



KINGDOM OF GREECE

NATIONAL STATISTICAL
SERVICE OF GREECE

Z: 7 METHODOLOGICAL STUDIES

Main Results of
the Recent Censuses and
Manpower Surveys
in Greece



ATHENS 1967





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Main Results of the Recent Censuses and Manpower Surveys in Greece



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FOREWORD

A good deal of statistical information relating to demographic, social and economic aspects of manpower in Greece, can be extracted from successive population censuses, from the statistical reports of certain administrative authorities, and from various surveys conducted by NSSG. Among the latter, the experimental manpower surveys of 1960, 1962 and 1963 deserve special attention.

However, as is the case in many other statistical domains, these data very often cannot be taken at their face value, since they depend to a certain extent on definitions and procedures that were applied at the collection and elaboration of the primary information. NSSG has considered that it would be desirable to submit the material accumulated in past and recent years to a close scrutiny from this point of view, so as to bring out a meaningful picture of the most important trends that have determined the evolution of manpower in Greece.

The Swedish statistician Bengt Helger, appointed as Special Advisor by the NSSG, was entrusted with this work, for which he was particularly qualified since he had participated as an expert of the United Nations in the organization and conduct of the 1961 population census and the aforementioned manpower surveys. Mr. Helger was able to resume his work as a consultant to NSSG and to achieve this study in close cooperation with the competent officers of NSSG. He also profited from cooperation with professor Vassilis Valaoras of Athens University, and Mr. James N. Ypsilantis of the International Labour Office.

NSSG hopes that Mr. Helger's report will initiate a knowledgeable discussion of the Greek manpower problems and serve as a starting point for further research into these problems, which are of vital importance to the country.

Athens, July 1967

PETER COUVELIS
*Director General
of the National Statistical
Service of Greece*



A good deal of attention has been given to demographic studies and to
population statistics in the past. The results of these studies have been
published in the Statistical Yearbook of the Republic of Greece, and
in various surveys conducted by the Statistical Administration. The
most recent survey of 1960, that is, the 1957-58 special census, was
conducted on the basis of a sample of the population. The results of
this survey are published in the Statistical Yearbook, and also in a
special report. The results of the special census are published in the
Statistical Yearbook, and also in a special report. The results of the
special census are published in the Statistical Yearbook, and also in a
special report. The results of the special census are published in the
Statistical Yearbook, and also in a special report.

The Greek Statistical Service reported an official abstract for the
1958-59 period, in which it was particularly pointed out that
the Greek Statistical Service had participated as a part of the United Nations
and the International Labour Office in the 1957-58 special census.
The Greek Statistical Service was able to furnish the work as a consultant to
the United Nations and the International Labour Office. The Greek
Statistical Service also participated in close cooperation with the
United Nations and the International Labour Office. The Greek
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United Nations and the International Labour Office.

The Greek Statistical Service will continue to participate in
the work of the United Nations and the International Labour Office.
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the work of the United Nations and the International Labour Office.

PETER GOVILLIS
Director General
of the National Statistical
Service of Greece

Athens, July 1967



MAIN RESULTS OF THE RECENT CENSUSES AND MANPOWER SURVEYS IN GREECE

1. INTRODUCTION

1.1 The present study is an attempt to derive from the population census of 1961 and from the manpower surveys undertaken by the National Statistical Service of Greece in 1960, 1962 and 1963 consistent estimates regarding the available manpower and its employment and, when possible, to link such estimates with the census data of 1928 and 1951.

1.2 The term «economically active» is used here to designate the «working population» as defined on each separate occasion. The paper seeks to find out to what extent changes in this definition and in census procedures have influenced the number of individuals counted as «economically active».

1.3 A common feature of the recent manpower surveys in Greece has been an attempt to apply simultaneously different concepts regarding the working population. This makes possible a rather close comparison between the numbers resulting from the application of the one or the other concept. From this experience one may also conclude, at least tentatively, what concepts and procedures are the most suitable, granted the objects in view.

2. CENSUS CONCEPTS REGARDING THE WORKING POPULATION

2.1 As from the middle of the last century the various national population censuses (in addition to other purposes) were aimed at determining the number of persons exercising different professions, trades or crafts. Consequently it was usual till about 1930 to ask all persons of working age to state their «occupation». There was no special time reference implied in this question. It was supposed to relate to their «usual» occupation. The corresponding terms in other languages were: French *profession* or *métier*, German *Beruf*, Swedish *yrke*, Greek *epangelma*, all meaning profession, trade, or other regular occupation that gives a person a social status.

2.2 Since the public usually did not conceive of married women and other family members partaking in the activities of the family head as having an «occupation» of their own, these very often were not included with the working population. This applies in particular to farmers' wives and daughters, and their younger sons. Sometimes, recognizing this deficiency, the census takers counted all able-bodied members of farmers' families as «working». This makes for a lack of comparability not only between countries, but also in the same country between the one census and the other.¹

2.3 In Germany the introduction of the term *Erwerbsarbeit* or *Erwerbstaetigkeit* (gainful activity) instead of *Beruf* and a corresponding change of terminology in the Scandinavian countries, was thought to improve the reporting of such workers who in people's mind did not have an «occupation» of their own. It would seem doubtful, however, to what extent an improvement has really been achieved that way (see foot-note to paragraph 4.24).

2.4 A break with old traditions was recommended (in very cautious and somewhat confused terms) by the League of Nations Statistical Experts in a report of 1938.² The Experts on the one hand suggested that the individuals' «gainful occupation» (occupation here evidently taken in the sense of activity without the connotation of social status) should be used as a basis for judging whether they ought to be classified as belonging to the working population or not. For the working population they proposed the term «gainfully occupied population» as an equivalent to the French *population active*. On the other hand, they recommended that the information sought regarding the individuals economic activities should relate to «the moment of the census».

2.5 This latter part of the Experts' recommendation seems to have been overlook-

1. Ref. 21, p. 21, and Ref. 11, ch. I.
2. Ref. 6.

ed. Anyhow, it was not sufficiently emphasized, nor heeded by countries. But other developments have led to ideas very much similar to those which seem to have been in the Experts' mind. Thus the concept «labour force» was introduced at the United States population census of 1940 and used again in 1950 as well as 1960. This new approach was motivated by a desire to arrive at greater precision in statistics regarding the actual utilization of manpower and to throw light on such problems as the then high unemployment.

2.6 Whether a person belongs to the «labour force» or not depends in principle on his activities during a specific reference period, usually the week prior to Census (or Survey) Day. The «labour force» is the total of:

a) persons employed (i.e. those who had performed some work for profit or pay during «last week», including however those who might have been away from their job for reasons of temporary illness, leave, labour conflict or the like), and

b) persons unemployed (i.e. those who were without a job «last week» and who were seeking work for profit or pay, including however persons temporarily «laid off», without pay, who at least for the time being might not look for a job).

2.7 When in this way the number of economically active is determined by reference to a given week, naturally it is unavoidable that it comes to depend in some degree on the seasonal conditions at the time of the year when the census is taken. This may impair the comparability of data resulting from successive censuses and thus make difficult the study of trends. For this reason the Statistical Commission of the United Nations recommended that a more conservative approach be adopted at the censuses to be taken in or around 1950 by countries who were not able (as was the United States) to conduct monthly or quarterly «labour force surveys» that would reveal the seasonal fluctuations. In order to ascertain a higher precision than was achieved in the past, when the individuals were simply asked about their «occupation» or their «gainful activity», without a time reference, it was suggested that such countries relate their questions regarding the individuals' economic activities to one whole year (as a rule the year prior to Census Day).¹

2.8 A similar attitude had been adopted by the Sixth International Conference of Labour Statisticians (1947), who recommended the «labour force» approach as an alter-

native to more traditional concepts. The Eighth International Conference of Labour Statisticians (1954) went farther, recommending the «labour force» approach as standard.²

2.9 At the population censuses that were taken in or around 1960 five of the European countries asked just as before about the individuals' (usual) occupation, whereas twenty three used the time period type of question (whether they really had in mind to apply the «labour force» concept or not). Recently the Conference of European Statisticians recommended that the «labour force» approach be used by the European countries at the next cycle of population censuses in or around 1970. But it was recognized that information on «usual» economic characteristics over a longer period may also be of interest.³

2.10 In the meantime the «labour force» concept has proved extremely useful as a basis for current statistics of employment and unemployment that are derived from monthly or quarterly «labour force surveys». Several countries, both highly developed and less developed, have organized such surveys as a permanent feature of their statistical system. Only three European countries are among these, namely Italy, Finland and lately Sweden. Experimental «labour force surveys» have been undertaken in some other countries—once (1960) more or less simultaneously in the countries belonging to the Common European Market.⁴ On this latter occasion it was again revealed how difficult it is to arrive at uniform formulas in this field.

2.11 Perhaps the differences that characterize censuses and surveys from the point of view of scope, periodicity, formulation of the questions put to the respondents, etc., do not matter so very much, but that is often difficult to know. In this respect the Greek experience may prove useful.

3. CONCEPTS AND PROCEDURES APPLIED AT THE GREEK CENSUSES OF 1928, 1951 AND 1961

3.1 At the census of 1928 the respondents (10 years of age and over) were simply asked to state their *epangelma* (see paragraph 2.1 above). Since housewives usually are not

1. Ref. 7.
2. Ref. 14.
3. Ref.s 12 and 13.
4. Ref. 17.

considered to have an *epangelma*, the census takers were careful to explain that housewives and other family members partaking in gainful activities would have to declare an *epangelma*. In regard to women and children the instructions to the enumerators (contained in the questionnaire) said textually:

«As to wives and children (over 10 years of age) who work, they shall also declare an *epangelma*. That is, if a (farmer's) wife works in the fields, she shall state that she is a cultivator of cereals, a vine-grower or the like, and the children the same. If she grazes the sheep, she shall declare that she is a shepherd. If she knits or weaves, that or the like shall be stated. Only if she does no work at all that brings an income, and is occupied exclusively at household chores, shall she declare that she is without *epangelma*.» (It is not known how «new workers seeking employment» were treated in 1928. Probably those who had acquired a diploma of professional or vocational training were reported as having an *epangelma*, even if they still were without a job.)

3.2 In 1951 the respondents were asked to state whether they were: (1) working «*epangelmatikos*» (i.e. exercising an *epangelma* according to the definition quoted in paragraph 3.3 below), (2) unemployed, (3) working only at household chores, (4) pupils or students, (5) incapable of work, (6) pensioners, (7) rentiers, or (8) prisoners.

Those who said that they worked *epangelmatikos*, or that they were unemployed, were asked further in what kind of establishment, enterprise or service they were (or had been) employed, what was their status (as employer, employee, etc.), and what was their individual *epangelma*.

3.3 The instructions to the enumerators (contained in the questionnaire) read as follows:

«As working *epangelmatikos* are considered: a) all persons, males or females, who during the week preceding Census Day (1-7 April 1951) had performed any work that would earn them a remuneration or a gain, b) all family members who had helped the head (or another member) of the family in such work, and c) all who had a job of that kind during the week prior to Census Day but had broken it off temporarily for reasons of illness, leave, labour conflict, etc. However, for a work to be considered as *epangelmatiki* it must occupy the persons concerned at least one hour per day, on an average... As *unemployed* are considered those who did not work the week prior to Census Day but were seek-

ing a remunerated employment. *Are not considered as working epangelmatikos* women occupied only at household chores, pupils, and students, if they are without a remunerated job, those who have retired definitely for any reason (high age, etc.), pensioners, rentiers, and prisoners even if in prison they have worked for some remuneration.»

3.4 It appears that these instructions are to a certain extent based on the rules which at that time had been introduced at the «labour force surveys» in the United States and had also been used at the United States population census of the previous year. They had been communicated to the Greek census takers by their American advisers. (In agreement with these principles all persons who had declared that they were *unemployed* were included with the economically active at the tabulation of the data.)

3.5 However, to use the term *epangelmatikos* (meaning *by profession*, in a wide sense) to characterize the work to be reported created more problems than it solved. Anybody who reads the instructions carefully, leaving out the fatal word *epangelmatikos*, will find that the census takers intention was to include all persons who exercised a gainful activity during the week prior to Census Day for at least one hour daily, on an average. To say that such work is performed *epangelmatikos* is a *contradictio in adjecto* which must have created confusion.

3.6 It is always dangerous to use terms in a sense that differs from their popular connotation, particularly at a general population census when many thousands more or less untrained enumerators have to be relied upon for the field work. In 1928, the census takers would seem to have avoided this danger to a large extent through a simple and straightforward formulation of the instructions to the enumerators, indicating in what sense they wanted the term *epangelma* to be extended. In 1951, on the other hand, misunderstandings were no doubt created through negative formulations that laid more stress on the exclusions than on the inclusions.

3.7 Thus the adoption of the «labour force» approach at the 1951 census lead to a decrease in the number of persons reported as economically active, by comparison with the numbers reported in 1928. When the questions regarding the individuals' economic activities are related to a given week, and when this week falls within a season

that is not particularly busy for the Agriculturists, naturally many unpaid family workers in Agriculture will not be reported as employed—nor will they be reported as unemployed, since that would require that they look for a job. But farmers' wives usually cannot seek employment away from their home and children. Consequently *for the time being they do not belong to the «labour force»*.

3.8 At the preparations for the 1961 population census the question whether to strive for comparability with the results of 1928 or those of 1951 was thoroughly discussed. It was decided to do both, as far as possible. For this purpose all respondents (10 years of age and over) were asked:

First, whether usually they worked for a remuneration, profit or gain, or in order to help out in the family enterprise.

Secondly, how many hours they had worked during the week prior to Census Day (13-19 March 1961). (This question was put to all, whether they had answered YES or NO to the first question.)

Anybody who had not worked at all «last week», or had worked less than 10 hours, was asked whether he (or she) was looking for a job.

It was further asked what kind of work the respondent had done, in what kind of establishment, enterprise or service, and in what capacity (as employer, employee, own-account worker, or unpaid family worker). These questions were related to the week prior to Census Day or to the respondent's usual status, in regard to those who had not worked last week. Persons who had never worked, not even as unpaid family workers, and who were looking for a job, were to be characterized as ΝΕΟΣ or ΝΕΑ («new»).

A set of questions, relating to those who usually did not work, and who did not look for a job, were intended to make clear whether these persons were home-makers, students, retired, or invalids, and what was their main source of sustenance.

Further questions relating to the household, were aimed at finding out whether some home industry was conducted in the household, and what household members, if any, were holders of agricultural land (or herds). (For these latter an additional questionnaire that formed the basis of an agricultural census was filled out.)

3.9 It was carefully avoided to characterize the kind of work to be reported as *epangelmatiki*. For this purpose, instead, the term *vioporistiki* was used. This is easily understood as applying to any work performed

to provide means of sustenance, as opposed to household chores and the like. *Vioporistiki ergasia* is indeed a good translation of the German *Erwerbsarbeit* and the corresponding terms in the Scandinavian languages, currently used in both censuses and surveys (somewhat clumsily rendered by «gainful activity» in English and «*activité lucrative*» in French).

3.10 The expression «usually» working however, lacks precision. How much, and how often, is a person supposed to work in order to be considered as «usually» working? The enumerators were told to record as «usually» working persons who exercised a *vioporistiki ergasia* at least 2 hours per day on an average the whole year round, or at least 6 hours daily during the busy seasons, for example at the cultivations or the harvest, or at the Christmas and Easter sales. However, there was not much hope that the enumerators would be able to probe into this matter. The time allotted to them was not sufficient, so that in most cases they accepted the first answer given to the question: Do you usually work for a remuneration, profit, or gain, or in order to help out in the family enterprise?¹

3.11 At the elaboration of the data persons who had answered YES to the very first question (usually working), those who actually had worked at least 10 hours during the week prior to Census Day (even if they had answered NO to the first question), and those who had worked less (or not at all) but were looking for a job (defined as unemployed), were all classified as «economically active». Their number is thought to be approximately comparable to those who in 1928 had been reported as having an *epangelma*.

3.12 On the other hand, it was hoped that the questions relating to the week prior to Census Day would yield information sufficiently precise to enable the census takers to derive the «labour force» from the census data. It may be observed that, for this purpose, certain additional questions would have been needed, concerning the reasons why persons who had a job were «not at work» the week prior to Census Day. Those who had been absent because of temporary illness, etc. (see paragraph 2.6 above), ought

1. At the Pilot Census of 1960 (a regular, country-wide population sample survey) the question: Do you work for a living? was used. It was not explicitly recommended for use at the General Census of 1961, but it may have been used together with similar unsophisticated expressions in order to introduce the matter to the respondents.

to be included with the «labour force». It was not considered feasible to charge the census questionnaire with these additional questions. One would have to be content with approximate estimations based on information that was obtained at the previously mentioned Pilot Census of 1960, regarding the number of those who temporarily were absent from the job.

4-5. RESULTS OF THE GREEK POPULATIONS CENSUSES OF 1928, 1951 AND 1961

4. Comparisons between 1928 and 1961

4.1 Since it would seem that the general approach to the manpower problem at the 1961 census was in better agreement with the concepts applied in 1928 than with those of 1951, a comparison between 1928 and 1961 will be made first. The data relating to the total of active males and females, as extracted from available publications, are as follows:

<i>Total «active»:</i>	<i>Males ('000)</i>	<i>Females ('000)</i>
Year 1928 ¹	1,972	773
Year 1961 ²	2,458	1,205

1. Ref. 1. 2. Ref. 3.

4.2 To make these data as nearly comparable as possible one must add to the 1961 figures:

a) *Conscripts* performing their military service and persons serving prison terms. (These were included among the economically active in 1928, whereas in 1961 they were left out from the classification as economically active or non-active.)

b) *Farmers «not working»*. These were mostly elderly persons, males and females, reported as «usually not working» (i.e. apparently, not working in the fields, themselves) but responsible for a holding of agricultural land, or owners of a herd.¹ Like other persons «usually not working» they had indicated why they «don't work» (retirement, invalidity, home-making), and what was their main source of sustenance (pension, income from property, family, charity). Therefore it was decided to include them among the non-active. If they had been asked about their *epangelma*, like in 1928, it is fairly sure that they would have answered «farmer», and would have been counted as active. This is why, at a comparison with 1928, they must be included with the economically active.²

4.3 Consequently the 1961 figures should be «corrected» as follows:

<i>Economically active in 1961:</i>	<i>Males ('000)</i>	<i>Females ('000)</i>
as reported in the census publication	2,458	1,205
soldiers and prisoners	140	—
farmers «not working»	74	50
<i>Adjusted totals</i>	<i>2,672</i>	<i>1,255</i>

4.4 Then the comparison with the 1928 figures takes the following shape:

<i>Economically active:</i>	<i>Males ('000)</i>	<i>Females ('000)</i>	<i>Total ('000)</i>
Year 1928	1,972	773	2,745
Year 1961	2,672	1,255	3,927
Rates of increase:	+35.5%	+62.4%	+43.4%

4.5 The total population of Greece had increased by 35% during the period under review. This increase was very much inferior to the one which had occurred in the total number of economically active (43%, see above). That in itself is not astonishing since the number of children under 10 years of age had increased by 8% only, due to low birth rates during the fifties. But one may ask why the number of active males had increased by 35% only, whereas the corresponding number of females shows an increase by 62%.

4.6 Both in 1928 and 1961 no children under 10 were counted as economically active. Thus it is indicated to examine in what degree the population 10 years of age and over had increased. This can be seen from the following:

<i>Total population of age 10 and over:</i>	<i>Males ('000)</i>	<i>Females ('000)</i>	<i>Total ('000)</i>
Year 1928	2,366	2,449	4,815
Year 1961	3,333	3,555	6,888
Rates of increase:	+40.9%	+45.2%	+43.1%

1. In this capacity they were supposed to fill out an agricultural census return. According to the agricultural census the number of holdings (consisting of land or herds) was slightly superior to the number of holders according to the population census (including farmers «not working»), namely 1,156,000 as against 1,139,000.

2. See also graph 1, from which one can see the age distribution among males and females belonging to this category.

4.7 These latter rates of increase should be compared with those of paragraph 4.4 above. It is then found, if males and females are taken together, that the total number of economically active had increased in the same proportion as the total population 10 years of age and over (just about 43%). But a significant difference appears between the sexes. Whereas the active males had increased in a smaller proportion than all males 10 years of age and over (35% as against 41%), the females reported as active show an increase much more important than all females 10 years of age and over (62% as against 45%).

4.8 This seems to indicate that it had become more frequent for females to participate in economic activities. That can be seen also from the following rates of economically active among persons 10 years of age and over:

	Males	Females	Males and females
1928	83.4%	31.5%	57.0%
1961	80.2%	35.3%	57.0%

4.9 That women take part in economic activities more frequently than only a couple of decades ago is a common observation. Whether the census data yield an exact measure of this trend is difficult to ascertain. But it would appear quite plausible that the rate of participation in economic activities had increased, among females 10 years of age and over, from 31% or 32% to about 35%. On the other hand, it seems at first somewhat astonishing that the corresponding rate among the males had decreased, from 83% or 84% to just over 80%.

4.10 A more detailed picture of the changes that had taken place from 1928 to 1961 is obtained from graph 1, which indicates the proportions of economically active in different age groups of males and females. The curves in the graph have been drawn free hand but have been made to fit very closely to the group averages, also indicated in the graph. (See also table 2.)

4.11 As regards the males, the age pattern of their participation in economic activities is found to be on the whole very similar at the two censuses: from about half or somewhat less than half at the age of about 15, the proportion of economically active rises rapidly, reaching about 96% towards the age of 30. It remains at this level until the age

of about 50, whereafter it drops more or less abruptly, tending to nil for those of age 80. However, by comparison with 1928, the 1961 data seem to indicate that the participation rates had become significantly smaller both in the lowest and the highest age groups:

a) In 1961 among the males of age 10-19, only 42% were economically active, as against 59% in 1928. This undoubtedly is due to the expansion of the school system: introduction of obligatory six-year primary schooling in 1929 and successive enforcement of this obligation; creation of numerous secondary schools.

b) In 1961, also, only about 70% of the males 60 years of age and over were economically active (including farmers «not working»), whereas the corresponding proportion in 1928 was 84%. Already at the age of about 50, this difference between the two census years begins to appear (see the graph). It is no doubt a consequence of the social security system that was introduced in the thirties and successively expanded, making it easier for elderly, sick and disabled persons to retire.

Similar trends, ascribed mainly to an extension of the educational systems, pension schemes and other welfare measures, making for lower activity rates among the young people and among the elderly, have been observed also in other countries.¹

4.12 As to the females, on the other hand, the highest proportion of economically active among them is found around 20 years of age. Already at an age of about 25 this proportion begins to drop, as most of the women marry and get a home of their own and perhaps children to occupy them. Another drop sets in at the age of about 50, taking the proportion of economically active down towards nil at about 80 years of age.² However, also in regard to the females, the curves relating to 1961 and 1928 differ significantly as can easily be seen from the graph. More specifically:

a) Among the young girls of age 10-14 the rate of participation in economic activities would seem to have decreased, from about 29% (estimated through extrapolation) to 17%, evidently because of the expansion of the school system as in the case of the males. This reduction is set off by an increased rate of participation in the age group 15-19, so that the reduction is fairly small (from 35% to 31%) for all females 10-19 years of age.

b) No effect of the social security system

1. Ref. 11, pp. 16-17.

2. Cf. Ref. 25.

is apparent in the higher age groups, as far as the females are concerned, probably because most of the still active elderly women are occupied in agriculture. (An old age pension system for agriculturists was introduced in 1961. It had not yet begun to function when the census was taken.)

c) Among women of all age groups from 15 to 60 the proportion of economically active had increased very considerably. The most important increase would seem to have taken place in the age group 20-24 (from about 37% to 54%). Marriage and child rearing, as before, reduces the participation rate. Nevertheless, in the age groups 30-39 and 40-49 the 1961 data show an increase by comparison with 1928 from just above 30% to nearly 40%.

4.13 Since there is such a characteristic age pattern in the rates of participation in economic activities, the overall rates must depend to some extent on the age distribution among males and females, and on changes that occur in this distribution. It is interesting therefore to examine whether such changes had affected the overall participation rates over the period under consideration. This can be done by means of tables 1 and 2. According to table 1, among both males and females the relative strength of the age group 10-19 had decreased markedly (due to an important decrease in the birth rates during the period 1941-1950). A slight decrease seems to have affected also the age group 20-29. On the contrary all age groups over thirty are found to represent a higher proportion of the total population than earlier. The increase is moderate in regard to males and females in their thirties and forties, but it is very important in regard to the age 50-59 as well as the one 60 and over.

4.14 To find out how these changes have affected the available manpower one can undertake a «standard weighting» of the activity rates in different age groups in 1928 (see table 2), by coefficients expressing the relative strength of the respective age groups in 1961. The result is as follows:

a) As regards the males, had the proportion of active in different age groups been the same in 1961 as in 1928, the change in the population's age structure would have brought about a slight increase in the overall activity rate from the actual 83.7% in 1928 to 84.5% in 1961. This is evidently because the proportion of the age groups thirty to sixty in the male population had increased.

b) As regards the females, on the contrary, had the activity rates in different age groups been the same in 1961 as in 1928, the

change in the population's age structure would have brought about a slight decrease in the overall proportion of economically active from 31.6% in 1928 to 30.0% in 1961. That is because, as already noticed, there had taken place a decrease in the proportion of the age groups under 30, to which the active women largely belong.

4.15 One of the most interesting features revealed by the present analysis of the census data is that the actual changes in the proportion of economically active are just opposite to those one would have expected in view of changes in the population's age structure: (a) an actual decrease in the proportion of active among the males, from 83.4% to 80.2%, whereas one would have expected a slight increase, (b) an actual increase in the proportion of active among the females, from 31.6% to 35.3%, instead of an expected slight decrease.

4.16 The above observations are of a nature to stress the negative effect on the availability of manpower that has made itself felt from the expansion of the school system and the social security system. Both reforms seem to have reduced the availability of male labour, and at least the first one has tended to reduce also the availability of female labour, numerically that is. Since the reduction befalls mainly child labour on the one hand, and on the other hand labourers whose working capacity is impaired because of high age, illness or injury, naturally the mere numbers derived from the censuses give an exaggerated impression of the actual effect of the reforms on the availability of manpower.¹

4.17 As to the overall increase of female manpower, it stems from women over school age, and from women in their twenties, thirties and forties. It is natural to associate this change with the decline in the women's fertility. Although the present paper is not intended to extricate this connexion, it may be pointed out that the birthrate had fallen from 30 per 1,000 around 1928 to 18 per 1,000 around 1961. In terms of fertility it can be noticed that annually, at the beginning of the period under review, every fourth

1. Nevertheless the reduced availability of children for work must have been felt in that branch of the economy where child labour was extensively used, namely in Agriculture. This can be exemplified from elsewhere. In Sweden, of all places, the small farmers wanted to keep their children at home to help out with the farm work. It is just forty years ago that the last resistance among them against providing full-time primary education for their children was overcome.

among the married women under 45 years of age bore a child, whereas at the end of the period this proportion had been reduced to every sixth. Less hampered by child bearing, and child rearing, the women naturally are able to take part more frequently than before in economic activities. A similar remark applies to the increase in the average age of women at marriage which has taken place during the same period, from just over 23 to 24½ years of age. From graph 1 it would seem that the exact age of maximum participation in economic activities, among the women also has moved upwards from about 18 to about 22 years of age. (Naturally this remark reposes on the somewhat arbitrary interpolation implied in the drafting of the curves.)

4.18 There will not be room in the present paper for a detailed study of the changes that have taken place in different branches of the economic activity, but some attention must be devoted to the evolution of manpower in Agriculture (including animal husbandry, forestry and fishing) on the one hand, in non-agricultural activities on the other hand. Unfortunately a comparison between the census data of 1928 and 1961 is bound to lack precision because of certain shortcomings of the data relating to occupations:

a) For a large number of persons, at both censuses, precise information regarding their occupation is missing. In 1928 this applied to 191,000 males and 140,000 females who nevertheless have been counted as economically active. In 1961 it applied to 204,000 males (including 140,000 soldiers and prisoners and 41,000 «new-workers seeking employment») and 77,000 females (including 46,000 «new-workers seeking employment»).

b) It is not clear how the young conscripts were treated at the 1928 census. Apparently they were considered to be economically active, but under the heading *Défense du Pays* it would seem that only permanent personnel of the Armed Forces have been reported (as in 1961). Most probably some of the conscripts were classified according to their civilian occupation, whereas a majority were included with those whose occupation had not been declared or had not been adequately described. (In 1961 no information was sought concerning the civilian occupation of soldiers and prisoners.)

4.19 In order to bring the 1928 data better into line with those of 1961, account should be taken of the information that given numbers of those with unknown occupation were «salaried employees» (15,000 males and 3,000

females) or «workers» (129,000 males and 36,000 females). It can be taken for granted that practically all of the former were in non-agricultural occupations, whereas the latter may be split (arbitrarily) between agricultural and non-agricultural occupations. One would thus obtain the following numbers to be added to the census figures regarding persons with known occupations:

<i>Persons whose occupation was not declared or not adequately described:</i>	<i>Males ('000)</i>	<i>Females ('000)</i>
<i>In agricultural occupations</i>		
«Salaried employees»	—	—
«Workers»:		
in Athens-Piraeus	—	—
elsewhere ¹	54	15
<i>Totals</i>	54	15
<i>In non-agricultural occupations</i>		
«Salaried employees»	15	3
«Workers»:		
in Athens-Piraeus	21	6
elsewhere ¹	54	15
<i>Totals</i>	90	24

1. Split fifty-fifty between agricultural and non-agricultural occupations.

This leaves 46,000 males and 101,000 females not accounted for among persons whose occupation had not been reported. It may be presumed that a majority of the males were young persons performing their military service.

4.20 The 1928 data (thus adjusted) concerning *persons with known occupation* are compared below to the corresponding totals obtained in 1961:

	<i>Males ('000)</i>	<i>Females ('000)</i>	<i>Total ('000)</i>
<i>In agricultural occupations¹</i>			
1928	1,062	483	1,545
1961	1,255	819	2,074
Rates of increase:	18%	69%	34%
<i>In non-agricultural occupations</i>			
1928	864	190	1,054
1961	1,213	358	1,571
Rates of increase:	40%	88%	49%

1. Including fishermen and forestry workers.

4.21 As one would expect the rates of increase had been higher in the non-agricultural occupations than in the agricultural ones (49% as against 34%). They had also been higher among the females than among the

males: more than twice as high (88% as against 40%) in the non-agricultural activities, nearly four times as high (69% as against 18%) in the agricultural occupations.

4.22 That the number of females active in non-agricultural occupations has increased very much is a common observation. Although not quite comparable, the census data relating to different *occupational groups* (among non-agriculturists) can be confronted as follows:

Non-agricultural occupations	Males		Females	
	1928 (⁰⁰⁰)	1961 (⁰⁰⁰)	1928 (⁰⁰⁰)	1961 (⁰⁰⁰)
Technical, professional and managerial personnel ¹	83	110	18	46
Clerical and sales workers ²	182	293	8	69
Transport and communication workers	94	104	1	2
Craftsmen. Workers in mines, quarries, industry, etc. ³	421	550	123	153
Service workers	84	156	39	88
<i>Total</i>	<i>864</i>	<i>1,213</i>	<i>190</i>	<i>358</i>

1. Including auxiliary personnel of the technical and liberal professions. Including also directors of private enterprises («industrialists» and «enterprisers» in 1928) as well as senior officers of central and local government (estimated, for 1928, at 5% of all government employees).

2. Including, in 1928, 15,000 males and 3,000 females who were characterized as «salaried employees» without further indication of their occupation.

3. Including, in 1928, 75,000 males and 22,000 females who were characterized as «workers» without further indication of their occupation.

In the group of technical, professional and managerial personnel the males had increased by one third, whereas the females were two and a half times more numerous than in 1928. Among clerical and sales workers the males had increased by two thirds, whereas the females were eight times more numerous than in 1928. This group shows also the largest increase in the absolute number of females (from 8,000 to 69,000). In the particular «service occupations» (security personnel, domestic servants, personnel of hotels and restaurants, cleaners, hairdressers, etc.) both males and females were about twice as numerous as before. By comparison the relative increase in the number of craftsmen and other production workers was fairly small: one third as regards the males, only one fourth as regards the females. Among transport and communication workers there were in 1961 as in 1928 very few women. The male transport workers had increased very little. This was evidently because cabmen and carrioteers had decreased from 25,000 to 6,000, and also because the coastal shipping occupied less people. (In

1961 only 18,000 sailors were reported as against 34,000 in 1928. Both numbers exclude Greek sailors who were abroad on the day of the census.)

4.23 Nevertheless even more interesting is perhaps the important increase in the number of women active in agricultural occupations. In absolute size this increase seems to have been larger than the one that had taken place in the non-agricultural occupations. The figures reproduced in paragraph 4.20 indicate that there were 336,000 more women active in agriculture in 1961 than in 1928, as against 168,000 more in the non-agricultural activities.

4.24 These observations require first of all an answer to the question whether the reporting of females in agricultural occupations was more complete in 1961 than in 1928. It is probable that in 1928 many women working only part-time in agriculture, usually as unpaid family workers, omitted to declare an occupation. But one would like to know whether the questions put to farmers' wives and daughters at the 1961 census induced them to declare more frequently than in 1928 that they participated in the farm-work? That does not seem to have been the case. Indeed it was found at the subsequent manpower surveys, utilized to probe also into this matter, that in reality perhaps 300,000 more women than the 1961 census had indicated, worked at least occasionally in agriculture.¹

4.25 Therefore one may well consider the data of 1928 and 1961 approximately comparable. But then the question arises whether labour requirements in agriculture had developed in such a way as to make it plausible that a big increase in agricultural manpower had really occurred. To find an answer to this question one may compare the manpower data to the information regarding cul-

1. Similar experiences have been made elsewhere. Due to ingrown attitudes among men and women alike, female labour when performed in the family enterprise and not bringing an immediate reward, is forgotten or disregarded. This is not peculiar to Greece. In Sweden, at the population census of 1961, the respondents were asked to report as active all family members who had been occupied at gainful activities at least half of normal working hours during the past year. The census seemed to show that only 18,000 women were active in agriculture (as helping family members) according to this criterion. A check survey conducted through sampling with the help of trained interviewers shortly afterwards indicated that the actual number of women active in agricultural pursuits should be estimated, using the same criterion, at about 149,000 ($\pm 28,000$). Cf. Ref. 19, p. 11.

tivated areas available from the agricultural censuses of 1929 and 1961. This comparison is set out below:

	1928/29	1961
Agriculturists ¹ ('000)	1,461	1,990
Cultivated area (thousands of stremmas) ²	24,800	36,733

1. Unadjusted data.

2. Including fallows but excluding forests and pastures.

This makes for an average of 17 stremmas (1.7 hectares or 4 acres) per agriculturist in 1928/29, about 18 stremmas in 1961. It would thus seem that the available manpower had just kept pace with the extension of the cultivated areas. Actually labour requirements must have increased more than the cultivated land because of a substantial decrease in the proportion of fallows (perhaps set off by increased use of machines in certain parts of the country) and because of an extension of labour-intensive crops (tobacco, cotton and vegetables). Although it would seem that the cultivated land per agriculturist is very small,¹ there has developed during the fifties a seasonal labour shortage, reinforced through the emigration of young labourers.²

4.26 Taking this information into account, considering also that the number of males in agricultural occupations shows a comparatively small increase (from 1,062,000 to 1,255,000 or 18%), one does not find it surprising that the corresponding number of females had increased so much (from 483,000 to 819,000 or 69%).

4.27 In relation to the total number of persons whose occupation was known the adjusted data of paragraph 4.20 above yield 59% active in agricultural occupations (55% of the males, 72% of the females) in 1928. In 1961, the corresponding data yield 57% active in agriculture (51% of the males, 70% of the females). Consequently, if the agricultural occupations in 1961 still held a margin over the non-agricultural ones in the total manpower, it was very much due to the participation of females in the agricultural activities.

5. Discussion of the 1951 census results

5.1 A few of the most important totals resulting from the population censuses of 1928, 1951 and 1961 are as follows:

	Males (⁰⁰⁰)	Females (⁰⁰⁰)
<i>Total population</i>		
1928	3,076	3,128
1951	3,722	3,911
1961	4,101	4,287
<i>10 years of age and over</i>		
1928	2,366	2,449
1951	2,995	3,226
1961	3,333	3,555
<i>Economically active¹</i>		
1928	1,972	773
1951	2,329	511
1961	2,672	1,255

1. Including the conscripts performing their military service and farmers «not working» (counted separately in 1961, see paragraph 4.2). Including also, in 1961, persons serving prison terms (who were excluded in 1951). In 1928 and 1961 only persons 10 years of age and over were taken into consideration for classification as economically active. This restriction was not applied in 1951, but the number of children under 10 found to be economically active was insignificant.

5.2 Because of low birth rates during the decades preceding the censuses of 1951 and 1961 (also because of lower mortality at higher ages), the proportion of persons 10 years of age and over had increased from 77% to 80% and 81% in the total male population, and from 78% to 82% and 83% in the total female population. The following percentages express the *proportion of economically active in the population 10 years of age and over*:

	Males	Females
1928	83.4%	31.5%
1951	77.8%	15.8%
1961	80.2%	35.3%

5.3 The proportion of «economically active» was thus found to be much lower in 1951 than in 1928 and 1961, both among males and females, but particularly among the females. Even the absolute number of active females appeared to have decreased from 773,000 to 511,000 in 1951. This was the combined effect of an attempt to apply the «labour force» concept and an improper use of the word *epangelmatikos* to define the kind of work that was supposed to be recorded (see paragraph 3.4 II).

1. The average area per holding, is about 33 stremmas, and there seem to be 1.7 active people per holding, on an average.

2. For an attempt to measure this shortage (as well as the surplus of labour available in other seasons) see Ref. 22.

5.4 Graph 2 indicates the proportion of «economically active» among males and females in different age groups according to the censuses of 1951 and 1961. Also the group averages from 1928 have been plotted in the graph. (For an interpolation of these, see graph 1.) Evidently, as regards the females, the altered principles applied at the census of 1951 led to much smaller numbers being reported as economically active in all age groups. Also in regard to the males a similar effect, although much less important, is clearly visible, particularly at a comparison with the group averages from 1928: in all age groups the proportion of economically active seemed to be lower in 1951 than in 1928.

5.5 In particular this proportion appears to have been lower among males 25-54 years of age for no other plausible reason than the attempt to apply the «labour force» concept at the census of 1951. Regarding younger persons, and older ones, it has been explained earlier (paragraph 4.11) that one would expect the proportion of economically active among them to have become smaller from 1928 to 1961 because of the extension of the school system and the introduction of social securities. This applies also to the period 1951-1961, since in 1951 all schools had not yet been rebuilt and reorganized after the war and the civil strife—nor had the social security system (for workers and salaried employees in non-agricultural activities) been extended yet to the country as a whole. Indeed in the age groups 15-24, and 54-74, the 1961 census yielded lower proportions of economically active than those which were obtained at the 1951 census. The difference probably would have seemed larger, had it not been for the attempt to apply the «labour force» concept in 1951. Regarding the very young (under 15) and the very old (75 and over) this attempt naturally led to the exclusion from the «economically active» of very many (who had not participated in economic activities at least one hour daily, on an average, during the week preceding Census Day), and thus it stands to reason that the participation rates among these appear to have been even smaller in 1951 than in 1961.

5.6 In graphs 3a and 3b males and females in agricultural and non-agricultural occupations, and in occupational status groups, are represented. The vertical scale is logarithmic, which makes it possible to compare at a glance the relative changes that have affected the numbers reported in the different groups at the censuses of 1928,

1951 and 1961. These numbers have also been indicated, in thousands, in the graph. (When they do not add up exactly to the corresponding totals, it is because the graph does not indicate the number of those who had not declared their occupational status.)

5.7 Employers and own account workers have been merged into one group, since the employers were too few to appear separately, and also because the reporting in regard to employers seems to be somewhat erratic: it depends on the time of the year when a census is taken whether farmers and other chiefs of small enterprises, who employ hired labour only seasonally, declare themselves as employers or own account workers. There is a similar effect of the season, no doubt, on the reporting of people as wage earners or as own account workers (or unpaid family workers), particularly as regards those who are active in agricultural occupations. Many small farmers as well as their wives and children work as day-labourers on other people's land in the busy season and would then declare that they are wage earners whereas in a different season they would say they are own account workers or unpaid family workers. Since the censuses of 1928, 1951 and 1961 took place the 16 May, the 7 April and the 19 March, respectively, the moving of Census Day to earlier dates may well have made for some decrease in the number of persons who were reported as wage earners in agricultural occupations.

5.8 In spite of this reservation, it seems perfectly clear, at least as regards females in agricultural occupations, that the concepts and procedures applied at the 1951 census have produced results that cannot be compared to those of 1928 and 1961. That the number of females who participated in agricultural activities had decreased from 483,000 in 1928 to 215,000 in 1951 is wholly unbelievable. This apparent «decrease» seems to have affected all occupational status groups. As to females in non-agricultural occupations, only the group of employers and own account workers appears to have suffered a similar, but less important, decrease.

5.9 Males in agriculture are seen to have been reported in somewhat larger numbers in 1951 than in 1928 (excepting only the group of wage earners, for whom a decrease appears in the graph). Larger numbers were also reported in 1951 than in 1928 as regards the males active in non-agricultural occupations. But on the whole the census figures as they stand seem to indicate that the active

males had grown at a lower rate from 1928 to 1951 (annually, on an average 0.4% in agricultural, 0.8% in non-agricultural occupations) than from 1951 to 1961 (1.0% and 1.6% respectively). That is also, probably, an effect of the particular concepts and procedures applied at the 1951 census, resulting in numbers that are too low to be compared with those of 1928 and 1961.

5.10 In the following an attempt is made to estimate what number of males and females would have been reported as active in agricultural and non-agricultural occupations, had the more traditional census concepts been applied in 1951 as well as in 1928 and 1961. It is done by means of logarithmic interpolation of the 1928 and 1961 census results (illustrated in graph 3b in regard to the total of females active in agriculture). This implies, naturally, the assumption that the number of active had changed at the same average rate 1928-1951 and 1951-1961. There is some justification for this assumption in the fact that the male as well as the female population, 10 years of age and over, had increased at an average rate of about 1.1% annually both during the period 1928-1951 and during the period 1951-1961. (It is not assumed that the proportion of economically active in the population 10 years of age and over should have remained constant, only that it should have changed slowly, at a nearly constant rate. This would seem realistic since it takes time, usually decades, to implement universally such reforms as the obligatory primary schooling and the establishment of a social security system, reforms that evidently affect the proportion of economically active.)

5.11 The numbers of «economically active» actually recorded in 1951 may be considered (with certain reservations referable to the use of the term *epangelmatikos*) as estimates of the *labour force the first week of April 1951*. On the other hand the numbers estimated through interpolation (as explained above) may be considered as representing the total of economically active that would have been obtained through traditional census methods. The two sets of data are shown at the top of next column.

5.12 In relation to the total population 10 years of age and over the numbers of «economically active» in 1951, as estimated through interpolation, represented 81.2% and 31.8% of the males and females respectively. These percentages seem to be in keeping with those relating to 1928 and 1961 (see paragraph 4.8).

Year 1951	Labour force 1-7 April (^{'000})	Total economically active (^{'000})	Excess of active	
			(^{'000})	%
<i>Males</i>				
In agricultural occupations	1,152	1,193	41	3.6
In non-agricultural occupations	1,032	1,095	63	6.1
With not declared occupations ¹	144	144	.	.
<i>Total</i>	<i>2,329</i>	<i>2,432</i>	<i>103</i>	<i>4.4</i>
<i>Females</i>				
In agricultural occupations	215	698	483	224.7
In non-agricultural occupations	264	296	32	12.1
With not declared occupations ¹	32	32	.	.
<i>Total</i>	<i>511</i>	<i>1,026</i>	<i>515</i>	<i>100.8</i>

1. Number of persons actually recorded in 1951, whose occupation was not declared or not adequately described.

5.13 As far as the males are concerned, the actual number of economically active seems to have been in 1951 only slightly larger than the number of males supposed here to belong to the «labour force» the first week of April 1951. As regards the females, on the other hand, the economically active were much more numerous than the women supposed to belong to the «labour force» that same week. This applies in particular to females active in agricultural occupations. Whereas only 215,000 are supposed to have belonged to the labour force the week preceding Census Day (7 April), there seems to have been in addition more than twice as many who were ready to take part in the agricultural activities, for example in the harvest two months later. (Probably many of these did actually participate in current activities at the time of the census, but they were not recorded as active since were not considered as working *epangelmatikos*.)

6-7. MANPOWER SURVEYS UNDERTAKEN 1960-1963

6. Concepts and procedures

a) The sequence of manpower surveys

6.1 Four experimental manpower surveys have been undertaken by NSSG since 1960.

The first took place the 3 April 1960 after several months of preparations, which included a detailed canvassing of more than 500 sample areas spread all over the country.

Since this was a training project for the personnel of NSSG in view of the forthcoming general population census, it was considered as a Pilot Population Census. However, it was a regular population sample survey and it proved perfectly valid for estimates regarding both demographic and economic characteristics of the population.¹

The second was performed the 8 April 1962 and was in all respects similar to the Pilot Population Census, except that the enumeration districts that had been delimited for the general population census of 1961 (instead of areas outlined ad hoc) were used as primary sampling units. Furthermore the questionnaire was drafted with a view to studying labour force problems in particular.

The third was organized in October 1962 with a view to collecting labour force data at a time of the year when employment usually is at its peak. Unfortunately unusually heavy rains fell all over the country during the whole week prior to Survey Day (21 October) and on Survey Day as well, creating abnormal work conditions and disturbing the work of the interviewers. The data that were collected have proved unsuitable as a basis for general estimates.

The fourth took place the 31 March 1963. It included the same households (or, rather, the same housing units) as those which had been included in the survey of the 8 April the previous year, plus, in the cities, households sampled after canvassing of areas which had not contained any habitations at the population census of 1961.

6.2 Together with the general census of 1961, the first, second and fourth manpower surveys form a sequence covering a period of four years, 1960-1963, providing a series of manpower data relating to early spring each year. The dates were not entirely congruent: 3 April, 19 March, 8 April, 31 March. Since early spring is a time of the year when employment rises rapidly with the progress of the fair season (from South to North, from the plains to the mountains), the variation in the dates (necessary to avoid that the survey coincide with Easter week) causes some trouble at a comparison of the results. However, it is not certain that all such trouble would have been avoided by relating the surveys to the same calendar week, since the progress of the fair season is not tied to the civil calendar.

b) The questionnaires

6.3 As already mentioned, the surveys were designed with a view to finding out,

i.a., how different concepts regarding the working population would affect the number of persons that would be classified as «economically active». The questionnaires therefore were in two parts, one concerning the respondents' usual status, the other concerning their work during the week prior to Survey Day.

6.4 The first part contained a series of questions aimed at ascertaining whether the respondent was a home-maker, a pupil or student, retired, incapable of work, «usually» performing some «gainful activity» (*vioporistiki ergasia*), or looking for a job for the first time. Furthermore questions related to the kind of work the respondent usually performed, in other words what he would consider as his *epangelma* (*métier*, *Beruf*, see paragraph 2.1).

6.5 The second part of the questionnaire related to the respondent's gainful activity during the week prior to Survey Day: kind of work performed, in what kind of establishment, enterprise or service, in what capacity (as employer, own account worker, unpaid family worker, salary or wage earner) and how many hours the respondent had worked (day by day). Those who had worked less than 10 (or nil) hours «last week» were asked whether they were looking for a job—if so, where they had looked for a job, and what kind of job they wanted. If somebody had not worked at least 10 hours «last week» and did not look for a job, a further question was asked about the reason why he had not been «at work». These questions were not only put to persons «usually working» but to home-makers, pupils and students, and retired persons as well.

6.6 At the first survey, the «pilot census», the interviewers had been told to put down as «usually working» all who answered YES to the question «Do you work for a living?» without hesitation, as «usually not working» those who answered NO, also without hesitation. Since it could be foreseen that many persons (housewives in particular) would be uncertain about their answer, the interviewers had been told that they ought to report as usually working those who were gainfully active at least 2 hours per day, on an average, practically the whole year round, or at least 6 hours daily during the busy seasons, as during the spring cultivations or the harvest, or at the Christmas and Easter sales. The same

1. The results were made available for limited circulation in Προκαταρκτική Έκθεση επί των Αποτελεσμάτων της Δοκιμαστικής Απογραφής Πληθυσμού της 3ης Απριλίου 1960. National Statistical Service of Greece, Athens 1963. See Ref. 4

rules were applied at the subsequent surveys, but only after a more thorough questioning of the respondents.

c) Population covered by the surveys

6.7 In principle the survey of 1960 covered the whole population except inmates of military establishments. The surveys of 1962 and 1963 similarly covered the whole population except inmates of «institutional» households (hospitals, children's homes, homes for elderly people, monasteries, hotels, etc., as well as military barracks).

6.8 The exclusion of garrisoned members of the Armed Forces (mainly conscripts performing their military service) does not create difficulties at a comparison with the 1961 census results, since the conscripts were not classified as «active» at the census (see paragraph 4.2). The exclusion of the other categories requires a slight adjustment of the census totals (and of the corresponding totals estimated in 1960) so as to make them comparable to the totals derived from the subsequent surveys. However, since it cannot be presumed that the inmates of «institutional» households are in all respects similar to the rest of the population (particularly as regards their economic activities), their exclusion means that the results of 1962 and 1963 possibly have become slightly biased. The bias cannot be important, because the «institutional» population amounts to a small percentage of the total population (2.3% of the males, not counting the garrisoned members of the Armed Forces, and 1.1% of the females, according to the population census of 1961).

d) Sample design and estimation procedures

6.9 In order to study what differences may appear between urban-rural areas in regard to the population's activities (also with a view to arriving at more precise over-all estimates) the country was divided into three main strata: (1) Greater Athens, (2) other urban areas (i.e. municipalities and communes whose largest population center had more than 10,000 inhabitants), and (3) semi-urban and rural areas. The sample was clustered and self-weighting. Dwellings were the ultimate sampling units. All households in the selected dwellings were included (in case a dwelling was shared by two or more households) and all persons present in the households on Survey Day were interviewed. The sample comprised each time somewhat over 11,000 households with about 40,000

members, or approximately 0.5% of the population.

6.10 Estimates regarding the absolute size of different population groups can readily be obtained through multiplying the numbers in the samples by 200. The precision of these estimates has been found very satisfactory in regard to the large population groups possessing given characteristics that were the main objectives of the surveys. Thus the coefficients of variation relating to the economically active population and various groups within this population are usually smaller than $\pm 5\%$ for estimates of about 250,000 or higher. For the total number of «economically active» males (about two and a half million) the coefficient of variation was $\pm 2\%$, for the active females (over one and a half million according to the surveys of 1962 and 1963) the coefficient of variation was about $\pm 3\%$. The total population, male or female, could be determined with a still higher degree of precision, with coefficients of variation between 1% and 2% (smaller for the females, incidentally).

6.11 This is sufficient for a fairly detailed and accurate description of the population's composition on a given occasion with regard to its economic activities. In fact the «pilot census» of 1960 yielded results that were in practically all respect consistent with those of the general census of the following year. (A general census naturally yields much more detail at a regional and local level, than can be obtained through a sample survey.)

6.12 Nevertheless the absolute estimates produced as described above have proved insufficient for determining the changes that occur from year to year. Since the annual population increase in recent years has been much smaller than 1% (due to heavy emigration), evidently estimates that could fail by 2% or 3% (plus or minus) are too roundabout for a measure of this increase. That applies similarly to estimates regarding the total of economically active.

6.13 For such reasons it has been found desirable to modify the estimation procedures. The technicalities involved are briefly described in notes to table 3.

7. Manpower developments 1960-1963

a) Total population. Estimate of net emigration

7.1 The *total population* of Greece, during the period under review, according to the

current mid-year estimates, was as follows (in thousands):

1960	1961	1962	1963
8,327	8,398	8,448	8,480

Increase from previous mid-year:

+0.85%	+0.60%	+0.38%
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Altogether, from 1960 to 1963, according to these computations, the population had increased by 153,000 persons. About 455,000 children were born during this period (from 1 July 1960 to 30 June 1963) whereas about 196,000 persons died. Consequently the population increase would have amounted to about 259,000, had it not been for the emigration to foreign countries. It would seem that net emigration to foreign countries during this three-year period amounted to about 106,000 persons.¹

7.2 For the purpose of the present study, the *population 10 years of age and over in private households*, on the 31 March each year, was estimated as follows (in thousands):

1960	1961	1962	1963
6,577	6,636	6,677	6,717

Increase from 31 March the previous year:

+0.88%	+0.63%	+0.60%
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By comparison with the corresponding estimates concerning the total population one may think that perhaps the figure relating to 1963 has been somewhat overestimated. On the whole, however, the numbers just quoted seem to be consistent with what is known about the population. Thus on the assumption that 92% of the children born 1950-1952 survived to reach the age of 10,² about 420,000 of them would have completed 10 years of life during the period 1960-1962, thus entering the age group 10 and over. Since about 170,000 deaths (56,000 annually) occurred in the population 10 years of age and over, during the same period, one would expect this population to have increased by 250,000. According to the above estimates the increase was only about 140,000, which leaves a deficit of 110,000 apparently due to

emigration. This corresponds approximately to the excess of 119,000 of the departures over the arrivals that is derived from the current statistics of travelers for the period 1960-1963.³

b) Economically active population

7.3 Data from the 1962 and 1963 surveys were tabulated in the same way as those from the general population census of 1961, i.e. excluding from the economically active the young conscripts performing their military service and farmers reported as «not working». (The soldiers were excluded at the 1960 survey as well, and the «old farmers» have been excluded here, for purposes of comparison.) Otherwise the «economically active» include all who were reported as usually performing a gainful activity, those who had performed such an activity at least 10 hours during the week prior to Survey Day (even if usually «not working»), and those who had worked less, or had not worked at all, but were looking for a job.

7.4 All the main estimates performed with a view to studying the manpower evolution from 1960 to 1963 have been concentrated in table 3. A short description of the estimation procedures are given in the notes attached to the table.

7.5 As regards the *males* one can extract the following series:

Greece: total	All, 10 years of age & over ¹ (^{'000})	Econom- ically active (^{'000})	Proportion of active ²
1960	3,070	2,351	76.6 (±0.5)%
1961	3,100	2,387	77.0%
1962	3,122	2,443	78.5 (±0.5)%
1963	3,140	2,462	78.5 (±0.5)%

1. In private households.
2. With «standard errors».

1. This is less than half of the number of reported permanent emigrants. Evidently many of the emigrants return to Greece fairly soon, or after a few years. Also during the period under review, some Greeks long established in Egypt and Turkey repatriated themselves.

2. The survival rates relating to the period 1955-59 were, at the age of 10, 92.2% for males and 93.3% for females according to Life Tables for Greece. Ref. 5.

3. Year by year, arrivals and departures due to business and tourist travels (of both Greek and foreigners) are likely to cancel out, so that the excess of the departures over the arrivals can be supposed represent approximately the net emigration to foreign countries.

Here the estimated proportions of economically active in 1960 and 1961 practically coincide, since the difference between them is too small to be considered as statistically significant. On the other hand the estimates for 1962 and 1963 exceed significantly the percentage resulting from the population census of 1961, to which no «standard error» is attached, since it is based on a total enumeration.¹ But one cannot conclude that the proportion of economically active had increased. The higher percentage that appears in 1962 and 1963 is more likely to be the result of a more thorough interviewing that took place at the two last surveys.

7.6 The estimates regarding the absolute numbers of economically active are subject to the same sampling variations as the estimated proportions. That means that the estimates of 2,443,000 active males in 1962, and 2,462,000 in 1963, have a «coefficient of variation» of about 0.64% and «standard errors» of 15,000 or 16,000. This represents a very high degree of precision, but still the quoted estimates are not precise enough to yield an accurate measure of the changes that take place from year to year in the total available manpower. Furthermore the absolute estimates are subject to variation as a consequence of changes in the interviewing procedures, in the same degree as the estimated proportions. Thus, when the total of active males appears to have increased from 2,387,000 in 1961 to 2,443,000 in 1962 (an increase by 2.4%, whereas the total male population, 10 years of age and over, seems to have increased by 0.7% only), that is no doubt due to a more thorough questioning of the persons included in the sample surveys.

7.7 Actually one would expect the percentage of economically active among the males to be nearly constant over a short period like the one under review. That would imply that the total of active males had changed approximately in the same proportion as the total male population 10 years of age and over. A deviation therefrom could naturally have occurred as a consequence of the emigration to foreign countries. Sampling variations and changing interview procedures might have prevented such a decrease from appearing in the sample surveys. However, from the data quoted in paragraphs 7.1 and 7.2 above, concerning the net emigration and the natural population increase, it does not seem likely that a decrease actually took place during the period under review. At least until 1963, it appears that the emigration to foreign countries had not offset the natural increase in

the number of active males, only made this number grow at a slower rate, not exceeding 0.6% annually towards the end of the period.

7.8 In regard to the *females* the effect of improved interview methods is clearly visible. The following series are extracted from table 3:

Greece: total	All, 10 years of age & over ¹ (⁰⁰⁰)	Econom- ically active (⁰⁰⁰)	Proportion of active ²
1960	3,507	1,218	34.7 (±1.0)%
1961	3,536	1,198	33.9%
1962	3,555	1,567	44.1 (±1.1)%
1963	3,577	1,489	41.6 (±1.1)%

1. In private households.
2. With «standard errors».

Here, evidently, the sudden increase in the proportion of active among the women from about 34% in 1961 to 44% in 1962 does not reflect a change that had taken place in real life. It is just the consequence of the interviewers being given a detailed questionnaire for the interrogation of the respondents and the attention of both interviewers and respondents being drawn to the participation of women in economic activities.

7.9 Practically no difference appears between the pilot census of 1960 and the general census of 1961 regarding the estimated proportion of economically active among the women. This is because the interviews at the pilot census were made «in census conditions» (see paragraphs 3.10 and 6.6).

7.10 Between the surveys of 1962 and 1963 the estimated proportion of active among the women shows a significant decrease, from 44.1% to 41.6%. Since the persons included in both these surveys were largely the same (see paragraph 6.1), this might be considered as a correction to the 1962 estimates brought about by a recommendation to the interviewers to be somewhat conservative when recording women as «usually working» and to make it sure that at least they participate in the «spring cultivation or the harvest, or in the Christmas and Easter sales».

1. The 1961 census results reported in the present study are those obtained through a sample elaboration comprising one fiftieth of all census returns. These results are naturally in some degree affected by sampling variations, but for the country as a whole and the large subdivisions of the country considered here these sampling variations are extremely small and may well be disregarded. (Thus the percentage quoted above has a «standard error» of only ± 0.2.)

7.11 Thus it would seem, according to the results of 1960 and 1961, that about 1,200,000 women participated frequently enough in gainful activities to be classified without hesitation as economically active (although a good deal devoted only part of their time to such activities). The manpower surveys of 1962 and 1963 revealed that there were in addition about 300,000 women partaking in economic activities in the busy seasons. A further scrutiny of table 3 shows that these were found mainly in the semi-urban and rural areas, and additional tabulations indicate that they were principally occupied in Agriculture. It is of particular interest to notice the existence of these marginal workers in view of the previously mentioned shortage of labour that has made itself felt at the spring cultivations and at harvest time (see paragraph 4.25).

c) Economically active in urban-rural areas

7.12 The population estimates relating to urban and rural areas, in table 3, reflect well-known trends: a population inflow to Greater Athens comparable in size to the emigration to foreign countries (and absorbing, together with this emigration, practically the whole natural population increase); a shift within the rest of the population to the other urban areas from the semi-urban and rural areas, leaving these latter with a stagnating or even decreasing population.

7.13 Since it is primarily the economically active who move, one would expect these trends to be even more marked as regards the economically active population. The estimates that are presented in table 3 do not show this, however, just because of the more complete recording of the economically active at the manpower surveys of 1962 and 1963, particularly in the rural areas.

7.14 Nevertheless some interesting observations can be made regarding the proportion of economically active in the different areas. In Greater Athens about 73% of the males are active, in other urban areas about 74%, but in the semi-urban areas 82% (according to the 1962 and 1963 surveys). Among the females the corresponding proportions (in 1963) were 22%-23% in Greater Athens and the other urban areas, about 58% in the semi-urban and rural areas. This seems to have nothing to do with the population's age structure. The proportion of people 15-64 years of age, usually considered to be «of working age» (in the total population 10 years of age and over, in private households), was as follows:

	Greater Athens	Other urban areas	Semi-urban and rural areas
Males	83 %	81 %	76 %
Females	83 %	80 %	77 %

with differences of less than 1% from one year to the other. The percentages of economically active quoted previously show a variation between areas just *opposite* to the variation one would expect when basing oneself on the proportion of people «of working age».¹ Evidently this proportion is not a reliable measure of the available manpower when comparisons are made between areas with a different economic structure.

7.15 What makes the difference between urban-rural areas is naturally the predominance of agricultural occupations in the rural areas. Agriculture pursued on small family holdings both offers job opportunities for the young and the old, and makes it necessary for all family members to take part in the work, if not continuously at least in the busy seasons. The frequency of main groups of occupations in urban-rural areas according to the population census of 1961 and the manpower survey of 1963 can be studied in table 4. Some technical details that are of importance for the interpretation of the data are contained in the accompanying notes.

7.16 Further observations concerning the differences between urban and rural populations as regards the proportion of economically active can be made in the graphs 4a, 4b, 5a, 5b and 5c. The graphs indicate the rate of participation in economic activities within different age groups. They are similar to those which were already presented for comparison between 1928 and 1961. It should be remembered though that they relate to a different population, since guests and inmates of institutional households (in particular the young conscripts performing their military service) have been excluded both from the total population and from the economically active. Excluded from the economically active are also here the farmers reported as «not working».

7.17 Graphs 4a and 4b have been derived from the general census of 1961 and the manpower survey of 1963. They show in a striking fashion the differences between the

1. A similar observation was made at a comparison of the census figures for 1928 and 1961 (see paragraph 4.15).

urban and the rural populations. Among the males in the semi-urban and rural areas the proportion of economically active is in all age groups higher than among the males of the urban areas. At least in the age groups 45 and over, this proportion similarly seems to be higher among the males of the middle-sized towns («other» urban areas) than in Greater Athens. For Greater Athens the curve shows a curious inflexion in regard to the age group 20-24. This no doubt reflects the presence in Athens of a great number of students.¹

7.18 Among the females, the proportion of economically active is very much higher, at all ages, in the semi-urban and rural areas than in the urban ones. But a comparison between Greater Athens and the other urban areas seems to indicate that women in their twenties participate in economic activities more frequently in the Capital area than in the middle-sized towns. At higher ages on the contrary (at least according to the 1963 survey) the women of the middle-sized towns partake in economic activities more frequently than those of the Capital area. Probably this is because agricultural occupations are important among the inhabitants of the provincial cities, as can be seen from table 4.

7.19 Otherwise, the curves relating to the females all have a shape similar to the one already described in the comments to the 1928 and 1961 census results (see paragraph 4.12). The participation of the women shows a maximum in their early twenties, then decreases in two stages: among those who have reached 25 years of age, and after the age of 40 or 45 (see however paragraph 7.21).

7.20 In graphs 5a, 5b and 5c, also the curves derived from the pilot census of 1960 and the manpower survey of 1962 are shown together with those of 1961 and 1963, separately for Greater Athens, other urban areas, and semi-urban and rural areas.

As regards the *males*, in all three areas, the curves nearly coincide. One could expect those relating to 1962 and 1963 to be practically identical, since the samples included largely the same households. Both are seen to run, on the whole, slightly above those of 1960 and 1961 for technical reasons that have already been explained (see paragraph 7.5 and the foot-note to paragraph 7.17). But only as regards the rural areas this difference may be considered as statistically significant.

As to the *females* the manpower surveys of 1962 and 1963 yielded in the semi-urban and rural areas proportions of economically active much higher than those that were derived from the pilot census of 1960 and

the general census of 1961. That is also without question a consequence of a more meticulous procedure at the collection of information. The curve for 1963 runs a bit lower than the one for 1962 for reasons mentioned in paragraph 7.10. On the other hand, both in Greater Athens and in the other urban areas it is difficult to discern any systematic deviation between the curves. They all are situated approximately at the same level, but the variations within the respective age groups seem to be somewhat erratic. For the age groups 30 and over, the survey of 1962 yielded comparatively high percentages of active, percentages that then were «corrected» in some degree at the survey of 1963.

7.21 In this connexion it is interesting to notice an increase in the proportion of active that seems to take place among females 35-39 years of age in the semi-urban and rural areas, according to the pilot census and the survey of 1963. The pilot census and the general census show a similar increase regarding women in the rural areas. Thus more women seem to be inclined to participate in economic activities towards the end of their fertility period. Although the present observations are not sufficient to confirm this tendency, it can be mentioned that it has been noticed also in other countries.²

8. THE «LABOUR FORCE» DERIVED FROM THE MANPOWER SURVEYS & THE POPULATION CENSUS OF 1961

a) Principles of classification

8.1 The «labour force» has been derived from the estimates regarding the «economically active population» that were expounded in the previous section (and from additional tabulations regarding the work performed during the week prior to Survey or Census Day). Consequently the population covered is the same, viz. the population (10 years of age and over) in private households. Excluded are, in particular, the garrisoned

1. In 1961, according to the general census, there were 14,200 male students of age 20-24 in Greater Athens. Had half of them been economically active they would have increased the proportion of active in this age group to 84%, and the curve would not have shown the inflexion that appears in the graph. In 1963, as estimated from the manpower survey, the number of students was somewhat lower, probably because some of the students who held a job or worked during the holidays were reported as economically active.

2. Ref. 11, p. 30.

members of the Armed Forces (see paragraphs 6.7 and 6.8). Thus, although permanent members of the Armed Forces are included, insofar as they live in private households, it can be said that the present estimates concern the «civilian labour force».

8.2 As members of the «labour force» were considered in the first place all persons who had performed at least 10 hours of work for profit or pay during the week prior to Survey or Census Day. The minimum of 10 hours was originally chosen with a view to obtaining as far as possible data comparable to those of 1951, when persons who had worked at least one hour per day, on an average, during the week prior to Census Day, were supposed to be reported as «economically active».

8.3 Furthermore all persons who had worked less than 10 hours or had not worked at all, during the week prior to Survey or Census Day, were counted as members of the «labour force» on the following conditions:

- a) if they held a job from which they had been absent for reasons of temporary illness, leave, labour conflict, or bad weather;
- b) if they were looking for a job—in that case, also, while counted separately as «unemployed», they were considered as members of the «labour force».

8.4 Consequently the concept «labour force» differs from that of «economically active population» in that the «labour force» does not include persons who, although «usually working», had not worked at least 10 hours «last week» for other reasons than those just mentioned, and who did not look for a job. One may expect to find among those who thus are excluded from the «labour force» a large number of unpaid family workers, females in particular, who participate in economic activities only when their help is needed, as is very often the case in agriculture.¹

b) Comparison with international rules

8.5 In order to comply with the recommendations formulated by the Eighth International Conference of Labour Statisticians, one should have required of unpaid family workers, if they were to be counted as members of the «labour force», that they had worked during the week prior to Survey or Census Day at least «one third of normal working hours». (This implies evidently that for other persons to be counted as members of the «labour force», even one hour of work should have been considered sufficient.)

8.6 The reason why a minimum of 10 hours was chosen in Greece has just been told. This deviation from the international rule does not seem very important. More important is that this minimum of 10 hours (instead of one hour as the international rule would require) was applied to employers, employees and own account workers as well. This implies an advantage from the procedural point of view, in that *one rule* can be used to decide whether a person belongs to the «labour force» by reason of the amount of work he had performed «last week», or whether his situation ought to be further investigated in order to determine if he actually holds a job from which he was absent, or if he is unemployed, or if possibly he does not belong to the «labour force». (A disadvantage on the other hand is that the number of persons employed and the total «labour force» are likely to show larger seasonal and other temporary variations when a minimum of 10 hours instead of one hour is used.)

8.7 Furthermore, according to the international rules, unemployed are only those who had not worked at all «last week» (if they look for a job). But in Greek conditions an unemployed person may well find temporary work for a couple of hours or even a whole day, without his situation as unemployed being really changed. It therefore seemed realistic to admit that somebody looking for a job could well be considered as unemployed even if he had worked up till 9 hours «last week».

8.8 At the pilot census of 1960 it was examined how these rules had turned out in regard to the classification of persons as «economically active» or not, and as employed or unemployed. The result was as follows:

Pilot census 1960	Economically active		Non-active economically
	Employed	Unemployed	
<i>Males ('000)</i>	2,303	157	624
Thereof working:			
at least 10 hours	91%	—	—
1-9 hours	1%	4%	—
nil hours	8%	96%	100%
<i>Females ('000)</i>	1,184	107	2,196
Thereof working:			
at least 10 hours	85%	—	—
1-9 hours	1%	1%	—
nil hours	14%	99%	100%

1. In spite of this one may well think of the «economically active» as *usually active*. Although it has been suggested that the terminology be changed accordingly, it seems preferable to maintain the terminology used in the 1961 census publications at least for the purpose of the present study. (See, however, graph 6 and paragraph 9.1.)

8.9 It would thus seem that the estimated number of unemployed males would have become 4% smaller if the international rules had been applied, but otherwise the application of these rules would not have made much of a difference.

8.10 Among the «legitimate» reasons for which a person can be absent from his job, while still being considered as a member of the «labour force», a leave deserves some discussion. In principle it should be a paid leave. But this condition is difficult to uphold when applied to own account workers. Actually it has not been asked of persons who reported that they had taken a leave, whether they were paid salaries or wages while they were away. When, occasionally, a farmer or a tailor for example reported that he had taken a leave, therefore not working at least 10 hours during «last week», he was not excluded from the «labour force».

8.11 A special case, which has caused some international discussion, is that of workers who are «laid off», temporarily or indefinitely, by the employer, without being paid wages. According to international recommendations these ought to be counted as unemployed although for the time being they may not look for a job, hoping that they will be «taken on» again as soon as the employer finds that conditions have improved so that he can resume operations. In Greece it seems that such cases are extremely rare, since the existing labour legislation requires the employer to pay wages even if his enterprise comes to a standstill and the personnel is idle. If he finds necessary to dismiss personnel, he is obliged to pay severance compensations.

c) Total «labour force»

8.12 The results obtained by means of the rules explained in paragraphs 8.1 ff have been assembled in table 5. Particulars regarding estimation procedures are explained in the notes accompanying the table.

8.13 Evidently the results relating to the «labour force» are on the whole much more precise than those regarding the «economically active population». This is because the persons interviewed are likely to answer more accurately to questions relating to «last week» than to questions relating to what they «usually» are doing (or questions relating to a whole year). Consequently the large number of persons (females in particular) whose answers are more or less uncertain because they participate intermittently in economic activities are eliminated. Also, because fewer

and better trained interviewers are used at the labour force surveys, and because more time can be allotted to each interview, one may consider that the answers are more reliable and that they are based, as far as possible, on objective criteria.¹

8.14 As a consequence the «labour force» as derived from the manpower surveys (and the population census of 1961) shows less variation than the estimated total of «economically active» (see table 5). The main results regarding the «labour force» are as follows:

Labour force	3 April 1960	19 March 1961	8 April 1962	31 March 1963
Males ('000)	2,319	2,363	2,319	2,275
Change from previous year		+1.9%	-1.9%	-1.9%
Females ('000)	1,136	1,120	1,229	1,023
Change from previous year		-1.4%	+9.7%	-16.8%

8.15 The male labour force, according to these estimates, after an increase by about 2% from spring 1960 to spring 1961, seems to have decreased by about 2% each of the following two years till spring 1963, making for a decrease of 2% over the whole three-year period 1960-1963. One would perhaps expect a decrease to have occurred in view of the heavy emigration of young males to foreign countries. But it would be premature to ascribe this decrease to the emigration, since (as can be seen from table 5) a larger number of «active» males had neither worked nor looked for a job, «last week», thus being excluded from the «labour force». Furthermore, since the estimates concern the civilian labour force, exclusive of the young men serving in the Armed Forces, they are also affected by changes in the drafts for military service.

8.16 As regards the female labour force the estimates show larger variations (although not nearly as large as those relating to the total of «economically active» females, which have been discussed earlier). Since the female labour is to a large extent seasonal, both in agriculture and industry, it is surmised that these variations reflect seasonal changes in the demand for the women's participation in current activities. That the survey of 1962 yielded a maximum for their participation in the labour force might be

1. To what extent it is possible to eliminate so-called subjective criteria will be discussed further on.

due to this survey being performed at a later date (8 April) than the others, later in particular than the population census of 19 March 1961. On the other hand the decrease in 1963 (10% by comparison with 1960) may in some degree be due to the emigration of young women. But as in the case of the males, many more «active» females were reported as not having worked or having looked for a job, «last week», so that they were excluded from the «labour force» (see table 5). In regard to the females it must also be taken into consideration that improved economic conditions among rural households (old age pensions, remittances from family members working abroad), might have made it less necessary for many women to work. Without further investigations (in particular without manpower surveys undertaken at successive dates, quarterly or monthly, over at least a couple of years) it is very difficult to interpret these variations correctly.

8.17 Estimates of the labour force in different urban-rural areas can be studied in table 5. For the purpose of the present analysis it may be sufficient to retain those relating to 1960 and 1963. They are as follows:

Labour force	Greater Athens	Other urban areas	Semi-urban and rural areas
<i>Males</i>			
1960 ('000)	491	426	1,404
1963 ('000)	522	476	1,278
Change	+6.3%	+11.7%	-9.0%
<i>Females</i>			
1960 ('000)	186	146	803
1961 ('000)	188	145	690
Change	+1.1%	-0.7%	-14.1%

8.18 The continued population inflow to Greater Athens and to other urban areas produced an increase of the male labour force in these areas, as one would well have expected, whereas in the rural areas the male labour force seems to have decreased by about 9%. The female labour force on the other hand, while decreasing by about 14% in the rural areas, seems to have remained practically unchanged in Greater Athens and the other urban areas.

d) The unemployed

8.19 The estimates concerning the number of *unemployed* contained in table 5 can be summarized as follows:

	3 April 1960	19 March 1961
<i>Males</i>		
Labour force ('000)	2,319	2,363
Thereof unemployed ('000)	163	125
Unemployment rate	7.0%	5.3%
<i>Females</i>		
Labour force ('000)	1,136	1,120
Thereof unemployed ('000)	105	114
Unemployment rate	9.2%	10.2%
<i>Males</i>		
8 April 1962		
Labour force ('000)	2,319	2,275
Thereof unemployed ('000)	123	151
Unemployment rate	5.3%	6.6%
<i>Females</i>		
31 March 1963		
Labour force ('000)	1,229	1,023
Thereof unemployed ('000)	103	107
Unemployment rate	8.4%	10.5%

8.20 Regarding the procedure through which the absolute numbers of unemployed were determined, see note to table 5. In view of the comparatively small numbers involved the coefficients of variation attached to these estimates are naturally rather high. They have been estimated as follows for 1960 and 1963:

	1960	1963
Males	7.3%	6.8%
Females	13.6%	12.7%

8.21 Because of these high coefficients of variation, the changes are within the limits of the sampling variations and therefore cannot be considered as statistically significant. Other considerations, relating to the early date of the 1961 census and the much later date of the 1962 survey (see paragraph 8.10 above), make it seem plausible that the unemployment among women actually was somewhat higher at the moment of the 1961 population census than at the time of the manpower surveys.

8.22 As to the *total number of unemployed* a comparison is made below between the above estimates and the monthly reports of the public employment offices relating to the end of March each year:

Total unemployed (males and females)	1960 ('000)	1961 ('000)	1962 ('000)	1963 ('000)
Manpower surveys	268	239	226	258
Employment offices ¹	114	100	89	94

1. Including unemployed seamen in Greek harbours.

8.23 It would thus seem that the actual number of unemployed is about two and a half times larger than the numbers reported by the public employment offices. One would hardly expect anything else since many unemployed do not register with the offices. In certain occupations (agriculture, personal services, etc.) the action of the offices is in fact very limited.

8.24 Furthermore the offices do not always know when persons who have filed an application succeed in getting a job through their own efforts. The figures reported by the offices as representing the number of persons remaining registered as unemployed is obtained through eliminating from the total number of registrations: (a) those whose placement was ascertained, (b) those from whom nothing was heard for the past six months. In other words the offices report the number of persons whose applications rightly or wrongly are «kept alive» on their files. This is a fictive figure and all one can hope for is that it shows at least whether unemployment is increasing or decreasing. In this respect a certain correspondance seems to exist between the offices' reports and the results of the manpower surveys, as can be seen from the following:

<i>Index numbers of total unemployment: 1960=100</i>	1960	1961	1962	1963
Manpower surveys	100	89	84	96
Employment offices' reports	100	88	78	82

8.25 The unemployed were asked at the manpower surveys where they had applied for a job. From the tabulation of the answers it may be sufficient to report here the results of 1963:

<i>Per cent jobless who had sought work:</i>	%
through the public employment offices	16
in the market place	6
at various factories	21
with other employers	28
through relatives	11
by other means (advertising, etc.)	18
<i>Total</i>	<i>100</i>

8.26 Thus only 16% of the unemployed declared that they had sought work through the public employment offices. Their absolute number was estimated at about 41,000. This corresponds approximately to the number of persons who file an application with the offices during February and March each year.

8.27 It deserves to be noticed that a large number of the unemployed were persons (nearly all young persons) *seeking a job for the first time*. Their numbers were as follows:

	1960 (^{'000})	1961 (^{'000})	1962 (^{'000})	1963 (^{'000})
Males	36	41	25	26
Females	33	46	52	32

It is not quite sure how these figures should be interpreted. They probably include some young people who had worked as unpaid family workers and who never before had had a paid job, but the questions put to the respondents were not sufficiently detailed to make sure whether all these are included in the estimates just reported. (This would not affect the estimated total of unemployed.)

e) Persons «not at work» and persons «not in the labour force»

8.28 In paragraph 8.3 above certain reasons were mentioned why persons could have been absent from their jobs during the week prior to Survey or Census Day, while still being considered as members of the «labour force». The frequency of these reasons can be seen from the following:

<i>Absent from their jobs because of:</i>	1960 (^{'000})	1962 (^{'000})	1963 (^{'000})
<i>Males</i>			
temporary illness	43	74	58
leave	18	8	6
labour conflict	8	—	—
bad weather	23	—	—
<i>Total</i>	<i>92</i>	<i>82</i>	<i>64</i>
<i>Females</i>			
temporary illness	11	54	45
leave	1	1	2
labour conflict	—	—	—
bad weather	12	—	—
<i>Total</i>	<i>24</i>	<i>55</i>	<i>47</i>

8.29 The corresponding questions were not asked at the census of 1961 (see note to table 5). In 1960 bad weather was often mentioned as a reason why the respondents had been away from their jobs, and some cases occurred also when a labour conflict was the reason, but otherwise temporary illness was mentioned most frequently, as was the case in 1962 and 1963 as well.

8.30 A whole series of other reasons why the respondents had not worked at least 10

hours during the week prior to Survey or Census Day (although «usually working») have not been considered as a sufficient pretext to keep them in the «labour force» (unless they were looking for a job). Most important among these reasons was an alleged «lack of work» as can be seen from the following:

<i>Not in the labour force» because of:</i>	<i>1960</i> (<i>'000</i>)	<i>1962</i> (<i>'000</i>)	<i>1963</i> (<i>'000</i>)
<i>Males</i>			
lack of work	20	93	84
other reasons	4	29	91
not declared reasons	7	2	12
<i>Total</i>	<i>31</i>	<i>124</i>	<i>187</i>
<i>Females</i>			
lack of work	69	317	323
other reasons	3	19	129
not declared reasons	10	2	14
<i>Total</i>	<i>82</i>	<i>338</i>	<i>466</i>

8.31 The expression «lack of work» needs an interpretation. It applies in a great majority of cases to unpaid family workers (farmers' wives in particular) for whom there was no outdoor work to be done because of the season. It applies also, in a few cases, to own account workers: some farmers and also some handicraftsmen who were without customers for the time being. (It would seem a bit doubtful whether one should exclude these latter from the «labour force». However, for the purpose of the present analysis it was decided to consider them as not belonging to the «labour force».)

8.32 Among «other reasons» why the respondents had not worked at least 10 hours «last week» and therefore have been excluded from the «labour force», impending military service was frequently mentioned in 1963 by the men, whereas pregnancy was frequently alleged by the women (replacing to some extent the answer «temporary illness», seemingly).

8.33 It would certainly be wrong to think that all those who have been reported as «economically active» but not belonging to the «labour force» during the week prior to Survey or Census Day were idling that week. Most of the women had their homes to look after, and some of the young people no doubt devoted themselves to their studies.¹

f) Hours of work

8.34 These are summary results of the 1961 population census and the 1963 manpower survey concerning hours of work performed «last week»:

<i>Hours</i>	<i>Lower quartile</i>	<i>Median</i>	<i>Upper quartile</i>
<i>Males</i>			
In agricultural occupations:			
1961	33	43	50
1963	22	33	48
In non-agricultural occupations:			
1961	41	45	50
1963	34	43	49
<i>Females</i>			
In agricultural occupations:			
1961	19	30	40
1963	15	23	34
In non-agricultural occupations:			
1961	35	43	48
1963	12	36	46

8.35 At the computation of these parameters the persons who had not performed any work «last week» (more numerous in 1963 than in 1961, or so it appears) were left out. Nevertheless it can be seen that there is a big difference between the data of 1963 and those of 1961. While in 1961 half of the males active in agriculture declared that they had worked less than 43 hours, and one fourth less than 33 hours, in 1963 it was found that half had worked less than 33 hours and one fourth less than 22 hours. As to the females active in agriculture the difference is similarly very important, affecting even the upper quartile which seems to have decreased from 40 to 34 hours, with a corresponding decrease of the median and the lower quartile. In the non-agricultural occupations one can observe the same change, less important as regards the males (for whom the interquartile range remained at a comparatively high level) but quite as important as regards the females (for whom the lower quartile had decreased from 35 hours to 12 hours).

8.36 This can scarcely have anything to do with a change that had taken place in reality. The explanation seems to be that

1. Since the information relating to «home-makers» and «students» often seems to be somewhat ambiguous, no attempt has been made to specify the number of «unemployed» and of persons «not at work» among these. (When their answers did not give rise to doubt they were included among other «unemployed» and other persons «not at work», naturally.) Direct estimates from the 1962 sample yielded a total of 816,000 students and pupils 10 years of age and over (452,000 males and 364,000 females) of whom 75,000 had declared that they «usually work»—42,000 had worked at least 10 hours «last week». Similarly out of 2,102,000 «home-makers» (practically all females) 960,000 had declared that they «usually work» (840,000 in agriculture) whereas 670,000 had worked at least 10 hours «last week» (591,000 in agriculture).

the 1963 survey (like the one of 1962 with similar results) was done more carefully. Respondents were asked to state how many hours they had worked each day of the previous week. This led to lower estimates than those obtained at the census of 1961 (and the pilot census of 1960) when the respondents were simply asked to tell how many hours they had worked altogether «last week».

g) «Labour force» and «available manpower»

8.37 It has already been pointed out (see paragraph 7.11) that the manpower surveys of 1962 and 1963 revealed the existence of a large number of «marginal workers» who are available for work when their help is needed. These have not been included with the «labour force» at the time when the surveys took place, since they did not look for a job, but they have been classified as «economically active» because they declared that «usually» they take part in economic activities «at least during the spring cultivations and the harvest or at the Easter and Christmas sales». The estimates regarding the «labour force» make it possible to evaluate better also the strength of this «reserve army» of «marginal workers».

8.38 This can be seen in table 5, where the last columns indicate the excess of «economically active» over the «labour force» both in absolute numbers and in per cent of the «labour force». Since the manpower surveys were carried out in early spring each year, the «labour force» shows comparatively small variations (commented upon in paragraphs 8.6 ff). On the other hand, because of the improved interview methods the total number of «economically active» appears to have undergone an important increase, and so does consequently the excess of «economically active» over the «labour force» (from 1% in 1961 to 8% in 1963, as regards the males; from 7% in 1961 to 45% in 1963, as regards the females).

8.39 The following data, relating to 1963, have been extracted from table 5:

* Marginal workers in absolute numbers and in per cent of the actual labour force 25-31 March 1963	Males	Females
	('000)	('000)
	<i>Absolute numbers</i>	
<i>Greece: total</i>	187	466
Greater Athens	15	5
Other urban areas	22	26
Semi-urban and rural areas	149	434
	<i>In excess of the «labour force»</i>	
<i>Greece: total</i>	8.2%	45.5%
Greater Athens	2.8%	2.7%
Other urban areas	4.6%	17.9%
Semi-urban and rural areas	11.7%	63.0%

It is thus in the semi-urban and rural areas that the manpower surveys of 1963 (as well as the one of 1962) disclosed the existence of several hundred thousands of these «marginal workers». They were mainly females, and there can be no doubt that a majority of them were active in agricultural occupations. (This is indicated, as one would expect, by additional tabulations which, unfortunately, were not carried out systematically so as to be able to be reproduced here. See however the foot-note to paragraph 8.33 above, which seems to indicate that in 1962 out of about 340,000 female «marginal workers» 250,000 were farmers' wives and daughters—another 600,000 of farmers' wives and daughters had actually worked at least 10 hours «last week», according to the survey of 1962.)

8.40 If the total of «economically active» is thought of as representing the «available manpower», it must be remembered that very many of the «economically active» are available only to a limited extent and for work in the family enterprise (i.e. mostly on the family farm) when their help is needed. They are not in the labour market.

h) Underemployment

8.41 It has already been pointed out that one *cannot* from the available data infer that the women reported as «economically active» but «not at work» were idling, in other words that they were «underemployed». The same remark applies to those women who had worked less than normal working hours—many of them much less, as is apparent from the previously quoted information concerning hours of work (see paragraph 8.34). For any judgment of this kind one would have to know at least in regard to women who have been qualified as «home-makers» what amount of work their household chores represented.

8.42 In regard to the men, on the other hand, (and in regard to women who are not «home-makers») one may well presume that most of those who had worked less than normal working hours were «underemployed». It is known that agricultural occupations frequently do not give full employment to farmers the whole year round. But seasonal conditions cause variations in the number of hours worked in other occupations as well. The present information evidently does not provide a measure of the «underemployment» that no doubt exists in many occupations in the form of reduced working hours. Thus, information has been sought only in regard to persons «employed» who had not worked at all or had worked less than 10 hours «last

week», why they had been absent from their jobs. But the same reasons (temporary illness, leave, etc.) may well affect the number of hours actually worked also among those who had worked at least 10 but less than normal working hours. (The «normal working hours» would have to be defined either by reference to legal prescriptions or, preferably, as the hours of work most frequently performed, weekly, by the individual workers in conditions of full employment.)

8.43 In addition, if one really wants to study the problem of underemployment, one would necessarily have to consider what has been called «invisible underemployment», occurring when the work is performed in so adverse conditions or, say, with so primitive tools, that it does not give the worker a reasonable reward, although he works normal hours and perhaps more than normal hours. One could certainly find many examples of this in Greece, both in agricultural and non-agricultural occupations. One outstanding example, to which some attention has been paid, is the fragmentation of the farms, which makes the farmer lose very much time travelling between his plots.¹ This is one aspect of farm work in Greece that would have to be studied with a view to determining the degree of «invisible underemployment» in Greek agriculture.

9. A GENERAL APPRAISAL OF RESULTS AND METHODS, AND A FURTHER OUTLOOK

a) Summary of estimates derived from the 1961 census and the manpower surveys

9.4 In graph 6 the estimates relating to the «labour force» the 19 March 1961 have been combined with the general results of the population census to provide a complete picture of the concepts involved and the corresponding numbers. The graph was constructed as follows:

1) From the census totals of males and females were deducted: first boys and girls under 10 years of age, then pupils and students as well as invalids (from injury, illness or high age) and the retired persons. The remaining males and females may be considered as «potentially active», although they include the house-wives who had been declared as «non-active» at the census.

2) A further deduction of the young men who performed their military service (and the prisoners) yields the number of males who were classified as «economically active» at the census. In the graph they have been called «usually active».

3) As to the females, the number of «usually active» has been obtained through adding to the female «labour force» the 19 March 1961, the «marginal workers» who were not reported as active at the census but whose existence was revealed through the subsequent manpower surveys. The remaining «potentially active» females presumably were occupied exclusively at household chores. To indicate that this is a somewhat uncertain subdivision the limit between the two groups has been cross-lined in the graph.

4) Males and females who did not work at least 10 hours during the week prior to Census Day (for other reasons than leave or temporary illness) and who did not look for a job, have been considered as «not in the labour force». When these have been deducted, one is left with the (civilian) «labour force», which includes the «employed», the «unemployed», and those «not at work» because of temporary illness or (paid) leave.

b) The suitability of different concepts

9.2 Before trying to judge whether the different concepts dealt with in the foregoing are suitable or not, one should make clear what purposes they are supposed to serve. This subject cannot be treated fully here, but a few remarks are certainly in order.

9.3 The traditional census concepts of the working population (as consisting of those either «having an occupation» or «usually working») were no doubt intended to provide knowledge about social and economic developments but do not seem to have had any explicit operational aims (if not military, or administrative, in connexion with taxation, licencing of certain trades, perhaps agricultural reforms, and the like). It is only during the past two or three decades in connexion with planning for economic development that operational aims have gained attention.

9.4 If population censuses are to be as useful as possible for the planning of economic development, it seems evident that they should provide complete information on the *available manpower*, both regarding the numerical strength of this fund of human resources and regarding its most important characteristics: sexe, age, family condition, training, job experience, and the degree to which it is utilized in different pursuits. One would perhaps think that the concept «usually active» corresponds better to the planner's need than the modern «labour force» concept since the latter is limited to the persons

1. See Ref. 23.

actually employed or offering their services in the labour market at a given moment. (See, however, paragraphs 9.10 ff below.)

9.5 This does not mean that the «labour force» concept is irrelevant from the point of view of economic policies. The employment and unemployment statistics derived from quarterly or monthly «labour force» surveys have been among the most important guides, in the U.S.A. and elsewhere, for monetary, financial, fiscal and other measures intended to influence general economic developments, as well as for measures providing relief to the unemployed. Their usefulness for such purposes are expected to increase as a result of refinements recommended by the «President's Committee to Appraise Employment and Unemployment Statistics» in its report of 1962.¹

9.6 The Committee found the concept «labour force» suitable as a tool for current analysis of the labour market but pointed out, i.a., that «more data are needed on persons not in the labour force», and, also, that «the simple dichotomy between in and out of the labour force does not, for many uses, provide a satisfactory measure of the labour supply».²

9.7 The first of these statements is particularly relevant in regard to the «marginal» workers, the second has a bearing on all those who have been called above «potentially active». Only through finding out under what conditions and to what extent «marginal workers» and other «potentially active» persons are available for work would it be possible to make reasonably precise estimates concerning total labour supply. This is seen as a necessary element in research concerning economic growth.³

9.8 If these points of view are important to the U.S.A., they are certainly even more important to Greece, since economic planning is aimed at bringing about a structural change in the country's economy whereby the human resources can be better utilized. What experiences can be derived from the 1961 census and the experimental manpower surveys of 1960, 1962 and 1963 concerning the best methods to be used in further research with a view to detecting and measuring these resources?

c) Planning for further research

9.9 The following paragraphs are not intended as an outline of further research, only to formulate briefly some of the most

important experiences (from Greece and elsewhere) which deserve to be taken into account for a systematic effort aimed at providing better knowledge about the Greek labour potential, actually used, or not used.

9.10 The Conference of European Statisticians has under-written the recommendation adopted by the Eighth International Conference of Labour Statisticians, that the questions concerning economic activities and employment be related, at forthcoming censuses, to a short period (one week) immediately preceding Census Day. Therefore it is probable that all European countries will follow this recommendation at the censuses to be taken in or around 1970. But it has been admitted that countries in which the «labour force» is subject to large seasonal variations may also ask about the respondents' usual activities.⁴ This is no doubt applicable to Greece.

9.11 However, the experience from 1961 makes it doubtful whether it is worth while trying to collect detailed information on economic activities and employment at a general census. It seems that a general census scarcely is able to yield comprehensive results, including the large number of those who work part-time or at intervals (see paragraph 7.11 above), or accurate information concerning hours of work (see paragraphs 8.34 ff). This requires thorough and somewhat lengthy investigations, for which there is no time on the occasion of a general census, let alone that it is difficult to ascertain a uniform procedure and uniform judgements when one has to rely on tens of thousands of interviewers for the field work.

9.12 Consequently, although some simple questions concerning economic activities and employment should be maintained in the census questionnaire, with a view to ascertaining essential information on a regional and local level, these questions should be kept to a strict minimum. It is preferable to collect detailed information by means of sample surveys that are carried out by few but well-trained interviewers. These should have sufficient time to examine the activities of each respondent and to find out in what conditions these activities are performed. This provides a better basis than does a general census for comprehensive and precise estimates regarding total manpower available in prevailing conditions.

1. Ref. 18.
2. Ref. 18, pp. 14 and 71.
3. Loc. cit.
4. Ref.s 12 and 13.

9.13 For studies of the «labour force», its composition and its short-term variations, there is no alternative to manpower surveys performed at least quarterly (by preference monthly) on the basis of sampling. The «labour force» in Greece evidently is subject to very important seasonal variations, since half of the people work in agriculture, and since industry to a large extent processes raw materials from agriculture. It is of utmost interest for purposes of economic planning that these variations be known.¹

9.14 Very little has been said above about the technical sampling problems involved in the conduct of manpower surveys. This is because the conceptual problems that are connected with definitions and principles of classification seem to cause more uncertainty about the results than do the sampling variations. Although the census data are now five years old, they can still be used, with certain precautions, as a frame for the samples. Thus it is not necessary to wait for the next census before undertaking sample surveys.²

9.15 Thus, from the experience gathered hitherto it appears that well organized sample surveys would make it possible to follow rather closely the manpower developments in Greece. These surveys would make it possible to obtain satisfactory measures of:

1) The «economically active population» and how it is affected by exterior and interior migration, annually.

2) Total employment in terms of persons employed & hours of work performed, quarterly.

3) Unemployment, quarterly.

4) Underemployment, subject to further research.

d) Exterior and interior migration

9.16 Current statistics regarding emigration to foreign countries are insufficient, because no information is available regarding the number of emigrants who return to Greece. The currently published numbers representing «permanent emigrants» reflect the departing travelers' intentions at the time when they leave, nothing more. It is known that some come back very soon. On the other hand, some who leave as «temporary emigrants» or as «tourists» may stay away for years, perhaps indefinitely. It has already been pointed out³ that a fairly accurate measure of net emigration is obtained simply through deducting the total of arriving travelers from the total of departing travelers, year by year.

9.17 In connexion with the manpower survey of 1962 an attempt was made to find

out from the interviewed households whether any of their members were abroad, having left Greece within the past five years, and if so what he (or she) was doing. Evidently, even if the answers were in all cases perfectly correct, they would lead to some under-estimation of the number of emigrants who still were abroad, since these questions could not be asked of households who had been dissolved, or whose members had all left (which might be rare). Anyhow the estimates that could be made on the basis of this information were as follows:

<i>Household members who had departed during the past 5 years and still were abroad on the 8 April 1962</i>	<i>Males ('000)</i>	<i>Females ('000)</i>
<i>Total</i>	107.6	22.6
<i>Under 10 years of age</i>	1.0	0.8
<i>10 years of age and over by reason for staying abroad:</i>		
Work (excluding sailors)	62.0	16.6
Sailors	34.0	—
Studies	8.2	2.4
Medical care	0.2	—
Military service	1.4	—
Other, and not declared	0.8	2.8

9.18 The total of about 130,000 persons sojourning abroad according to these estimates is somewhat larger than the net of 120,000 departures over the arrivals recorded by the frontier control during the period 1957-1961. But, as one would expect, it is smaller than the net of departing Greek citizens, which amounted to 158,000.⁴ Thus it would seem that the above estimates are of the magnitude one would expect. It would seem worth while to repeat this experience, and perhaps to make it a permanent feature of futur manpower surveys.

1. The manpower surveys undertaken hitherto have not been able to show these variations, because they were conducted each time in early spring. However, if all persons «economically active» but «not in the labour force», according to the survey of 1963, simultaneously had gone to work, this would have increased temporarily the «labour force» by nearly 17% (8% as regards the males, 45% as regards the females, see table 5), by comparison with the last week of March 1963.

2. A thoroughly studied sampling scheme designed by the UN expert Dr. Des Raj, on the basis of census figures from 1951 (plus preliminary field investigations) proved to be so efficient that nearly all results relating to the country as a whole and each of the main strata (Greater Athens, other urban areas, semi-urban and rural areas) were obtained with a satisfactory degree of precision from the «pilot census» of 1960. For the outline of the sample design see Annex to Ref. 4.

3. See foot-note to paragraph 7.2.

4. This makes for a net immigration of 38,000 persons who were not recorded as Greek citizens. Most of these, however, were Greek repatriates from Egypt, Roumania and Turkey.

9.19 As regards interior migration it can no longer be supposed that the trends of interior migration that prevailed until about 1961, have continued with the same strength in the same directions. The actual trends, and the actual distribution of the population between urban-rural areas would have to be found out through the sample surveys.

9.20 It has been shown above (see graphs 4a and 4b) that the sex-age pattern of the individuals' participation in economic activities is different in urban and rural areas. That gives rise to the question whether continued influx to the cities will make the over-all rate of participation in economic activities decrease, in particular among the women. From the point of view of employment, will such tendencies be counterbalanced by more even employment that is offered by many (not all) of the urban activities? Will there be less underemployment? Answers to these questions can be gotten from manpower surveys stretching over some years.

e) Employment, unemployment and underemployment

9.21 The current monthly and quarterly statistics of employment in industry cover the personnel of industrial establishments with 10 or more persons employed. Manpower surveys cannot replace these, since they provide detailed information concerning the activities in that branch of the economy which will, or so it is hoped, absorb a good deal of the available manpower. But manpower surveys like those conducted in 1960, 1962 and 1963 cover all branches of the economy, and they are not linked in any way to the size of establishments. Thus they provide a framework within which manpower developments in industry can be better judged. This is of particular importance in view of the interior and exterior migration, which seems to bring about important changes in the labour situation.

9.22 The estimates derived from the successive manpower surveys concerning the number of unemployed persons seem to be fairly consistent in spite of the conceptual difficulties involved. What makes it a bit difficult to interpret these estimates is that the distinction between persons «unemployed» and persons «not in the labour force» does not always seem meaningful.

9.23 For many, like «home-makers» and «students», there are plausible reasons why they do not seek a job: they have other things to occupy them, they cannot be away from home, or their parents do not let them

take an outside job, and so on. For others, the reason why they do not make an effort to get a job can also be explained: they may think (perhaps from previous experience) that there are no jobs that correspond to their ability, or they may consider that available jobs are too mean or too heavy, or not paid well enough. No attempt has been made to elucidate these reasons, which sometimes are thought of as «subjective». For that one would have to study people's attitudes in the manner of social anthropologists.

9.24 The problems are very much similar in regard to «underemployment». The available information concerning hours of work (in particular the information provided by the surveys of 1962 and 1963) would seem to form a basis for estimates regarding the «visible» underemployment. However, certain reasons why the respondents had worked less than normal hours must be considered as perfectly «legitimate»: home-making, studies, temporary illness, leave, etc. Future manpower surveys should be designed with a view to finding out these, as well as other, reasons for working less than normal hours.

9.25 This naturally implies the necessity to define what is meant by «normal» working hours, and to decide (more or less arbitrarily) what reasons for working less should be considered as «legitimate». Even if the statistician were able to do this in a way that would meet with wide approval, he could scarcely produce meaningful statistics regarding underemployment without taking into consideration what the individuals concerned think, themselves, about their situation. The question is twofold: would those who work less than normal hours be able to work more and do they want to work more? For many, no doubt, the answer to both questions is YES. But then one would have to find out what opportunities they have had to undertake additional work, or a full-time job, and on what conditions they would accept such work. Consequently, without tackling the even more difficult problem of «invisible» underemployment (see paragraph 8.34 above) many questions would have to be answered concerning the factual circumstances in which the respondents find themselves, and concerning their attitudes towards work.¹

1. A resolution by the Eleventh International Conference of Labour Statisticians (October 1966) invites countries to collect (in connexion with labour force or similar surveys) data that would make it possible, i.e., to classify the underemployed by additional hours of work they would be able and willing to undertake. For studies concerning «invisible» underemployment it is recommended that data relating to income levels be collected on the occasion of such surveys.

9.26 It is sometimes pointed out¹ that one cannot make a meaningful distinction between unemployment and underemployment, since so much depends on people's attitudes. It is true that one would have to know a good deal more in order to interpret fully statistics like those derived from the Greek manpower surveys. But the simple «behaviouristic» approach that is characteristic of the «labour force» surveys and was adopted in Greece as well, does not contravene more thorough research. After all, people's behaviour is the most straightforward expression of their attitudes: if they do not work on a given occasion but manifestedly look for a job, they may properly be counted as unemployed. Thus the «labour force» surveys, in addition to comprehensive data on employment, produce at least a measure of unemployment that is meaningful *in the prevailing circumstances*.

9.27 Economic planners should look further ahead, since it is their aim to bring about such changes in the «prevailing circumstances» that more people would try and would be able to make themselves useful, thereby serving their own interests and earning a better living. Providing job opportunities in viable industries and trades, and the training (and retraining) of workers for these jobs, seems to be the most immediate task for the promotion

of economic development. But ingrown customs and preferences, social prejudices and the like, may present serious obstacles to such changes. One may think that obstacles of this kind are less important in Greece than in other, much less developed, countries. But some, no doubt, exist. On the other hand Greece is more vulnerable than other countries to the attraction of job opportunities offered abroad, since the natural increase of its population seems to taper off. Thus the problem how to mobilize available manpower resources is likely to increase in acuity within the next couple of decades.

9.28 This makes it the more necessary to investigate the causes and consequences of an increase as well as decline of the human resources: demographic factors, labour force participation, unemployment and underemployment, people's attitudes and reactions to economic change. All this cannot be undertaken in connexion with manpower surveys, but manpower surveys provide a suitable framework within which the changes can be analyzed and to which a programme of basic research (demographic, socio-economic and anthropological) can be fitted, even if independently executed.

1. Ref.s 26 and 27





TABLE 1

Age distribution among males and females 10 years of age and over in 1928 and in 1961

Sex and year of census	Total (⁰ 000)	Thereof, in %, ... years of age:					
		10-19	20-29	30-39	40-49	50-59	60 and over
<i>Males</i>							
1928	2,366	27.8	21.8	15.2	13.3	10.5	11.4
1961	3,333	20.7	21.2	17.7	13.8	13.1	13.5
<i>Females</i>							
1928	2,449	26.1	22.7	16.4	13.4	9.7	11.7
1961	3,555	18.7	20.7	18.0	14.1	12.4	16.1

TABLE 2

Economically active (including soldiers and prisoners as well as farmers «not working») in % of all males and females in different age groups in 1928 and 1961

Sex and year of census	Age groups (years of age)						
	All (10-)	10-19	20-29	30-39	40-49	50-59	60 and over
<i>Males</i>							
1928	83.4	58.8	94.3	96.6	97.1	95.8	83.6
1961	80.2	42.2	93.8	96.0	95.0	92.0	69.6
<i>Females</i>							
1928	31.6	35.3	35.2	31.4	31.7	28.1	18.7
1961	35.3	30.9	49.3	39.0	37.5	33.0	18.3

Note: The 10-year age groups shown above are the only ones for which the 1928 data are available.



TABLE 3

Total number of males and females, 10 years of age and over (in private households), and economically active among these, by urban-rural areas, 1960-1963

<i>Sex. Year</i>	<i>Greece: total</i>	<i>Greater Athens</i>	<i>Other urban areas</i>	<i>Semi-urban and rural areas</i>
<i>All persons of age 10 and over ('000)</i>				
<i>Males</i>				
1960	3,070	678	600	1,792
1961	3,400	709	661	1,730
1962	3,422	715	664	1,742
1963	3,440	738	669	1,733
<i>Females</i>				
1960	3,507	771	716	2,020
1961	3,536	834	745	1,956
1962	3,555	850	745	1,960
1963	3,577	871	752	1,954
<i>Per cent economically active as estimated from the sample surveys and the general census of 1961</i>				
<i>Males</i>				
1960	76.6	73.4	72.5	79.2
1961	77.0	72.0	72.4	80.8
1962 ¹	78.5	73.2	73.5	82.1
1963 ¹	78.5	72.7	74.5	82.3
<i>Females</i>				
1960	34.7	24.7	21.3	43.2
1961	33.9	22.9	21.5	43.3
1962 ¹	44.1	24.7	24.7	59.9
1963 ¹	41.6	22.2	22.8	57.6
<i>Economically active derived from the above estimates ('000)</i>				
<i>Males</i>				
1960	2,351	498	435	1,418
1961	2,387	510	479	1,398
1962 ¹	2,443	524	488	1,431
1963 ¹	2,462	537	498	1,427
<i>Females</i>				
1960	1,218	191	152	874
1961	1,198	191	160	847
1962 ¹	1,567	210	184	1,174
1963 ¹	1,489	193	171	1,124

1. See paragraph 7.11.



NOTES TO TABLE 3

a) The total population, 10 years of age and over, in private households, by sex and five-year age groups, was estimated by means of computations parallel to those which serve to determine each year, the «mid-year population». These computations are based on the general census of 1961 and the current statistics of births, deaths and migration. The resulting estimates relate to the 31 March each year. They are *independent of the sample surveys*. The subdivision by urban-rural areas is the one applied at the census of 1961. Since current statistics on internal migration are not available, in order to obtain population estimates for the different areas one had to assume that the trends revealed in «Internal migration» (Ref. 3 Volume V) continued during 1960-1963.

b) Garrisoned members of the Armed Forces constitute the most important of the categories excluded from the estimated total population.

c) The *proportions* of economically active in different sex-age groups were estimated from the sample surveys. Applying these proportions to the numbers determined as said under (a), and adding up, the absolute numbers of economically active were obtained. From these estimates the garrisoned members of the Armed Forces were excluded, and so were farmers «not working».

d) Estimates of proportions show on the whole a greater stability than those of absolute numbers that are obtained directly from the samples. Standard errors relating to the proportion of economically active were found to be as follows:

	Greece: total	Greater Athens	Other urban areas	Semi-urban and rural areas
<i>Males</i>				
1960	± 0.5	± 1.2	± 1.9	± 0.7
1962 and 1963	± 0.5	± 0.8	± 0.6	± 0.7
<i>Females</i>				
1960	± 1.0	± 1.4	± 2.1	± 1.4
1962 and 1963	± 1.1	± 0.7	± 2.1	± 1.8

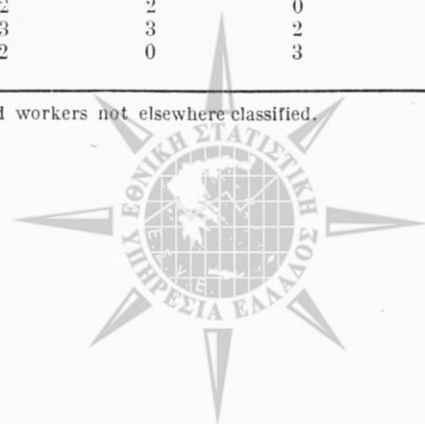


TABLE 4

Economically active males and females (in private households) and their percentage distribution by main groups of occupations 1961 and 1963

Urban-rural areas. Occupations	Males		Females	
	1961	1963	1961	1963
<i>Greece: total</i>				
Total active ('000)	2,387	2,462	1,198	1,489
Thereof in percent:				
Professional, technical and managerial personnel	5	5	4	3
Clerical and sales workers	12	12	6	5
Agriculturists, fishermen, etc.	48	50	64	73
Miners, industrial workers ¹	22	22	13	11
Transport workers	4	4	0	0
Service workers	6	6	7	6
Not reported occupation	3	1	6	2
<i>Greater Athens</i>				
Total active ('000)	510	537	191	193
Thereof in percent:				
Professional, technical and managerial personnel	10	11	11	9
Clerical and sales workers	24	24	21	26
Agriculturists, fishermen, etc.	2	2	0	1
Miners, industrial workers ¹	41	41	29	29
Transport workers	8	9	0	1
Service workers	11	10	24	25
Not reported occupation	5	3	15	9
<i>Other urban areas</i>				
Total active ('000)	479	498	160	171
Thereof in percent:				
Professional, technical and managerial personnel	6	6	8	6
Clerical and sales workers	20	20	12	12
Agriculturists, fishermen, etc.	16	16	17	29
Miners, industrial workers ¹	38	40	32	33
Transport workers	7	7	0	0
Service workers	10	10	17	14
Not reported occupation	3	1	14	6
<i>Semi-urban and rural areas</i>				
Total active ('000)	1,398	1,427	847	1,124
Thereof in percent:				
Professional, technical and managerial personnel	2	2	1	1
Clerical and sales workers	5	4	1	1
Agriculturists, fishermen, etc.	76	80	87	92
Miners, industrial workers ¹	10	9	5	4
Transport workers	2	2	0	0
Service workers	3	3	2	2
Not reported occupation	2	0	3	0

1. Miners, quarriers, craftsmen, industrial workers and workers not elsewhere classified.



NOTES TO TABLE 4

a) The absolute numbers are those reported in table 3. These, as well as the percentages, are based on the population census of 1961 and the manpower survey of 1963. The percentages are given without decimals, since the estimates in most cases are not precise enough to reveal changes of less than one percentage point. If one is satisfied with this degree of precision, it may well be said that the results of the 1963 manpower survey on the whole coincide with those of the general census. The only significant changes are the increased frequency of persons (particularly females) active in agricultural occupations, and the increased frequency of female clerks and sales workers in Greater Athens. At least as far as the agricultural workers are concerned, this does not reflect a real change but is the outcome of a more thorough interviewing of the respondents at the manpower survey, explained in the text. Thereby also the total number of persons reported as active underwent an increase. In the total of active females an increase of about 300,000 seems to be due to a more complete reporting of women active in Agriculture.

b) The classification used in table 4 is the International Standard Classification of Occupations somewhat abridged. «Professional, technical and managerial personnel» includes architects, engineers, chemists, biologists, physicians, teachers, priests, jurists, etc., as well as their helpers (for example nurses and midwives). «Agriculturists, fishermen, etc.» includes forestry workers. «Miners, industrial workers» includes craftsmen and unqualified hands. «Transport workers» includes postmen, telephone and telegraph operators, etc. «Service workers» includes domestic personnel, waiters, barbers, launderers, etc., as well as security personnel (permanent personnel of the Armed Forces, etc.).

c) Data for 1961 relate to the respondents' occupation the week prior to Census Day or, if they were unemployed, to their usual occupation. Data for 1963 relate to the respondents' usual occupation. This does not seem to make much of a difference. Among persons whose occupation was not reported are included in 1961 41,400 males and 46,000 females, in 1963 25,000 males and 31,800 females seeking a job for the first time.

(The table content is extremely faint and illegible in the provided image. It appears to be a large data table with multiple columns and rows, likely corresponding to the data in Table 4 of the source document.)



TABLE 5

Total «labour force» 3 April 1960, 19 March 1961, 8 April 1962 and 31 March 1963, by urban-rural areas. Excess of reported «economically active» over the «labour force»

Years	Labour force				Total economically active ('000)	Excess of active	
	Working at least 10 hours ('000)	Not at work ('000)	Unemployed ('000)	Total labour force ('000)		('000)	%
<i>Males</i>							
Greece: total							
1960	2,065	92	163	2,319	2,350	31	1.3
1961	2,178	60	125	2,363	2,387	24	1.0
1962	2,113	82	123	2,319	2,443	124	5.4
1963	2,060	64	151	2,275	2,462	187	8.2
Greater Athens							
1960	434	12	45	491	498	7	1.4
1961	456	8	41	505	510	5	1.0
1962	448	15	52	514	524	10	1.9
1963	456	14	52	522	537	15	2.8
Other urban areas							
1960	357	8	61	426	434	8	1.9
1961	419	8	42	469	479	10	2.1
1962	406	15	41	462	488	26	5.6
1963	415	11	49	476	498	22	4.6
Semi-urban and rural areas							
1960	1,275	71	58	1,404	1,418	14	1.0
1961	1,304	44	41	1,389	1,398	9	0.6
1962	1,260	53	30	1,343	1,431	88	6.5
1963	1,189	40	49	1,278	1,427	149	11.7
<i>Females</i>							
Greece: total							
1960	1,006	24	105	1,136	1,218	82	7.2
1961	982	24	114	1,120	1,198	78	7.0
1962	1,071	55	103	1,229	1,567	338	27.5
1963	868	47	107	1,023	1,489	466	45.5
Greater Athens							
1960	155	4	27	186	191	5	2.7
1961	153	2	32	187	191	4	2.0
1962	148	4	51	203	210	7	3.4
1963	155	5	28	188	193	5	2.7
Other urban areas							
1960	105	1	40	146	152	6	4.1
1961	107	2	40	149	160	11	7.4
1962	108	5	36	149	184	35	23.5
1963	102	3	40	145	171	26	17.9
Semi-urban and rural areas							
1960	746	19	38	803	874	71	8.8
1961	722	19	42	783	817	64	8.2
1962	815	46	15	876	1,174	298	34.0
1963	611	39	39	690	1,124	434	63.0

NOTES TO TABLE 5

a) Estimates concerning the number of unemployed were obtained through applying to the numbers of economically active (by sex and five-year age groups in each one of the main strata), estimated as described in note to table 3, the percentage of unemployed derived from the samples.

b) Estimates regarding the number of persons employed but «not at work» and economically active but «not in the labour force» were derived directly from the samples, separately for each sex and for each of the main strata. The classification of the respondents as «not at work» or «not in the labour force» was based on the reasons why they had not worked or had worked less than 10 hours «last week», as explained in paragraphs 8.28 and 8.30. At the population census of 1961 the respondents were not asked why they had not worked, or had worked so little. For the purpose of performing corresponding estimates for 1961, it was supposed that the same frequencies of various reasons that resulted from the 1960 pilot census obtained in 1961 as well (in regard to persons who had worked less than 10 hours or had not worked at all, and who did not look for a job) except that the reason «bad weather» could be entirely eliminated.

c) The estimates derived directly from the samples regarding the number of persons who had worked at least 10 hours «last week» were adjusted so as to make up the total of «economically active» when adding the unemployed, the persons «not at work» and the persons «not in the labour force». (The discrepancies amounted to one or two per cent only and could therefore be considered as not significant, statistically.)

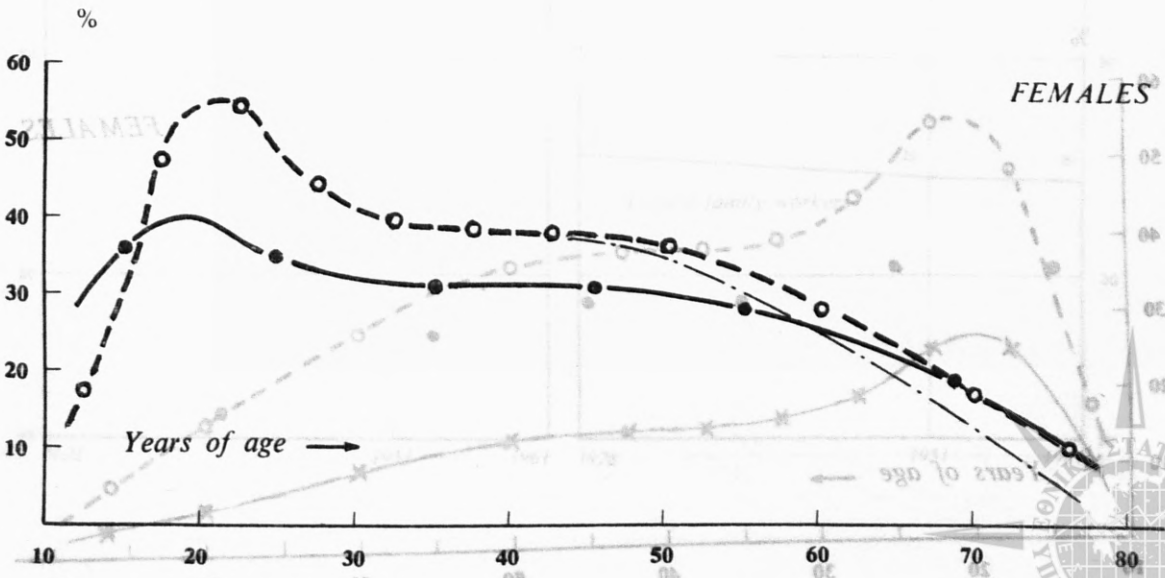
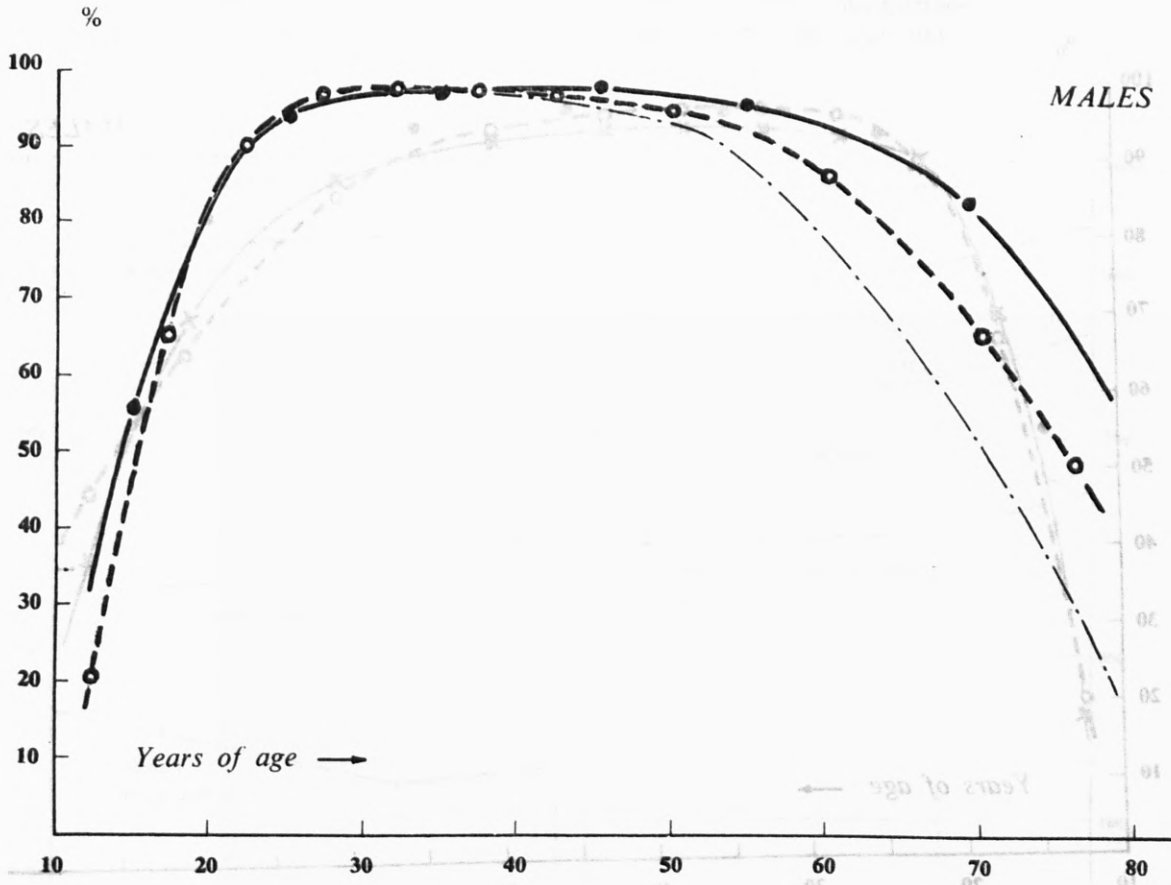
d) For the sampling variations relating to the estimated numbers of unemployed, see paragraph 8.20. Since originally the tabulation of the material had not been designed in a suitable fashion, it has not been possible to compute the theoretical sampling variations for the total «labour force». One may well suppose that these variations would have turned out to be somewhat larger than those relating to the total of «economically active» (see note to table 3). Thus a coefficient of variation of about 1% is likely to apply to the male «labour force» and a coefficient of variation of about 3% to the female «labour force».





GRAPH 1

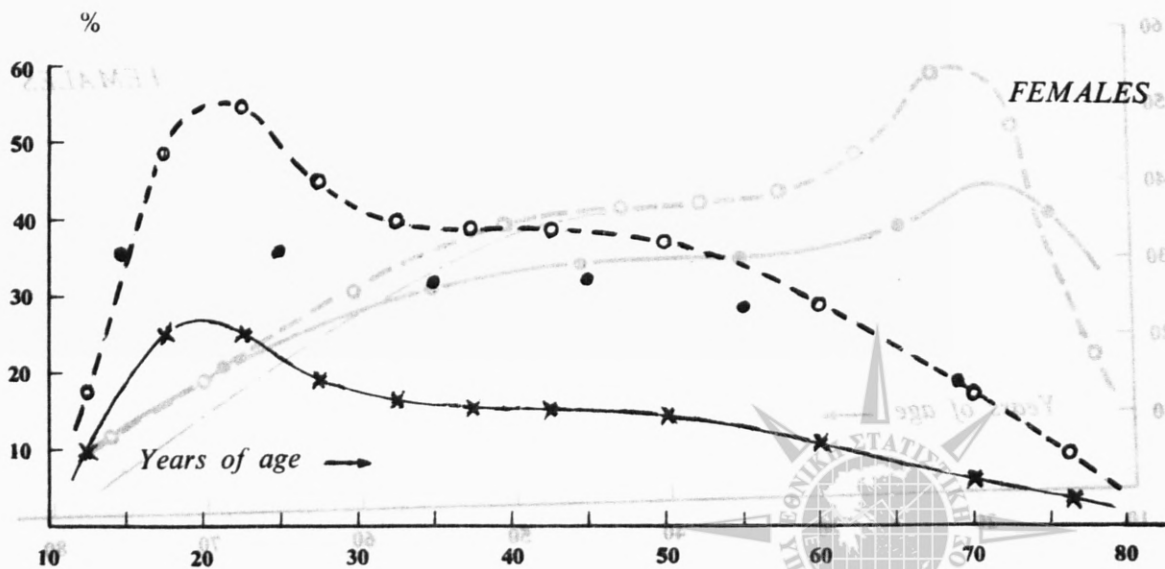
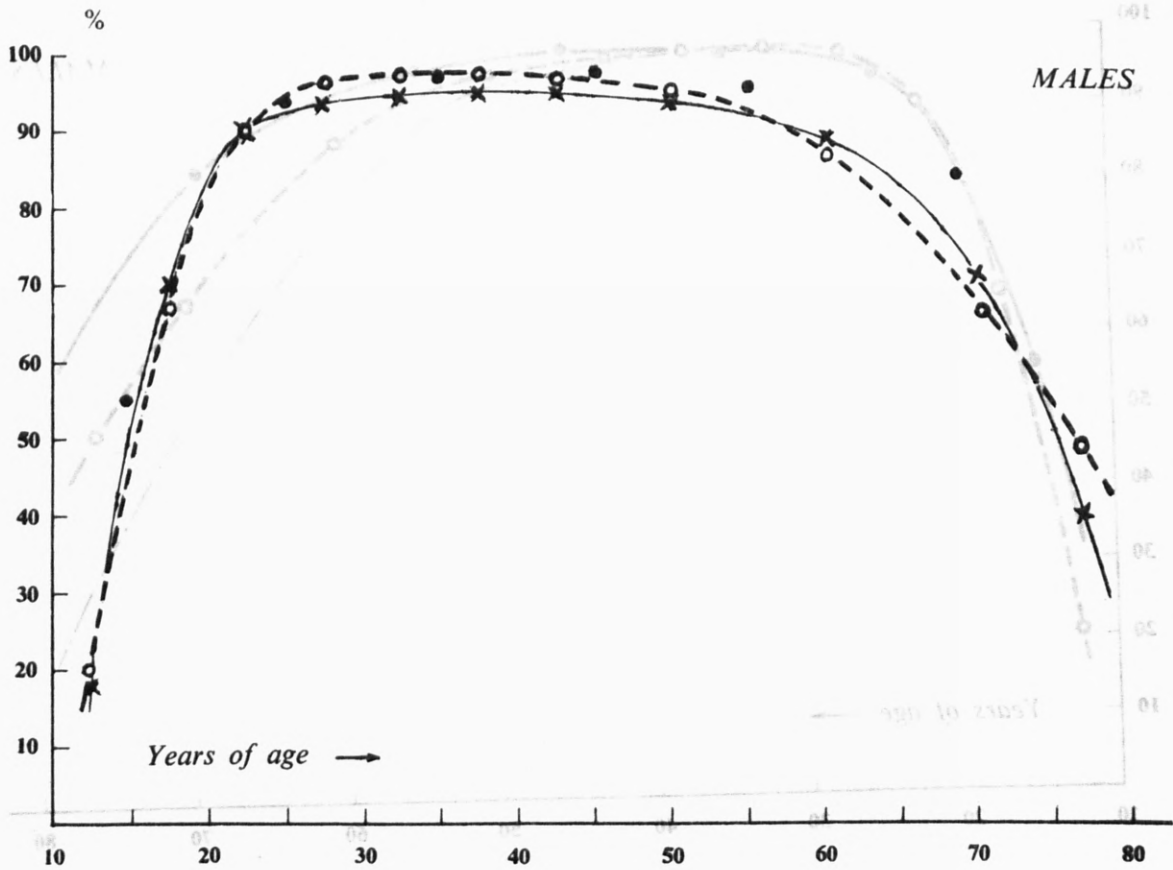
Per cent economically active (including armed forces) in different age groups: 1928 and 1961



- 1961 Excluding farmers «not working»
- 1961 Including farmers «not working»
- 1928

GRAPH 2

Per cent economically active (including armed forces) in different age groups: 1951 (unadjusted census figures) and 1961

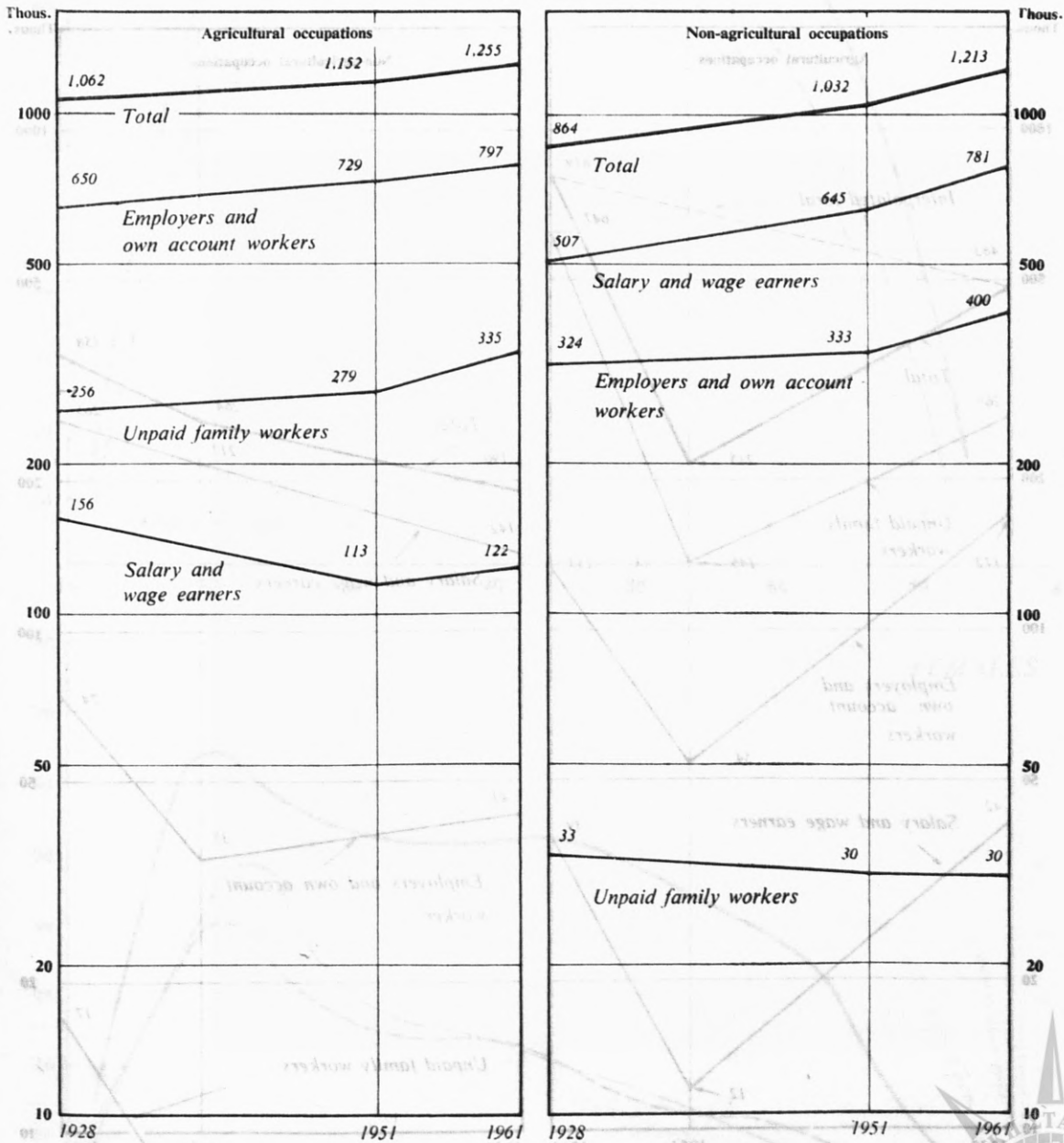


— x — 1951
 - - - o - - - 1961 (Including farmers «not working»)
 • Group averages 1928

GRAPH 3a

Economically active in agricultural and non-agricultural occupations and occupational status groups: Censuses of 1928, 1951 and 1961

MALES

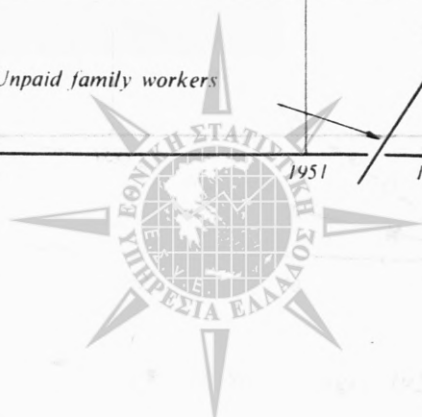
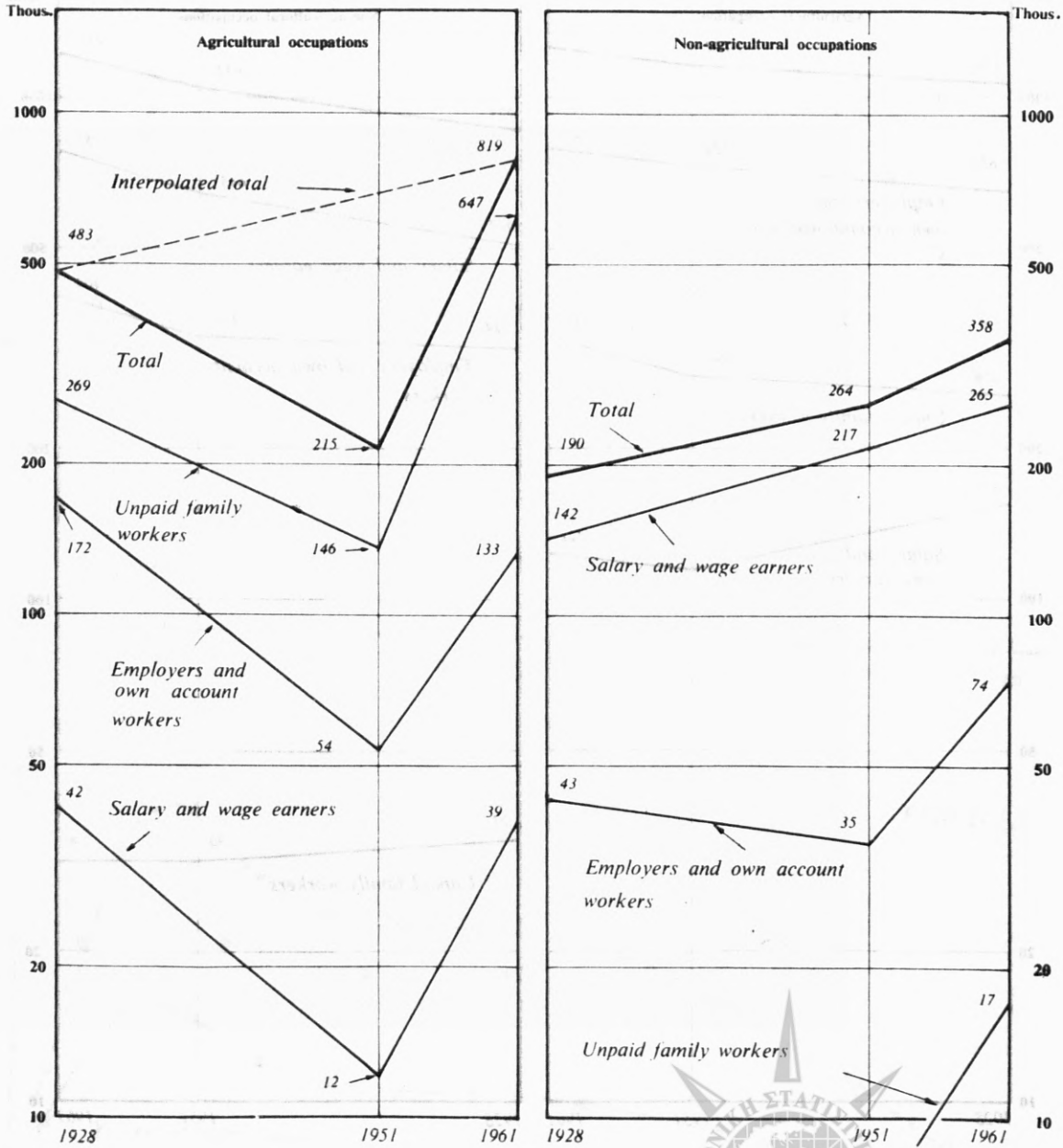


Greater Athens
 Other urban areas
 Semi-urban and rural areas

GRAPH 3b

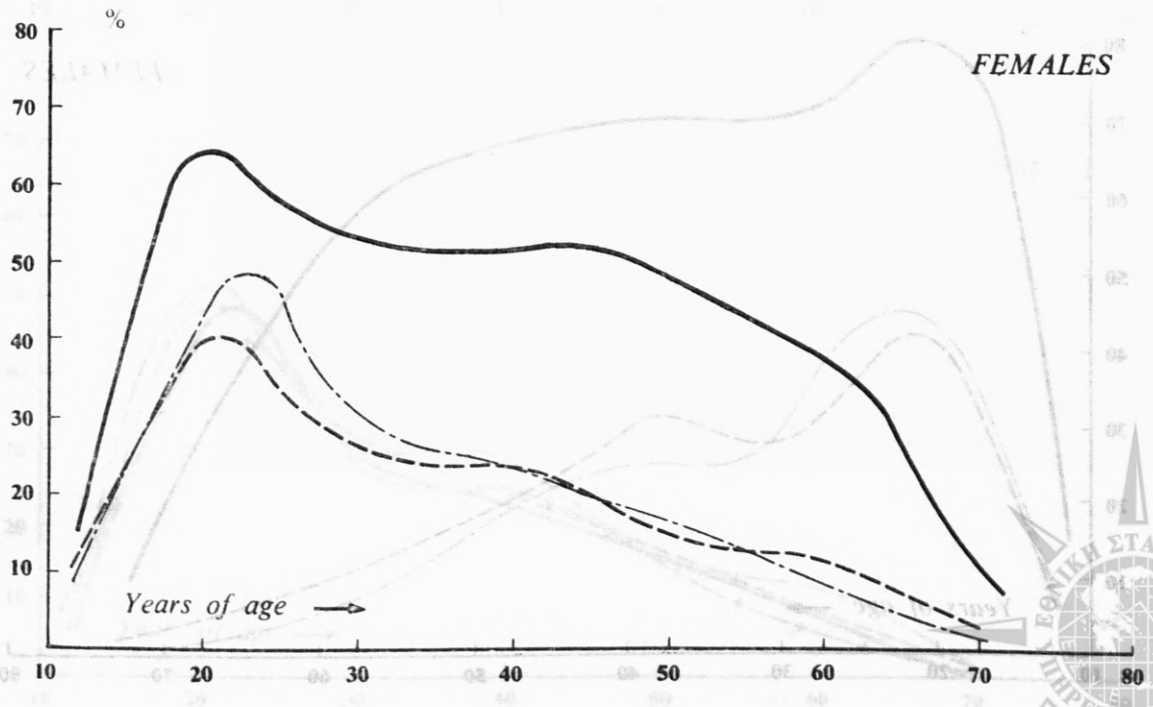
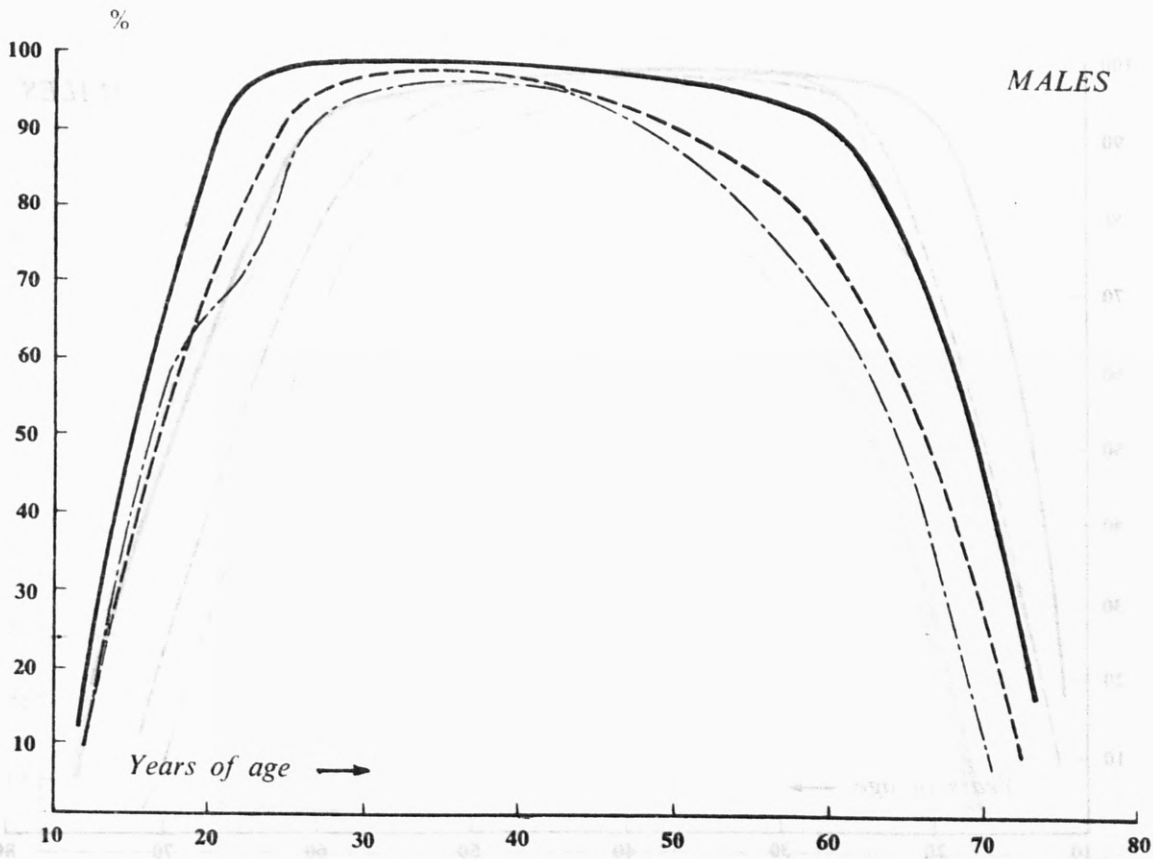
Economically active in agricultural and non-agricultural occupations
and occupational status groups: Censuses of 1928, 1951 and 1961

FEMALES



GRAPH 4a

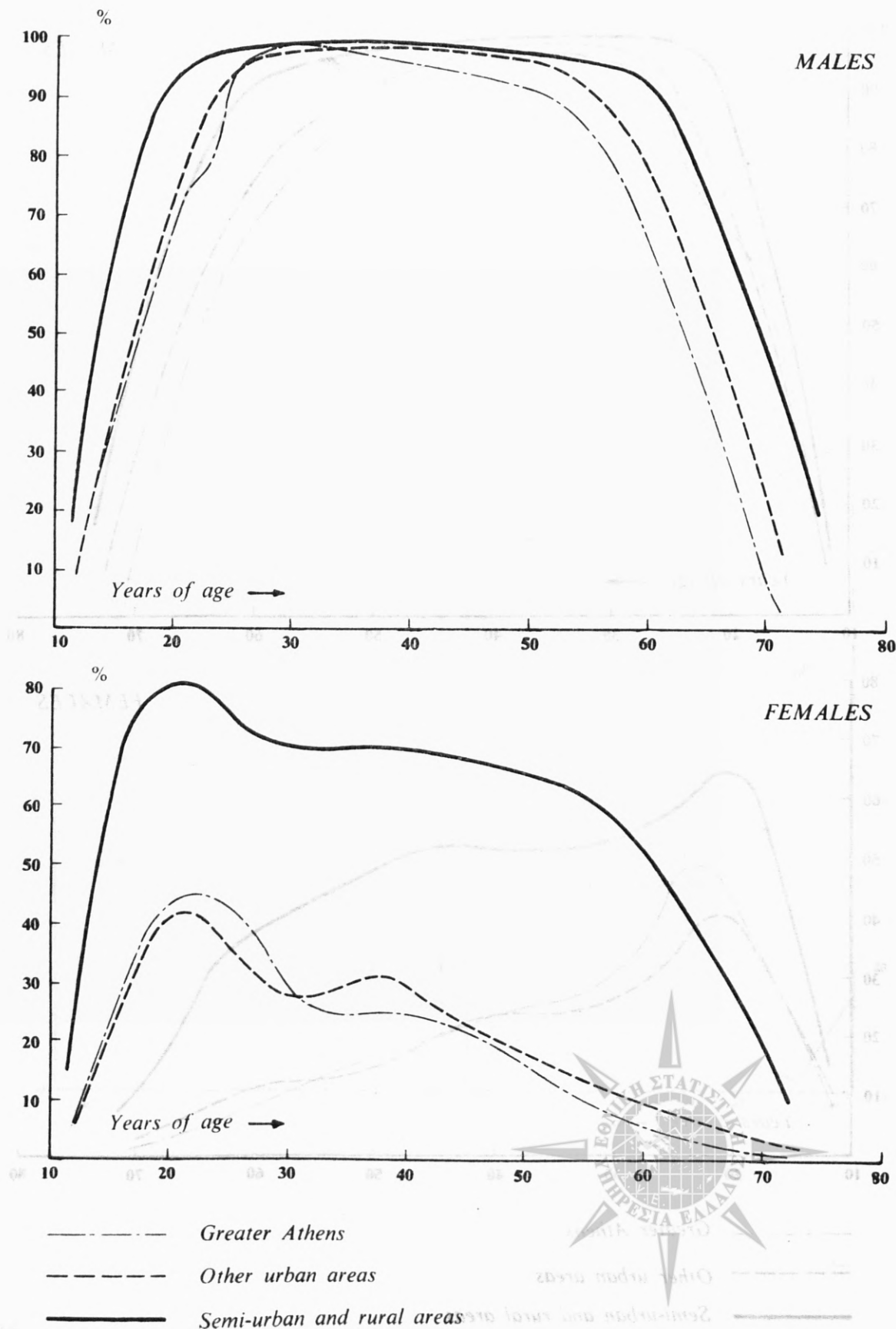
Per cent economically active in different age groups: 1961



- Greater Athens
- · - Other urban areas
- Semi-urban and rural areas
- General

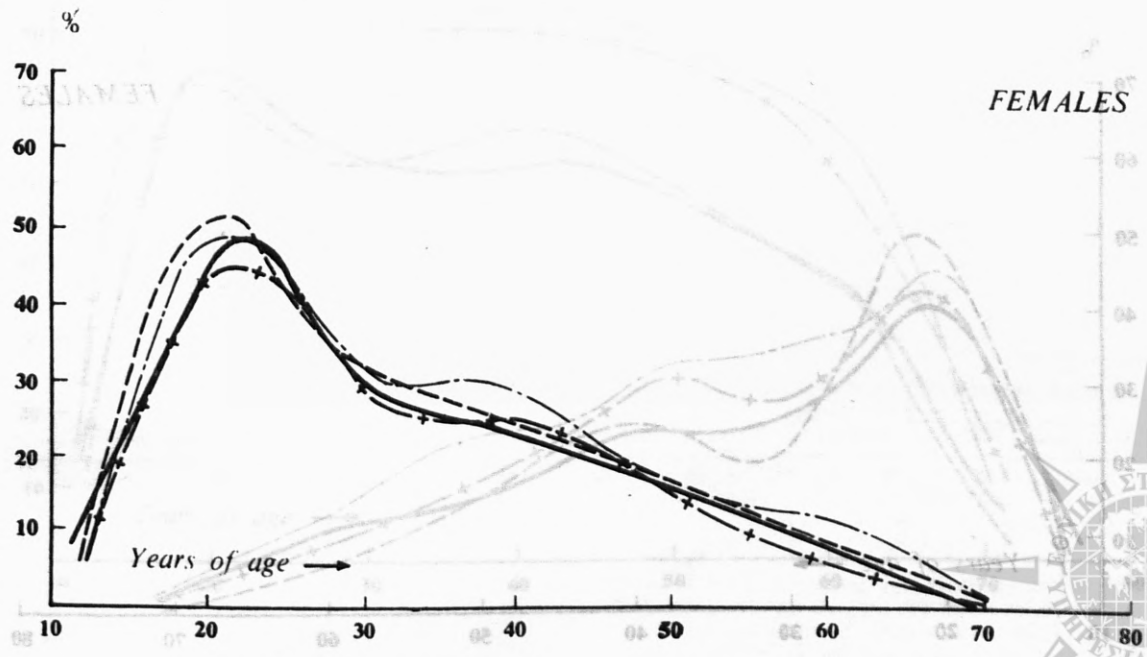
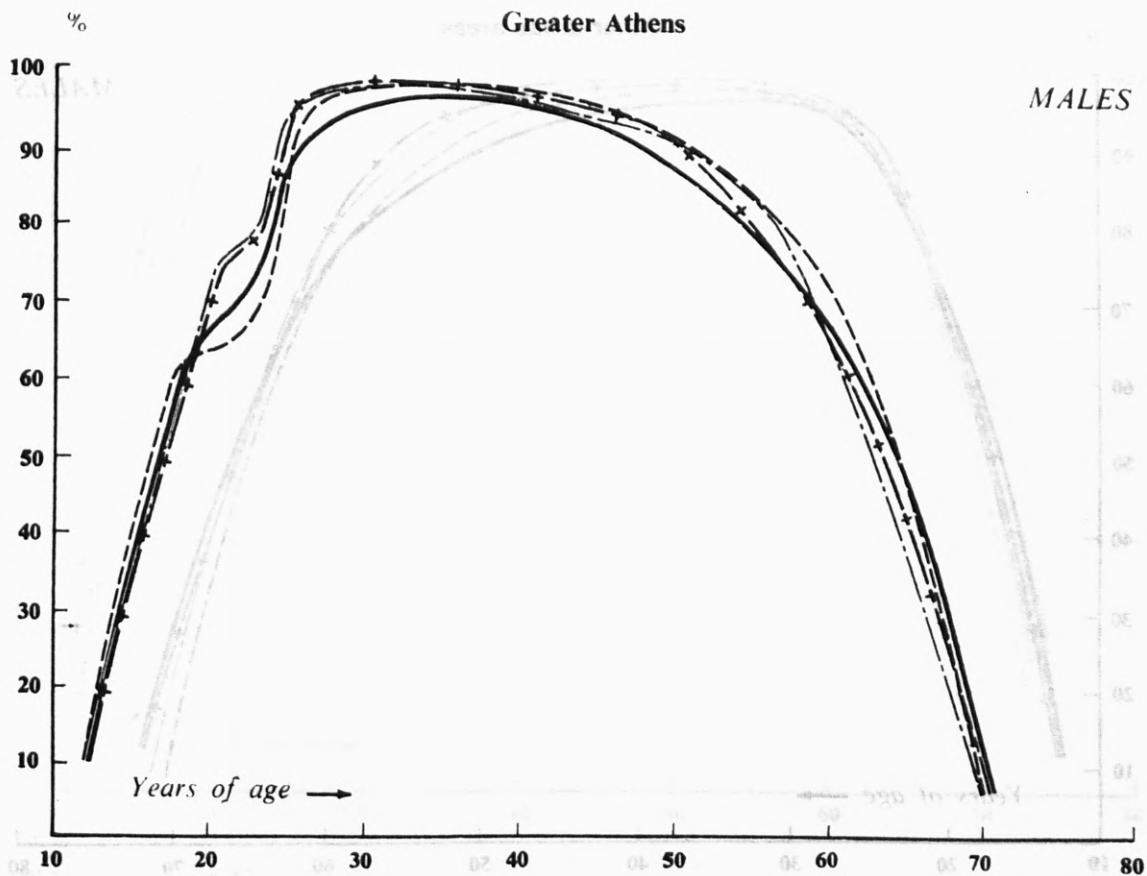


Per cent economically active in different age groups: 1963



GRAPH 5a

Per cent economically active in different age groups

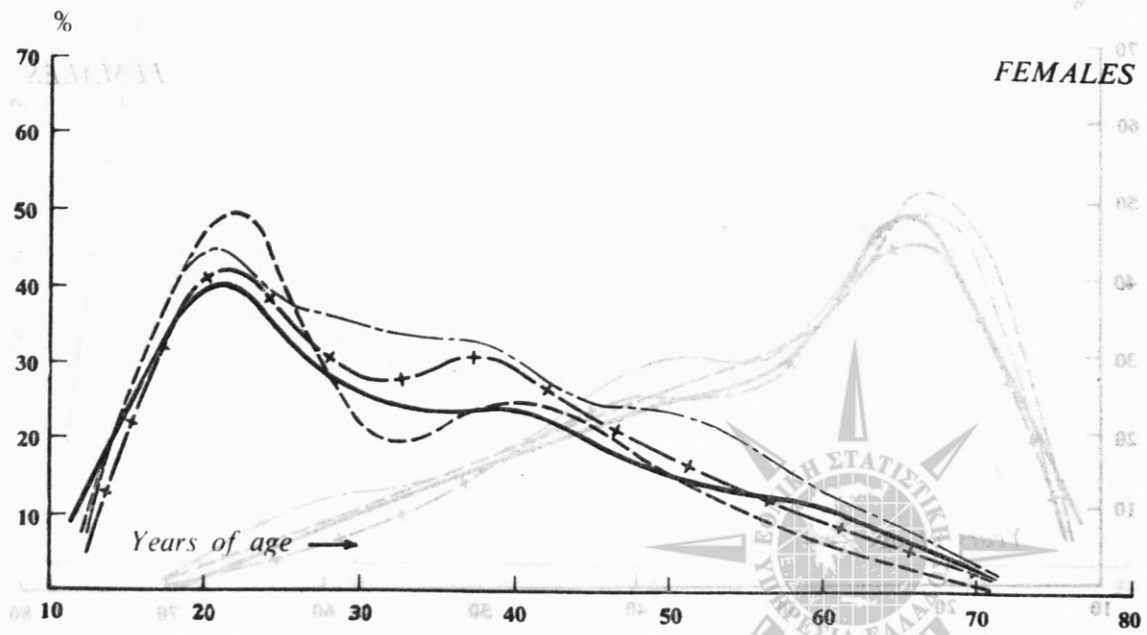
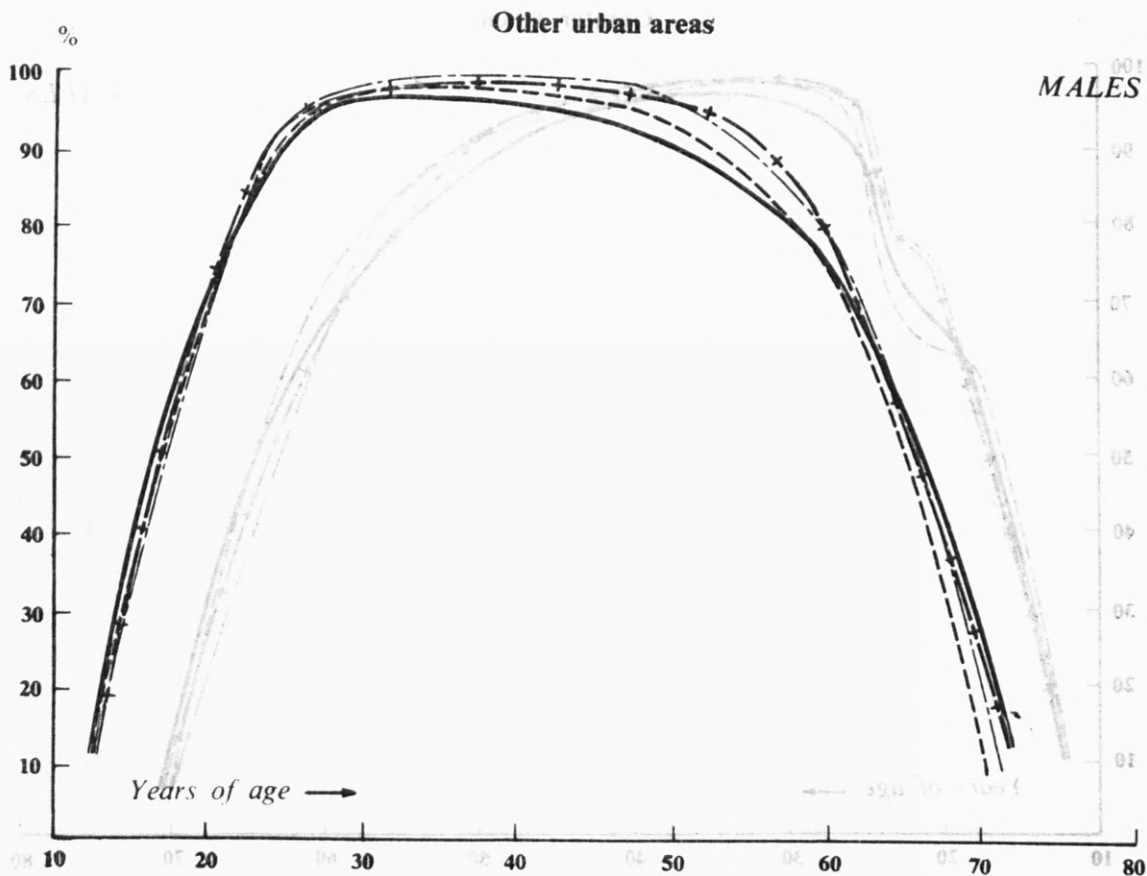


- 1960 Pilot census
- 1960 General census
- 1961 General census
- 1962 Manpower survey
- 1963 Manpower survey



GRAPH 5b

Per cent economically active in different age groups



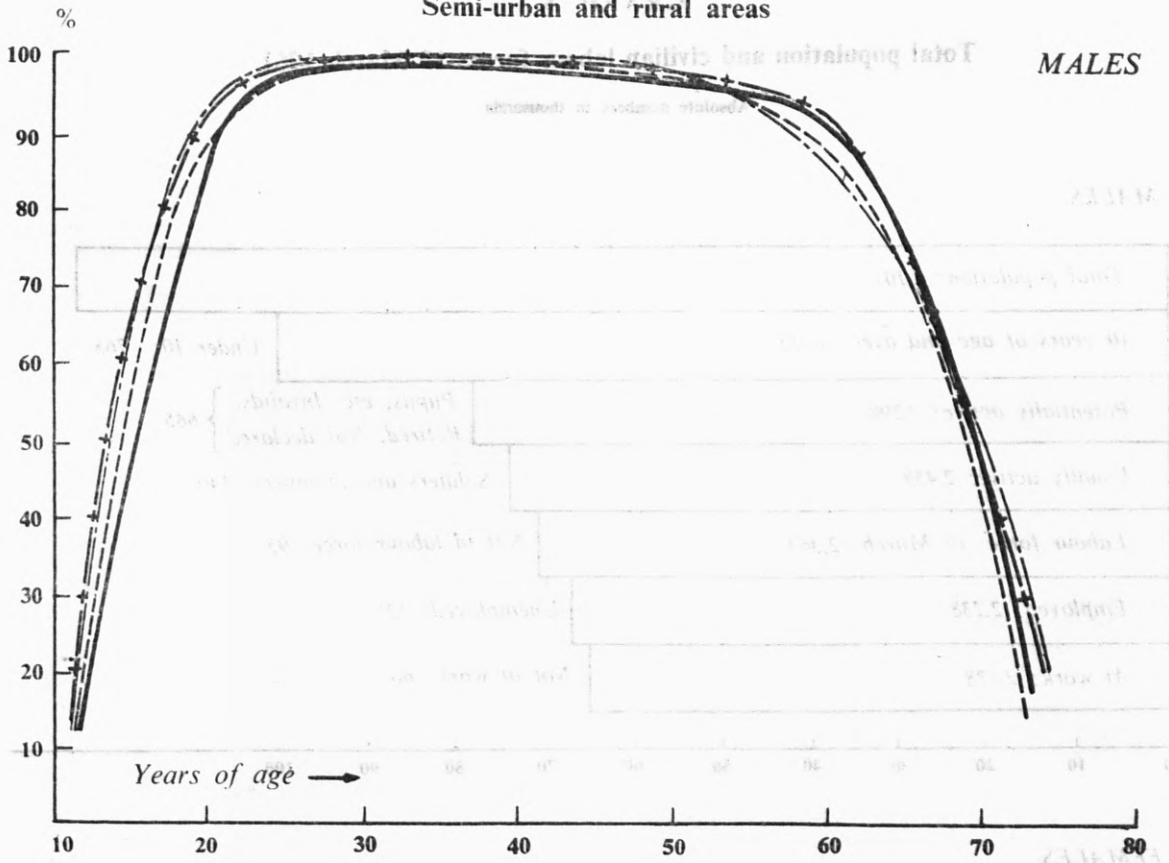
- - - - - 1960 Pilot census
 ——— 1961 General census
 ····· 1962 Manpower survey
 — + — + — 1963 Manpower survey

GRAPH 5c

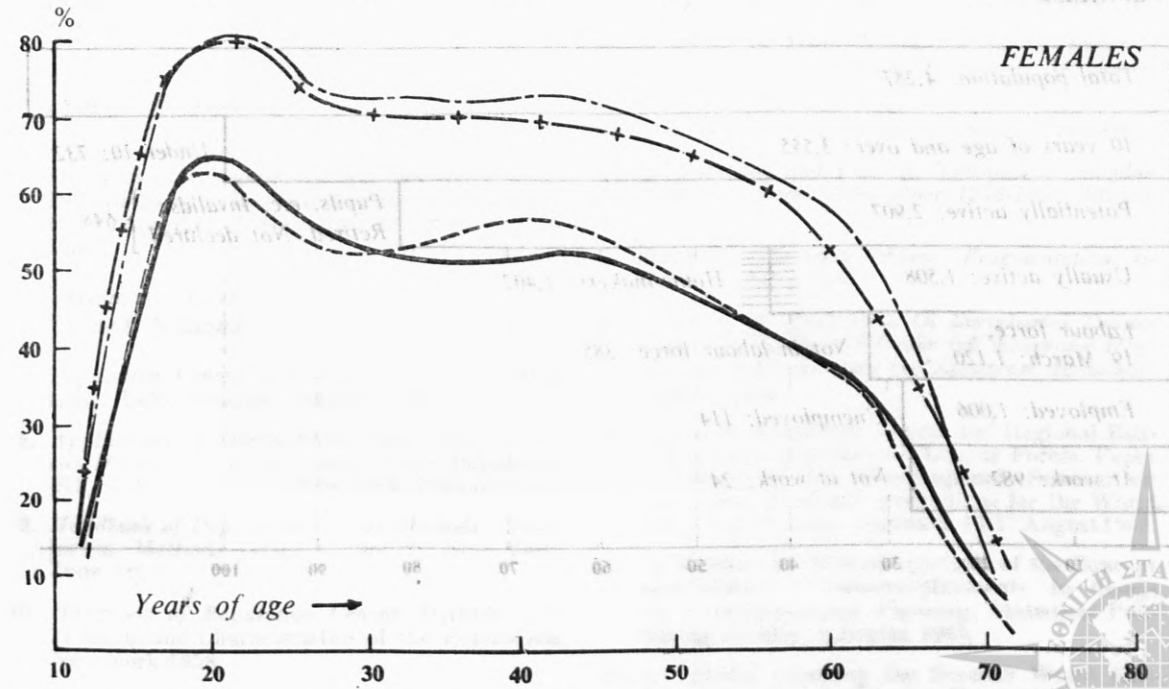
Per cent economically active in different age groups

Semi-urban and rural areas

MALES



FEMALES



--- 1960 Pilot census
 — 1961 General census

- · - · - 1962 Manpower survey
 - + - + - 1963 Manpower survey

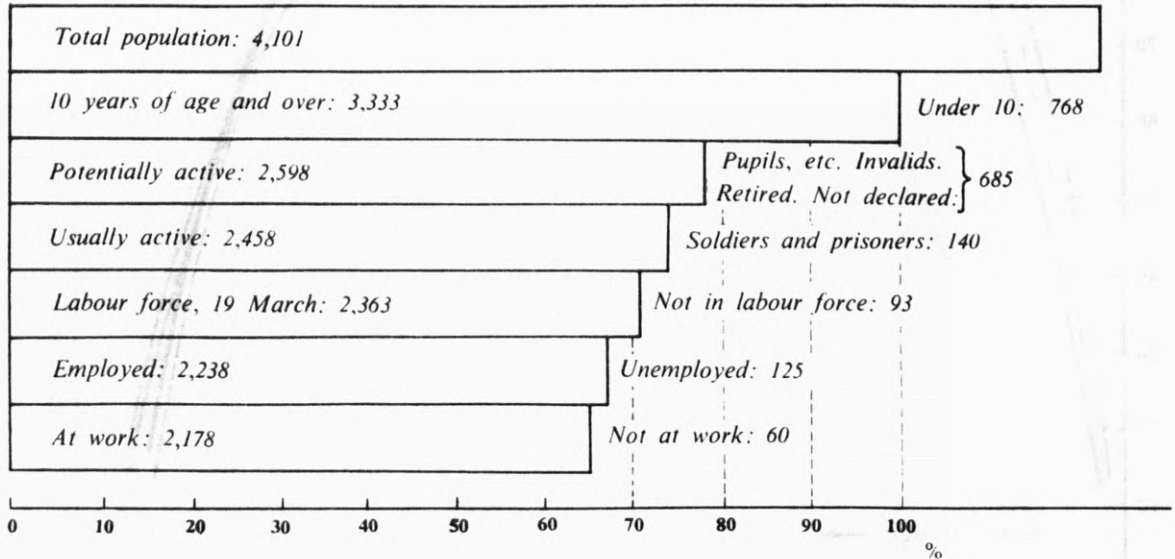


GRAPH 6

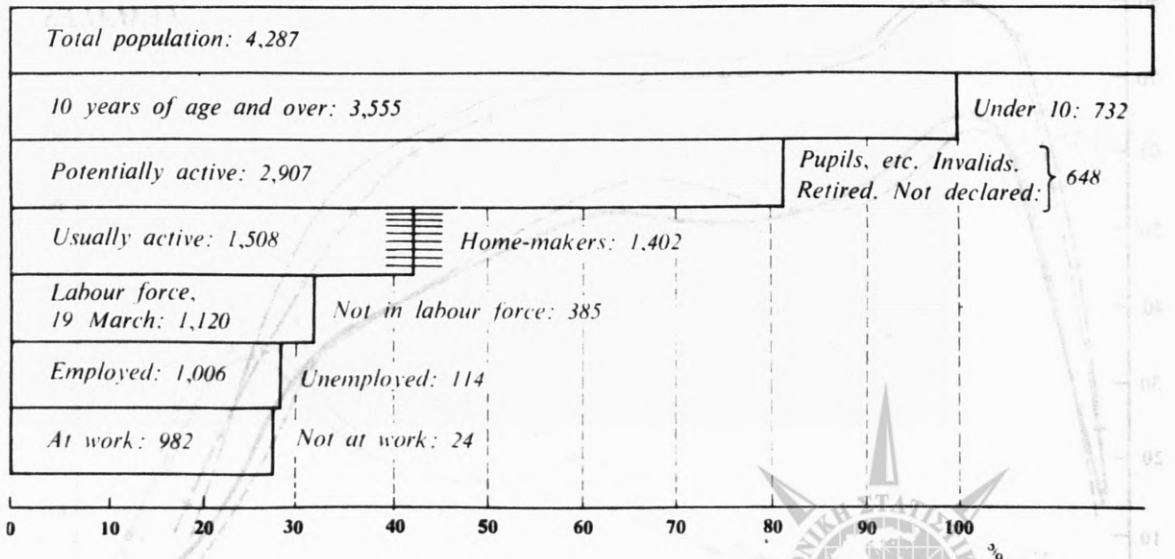
Total population and civilian labour force: 19 March 1961

Absolute numbers in thousands

MALES



FEMALES



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NAT. STATIST. SERVIC. OF GREECE 36.968

15112

Main results of the recent censuses and man-
power surveys in Greece, 1967.

ERRATA

page 16, seven lines before para. 4.26 : *read* cotton, fruits and vegetables
instead of tobacco, cotton and vegetables

page 27, table in the first column : *read* Females [year] 1960 ('000)

1963 ('000)

instead of 1960 ('000)

1961 ('000)







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