

During the first decade of the Department's operation the emphasis of manpower policy has moved from a straightforward economic orientation to a policy which strongly promotes human resource development. The Manpower Division has been described by the Minister as:

an infinitely flexible and serviceable instrument which can assist Canadians to achieve greater prosperity and well being through a variety of programs and services within the framework of the government's general social and economic objectives. (26:5)

This change is not explicitly evident in the printed explanation provided by the Division to support its annual appropriation in the Main Estimates for 1975/76. The general objective of the Manpower Program has been repeated annually and without change since 1970 when the presentation of the Estimates assumed its present format. This objective is "to further the economic growth of Canada by endeavouring to ensure that the supply of manpower matches the demand qualitatively, quantitatively and geographically."

Sub-objectives delineate the main functions of the Division which are:

- To help individuals select and obtain productive and personally satisfactory employment through efficient counselling in Canada Manpower Centres;
- To increase the level of skill of the labour force through adult occupational training, thereby providing needed skills for industry and raising productivity;
- To facilitate the adjustment of labour market demand and supply by helping workers relocate to the nearest areas where suitable, more productive employment exists;
- To help members of the labour force and employers adapt to technological and other changes;
- To help reduce fluctuations in employment and shorten the period of unemployment.²

These sub-objectives reflect the general philosophy about manpower policies inherent in the OECD antecedents of the Department.

In economic terms, economic and social policy may be directed toward three distinct objectives—growth, stability, and equity. These objectives may be sought through the intervention of policy initiatives which emphasize one or the other in varying degrees. The programs of the Manpower Division during the first five years following the formation of the Department emphasized both growth, that is long-run economic growth, and stability which in relation to manpower policy concerns the reduction of unemployment. The social or equity objective which "includes the goals of reducing poverty and inter-regional disparities in the distribution of income"³ had not yet become an important part of manpower programs. It was pursued during this period almost entirely through the use of a variety of transfer payments—Unemployment Insurance, Family Allowances, welfare payments. The brief from the Department of Manpower and Immigration to the Special Senate Committee on Poverty in Canada in June 1969 reflected the prevailing attitude.

² Estimates for the Fiscal Year ending March 31, 1976, 14-10.

³ Economic Council of Canada, *Eighth Annual Review*, "Design for Decision-Making," 1971; pages 89-93.