

CHAPTER I

AN INFINITELY FLEXIBLE AND SERVICABLE INSTRUMENT: THE OBJECTIVES OF MANPOWER POLICY IN 1925

PART I

MANPOWER POLICY AND PROBLEMS IN CANADA

The Department of Manpower and Immigration was formed in 1966 by uniting a group of services developed in the Department and attached to manpower previously located in the Department of Labour with the Immigration Service.

The forerunner to the Manpower Division, the National Employment Service (NES), was established in 1952.

While it had been designed to assist the unemployed in finding suitable employment, a series of studies by a working party of the CMC, working that claimants were not trying to find. These short-comings of the NES were noted in the Report of the Commission of Inquiry into the Unemployment Insurance Act (the Gill Report) published in 1962. The Gill Report recommended a thoroughly reorganised employment service along the lines of the model employment service envisaged in the International Labour Organization's Convention No. 2, which Canada had ratified in 1956.

The Economic Council of Canada in its *First Annual Report* (1964) also found that the NES was failing to achieve its potential aims. The Economic Council reaffirmed the GIL Committee's recommendation to place the NES within an operating department and emphasized the need to give the NES the highest possible status. The NES was at that time attached to the Department of Labour where its Manpower Training Program and the Mobility Grants Program were then administered. Upon the formation of the new Department on January 1, 1966 (with effect the following October) all of these were detached from the Department of Labour to comprise the Manpower Division.

The creation of the Department of Manpower and Immigration gave effect to the decision that Canada would adopt the approach to an active manpower policy promoted by the Organisation for Economic Co-operation and Development (OECD). This approach envisaged the establishment of a public employment agency which provided only a job-matching service. It conceived manpower policy as an economic policy which would be given effect by the provision of a full range of services for the development of all categories of manpower resources.