

FEDERAL DEVELOPMENTS IN MANPOWER DEPARTMENT

Gerard G. Duclos

High employment can be sustained without rising prices and deterioration of the nation's balance of payments only if there is efficient use of manpower resources. This concept has become widely recognized in recent years. It is for this reason that increasing attention has been focussed on the development of manpower policies. No country can achieve maximum efficient utilization of manpower resources without a key operational agency for implementing manpower policies. Hence, the need to create an organization which will bring about the matching of the supply and the demand for labour in specific localities and occupation in a way that manpower resources can be most productively utilized.

It is in full recognition of the serious implications of the utilization of manpower, that the Department of Manpower and Immigration was created on January 1, 1966.

Objectives of the Department

The fundamental purpose of the Department is to further the growth of Canada by endeavouring to ensure that the supply of manpower, both current and future, matches the jobs to be done; quantitatively, qualitatively and geographically.

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Pursuit of this objective is carried on through two main channels -

- (a) the development and effective utilization of the existing and potential domestic labour force by the Canada Manpower Division and
- (b) the introduction of new manpower through immigration by the Canada Immigration Division.

The work of the department thus falls into two operating services. The Canada Immigration Division is responsible for the selection, admission and control of immigrants. When the immigrant has arrived in Canada and reached the place where he intends to live, responsibility for his settlement and placement in employment is assumed by the Canada Manpower Division.

Goal-setting and planning, to be effective, must be looked at in both short and long-run terms. In our organization, the long-run goals and broad policies are set by the government, with assistance and suggestion from ourselves and others. While this is a continuous process, a basic set of long-run goals and policies are implicit in the department's establishment and structure.

As an integral part of federal government policies aimed at achieving and maintaining the highest possible level of freely chosen and productive employment that advances the economic and social well-being of Canadians, the objectives of the Canada Manpower Division may be stated as follows:

- (1) TO PROVIDE, THROUGH STRATEGICALLY LOCATED CANADA MANPOWER CENTRES, THE FACILITIES BY WHICH EMPLOYERS MAY FIND WORKERS, AND WORKERS FIND JOBS, EFFICIENTLY AND SATISFACTORILY.

Inherent in this statement is the concept that each Canada Manpower Centre must strive to provide to its community a high quality of professional service in manpower matters.

- (2) TO HELP WORKERS TO DEVELOP THEIR MAXIMUM POTENTIAL IN TERMS OF INDIVIDUAL CONTRIBUTION TO THE ECONOMY, AND TO OBTAIN JOBS WHICH MATCH THEIR SKILLS, CAPABILITIES AND PERSONAL NEEDS.

The essential activity behind this objective is counselling, whereby workers are advised where and how they may obtain suitable employment or how they may improve their chances of getting and holding better jobs. In the latter case, the process consists of assisting the worker to identify a realistic occupational goal and to develop a plan for achieving it through training or other appropriate preparation.

- (3) TO HELP EMPLOYERS MEET THEIR LABOUR NEEDS AND TO ADVISE THEM ON THE SUPPLY AND MOST EFFECTIVE UTILIZATION OF MANPOWER.

The central activity is assisting employers in the recruitment of workers with the skills and abilities needed for current job vacancies. In addition, this objective includes providing employers with up-to-date occupational and labour market information for use in their planning, and advising on employment matters generally.

- (4) TO HELP IN PREPARING THE ONCOMING CANADIAN MANPOWER SUPPLY FOR EFFECTIVE ENTRY TO AND PARTICIPATION IN THE LABOUR MARKET.

This objective involves developing and maintaining close working relationships with organizations responsible for the education and training of youth, and supporting them in their efforts to equip students for productive employment.

- (5) TO HELP THOSE ALREADY IN THE LABOUR FORCE TO ADAPT TO ECONOMIC AND TECHNOLOGICAL CHANGE AND BECOME ESTABLISHED OR RE-ESTABLISHED AS NECESSARY, IN EMPLOYMENT.

The primary aim is to minimise the effect of economic and technological change on the individual worker by encouraging and assisting in cooperative pre-planning by employers and workers, the use of training and retraining, and other remedial action necessary to obviate the negative effects of industrial change. These objectives are summarized by Convention 88 of the International Labour Organization, which uses these words:

"to ensure, in co-operation where necessary with other public and private bodies concerned, the best possible organization of the employment market as an integral part of the national program for the achievement and maintenance of full employment and the development and use of productive resources."

To make our objectives a reality, we have established some programs, others will have to be developed:

Occupational Training for Adults

Because technical and vocational training is so directly related to meeting the needs of the economy, the federal government has developed, through a series of training arrangements with the provinces a multiplicity of programs for the occupational training of members of the labour force. Adequate income support must be provided for adults who must undertake educational upgrading and retraining -- and income level which will allow them to withdraw from employment until the completion of their training. Allowances at long last are based on the concept that a man is not unemployed when he is training but is engaged in a vital and useful economic activity.

Mobility Assistance Program

Canada is a country of vast distances and widely separated labour markets. The adequate mobility of manpower is of great importance in the effective utilization of manpower resources and in the growth of the economy. There is surplus manpower in some areas and shortages in others. For this reason, the Government introduced a Manpower Mobility Assistance Program in January 1966. Revisions and, we hope, improvements to this program are now being prepared for immediate implementation.

Rehabilitation Programs

To achieve the goal of full manpower utilization requires that the Federal Government work closely with the provinces in the development of rehabilitation programs financially assisted under federal-provincial agreements. We are broadening our concern in this program beyond those who are physically handicapped to people who are socially or mentally handicapped as well; in the belief that all of these groups can make a worthwhile contribution to economic growth and development and very greatly increase their social and psychological satisfaction from life.

Immigration Program

Immigration has played an important role in the development of Canada's manpower resources and in the growth of its population. Immigration is an integral part of Canada's manpower policy and is used in part to assist in meeting the needs of our economy for skilled, technical and professional manpower. Immigration also has, of course, important social and humanitarian goals which should not be ignored.

The bringing of immigration and the domestic aspect of manpower policy into a single Department of Manpower and Immigration is designed to ensure that Canada will have coordinated and balanced immigration program which is related in part to the overall development of our manpower resources.

Support Programs

- (a) Research - We have developed in the department an active research program designed to provide a factual and objective basis for policy and program development. This research has concentrated on a continuing economic analysis of the economy to guide the day-to-day directions of manpower and employment programs. It has explored the variety of effects which technological change has on manpower requirements and on the manpower adjustment needs of our economy. It has provided a factual basis for vocational guidance and counselling, and it has concentrated on long-term projections of both the labour force and manpower requirements. The Research Branch of the Department of Manpower and Immigration has a growing staff which undertakes work in these and other fields of manpower research as a background for policy development and the adaptation of our programs to the changing needs of our economy and society.
- (b) Labour Market Information - Current up-to-date labour market information on the occupational, geographic and industrial requirements of the labour market and on the changing composition of its supplies are essential to an effective manpower service and to its counselling activities. Workers seeking jobs, changing jobs or for those concerned with making decisions on future education and training programs require authentic and current information.

Employers must guide their recruitment activities and manpower planning on the basis of comprehensive labour market information. We are now establishing a market information branch in the Department of Manpower and Immigration which will have offices in the principal regions of Canada and in each of the major labour market areas. The information developed by the Manpower Information and Analysis Branch will provide a framework of guidance for our domestic manpower services and our immigration selection activities.

The Organization for Implementation

These are the programs. How do they work in action? The new Department of Manpower and Immigration was set up in January of last year to ensure that all aspects of manpower which are the direct responsibility of the federal government or under federal-provincial agreements are developed into a balanced and effective program which is implemented with adequate resources and a sound administrative organization.

There is at present a network of over 250 manpower offices across Canada grouped together in five regions. We expect, within a very short time, to extend our services to many points not presently served by the existing network of offices.

Each area office plays a full and vital part in the life of its community, only if it earns the community's confidence as the place to which both workers and employers naturally turn when they want advice and help about employment.

This means that the key to our whole manpower organization and effort will be the staff on the job, the troops in the field, the men and women people meet when they go into a Canada Manpower Centre.

Our staff must be, in the best sense, friends of the people. They must know their work. They must be numerous enough to give employees and employers the quality and quantity of service that is needed to properly match jobs and workers in a dynamic economy.

We won't, of course, achieve perfection in the short run. The point I want to make is that, over the next few years, the test of

the success of our efforts will not lie in things that happen in Ottawa. It will lie in the degree of success we have in developing the quality of the staff in the field.

That is the only way to make manpower policy work. It is the only way to make manpower programs effective. The Canada Manpower Centres are where the "action is". Everything else in the organization is support activity. Its purpose is to give the employment officer the information and the tools that he needs in order to do the best possible job of counselling. We are developing a substantial training program for this staff, our own staff, to orient them to the needs of the modern labour market and to the challenges which they face. A career manpower service based on a professional quality of service is the goal for our staff. For this purpose, we have established a major staff development program within the context of the total change program which we are currently attempting. Our program might be summarized in terms of four major phases:

Induction and Orientation Programs

Courses are designed to make it possible for new manpower officers to more quickly function as useful members of the CMC work force. Our new officers will take this course during the period three to twelve months after intake. Courses deal with the basic policy of interviewing and placement; labour legislation and vocational rehabilitation; public relations and liaison with clients, unions, employers, etc.; the Department -- its responsibilities and philosophy. This aspect deals with the organization and function of various parts of Department; national manpower planning and policy; organization and function of government departments, etc.; history of employment function; common problems of operation; development of recommendations for increasing efficiency, effectiveness, or personal satisfaction with work. Such an orientation is essential to the later developmental phases.

Program Knowledge

Reading and seminar courses with assignments and working group discussions are intended for all Manpower officers at CMC - from manager to working level. These are designed to provide all counsellors

with the kind of knowledge of the full environment and background needed to perform the professional function. This course will give its participants information and knowledge on labour economics; sociology; legislation; politics and administration and personnel management.

The Management and Development Phase

The management development phase is designed to assist the individual officer and manager to understand himself and his role in terms of the authority, responsibility and accountability of his position, and to understand the environment in which he is to operate.

Subsequently, all managers participate in a developmental seminar.

These seminars are designed to allow all officers to understand and learn the philosophy of participative management and the value system underlying it, as well as a goal-setting and review process which will have immediate application back on the job. The methods used permit managers to gain insight into their own managerial styles and those of others, in the belief that self-insight is the first step to self-change; and to acquire certain team operating and goal-setting skills which will assist them as members of work teams in the Manpower Division.

The Counselling Training Programs

In any organization that provides direct service to the public, it is essential that its officers have the required knowledge and skills to provide this service.

In the Manpower Division, the main service to be provided is Manpower Counselling; briefly defined as providing information, guidance and assistance to persons who are seeking new or different employment opportunities.

Since this service brings our officers in direct contact with people, they need training in the understanding of human behaviour (including their own) and in skills of interviewing and counselling.

Manpower Counselling is, therefore, based on the following principles:

- 1 - A philosophy of man as a human being of self worth, with certain needs and rights that have to be respected.
- 2 - Treating the client as a unique individual with unique background, and unique situation. Each client sees his employment problem differently from another one and reacts to it differently.
- 3 - Clients have different kinds of employment problems that require different kinds of help.
- 4 - Self awareness on the part of the counsellor since his own personality has a great deal to do in helping the client with his problem.
- 5 - Ability of the counsellor to communicate freely at the level of the client.
- 6 - Working with rather than for the client towards solution of his problem.
- 7 - Use of available community resources to meet the client's need.
- 8 - Any communication that flows between the client and the counsellor should be treated as "confidential".

The medium used in providing this counselling service is interviewing. In this respect, the interview should be conducted in an atmosphere of privacy, to give the client the opportunity to talk about his problem to the counsellor with ease and confidence. (Our officer will have to reflect this atmosphere.)

The purpose of the interview is twofold:

- (1) To provide information to the client regarding job opportunity that will match his qualifications.
- (2) Assist the client to choose a vocation he never had, change his vocation, or adjust to it.

To achieve effective results, there are certain basic skills in interviewing that are required and which the counsellor should develop as a part of his counselling training.

All Manpower Counsellors, therefore, (including managers) will be asked to take training in counselling.

These courses have the purpose of providing the counsellor with the basic training necessary in counselling and interviewing to enable him to provide effective service.

With reference to the service for individuals seeking employment, the Manpower Counsellor functions in three areas of counselling:

Area I: Placement; where the client requests information on a specific type of employment. The counsellor's role is to provide him with the necessary information or refer him to a job that is available. It is a matter of matching jobs to qualification of the client. This may or may not involve counselling as we normally define the term.

Area II: Helping the client who has not decided on a choice of vocation, has to change his vocation or wants to change it. This level requires greater skills in counselling than the first as it involves the building up of a relationship with the client and helping him arrive at a sound decision in terms of his occupational goals and job satisfaction.

Area III: Helping the client who is experiencing adjustment problems affecting employment; such as inability to hold a job, poor attitudes, lack of motivation, etc.

So much for the programs we have devised for training and developing our staff resources. However, in our approach to management development, we are also attempting to avoid mistakes which others have made and from which we can benefit. At the same time, we are introducing a variety of training innovations which appear to hold some promise for increasing organizational effectiveness.

We believe that unless members of an organization can see and clearly understand the reasons for change, and further, unless they can play a significant part in actually structuring the change, a

permanent, positive shift in organization effectiveness will be difficult, if not impossible to maintain.

A second common trap we are trying to avoid is to expect too much of our program in too short a time. We are, therefore, trying to condition ourselves not to expect startling results from a few weeks of training or from a single development technique or portion of our program.

A third mistake which we wish to avoid lies in the failure of most management development programs to provide a climate for growth - an environment which provides the strongest possible reinforcement for the individual in his efforts to stretch and grow.

Finally, we have taken account of the fact that the staff side cannot provide for successful development without the active participation of the employees' immediate superiors and top management in the developmental process.

Ladies and gentlemen, I have dwelt, at perhaps too great a length, with the emerging Department and its roles as we see them. I hope this review has given you some insight into our aspirations.

I hope, however, that I have not misled you on one vital point: We are going to need all the help and support we can locate to meet our objectives. We know that our efforts, if at all successful, will stimulate even greater demand for many other services that we do not directly provide. We know that many of you are engaged in these areas of work and we hope that we can count on your support.

La conférencier du Troisième Congrès à l'Université de la Colombie Britannique des Services d'Orientation et de Consultation était M. G.G. Duclos, assistant au Député-Ministre de la Main-d'Oeuvre et de l'Immigration. Le sujet de son discours était la réorganisation des services de Main-d'Oeuvre pour répondre aux problèmes économiques et humains de notre temps. M. Duclos souligne l'importance de l'utilisation efficace des ressources humaines. Il indique les buts de Ministère: la provision de services d'orientation et de consultation pour satisfaire aux besoins des employeurs et de la Main-d'Oeuvre; l'établissement et le développement de programmes de formation et de recyclage, pour que la main-d'oeuvre puisse réaliser son potentiel. M. Duclos envisage un rôle beaucoup plus important dans ces opérations pour le Ministère de la Main-d-Oeuvre. Cette réorganisation a rendu nécessaire un grand nombre de changements dans la structure des bureaux régionaux et dans la formation professionnelle des employés du ministère. On peut espérer qu'à l'avenir tous ceux qui s'occupent des services d'orientation dans les écoles auront l'aide du Ministère.