MEMORANDUM ON I.L.O. SPECIAL MIGRATION PROGRAMME

(31 December 1951)

1. This Memorandum indicates as concisely as possible the work initiated and accomplished under the Special Migration Programme of the I.L.O., undertaken since June 1950 with the aid of a grant from the O.E.E.C. countries made to enable the I.L.O. to implement an expanded programme of technical assistance to facilitate migration from Europe to overseas countries.

2. Appendices provide details of the arrangements under which the Programme was operated and of the work done and results accomplished or anticipated in respect of each project undertaken.

Approach and Objectives

3. The basic principles governing the I.L.O. approach to the migration problem were stated by the Director-General to the 13th Session of ECOSOC (Geneva, July-August 1951), in the following general terms:

(a) Migration is an important contribution to world economic development and social progress and one solution to certain vital human problems.

(b) It is not a limited, self-contained process to be carried out in a vacuum but must be judged in terms of its general leavening effect on the world economy as a whole.

(c) Within this broader context, migration is a series of integrated operations linked with manpower problems generally at both the emigration and immigration ends. It is not just a question of transporting people from one country to another, but a process with deeper implications. Migration activities have to be closely co-ordinated with employment organisation and services. Efficient selection and placement services are needed. Energetic action is required to promote labour mobility in both emigration and immigration countries. An intensified and accelerated programme of vocational training is necessary, both to provide skilled workers for industrially less developed countries and to protect the economies of emigration countries from the loss of skilled workers who cannot readily be replaced.

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(d) Migration is thus directly linked with activities in the whole manpower field.

(e) Migration requires effective concentration of international effort and resources. Because of its broad implications, migration cuts across many technical as well as geographical frontiers. A number of different international organisations are deeply concerned with special aspects of it.

These basic concepts underlie the I.L.O.'s approach to migration and determined the philosophy and main lines of its Special Migration Programme.

4. The general objective of the Special Programme is to facilitate emigration from over-populated countries in Europe to countries overseas which require additional manpower for economic development. The instrument of the Programme, according to the terms of reference of the funds made available for its execution, is technical assistance. This assistance takes a variety of forms but is directed in each case towards attainment of some part of the general objective which is primarily of a long-term character but has specific short-term aspects.

5. Thus, for example, at the international level, the action taken to provide more accurate and fuller migration information has as its aim the stimulation of demand for migrants and the matching of demand with supply, while the production of international guides and manuals on various phases of the migration process, whether for use by I.L.O. experts in the field or for direct use by governmental services concerned, is destined to improve migration techniques and operation procedures and in this way help move greater numbers of people.

The action undertaken in particular countries of emigration and immigration, though different in character, has the same inspiration. Assistance in remodelling migration and related laws, regulations and administrative instructions is directed towards improving and simplifying procedures. Assistance in organisation or improvement of employment service or information machinery or machinery for training migrants is directed towards the promotion of movements in accordance with employment opportunities. Day-to-day grappling with current problems of migration operations is directed towards enabling the emigration and immigration governments concerned to fulfil their respective migration programmes.

6. Briefly, therefore, the overall aim of each and every form of technical assistance given under the I.L.O. Programme is the effective development of migration in relation to the desires and needs of emigration and immigration countries and within the framework of their manpower programmes. Clearly, while each project had a specific and immediate aim, it also had a long-term objective:
strengthening the economies and raising living standards in both sending and receiving countries. To this purpose, the ultimate objectives of the Programme are the progressive elimination of all obstacles to emigration from over-populated countries of Europe and the promotion of such migration as is desired with full regard to the manpower requirements of immigration countries. The successive projects set in motion under the Special Programme converge upon these ends.

Development of the Programme

7. It is possible to discern four main stages in the evolution of the Migration Programme:

(a) In the first or preparatory stage, a coherent pattern of projects was worked out and integrated with the existing activities of I.L.O. in the migration field. Administrative machinery for recruitment was established. Experts were brought to Geneva or to duty stations in Europe or Latin America. The needs and desires of governments were determined and agreements negotiated. Activities under the new programme were co-ordinated with activities under the expanded technical assistance programme of the United Nations and with regular activities of the United Nations, E.C.L.A. and the various specialised agencies concerned with particular aspects of migration. Taking these necessities into account, the programme moved "into gear" in a commendably short space of time.

(b) In the second or organisational stage, work was begun at Head Office by the nucleus staff of technical experts on planning, initiation and supervision of specific projects and by other experts on the preparation of basic technical materials. Concurrently, field machinery was set up at the emigration and immigration ends of the migration process. In Europe, migration field missions were established in Italy (Rome), the Federal Republic of Germany (Bonn), and, more recently, Austria (Vienna). In Latin America the existing I.L.O. Manpower Field Office in Sao Paulo was strengthened by a mobile Special Migration Unit, whose task it was to render directly and at a later stage to co-ordinate and supervise technical assistance to immigration countries of the region.

(c) In the third stage, the provision of technical assistance was initiated and intensified, in European countries by increasing specialisation of such assistance (e.g., in Italy) and in Latin America by the extension of assistance to particular countries of immigration, in the first instance by mobile experts from the regional unit in Sao Paulo and latterly by the establishment of missions at the national level.
(d) In the fourth or present stage, the emphasis of the Programme is increasingly on practical field work on particular problems or projects with emigration and/or immigration Governments concerned and on activities growing naturally out of work done during the earlier phases of the programme.

8. By necessity, the Programme took shape gradually and did not lend itself to spectacular immediate results. This was largely because the Programme, confined as it was to technical assistance and not extending to the financing of operational activity connected with the actual movement of migrants, was by its nature contingent, first, upon the consent of the countries in which specific projects appeared to be needed and were to be carried out, and, secondly, upon the general development of the migration situation as a whole, of which any technical assistance programme could form but one part.

Types of Projects

9. Projects initiated under the Special Programme fall into five broad categories:

(a) Migration Missions in European emigration countries, to form a needed liaison with the major areas desiring emigration;

(b) Special Migration Unit (mobile) in the I.L.O. Latin American Manpower Field Office, for planning and execution of work on immigration problems in the Latin American region;

(c) Migration and employment service missions at the national level in particular overseas countries of immigration;

(d) Technical projects at the international level to develop and improve migration information services;

(e) Development of technical materials required to facilitate migration (e.g. international occupational classification structure, guides to employment service organisation and training of migrants).

The planning and co-ordination of separate projects is the responsibility of the I.L.O. Headquarters, which was assisted in this task by a nucleus group of experts recruited for the purpose under the Special Migration Programme.

10. Taken together, the projects have formed a co-ordinated attack on many of the outstanding obstacles to current migration. It is in this sense that the results achieved or anticipated under each one of them must be appraised.
Work Accomplished

11. A total of 23 projects were set in motion and carried forward during the last 18 months (July 1950 to December 1951). Of these, some have been terminated, others are nearing completion and the remainder will be continued to the limit of the financial resources.

12. The projects completed comprise: (1) the planning of international work in the field of occupational classification; (2) the preparation of an international guide to employment service organisation; (3) the preparation of a guide to the vocational training of migrants; (4) the planning of a Migration Aid Fund to assist in payment of transport and incidental costs of migrants; and (5) assistance to an exploratory mission to plan a settlement site in Brazil for Caritas. Thus, in respect of (1) to (3) inclusive, tangible advance was made in the production of technical materials at the international level for practical use in the ensuing stages of the programme. The occupational classification planning recommendations permitted the rational development of an international classification structure for migration and placement purposes into which a large number of emigration and immigration countries are now "slotting-in" their own occupational structure or developing one for this purpose among others, and a deployment of field analysts whose work is resulting in expediting the development of selective recruiting. The Employment Service Guide has proved itself in the hands of experts in Italy, Uruguay, Peru and elsewhere. It responds to a definite need particularly in Latin America, where the present lack of employment service machinery makes it difficult or impossible for governments to assess in any realistic way their immigration requirements. The Guide to Training of Migrants also meets a pressing need in countries of emigration and in the immigration countries of Latin America. Both of these Guides are being revised in the light of field experience of their use, and will only be made available to experts utilising them for technical assistance when their general utility and applicability has been proved beyond a reasonable doubt. The Migration Aid Fund Planning Project resulted in a series of practical proposals for grants or advances to migrants and their families to help them to pay overseas transport costs. These proposals were put before the Naples Migration Conference and, though not considered there for reasons beyond the control of the I.L.O., constitute a useful experiment in working out suggestions for methods of financing costs of overseas transport for migrants. Finally, the "Caritas" project was also a short-term practical contribution to the planning and implementation of immigration schemes; under the project the I.L.O. rendered assistance to an exploratory mission in site selection for a land settlement scheme in Brazil and in other problems relating to finding a sound basis for its execution.

1 Project No. 19 (Employment Service Fellowships, Argentina) was subsequently cancelled.
13. The other projects are necessarily of a longer-term character. At Headquarters, the Migration Information Service developed under the Special Programme has had three related specific tasks: (1) to develop practical means for notifying to countries concerned opportunities for migrants, on the one hand, and numbers and qualifications of migrants available, on the other; (2) to develop clearance procedures for rapid matching of information on the demand for and supply of migrants; and (3) to make available reliable information on living and working conditions in immigration countries. None of these tasks is easy to perform in a short space of time. Much groundwork had to be done to find a solid basis for meeting the problems in a way useful to the countries concerned and adapted to the information they were able to make available. But, on a limited scale, a good beginning has been made in bringing together migration information from emigration and immigration countries. A large amount of material on living and working conditions in immigration countries has been collected and analyzed, and manuals have been prepared or are nearly completed on conditions in Argentina, Brazil, Chile and Peru. Clearing procedures to meet specific requests from immigration countries for particular types of migrants have been established. They have reached the stage where they can now be put into operation on an experimental basis. Through all of these projects it has become possible to have a clearer idea of migration desires and needs and to provide services for bringing together such information in form useful for action by the Governments and voluntary organizations concerned. The Migration Information Service can now expand on a sound basis provided that financial resources are available for building up from the work begun and done over the last year.

14. Another Headquarters project was worked out in co-operation with the W.H.O. to meet a clear-cut need for more uniform and realistic criteria for the medical selection of migrants. Criteria were developed, placed before a meeting of experts designated by the principal countries of immigration and emigration, revised on the basis of this consideration, and then submitted to the I.L.O. Naples Migration Conference, which asked the I.L.O. to go ahead with its practical work in this field. The criteria established under the Special Programme are expected by all concerned to result in simplification of formalities, standardization of practice and a more realistic approach to medical selection based on a closer relation between the health standards required of the individual and the work which he will be doing or the climatic or other conditions in which he will have to live in the country of destination.

15. As with developing these selection criteria, a number of projects under the Special Programme had to start at Headquarters because of the lack of basic data for field action but have gradually moved from Headquarters into field use. Such is the case with the project for International Occupational Classification Structure for Migration and Placement Purposes, which is aimed at
making selective recruitment possible from a vocational angle by providing an international medium of exchange for matching migrants' qualifications with migration openings. The Structure, which includes over 1,000 occupations and groups entering into migratory movements, was planned and started at Headquarters, discussed and reviewed in the field with technicians in Europe and Latin America, and is being issued in off-set form early in 1952. Work has begun in slotting about a dozen national occupational classification systems into the international structure and the project has now reached a stage where the Headquarters job is finished and the analysts who have developed the Structure are ready to give their full attention to field operations connected with the practical use of the Structure for migration and related purposes.

16. All this represents progress towards objectives of the Special Migration Programme. But the real practical test is necessarily in the field, where the starting is slower and the results less readily measurable. Looking at the problems to be met from a longer-term standpoint and the ways of meeting them, it is clear that the major accomplishment under the Special Programme - the sine qua non of all else - was the erection of field missions and field units at the emigration and immigration nerve centres of the migration process, i.e., both in Europe and Latin America. This, again, was a task which cannot be successfully done overnight. Quick recruiting of staff capable humanly technically and linguistically of doing the jobs to be done in such field missions was not easy. Defining the precise functions and methods of action of the missions was equally difficult. But the missions were set up and have carried out and are carrying out useful and practical work according to the needs and conditions with which each one has been faced. If one general conclusion may be drawn from the work each mission has done, it is this: that the missions have supplied a missing technical link in the chain of migration planning and operations and that there has been, all round, a gratifying increase of mutual trust and confidence between the many authorities, on the emigration and immigration sides, concerned with various aspects or phases of migration and among the international organisations concerned with assistance in solution of migration problems of all kinds. This alone is ample justification for the existence and maintenance of the technical liaison structure which was built up and which has constituted the focal points for field action under the Special Programme.

17. The emphasis of each field mission has differed according to needs and local operating conditions. In emigration countries, there has been in each case a thorough analysis of the general manpower position with a view to assessing the need for emigration and the emigration potential. In each case steps have been taken to achieve satisfactory co-ordination between the national authorities
and foreign recruiting missions. Advances have been made, e.g. through the convening of periodical or ad hoc meetings and follow-up between such meetings, towards elimination of superfluous formalities and simplification and standardisation of migration procedures and processing operations. Technical assistance has concentrated on related services, such as improvement of employment service and vocational training organisation and the training of staff for these purposes. Information and advice on a great variety of subjects have been provided on request. Missions have participated in negotiations between emigration governments and immigration missions and have contributed in very practical day-to-day ways in getting rid of current obstacles to emigration and the implementation of bilateral agreements.

18. Results achieved at the immigration end have been slower to appear, because the problem of migration is primarily the problem of immigration and immigration is necessarily linked with the exploration and development of migration opportunity and with economic and social development in receiving countries. But the results in immigration countries achieved and anticipated under the Special Programme are nonetheless real and are of basic importance to the future of international migration programmes. While in Europe action was begun at the national level because of the small number of important emigration countries, in Latin America it was necessary to establish a migration unit at the regional level to explore the ground and to work gradually down to day-to-day assistance at the national level. Survey visits to the main immigration countries of the region permitted preliminary evaluation of urgent technical assistance desires and requirements. They resulted in a number of agreements on technical assistance in the migration and related employment information and employment service fields, and arrangements for fellowships for training migration staff. Additional requests for assistance were not incorporated in formal agreements but the help needed supplied - e.g. in parts of Brazil. Experts from the mobile team built up in the regional unit were next deployed to particular countries (Uruguay, Ecuador, Paraguay, Peru, Bolivia) to provide technical assistance in execution of the agreements concluded and additional experts brought in as needed. Co-ordination was achieved with the Economic Commission for Latin America of the United Nations, the intersecretariat Working Committee on Migration and Economic Development, I.R.O., F.A.O. and other agencies concerned with migration.

19. Fundamental obstacles to immigration were found to be the almost complete lack of governmental machinery and trained staff for analysis of the national manpower situation, including the need for migrants, and the similar lack of operating machinery for immigration. Complicated and restrictive immigration laws and regulations exercised a hampering influence in many cases.
The missions at the national level had to concentrate in the first place on laying the foundations upon which policy can be developed, programmes built and immigration movements organised and executed. Real progress has been made in Peru and Uruguay, for example, towards establishing a national employment service which will provide the information and machinery needed for formulation of a sound immigration policy and programme. The missions in Bolivia and Ecuador have followed the same pattern: analysis of needs, establishment or improvement of governmental machinery, and practical assistance in formulation of policies and programmes. Interest in land settlement has been widespread. The missions in Ecuador and Paraguay have assisted, with F.A.O. co-operation, in this aspect of developing needed immigration and I.L.O. experts provided similar aid to "Caritas" in settlement schemes in Brazil and other areas. Assistance in occupational analysis, aimed towards developing a national framework which can eventually be related to the international Occupational Classification Structure for Migration, has been provided to Brazil and Uruguay and requested by several other Latin-American countries.

20. All of these projects have given good results. None of them can be expected to solve problems which are of long-term character but each of them attacks, on a solid technical basis and in relation to manpower requirements growing out of economic development, immediate aspects of these problems which must be dealt with before any real expansion of immigration can take place with good results to the immigration countries and the migrants concerned.

21. To sum up, the Special Migration Programme made it possible to provide technical assistance of varied types needed by a large number of immigration and emigration countries, to develop technical materials and tools required as a basis for all further action, and to build a structure of field missions staffed by experts gradually acquiring the further "expertise" - specialised experience and skill - indispensable for subsequent work in the migration-manpower field. Had those things not been done, no large-scale operational programme could have been successfully launched. Unless they are continued and unless they are expanded and intensified, no such programme can contribute fully to meeting the real desires and needs of the countries and migrants concerned.

22. The Special Migration Programme has exemplified a basic approach to migration related to social and economic objectives of concern to the whole world. Experience to date indicates the validity of that approach. But it is an approach and could have been no more. The job is still there to do, extending over each part of the whole migration process and into the related manpower problems of the sending and receiving countries. It cannot be done either on a short-term basis or by dealing with isolated aspects of the process.
23. The Programme was a successful experiment in technical assistance conducted between two international organisations and with the help of others. As the world has recognised, through the forum of the United Nations and its Specialised Agencies, action through the medium of technical assistance is based on constructive and co-ordinated effort requiring time, patience, skill and financial resources to bring it to fruition in any field and in any country.
PROJECT NO. 1.

Title: Technical Nucleus Staff, I.L.O. Headquarters.

Purpose: To add to the headquarters staff of I.L.O. the temporary technical nucleus staff required for successful planning and initiation of the Special Migration Programme and projects undertaken thereunder.

STAGE OF DEVELOPMENT:

The five experts recruited against this project have been at work over the past 15 months with the primary function of assisting in the planning, development and technical supervision of specific technical projects and activities within the framework of the Special Migration Programme. They have provided initial technical training and continuing consultant service for Field Missions and Units established under the Programme, have laid down guiding principles for technical assistance surveys, have collaborated closely with experts engaged on particular migration technical and information projects, and have dealt, on a day-to-day basis, with urgent technical problems arising in connection with the Programme.

(a) The two migration experts, one of whom terminated his appointment in December 1951, have worked on (i) forms and procedures in connection with migration information; (ii) planning of clearing machinery designed to meet specific requests from immigration countries for particular types of workers; (iii) criteria for use in the medical selection of migrants (in co-operation with W.H.O.) and (iv) simplification of standards and procedure for the vocational selection of migrants.

(b) The two employment experts, one of whom left in October 1951, have assisted in planning all types of work undertaken on employment service organisation and employment information in relation to migration, in elaborating plans and procedures for collection and transmission of migration information and in developing technical materials as a basis for provision of advisory assistance to Governments of emigration and immigration countries.

(c) The training expert has devoted most of his time to examining practical questions relating to the training of migrants, working out policy in regard to such training and dealing with problems arising in this connection, both at headquarters and in the field. He has also collaborated with the expert engaged on the Guide to the Vocational Training of Migrants (Project No. 10).
RESULTS ACHieved OR ANTICIPATED:

By performing the various functions and types of work indicated above the experts engaged for the technical nucleus staff have played a vitally important part in planning and coordinating work done under the Special Migration Programme. Their work has resulted in successful initiation of the various projects and in more effective action under each one. The technical nucleus experts have made a contribution both in providing careful orientation for individual experts joining Field Missions and by painstaking analysis and general supervision of the programmes and work done by experts in the field. Their work has been an indispensable feature of expanded activity under the Special Programme.

The work of the migration experts has led to valuable experience in the most effective methods of obtaining and distributing migration information (see Projects 9 and 12). It also paved the way for the adoption by the Naples Migration Conference of basic principles and criteria for the medical examination of migrants, the application of which will make it possible to reduce the time and expense involved in the medical selection of migrants and to avoid unnecessary inconvenience to the migrants themselves. The results of the work of the experts were embodied in recommendations regarding further work by I.L.O. in the field of medical selection adopted by the Conference.

PROJECT NO. 2

Title: Supporting Staff, I.L.O. Headquarters.

Purpose: To add to the headquarters staff of the I.L.O. the temporary supporting staff required for successful initiation and execution of the Special Migration Programme and the projects thereunder.

STAGE OF DEVELOPMENT:

The personnel engaged under this project is at work in the Manpower Division and in various central services of head office in which the operation of the Special Programme has occasioned increased workload.

RESULTS ACHIEVED OR ANTICIPATED:

Work done by the supporting staff has made it possible (a) to recruit the experts required for the Special Programme expeditiously and to deal with other personnel questions within the framework of the Programme, (b) to handle financial matters connected with the Programme, (c) to assemble the special technical documentation needed to undertake or carry out the various projects, and (d) to perform the numerous research, translation, typing, clerical and other tasks incidental to carrying out the Programme as a whole.

Geneva,
31 December 1951.
PROJECT NO. 3.

Title: Establishment of Migration Field Mission in Italy.

Purpose: To facilitate and expedite emigration from Italy.

STAGE OF DEVELOPMENT:

At full strength the Mission comprised, at the senior level, the Chief of Mission (U.K.), a consultant (Italian), a migration expert (Australian), a placement expert (Canadian), and a training expert (Italian). At the present time, the Mission consists of the consultant and the training expert. A Chief of Mission is being appointed.

RESULTS ACHIEVED OR ANTICIPATED:

1. Constant liaison has been maintained between the responsible Italian Government services and the numerous offices of immigration countries in Italy, supported by periodical meetings held under the auspices of the Mission.

2. At the instance of the Mission a priority passport procedure has been instituted. A basic document has been drawn up to replace the numerous documents formerly required for migration. There has been general acceptance in principle of this basic document by the representatives of immigration countries in Italy.

3. Negotiations have been carried out with many immigration countries to persuade them to use the Italian medical facilities for recruitment procedures. During the year 1951 Australia, Belgium, Ecuador, France, Sweden, Switzerland, the Union of South Africa and the U.K. agreed to use these facilities.

4. The activity of the Mission in the field of employment service organisation, as worked out jointly with the Italian employment service officials, has been directed primarily at the improvement of administration and local employment office operations, with the end objective of improving operations in relation to migration. The series of basic recommendations and implementing action such as the establishment of a technical field service and the codification of instructions which resulted has characterised a definite phase of activity which was completed in December 1951 when the employment service expert terminated his work with the Mission.

The major recommendations and implementing action are as follows:
(a) Creation of an Inspectorate for functional surveys and special enquiries into the working of the Employment Service. A headquarters Inspection Unit has been established to co-ordinate inspection and functional surveys of Regional, Provincial and Local Employment Office administration and operations and to prepare uniform inspection schedules and train Regional Inspectors in their use.

(b) Formation of an Instructions Branch to codify existing instructions to Regional, Provincial and Local Employment Offices and preparation of a Code of Instructions. Employment Service instructions and instructions on emigration operations in the employment offices have been codified and sent to the printers for issuance in December 1951 in loose-leaf form.

(c) Creation of a Regional Inspectorate for routine inspections of Provincial and Local Offices and special enquiries as may be directed from Headquarters or the Regional Directors. Regional inspectors have been appointed and the I.L.O. employment service expert worked closely with them in carrying out initial inspections and in briefing them on the purpose and scope of their work. The codification of instructions was used as the basis for the drafting of an Inspection Guide which will be introduced in early 1952. An overall training meeting of inspectors will take place at that time to ensure further uniformity and standardisation of procedures. Visits are made with the object of ensuring adequate and accurate coverage of the Local and Provincial Offices and are resulting in better understanding by Headquarters of field conditions.

(d) Designation of "Emigration Officers" in each Regional, Provincial and Local Office. The appointment of emigration officers was carried out in the Regional and Provincial Offices but the possibility of having it done in all local offices was not found practicable because of the size of staffs (many local offices have only one or two persons on their staff).

(e) Establishment of an Occupational Classification Guide for use at Local Offices in classifying applicants by occupations for submission to employment and for statistical purposes. An Occupational Classification Guide has been partially finished and distributed to Field Offices. The I.L.O. has recently stationed an occupational analyst in Rome to assist and guide the Ministry in the completion of this work.
(f) Standardisation and simplification of procedures and forms for all work in connection with the registration of applicants for employment, placement and migration. Forms and procedures were standardised by a working party consisting of employment service technicians and the employment service expert of the Mission.

(g) Appointment of Staff Training Officers at Headquarters and at the Regional Offices. A Staff Training Officer was appointed at Headquarters to formulate and supervise the implementation of a personnel training programme for employment service staff, but due to a shortage of qualified administrators it was necessary to use this individual for another assignment.

5. Vocational training activities related to migration have received and are continuing to receive special attention, and attention has also been paid to the quality of training in the country generally. Detailed syllabuses of training have been provided for a number of trades and an inspection service has been inaugurated on the advice and under the continuing guidance of the Mission.

6. Assistance has been given to the Milan Mission of the French National Office of Immigration, and to the Italian Government in recruiting skilled workers for French metal industries. The job content and job descriptions for the trades for which recruitment was to take place were analysed and technical instructions drafted for the use of Italian employment offices carrying out preselection. The experts of the Mission have assisted in preselection work carried out for both Australia and France, and the training expert is currently engaged on the preselection of Italian workers who will go to France for training and subsequent employment in the building trade. Assistance was also given in drafting occupational questionnaires to facilitate preselection. The Mission's assistance has resulted in considerable reduction in the percentage of rejections at the final stage of vocational selection.

Geneva,
31 December 1951.
PROJECT NO. 4.

Title: Establishment of Migration Field Mission in the German Federal Republic.

Purpose: To render to the Government of the Federal Republic in Germany technical assistance in migration fields with a view to facilitating all appropriate action to expedite emigration on the scale and in the manner desired.

STAGE OF DEVELOPMENT:

At full strength, the Mission comprised, at the senior level, the Chief of Mission (U.K.), a Migration Expert (Swiss), an employment expert (Norwegian) and a liaison officer (German).

RESULTS ACHIEVED OR ANTICIPATED:

1. The Mission has convened meetings which have brought together all the Federal Ministries having any major interest in migration. These meetings have resulted in improved coordination within the German administrative organisation. Consultations with authorities in the various Länder have also helped to improve working relationships between the Federal and Länder services.

2. Similar meetings have brought together representatives of Federal Ministries with representatives of recruitment missions and other offices of immigration countries in the Federal Republic. These meetings have resulted in a clarification of policies and programmes and useful exchanges of information.

3. The Mission has been represented at bilateral discussions between representatives of the Federal Government and of recruitment missions from Australia, Argentina, Belgium and Canada. Officials of the Mission have visited a number of recruitment installations.

4. The Mission has considered with the Federal authorities methods of compiling more adequate statistics concerning potential German emigration and persons who have actually emigrated. A special study has been undertaken of the possibilities of emigration of women workers.

PROJECT NO. 5

Title: Special Migration Unit in I.L.O. Latin-American Manpower Field Office.

Purpose: To determine needs, negotiate agreements and to develop, supervise and organise technical assistance in the form of advice and operational assistance to Latin-American countries of immigration with a view to facilitating and expediting migration to those countries.

STAGE OF DEVELOPMENT:

The experts recruited for the Special Migration Unit of the Field Office are at work providing technical assistance to various Latin-American immigration countries.

RESULTS ACHIEVED OR ANTICIPATED:

1. Experts of the Special Migration Unit of the Field Office have visited most of the principal immigration countries of Latin America. Preliminary surveys on the needs of the countries for technical assistance as related to migration have been carried out. The practical results of these visits can now be seen in the technical assistance agreements signed with the Bolivian, Peruvian, Ecuadorean and Paraguayan Governments, the employment service programmes set up in Uruguay and Peru, and the technical assistance requested by the San Francisco Valley Commission in Brazil and by the Government of Brazil in the general field of migration. The Unit has also given assistance in connection with specific immigration projects, as for example, the settlement of "Volksdeutsche" in Brazil and individual migration schemes.

2. An expert from the Latin-American Manpower Field Office has been detailed for work in Paraguay, where he is giving advice to the Government in the development of a migration programme, as a result of the agreement signed by the I.L.O. with the Paraguayan Government. An Interdepartmental Co-ordinating Immigration Council has been established which the expert attends. Preliminary investigations have been carried out concerning appropriate sites for land settlement schemes and these will be carried further in co-operation with F.A.O.

3. The Government of Brazil has requested the I.L.O. to be represented on the Brazilian Committee established to study and make recommendations on means for determining the numbers and types of immigrant workers required. The assistance of the Office has also been requested by the Government of Sao Paulo State in the reorganisation of its manpower services. In
addition the Latin-American Manpower Field Office has prepared comments for the Brazilian authorities at their request on existing laws on immigration.

4. The Special Migration Unit in the Field Office has proved to be one of the key units in the organisation of the general programme for technical assistance. As the migration work in Latin America progresses, the work of the Special Migration Unit will be to supervise and co-ordinate the work of the experts on these projects and at the same time to develop and initiate new plans for technical assistance. By performing these tasks, the Unit will be in a position to contribute to the success of the total technical assistance programme in the immigration countries of Latin America.

Geneva,
31 December 1951.
PROJECT No. 6

Title: Classification of Occupational Characteristics for Migration Purposes (Planning Project).

Purpose: To develop the most satisfactory methods for classifying into broad international groupings the occupational characteristics of potential emigrants and the occupational requirements of immigration countries, in order to facilitate the matching of emigrants with immigration opportunities.

STATE OF DEVELOPMENT:

This project was completed in December 1950 and the results are embodied in the report of the consultant on occupational analysis and classification who was engaged to advise the I.L.O. on a practical programme of action in developing an international occupational classification structure for migration purposes.

RESULTS ACHIEVED OR ANTICIPATED:

Before moving ahead with the development of a system for the matching of specific job requirements in immigration countries with the skills available in the immigration countries, it was necessary to define the scope of such an undertaking and the methods and resources necessary for its realisation. Although many recommendations had been made to the I.L.O. urging the development of an international occupational classification system for migration purposes, the Office was fully aware of the difficulties involved, both technically and financially, in carrying such an undertaking through to completion. As a result of the survey made by the expert consultant, the I.L.O. satisfied itself that the development and application of an international classification system was, in fact, both possible and practicable in terms of the special migration programme and the funds at its disposal. The next step was to translate the recommendations arising from Project 6 into action under Project No. 8 which was set up to carry out the actual work of developing and applying the system and related occupational analysis tools and techniques to migration operations.

Geneva,
31 December 1951.
PROJECT No. 7

Title: I.L.O. Guide to Employment Service Organisation

Purpose: To make available an international Guide to Employment Service Organisation for use by experts and advisory missions rendering assistance in the establishment and development of public employment services and related activities required to facilitate migration.

STAGE OF DEVELOPMENT:

The Project was completed in December 1950 and the Guide distributed to employment service experts in the migration field missions, the Latin American Field Office and on technical assistance missions to individual countries.

RESULTS ACHIEVED OR ANTICIAPTED:

The Guide makes available to I.L.O. employment service experts on advisory missions the international principles of employment service administration and operation and various national methods and techniques which can be adapted to the needs and conditions of the particular country receiving technical assistance. The Guide enables the experts to render on-the-spot technical assistance which is genuinely international, and with a minimum of time-consuming correspondence with Headquarters requesting policy decisions and technical information.

The Guide is actively being used by field missions and employment service experts in Italy, Germany, Austria, Brazil, Uruguay and Peru, and will be used by experts on mission to other immigration countries in Latin America engaged in establishing or developing employment service organisation in relation to the assessment of manpower needs and to the placement and absorption of migrants.

Geneva,
31 December 1951.
PROJECT No. 8

Title: Preparation of an International Occupational Classification System and related Occupational Tools and Techniques.

Purpose: (a) To make available for migration purposes a single international occupational classification structure which will serve as a medium of exchange between the many differing national systems and which will provide a uniform basis for the development of national occupational classification systems.

(b) To provide uniform tools (e.g., standardised international job specification form, interviewing aids, and industrial composition studies) for use in migration and placement operations together with instruction and training for their use.

STAGE OF DEVELOPMENT:

The major occupational groups which will comprise the international system have been established and preliminary determinations have been made as to the composition of the minor groups and the occupational families. Working definitions have been drafted for these subdivisions of the classification structure; corresponding code numbers assigned; and the text has been prepared in English, French, Spanish and German. Final decisions relative to the basic structure will be reached upon completion of current tests in which available national occupational classification systems are being checked against the international system in its present form. Upon completion of the structure, definitions will be written for each of the specific occupations identified.

Using the preliminary structure the occupational analysts assigned to the project have moved into the field working in the various countries "slotting" the national occupational classification systems into the I.L.O. occupational structure. The matching process has been completed for Austria, the Benelux countries and the United Kingdom and is
currently under way for France, Germany and the United
States. Arrangements have been made to include Sweden, and
preliminary work for the "slotting-in" of the Norwegian
and Finnish systems will take place in early January. An
analyst is presently working full-time in Italy assisting
in the development and matching of the Italian system.

In Latin America two analysts are working in Uruguay
and Brazil using the preliminary structure as a basis for
assisting in the development of the national systems which
hitherto have not existed. The analyst in Uruguay will
assist the Government of Chile in the same manner. In Peru
the employment service expert (S.M.F. Project No. 16) has
taken similar action as part of his activity in assisting
in the establishment of an employment service.

On the basis of the work in the field the occupa­tional
analysts will produce a refinement of the preliminary
structure which will involve the drafting of definitions
for the specific occupations. The first edition of the
refined structure will be published in May 1952 and although
subject to continuing refinement will be sufficiently
complete and accurate to provide a much needed tool for
migration purposes and for establishment and development
of national systems of occupational classification,
particularly in Latin America.

RESULTS ACHIEVED OR ANTICIPATED:

Completion of the project will -

1. provide a standard classification of occupations especially
designed for use in placing workers in employment both
within and between countries. The classification system
is sufficiently flexible to be adapted by countries to
include occupations and occupational terminology peculiar to
their individual economies, without disturbing the system's
value for international usage and comparisons;

2. provide, by means of the coding structure used in the
system, a method of showing the relationships existing
between the various occupations in respect to worker
transferability. By this means, it will be possible to
encourage occupational mobility of workers, thereby
indirectly aiding the total productivity of the various
national economies. This coding structure permits workers to be classified for the widest range of employment opportunities which their basic skills permit, and conversely, permits the classification of work opportunities according to the widest range of occupation-capable workers;

3. provide a standard dictionary of occupational nomenclature which can be used in international manpower planning and for the actual exchange or movement of workers (the standard nomenclature is to be provided in English, French and Spanish);

4. relate to the I.L.O. classification of occupations for Migration and Placement the various occupational classification systems in use by member countries of the I.L.O. This provides a means of helping each country to understand the occupational terminology and numerical coding systems of other countries, which will be of definite value in planning and conducting international migration or in making manpower surveys of groups of nations. These international relationships between the occupational titles and codes are shown by linking each national title and code with the identical (or closest) I.L.O. occupational title and code;

5. provide a basis for harmonising manpower statistics derived from employment exchange operations or international migration operations with those derived from census and other statistical sources. This is done by using as the basic coding structure of the I.L.O. system one which is easily convertible to the nine major occupational groups adopted by the 7th International Conference of Statisticians which are now the skeleton framework of the International Standard Classification of Occupations, published by the I.L.O. in 1949 for statistical uses.

Geneva,
31 December 1951.
BACKGROUND INFORMATION ON "INTERNATIONAL OCCUPATIONAL CLASSIFICATION SYSTEM FOR MIGRATION OPERATIONS"

One of the resolutions adopted by the Preliminary Migration Conference held in Geneva between 25 April and 9 May 1950 concerning the essential steps to be taken by the I.L.O. reads as follows: "Assistance, on request, in establishing and, where necessary, improving national systems of occupational classification, codification, definition, and nomenclature for making international comparison of occupational requirements and as a basis for ultimately drawing up an international occupational classification and codification."

The I.L.O. has since that time set up an International Occupational Classification System for use in migration operations, after having reviewed the various systems of occupational classification in use in the various member countries and studied the problem of the type of classification system most useful for requisitioning and selecting migrants on an occupational basis. This I.L.O. international classification system is not designed to supplant the use of any national classification system, but rather to act as a link between them, in other words, as an international medium of exchange. To date it has been discussed with the occupational technicians of France, Italy, Western Germany, Austria, Great Britain, Brazil, Uruguay, Argentina, Chile, Peru and Venezuela, and work has begun in most of these countries on the task of relating their national systems to the I.L.O. international system. At the present time, I.L.O. occupational analysts are at work in Italy, Brazil, Peru, Uruguay, Austria and Germany in connection with this task. The work in France is completed, and arrangements have been made with the governments of Chile, Venezuela and Great Britain to do the same work as soon as staff is available. It is hoped to make similar arrangements with other interested countries at this conference.

This I.L.O. classification system includes approximately 1,000 occupations and occupational groups designed to cover all occupations which may be involved in overseas migration. The grouping of occupations has been done on the premise that migrants having professional, technical, or other highly skilled talents must be identified very specifically so that they can be selectively requisitioned by immigration countries in terms of their economic development manpower needs, and conversely, so that such migrants can have reasonable assurance that their specialised talents can be used upon arrival in the immigration country. In so far as the less technical and unskilled...
occupations are concerned, the I.L.O. occupational classifica-
tion system groups them in larger and larger blocs as the
occupations become simpler to learn and perform, since in
such occupations it is very easy for a migrant to switch from
one simple occupation to another due to the short period of
readjustment required. Another major consideration in thus
devising the I.L.O. classification system is that it will be
administratively feasible to locate and route the relatively
few highly-skilled migrants according to their exact occu-
pational qualifications, but the great bulk of migrants must
be moved according to much broader occupational abilities.

Another factor which has been kept in mind in devising
the I.L.O. occupational classification system is that the
same occupation as performed in each member country will be
found to differ slightly in each country due to differing
levels of economic development, different traditions, different
materials and machines being available, and different climates
and hazards under which the work is performed. Therefore
even with the closest possible matching up of occupations
between the various member countries, there will always be
slight differences which the migrant will discover and to
which he will have to adapt himself in the country of immi-
gration.

Work was begun by the I.L.O. on the matter of occupational
classification for migration operations shortly after the
Preliminary Migration Conference. An expert in occupational
classification was hired to review the whole situation and
make recommendations as to the over-all plan to be followed
(his full report is available at Geneva headquarters for
interested technicians). In essence, this expert's
conclusion was that it was administratively and technically
very difficult to relate each national system of classification
to every other national system of classification, but that
it would be possible to set up one central international
system and establish the relationships between it and each
national system. (It would thus be possible to trace a
given occupation from, for example, the French system to the
I.L.O. system and thence to the Brazilian system.) This
recommendation was accepted by the I.L.O. and an
Occupational Information Unit was set up in the Geneva headq.
and was staffed by occupational experts drawn from four member nations.

When the Occupational Information Unit began its work
it was decided that the I.L.O. international occupational
classification system would have to meet the following
conditions:

1. Incorporate only those principles of classification
   which have proved to be effective in meeting the
   operating needs of the public employment services
   of various nations in making placements. (In other
   words the system must be occupational in nature
   rather than industrial, so that people can be
   transferred according to their occupational skills
   regardless of whether it involves their movement
   from one industry to another.)
2. Be so designed that the occupational titles now in use by various countries can be related to it without requiring changes in existing national occupational systems.

3. Be sufficiently simple to use in migration operations that a country now having no occupational classification structure can put it into operation immediately.

4. Be sufficiently flexible that it can be modified and refined to meet more adequately the specific occupational needs of the countries without disturbing the basic structure.

5. Be easily convertible to the "I.L.O. International Standard Classification of Occupations" originally devised for census purposes, so as to assure comparability of statistics collected under either system.

To achieve this, the Unit had the task of developing the most satisfactory methods for classifying into broad international groupings the occupational characteristics of potential emigrants and the occupational requirements of immigration countries, in order to facilitate the international matching of vacancies with migrants. Many other specific applications of the System were envisaged for the classification of job specifications in immigration countries and of applicants in emigration countries, for the compilation of statistics on migration operations, and for the estimation of the types of workers needed in an immigration country to man certain industries which were only in the planning stages. For all these purposes, it was clear that the International Occupational Classification System to be developed should group occupations according to similarities of worker requirements. The I.L.O. System, therefore, had its groups so composed as to include within each group a number of occupations between which workers could transfer fairly freely without the need for extensive re-training and re-adjustment; conversely, each group had to be exclusive, that is to say that occupations in one group would not be so nearly like those in another group in terms of worker requirements that workers could pass freely from one group to another. Several criteria were used in determining how the occupations should be grouped, and these vary in accordance with the significance of the several criteria. For example, certain unskilled occupations were grouped together because the only important factor in placing men in these occupations is possession of great physical strength. Other occupations, for instance, were grouped together on the basis of their dominant requirement for simple finger dexterity. In more complex occupations, the possession of a recognised body of knowledge plus acquired skill in applying it, as carpentry, were the primary factors in grouping many specific types of carpenters together. In some cases, the willingness to work under certain environmental conditions was the most important aspect of a group of occupations, as in underground mining. In other occupations, a given body of technical knowledge, such as chemistry, brought together many occupations.
With the above objectives in view, the following series of steps were taken:

A. The grouping of occupations

1. A "main file" of occupational titles and definitions was set up, consisting of the 8,000 occupations found in the United States Dictionary of Occupational Titles, the 4,200 occupations listed in the Netherlands Classificatie der Beroepen, and the 900 occupational groups as listed in the French Nomenclature Analytique des Métiers et des Activités Individuelles.

2. Each occupation in the main file was first examined to ascertain those occupations which require only simply physical strength and do not require any specific trade knowledge, aptitudes or personality traits.

3. Remaining occupations in the main file were then examined to determine those occupations in which the work surroundings are the dominating factor in the placement of workers, such as underground miners, seamen and farm workers. These cards were set aside for later subdivision.

4. Each card still remaining in the main file was then examined to determine those occupations requiring a worker to possess a given body of trade or professional knowledge. Since many of these may range from the extremes of a "Mathematician", for example, at one end of the scale, down to a "Meat Cutter" at the other end of the scale, a list of commonly accepted bodies of useful knowledge, trades, processes, etc., was used in making these determinations and simultaneously provided a preliminary subdivision of this large group of occupations.

5. The occupations still remaining in the main file formed a large group in which the basis of worker transfer- ability was whether the similarity of basic aptitude requirements or the similarity of industrial surroundings in which familiarity with a certain type of industry was the dominant factor in placement of such workers. (In the I.L.O. Classification System, these occupations are grouped together in each type of work and each industry in a group ending with ".99", Operatives.)

6. The various groups which had been segregated previously had to be subdivided according to greater similarities of worker requirements. Each group was subdivided according to a smaller portion of the same factor originally used to segregate that group. For example, the Textile Making Occupations, (7.0) were subdivided into (7.00) Fibre Graders and Sorters, (7.01) Fibre Carders, Combers and Related Occupations, and (7.02) Yarn and Thread Spinners and Winders, etc.

7. Some occupations, because their requirements were complex in nature, did not fall neatly into any one category. Others - those having very specific unique requirements - were so few in number or so unimportant in the world's economy (such as the "Ventriloquist", for example)
that it was inadvisable to set up separate groups for them. Therefore, a few more or less "miscellaneous" groups had to be set up to contain some of these occupations.

As a result of this way of grouping the occupations, applicants seeking work abroad can be classified according to the maximum range of occupations which their past experience and training indicate they are capable of performing satisfactorily, and similarly job vacancies can be classified so that the maximum number of occupationally qualified potential migrants will be made available for consideration.

B. The Structure

1. The sorting out of the whole file as described above resulted in a list of almost 1,000 occupational types, each of which consisted of very closely related occupations, so closely related that workers within these occupational types could be transferred very easily, practically without any retraining.

2. These 1,000 occupational types were grouped in about 200 occupational families in such a way that a worker whose occupation belonged to one of the occupational types of one of these families could transfer within this family from one occupation to another without extensive retraining or readjustment. As a rule, it can be said that such transfers are possible with a few months of training.

3. Related occupational families (e.g. all those grouping Agricultural Occupations or all those grouping Woodworking Occupations) were grouped into 50 so-called Minor Groups.

4. These 50 Minor Occupational Groups in turn were grouped into 10 Major Occupational Groups, as far as possible, in the same way as is done in the I.L.O. International Standard Classification of Occupations (for Statistical Purposes) in order to make it possible to compare the occupational figures of both classifications.

5. Since it is evident that for an exact understanding of each group definitions are needed, these will be available in all the languages necessary. These definitions will define each group as clearly as possible, stating exactly the type and range of occupations which are to be included in it.

6. In order that this system might be converted in the most simple way into existing national occupational classification systems and vice-versa, and in order to make it workable, a numerical code system has been incorporated into the system. The one-digit codes give the Major Occupational Groups, the two-digit codes, the Minor Occupational Groups, the three-digit codes, the Occupational Families and the fourth and fifth-digit codes, the Occupational Types.
7. In order to illustrate the classification structure, an example of the breakdown of Major Group 5, Mining, Quarrying and Well Drilling Occupations, is given as Appendix 1. This example shows clearly that owing to the nature of the classification, as a rule only the so-called "skilled", the highest categories of the semi-skilled and some special occupations in the occupational families are given special mention. Less skilled occupations are coded under the numbers ending in .99 and the skilled occupations which are not yet coded are temporarily listed under the code numbers ending in XX. Occupational Teachers (Instructors), Foremen, and Apprentices who, as far as occupational requirements are concerned, are closely related to a given occupation, will be mentioned with a special asterisk under the code number of that related occupation.

In order to check the adequacy of the I.L.O. Classification System so that it could be related to the national classification structures not heretofore used in this project, meetings were held with the French, Italian, German and Austrian occupational specialists from the Ministries of Labour and the Employment Services. At these meetings, discussions have taken place concerning the "slotting in" of their systems in the I.L.O. structure.

As a result of this co-operation between these specialists and those of the I.L.O. Occupational Information Unit, comparative lists are being set up as a translation device between their national classification systems and the I.L.O. system.

This new I.L.O. Occupational Classification System must be further evaluated in continued use in migration operations to determine which occupational groups ought to be further subdivided, condensed, or eliminated, or which entirely new groups ought to be created.

Since the main purpose of the I.L.O. System is to facilitate migration operations, there will never be any attempt to freeze the classification system in its present form, but it is intended to amend it to meet operating needs, since changes in work techniques and economic development cause changes in occupations.
PROJECTS NOS. 9 and 12.

Title: Migration Information Service.

Purpose: To prepare forms and procedures for collection and transmission, on an international basis, of information necessary to facilitate migration.

To establish and operate an International Migration Information Service, including clearance procedures for rapid provision of information on specified categories of workers required and availabilities of suitable migrants.

STAGE OF DEVELOPMENT:

1. These two projects developed along four lines, as follows:

   (a) Obtaining information on potential migrants in order to supply Governments and employers in reception countries with regular and authoritative details of the categories of migrants available.

   (b) Obtaining information on opportunities for employment of migrants in immigration countries.

   (c) Obtaining information on living and working conditions in immigration countries for issuance to Governments and potential migrants in emigration countries.

   (d) Establishing clearance procedures through which employers can indicate their specific needs and secure suitable migrants to meet them.

2. (a) Model forms were developed for the collection of information on the numbers and occupational characteristics of potential migrants. These forms were sent to Governments in June 1951. In general, however, it has been found impracticable to apply a uniform method of collecting information from all emigration countries. Information on the basis of the model form has been supplied by Malta only. Information arranged according to national statistical systems has been received from Austria, Germany and Italy. The Administration of Trieste is engaged in carrying out a
sample two months' test by interrogation of the unemployed to see if they wish to emigrate, if opportunities are available. All information received has been made available to the Latin-American Manpower Field Office in Sao Paulo.

3. (b) Model forms were also developed for the notification of employment opportunities for migrants. France, Belgium, Norway and Switzerland have provided information on the basis of the form. The Governments of many immigration countries have, however, been unable to provide information on employment opportunities for migrants owing to the lack of the machinery required for assessing manpower needs, and ad hoc methods of obtaining the necessary data are now being considered.

4. (c) Draft guides to living and working conditions in Argentina and Brazil have been prepared. These contain a wide range of information on questions such as employment prospects, immigration formalities, reception arrangements, transfer of funds, hours of work, wages, cost of living, accommodation, social security, etc.

A similar guide to living and working conditions in Chile is in course of preparation. The drafts relating to Argentina and Brazil have been sent to the Latin-American Manpower Field Office for comment and submission to the countries concerned, before issuance to the authorities of Western European emigration countries, and to bodies responsible for providing information to migrants.

5. (d) International clearing procedures have been developed with a view to assisting employing establishments in the immigration countries in locating specific categories of workers to meet their needs in the emigration countries. Individual employer orders for migrants have been cleared on an experimental basis from certain of the Latin-American countries to the European countries through I.L.O. Manpower Field Office in Sao Paulo, the Headquarters at Geneva and the Migration Field Missions in Austria, Germany and Italy. Experience growing out of these experiments has indicated that the clearing procedure is best adapted to assisting large employing establishments in locating qualified migrants to meet a wide range of occupational requirements.

RESULTS ACHIEVED OR ANTICIPATED:

6. Much of the work that has been done so far has been of a pioneer character, and valuable experience has been gained on the most effective methods of obtaining information as described above. It is anticipated that as a regular and systematic supply of information on migration needs and availabilities becomes available - a process which will be facilitated by I.L.O. technical assistance - migratory movements will be stimulated.
The experiments carried out in the international clearing of individual employer orders for migrants has demonstrated that there is a need for an international channel through which requirements for specific types of workers from abroad can be made known in the countries of potential labour supply. The experiments have also demonstrated that to be fully effective there must also be adequate employment service machinery or other arrangements in the immigration countries to assess the local labour supply and demand situation and to direct unsatisfied demands into international channels.

Geneva,
31 December 1951.
PROJECT NO. 10

Title: I.L.O. Guide to Vocational Training of Migrants.

Purpose: To make available a practical guide to the vocational training of migrants for use by training experts dealing with problems of vocational training arising in connection with migration.

STAGE OF DEVELOPMENT:

The first draft of the Guide has been completed. The text has been reviewed by training experts at I.L.O. Headquarters and comments from the fields were studied and incorporated as considered necessary. The final draft is being re-edited with minor alterations as regards form and presentation. It is intended to add a bibliography.

RESULTS ACHIEVED OR ANTICIPATED:

1. Lack of adequate or suitable skill among potential migrants to qualify them for filling immigration openings is one obstacle to the development of migration.

While the problem has often been discussed in international meetings, it has, up to now, never been studied from a technical standpoint.

2. It is hoped that this Guide, which is the first document of its kind so far as migrants are concerned, will help to achieve the following results:

(a) serve as a means for Governments and experts concerned to determine and define the technical problem to be solved;

(b) give to Governments and experts a method of approach to these problems;

(c) give to the Governments and experts the principles and methods to be applied in the training of migrants;

(d) indicate to Governments and experts the points at which vocational training problems on an international level differ from those encountered at the national level and show the consequent differences in the measures to be recommended.

Geneva,
31 December 1951.
PROJECT NO. 11

Title: Employment Service Organisation (Uruguay).

Purpose: To assist the Government of Uruguay in the establishment of employment service facilities required as the basis for orderly immigration and, in particular, for determining the number and characteristics of immigrants needed and for placing the immigrants in suitable activities and employment.

STAGE OF DEVELOPMENT:

The employment service expert began his work in Uruguay in December 1950. The original request, which was limited to technical assistance in the establishment of an employment service for placement of persons drawing pensions, has been broadened to encompass the establishment of a national employment service system. The Government has asked for continued technical assistance to follow up the recommendations made by the expert.

RESULTS ACHIEVED OR ANTICIPATED:

The work of the employment service expert has consisted in pointing out the need for a national employment service system to serve the broad interests of the economy as compared to a limited service confined to the industries concerned by the pension fund. This is particularly important in Uruguay, where no machinery exists for the determination of the manpower requirements of industry and of plans for economic development, especially as they involve requirements for foreign manpower and the effective placement of migrants in fields of activity where most needed. The expert has prepared a memorandum concerning the setting-up of a national employment service, which is under consideration by the Government, and he has had discussions with representatives of the Uruguayan employers' and workers' organisations. The Government has requested continued technical assistance with a view to the creation of an employment service on a national basis, and the expert has given advice concerning the practical basis for establishment of an employment office and for the adoption of appropriate measures.

Geneva,
31 December 1951.
PROJECT NO. 13

Title: Establishment of an I.L.O. Migration Field Mission in Austria.

Purpose: To facilitate and develop migration from Austria of -

(a) Volksdeutsche;

(b) Austrian nationals, particularly professional workers, medical doctors and technicians and unskilled women workers;

(c) refugees other than Volksdeutsche, including those refugees in Austria for whom I.R.O. does not accept responsibility.

STAGE OF DEVELOPMENT:

A small Mission was established in Vienna on 16 April 1951. The senior staff comprises one migration expert (Swiss), as Chief of Mission, and a liaison officer (Austrian).

RESULTS ACHIEVED OR ANTICIPATED:

1. The Austrian Migration Field Mission has maintained working relationships with the appropriate Austrian authorities, the diplomatic missions and technical recruiting missions, as well as with the authorities of the Allied occupation powers and the International Refugee Organisation.

2. The Mission was represented in the preparation of bilateral agreements between Austria and Canada, Sweden and Indonesia, and in discussions regarding the emigration of Austrians to Argentina, Australia, Brazil, Colombia, Israel, New Zealand, Peru and Yugoslavia.

3. The work of the Austrian Mission is closely related to the total migration programme and the concrete results to be achieved in this case, as in the case of other emigration countries, depends largely upon the finding of openings for migrants in appropriate immigration countries - a task which is dealt with under other projects (see, for example, Project No. 21).

PROJECT NO. 14

Title: Assistance on Immigration (Ecuador).

Purpose: To assist the Government of Ecuador in the evaluation of the country's capacity to absorb immigrants, in the elaboration of immigration legislation adapted to the needs of the country, in the surveying of migration opportunities, in the placement and settlement of immigrants and in other matters relating to the development and organisation of immigration.

STAGE OF DEVELOPMENT:

The expert took up his duties in April 1951. He has since worked with the Government on the development of migration possibilities and related matters. In conjunction with the Chief of the F.A.O. Mission, Ecuador, land settlement opportunities have been explored and discussed with the Government. A comprehensive report has now been prepared by the expert making proposals on all aspects of the migration problem in Ecuador. This report is now being reviewed by the Latin-American Manpower Field Office and it is expected to result in recommendations to the Government.

RESULTS ACHIEVED AND ANTICIPATED:

The acceptance of the expert's report, may lead to administrative reorganisation in the Government services concerned with migration, the simplification of administrative formalities which at present slow up immigration, the development of possibilities of land settlement in cooperation with I.C.L.E. (an Italian land settlement association) and with F.A.O., and in general to practical plans for increasing the flow of immigrants to Ecuador under satisfactory conditions.

PROJECT NO. 15

Title: Assistance on Immigration (Bolivia)

Purpose: To assist the Government of Bolivia in the evaluation of the country's capacity to absorb immigrants, in the elaboration of immigration legislation adapted to the needs of the country, in the surveying of migration opportunities, in the placement and settlement of immigrants and in other matters relating to the development and organisation of immigration.

STAGE OF DEVELOPMENT:

Owing to the change of Government, the migration expert was unable to begin work in Bolivia before the end of September 1951. Since then, he has succeeded in obtaining government approval of his proposals for the unification of Government departments concerned with migration in one National Migration Commission, which will be a major policy-making and executive organ, and on which he will sit as a non-voting member, but able otherwise to participate fully in proceedings. In addition, the expert has surveyed the Yungas area which at present provides the food consumed in the capital, and it appears likely that a number of specific small-scale land settlement projects can be worked out in this area, since the land is only partially used. In this connection, the F.A.O. has agreed to undertake a joint survey of the Yungas region with I.L.O., with a view to formulating specific proposals. The expert has also made contact with the leading employers in Bolivia, with a view to obtaining information on possibilities of immigration for industrial employment.

RESULTS ACHIEVED OR ANTICIPATED:

The success of the expert's work in the short time he has been in Bolivia is evidence of the Government's intention to take specific measures for setting up and carrying out a rational immigration policy, and it may be anticipated that this will result in a substantial increase of immigrants entering the country.

PROJECT NO. 16

Title: Employment Service Organisation (Peru).

Purpose: To assist in the development of a national employment service by the establishment, on an experimental basis, of one or more model employment offices required as the basis for orderly immigration and, in particular, for determining the number and characteristics of immigrants needed and for placing of immigrants in suitable activities and employment.

STAGE OF DEVELOPMENT:

The expert for this mission began work in Peru during early April. The expert is presently engaged in following-up the important work which led to the establishment of a model employment office in Lima-Callao and he gives advice on a day-to-day basis on all technical problems arising in the operation of this office.

RESULTS ACHIEVED OR ANTICIPATED:

The expert has been asked to advise on establishment of an employment service and on the structure, staffing and operation of a model employment office for Lima-Callao. On the basis of the expert's recommendations, the Government adopted in July 1951 a Supreme Decree providing for the creation of a national employment service under the Ministry of Labour and Indian Affairs. Moreover, a plan for a model office was drawn-up, financial provision was made, and the office was opened a few months ago. This Office will serve as a pilot project for the establishment of a network of employment offices to assist in the determination of manpower requirements for economic development and in the placement of migrants. Considerable progress has also been made in the study of occupations and occupational needs in various industries in the Lima-Callao area. Recommendations have been made concerning the collection of employment information. Questionnaires and plans for surveys have been developed by the expert, the Employment Service and the National Directorate of Statistics. All employers in Lima-Callao have been requested to report total workers employed by industry, age-group and sex, as well as total wages paid, which will afford the first adequate information ever collected on the size and industrial composition of the labour force. Arrangements have been made for employers' relations work through personal visits to employers by members of the employment service staff. The purpose of these personal contacts is to obtain information on occupations of workers, occupational needs, selection and training methods.

PROJECT NO. 17.

Title: International Migration Review.

Purpose: To provide, on a periodical basis, technical and operational information on migration for use by migration officials and technicians and others directly concerned with migration movements from Europe to overseas countries concerned.

STAGE OF DEVELOPMENT:

The experts engaged on this project found it necessary to devote the initial period, following recruitment, to assembling material for issuance of the Migration Review on a continuing basis. A considerable quantity of material has now been prepared and the first issues will be published in 1952.

Geneva,
31 December 1951.
PROJECT NO. 18.

Title: International Revolving Fund for Assisting in Payment of Transport and Related Costs of Migrants (Planning Project).

Purpose: To prepare the technical basis for the setting up of an International Revolving Fund which would assist in meeting the transport and related costs of migrants moving from Europe to overseas countries.

STAGE OF DEVELOPMENT:

This project represented an attempt to deal with one of the serious obstacles in the development of migratory movements, viz., the inability of many immigration countries, emigration countries and individual migrants to meet fully the cost of transport overseas. The project aimed to lay the technical basis for a fund to finance migration by advancing passage costs against full or partial reimbursement by migrants after their establishment in the reception country and thus to offer the possibility of realising migratory movements at the smallest possible outright expenditure. Two experts were employed on the project, one a specialist on international financial questions and the other on shipping matters. The reports completed by the experts were used in the preparation of the I.L.O. proposals which were submitted to the Naples Conference.

RESULTS ACHIEVED OR ANTICIPATED:

The plan for the operation of the fund has not been put into effect in consequence of the non-acceptance by Governments at Naples of the I.L.O.'s plan for the establishment of an operating organisation to develop migration.

Geneva,
31 December 1951.
PROJECT No. 20

Title: Employment Service Fellowships (Italy).

Purpose: To provide fellowships for responsible Italian officials for intensive study of employment service organisation, with a view to enabling the Italian Employment Service to play a more effective part in the organisation of emigration from Italy.

STAGE OF DEVELOPMENT:

Two teams of fellows have visited the U.K. and one team has gone to the U.S.A. and to Canada. The fourth team will visit the latter countries early in 1952. Upon their return, the Fellows were to write accounts of their visits and a general meeting of all Fellows is to take place in April 1952, where there will be an open discussion for the benefit of the Minister and other senior officers of the Ministry.

RESULTS ACHIEVED OR ANTICIPATED:

Preliminary reports made by the early teams showed that many ideas were collected, some of which were immediately incorporated in the practices and procedures of the employment service (e.g., new inspection schedules of the Italian Employment Service). It has been suggested by the employment service expert attached to the Rome Field Mission (see Project No.3) that it would be useful in future to provide such fellowships for study of employment service organisation also in Germany and Austria, where employment market conditions are somewhat similar to those prevailing in Italy.

Technical assistance being rendered by the I.L.O. Migration Field Mission in Rome in the development of the Italian employment service has reached a stage of development where the Italian administrators and technicians should have the opportunity of studying and observing the organisation and operations of fully developed national employment services if full advantage is to be derived from the recommendations made by the Mission. Special emphasis has been placed on the development of an effective employment service in Italy as a principal emigration country in order to improve the selection of migrants particularly in respect to meeting the occupational requirements of the immigration countries and, at the same time, to meet the skilled placing requirements of the Italian economy under its economic recovery programme.

Geneva,
31 December 1951.
PROJECT No. 21.

Title: Assistance on Immigration (Peru).

Purpose: To assist the Government of Peru in evaluation of the country's capacity to absorb immigrants, in surveying opportunities for migration for employment and land settlement, in placement and settlement of immigrants, in modification, where necessary, of immigration legislation and in other matters relating to the development and organisation of immigration.

STAGE OF DEVELOPMENT:

1. The migration expert took up his duties in Lima, Peru, in the summer. After the establishment of preliminary contacts with the Peruvian Government authorities and with representatives of emigration countries in Peru, the expert began work on the promotion of specific immigration projects for which he found possibilities already existed. In addition, attention was given to the need to assess employment opportunities in general for migrants and a survey was carried out in the Lima-Callao area in co-operation with Employers' Federations. As a result of the survey the labour requirements of approximately a thousand employing establishments were reviewed and a number of employment opportunities for migrants revealed.

2. In regard to specific projects, progress was made in co-operation with the World Health Organisation and the Peruvian authorities in a scheme for the introduction of a number of Austrian doctors to practise in rural areas of Peru under Government sponsorship and contract. Applications have been secured from a number of well-qualified Austrian doctors and the support of the Austrian Ministry of Health has been obtained. The fulfilment of this scheme is, however, held up because of the opposition of the Peruvian medical federation. Discussions between the I.L.O. and W.H.O. representatives in Peru and the Peruvian authorities are continuing with a view to overcoming opposition to the scheme.
3. In addition, first steps have been taken in connection with schemes for the recruitment in Europe of industrial workers and technicians for a large mining corporation and for the recruitment of migrants (to be employed independently or as contractors to the company) capable of introducing small industries into a model town created under a development scheme sponsored by an international petroleum company.

4. The migration expert is working in close collaboration with the employment service expert, also working under the Special Migration Programme, who has already succeeded in setting up a model employment office in the Lima area.

RESULTS ACHIEVED OR ANTICIPATED:

While Peru does not, at the present time, afford possibilities for large-scale immigration, the progress achieved so far seems to indicate that there will be possibilities for developing modest movements of a specific character. It is hoped that when the F.A.O. can make available an expert for a joint survey of land settlement possibilities there may be some developments in this sphere also.

PROJECT No. 22

Title: Exploratory Mission (Swabian Volksdeutsche) - Brazil.

Purpose: To assist in an exploratory mission of land settlement technicians seeking a colonisation site in Brazil for Swabian Volksdeutsche.

STAGE OF DEVELOPMENT:

The exploratory mission in question was financed by the I.L.O. out of the Special Migration Fund after a previous survey had failed to find a suitable colonisation site. In addition, the I.L.O. provided the services of a land settlement expert who worked with the mission. The new mission, which was developed in close co-operation with the E.C.I.A. Working Committee on Economic Development and Immigration and with F.A.O., was able to decide on a suitable site in the State of Parana, the selection of which permitted the undertaking of the actual operation of the movement of Swabian Volksdeutsche.

RESULTS ACHIEVED OR ANTICIAPTED:

After the selection of a suitable site, the colonisation scheme developed rapidly as a result of the joint action of the Austrian, Brazilian and Swiss Governments, the Swiss Aid to Europe organisation, and a group of Swiss bankers interested in the scheme. Land and equipment was bought and large groups of settlers have already taken their place in the new settlement, and in the short time since their arrival a very considerable amount of work has been done in building up the colony. To date the scheme appears to have been successful. The Government of Brazil has undertaken in principle to admit a total of 100,000 "Volksdeutsche", provided that the first settlement scheme is successful. The Exploratory Mission, which is the subject of the present project, and the further services rendered by the I.L.O. in the course of the scheme, have therefore contributed to what must be regarded as an important experiment in collective land settlement in Latin America.

Geneva,
31 December 1951.
PROJECT No. 23.

Title: Technical Advice for Land Settlement Projects.

Purpose: To provide technical advice on agriculture and related fields essential to practical schemes of land settlement.

STAGE OF DEVELOPMENT:

It was proposed to recruit two experts for the implementation of the joint I.L.O. - F.A.O. programme for land settlement. One expert was to work in Latin America to undertake technical surveys and to supervise the execution of land settlement projects, while the other was to work in Europe on planning and developing projects in co-operation with governments and other agencies.

RESULTS ACHIEVED OR ANTICIPATED:

The recruitment of the experts has not so far been proceeded with because of financial complications connected with continuation of the Special Migration Programme.

Geneva,
31 December 1951.