

## APPENDIX "J"

## LABOUR PLACEMENT AND MOBILITY

1. It is recommended that Canada's National Employment Service should be reviewed with the object of increasing its effectiveness.
2. It is recommended that steps be taken to facilitate the mobility of labour from one geographical area to another.

Excessive unemployment involves economic and social costs which our society cannot accept with equanimity. A certain level of unemployment is a natural and unavoidable phenomenon in any economy where there is growth and change and where there is freedom to choose employment. This "minimum" level of unemployment is in Canada seasonally exaggerated by special factors, most of them climatic, which have long constituted an unsolved problem. To some extent at least, the exaggerations of seasonal unemployment are related to the problem of labour mobility. Lack of labour mobility is, in fact, likely to be an aspect of any excessive degree of unemployment, whether or not it is seasonal in nature.

Canada's unemployment insurance programme was designed to minimize the individual, social and economic costs of unemployment by bridging for the individual the transition period between jobs and by reducing for the economy the purchasing power fluctuations which unemployment would otherwise entail. From what has been said immediately above, it is evident that so far as possible these two desirable objectives should be met in ways which are compatible with the need to avoid undue immobility on the part of the labour force. As the unemployment insurance programme has come to be administered, there is widespread and clear evidence that it often contributes to the immobility of labour rather than facilitating mobility of labour. This is perhaps particularly true of the seasonal unemployment benefits which, in addition to destroying the incentive many persons formerly had to find off-season jobs, has in effect piled a social welfare programme on top of what was an insurance programme with resulting inequities for employee and employer contributors.

A re-appraisal of the National Employment Service with the object of making it as effective as possible in its task of filling manpower requirements would be valuable at this time. This is particularly necessary in view of programmes of re-training which are getting under way. A strong employment service is most necessary in helping to point out what types of re-training would be of value and in finding those who have the most potential to profit by such training.

## APPENDIX "K"

## SEASONAL UNEMPLOYMENT

The Association urges industry, governments at all levels and others concerned to provide as much winter work as possible.

No forecast of employment conditions in Canada can afford to ignore the fact that, because of the climate, it is almost inevitable that there will be a certain amount of seasonal unemployment.

As is well known, seasonal unemployment varies markedly in terms of both geography and industry. It is significant that seasonal unemployment in manufacturing is less than in most other industries. There are, as well, large numbers of the population who are seasonally employed by choice.