

....The policies and programs of the Department are essentially economic in character.... The Department would like to make it quite clear that its primary role lies in its contribution to economic growth, full employment....Its role with respect to income distribution, while important, is only secondary.⁴

Growing Importance of Equity

The emphasis on economic growth began to be diluted in 1970. The *Eighth Annual Review* of the Economic Council of Canada (1971) observed that while the Department stressed the primacy of the growth objective, elements of both an equity and stabilization orientation were also evident in its policy. It quoted a speech made in May, 1970 by Dr. Dymond, then an Assistant Deputy Minister of the Department. The policy of the Manpower Division was he said, "not oblivious to the problems of poverty and the needs of marginal groups in the labour force." The Division had recently begun to move in that direction, but equity and stability were in his view still secondary to the primary objective of facilitating economic growth.⁵

The movement to increase the emphasis on equity gained momentum as the Division responded to the recommendations of several outside agencies. They promoted the view that income from employment was more acceptable to the recipient than income from transfer payments. The Economic Council of Canada was one. Its *Sixth Annual Review* of 1969 observed that "the poor....particularly need access to Manpower programs and this should be reflected both in the objectives and operations of such programs in Canada."⁶ The Special Senate Report on Poverty in 1971 was another important influence. It made the distinction now acknowledged to be the motivation for many of the current activities of the Manpower Division.

Manpower development is an economic concept limited to direct labour market activities. Human resource development is a broader social concept which includes all aspects of education, training, retraining and intervention with respect to social, psychological, and physical problems as they relate to people. As one step toward a meaningful anti-poverty program the Government of Canada should shift its emphasis from Manpower to Human Resource Development.⁷

The Poverty Report was followed in 1972 by the Ontario Task Force on Employment Opportunities for Welfare Recipients which urged greater cooperation between welfare agencies and Canada Manpower Centres. The Canadian Council on Social Development has continually emphasized human resource

⁴ *Poverty in Canada*, A report of the Special Senate Committee, 1971; page 149.

⁵ Economic Council of Canada, *Eighth Annual Review*: op. cit., page 98.

⁶ Economic Council of Canada, *Sixth Annual Review*, 1969; page 112.

⁷ *Poverty in Canada*; op. cit., page 152.