealing with the problem, which can be implemented simultaneously, seem to be:

(i) To bring about an expanded economy in the countries with over-population. This will call for an active general economic policy, the outline of which does not fall within the scope of the present report but of which the Greek and Italian plans mentioned in paragraphs 58 and 62 of this report are examples.

Such a policy will in certain cases call for a better use of labour forces which may require the vocational training of semi-skilled and unskilled labour.

In so far as it may be impracticable for the countries concerned to bring about an expansion of their economies which would absorb their surplus populations, consideration should be given to projects requiring international action.

Examples of such international action which may merit consideration are:

Mr. Schneider's plans to set up an international finance machinery; the activities of the ILO in the field of vocational training; the Greek proposal for sending Greek workers to more advanced countries for a limited period; and the proposal of the United Nations' High Commissioner for the establishment of a fund for re-integration of refugees into economic life.

(ii) To increase the emigration to overseas countries.

Increased contributions to the ICEM, M. Schneider's above-mentioned plan, increased actions by the ILO in co-operation with governments in the fields of vocational training and pre-selection of would-be emigrants, the Italian proposal that the US Government should adopt a common NATO-immigrant-quota instead of national quotas, are some of the means which have been suggested for achieving an increased emigration to overseas countries.

VI. RECOMMENDATIONS

124. (1) Member governments should continue their efforts, on a national basis, to bring about the most efficient operation of their economies, with special reference to improving the utilisation of labour and to expanding their economy as the most important steps to meeting problems of over-population. To this purpose, member governments should give their moral and political support to suitable projects having as their objective expansion of the economies of the European member countries, not least those oppressed by the problem of over-population.
- (2) Member governments should continue to enhance the practical possibilities of the liberalisation of the international movement of labour and of promoting migration on the lines suggested in the recommendations made in the annex to document C-M(54)1, the validity of which has been strongly reinforced by the developments of the past year.
- (3) Member governments are encouraged to give careful consideration to those of the proposals discussed in this document and in document C-M(54)1 which may affect their immigration and other policies. The NATO Secretariat should continue to submit from time to time reports on the trends in employment, labour mobility and migration, for consideration by the Working Group with a view to submission to the Council.