

THE INTERRELATIONSHIP OF REGIONAL TRANSPORTATION
REGIONAL GOVERNMENT, AND PLANNING REGIONS
IN SASKATCHEWAN

by

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ABSTRACT

The related concepts of regional planning and regional government have been a topic of discussion in Saskatchewan for a considerable period of time without yet being resolved. There are immediate questions requiring solutions which can best be handled on a regional scale: rail line abandonment and grain movement rationalization; changing consumer patterns that are by-passing small service-centers; the effects of population shift from rural to urban areas; the broadening of the economic base and the creation of a vehicle for the effective use of and therefore, the attraction of Federal development grants.

Progress in resolving the above issues has been hampered because debate on these topics has been focused on issues that are not relevant. Discussion to date has centered on conflicting urban and rural values, heightened by a misunderstanding on the part of urban-oriented academics and professionals concerning rural needs and way of life. This point has created political attitudes which are detrimental to the adoption of regional government at this time. In summary, there exists a conflict between the idealistic imposition of regional government versus popular recognition of the concept.

The thesis purports to show that resolution of this stalemate might be aided by a recognition of the present existence of informal regions and the corresponding existence of inter-dependence of nodal-centers and their surrounding areas.

This is done by examining the relevance of current regional theory and literature pertaining to regional planning and central place theory. Several empirical studies and regional workshops were examined to comprehend previous attempts to establish a basis for regionalizing the province. The pattern of average daily traffic volume was used to delimit areas of activity that have developed naturally. An intuitive information letter provided an insight on how the public debate has strayed off the track; where the debate now stands regarding regional government; and what degree of progress is immediately feasible.

The thesis concludes that informal regions exist to a degree that will sufficiently display the urban-rural community of interest and will enable problem-solving to occur predominantly on the required regional scale in respect of the type of issues discussed above. Finally, a new functional organization is suggested to act on these findings.

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The success of any thesis rests heavily on the amount and type of data available. In this regard I extend my sincere appreciation to Paul Harper, Director, Community Planning Branch, Department of Municipal Affairs, Province of Saskatchewan and to his most capable assistant Ron Clark.

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CHAPTER I

INTRODUCTION

This study examines the concept of regional government in the province of Saskatchewan. The concept was analyzed by relating past empirical studies, reports and workshops; average daily traffic flows between centers and an intuitive information letter. The letter was sent out to 30 persons, who either by past performances or on the basis of their current positions are involved in the regional government concept. The letter was comprised of four open-ended questions and enabled the respondents to express their opinions on where the debate regarding regional government currently stands.

The study attempts to demonstrate that informal regions exist now, particularly based on the nodal-centre concept.

The Problem

The Economic Council of Canada predicts that the population of the prairies will expand by 45 percent during the next thirty years. However, the Systems Research Group predicts only a 1.2 percent increase for Saskatchewan by the year 2001. Whatever growth there will be, most of it is likely to be concentrated in the cities. The Department of Municipal Affairs in Saskatchewan predicts that by 1976, 71 percent of the population will be urbanized (reside in centres of at least 100 persons).

The continued mechanization of the agricultural industry, plus the continuing development of the amenities in urban life in Saskatchewan towns and cities, further indicates that the trend toward concentration of population in urban centers will continue. The types of land-use controls necessary in the rapidly developing urban areas and municipalities will be different from those in rural areas that are less subject to dynamic change. To ensure that these areas will in fact get the separate and individual treatment they merit, planning must be undertaken on a regional basis.

However, the province is currently being administered by 771 municipalities. Furthermore, there exist some 24 other types of administrative agencies, each sub-dividing the province with different boundaries. This involves a total of 1,419 different jurisdictional boundaries or administrative areas.

To what extent this is a hindrance to regional planning is difficult to state at this time since the regional planning concept has never been applied in the province. Despite the many over-lapping administrative boundaries, it appears that, based on several other variables, there exist informal regions. The hypothesis of this thesis is

Since the concept of regionalism informally exists now in the province, it is possible to implement planning regions and regional government.

The thesis will attempt to demonstrate that a form of regionalism exists now in terms of nodal-centered cities. Since the trend towards urbanization will continue in the near future, these nodal-centers will increase in population and influence over their respective hinterlands. Without regional planning, the trend towards centralization will continue.

This thesis advocates de-centralization to preserve the rural identity. The price of this identity is partial centralization in terms of separate functional regional governments and planning regions. What this means is that regional governmental areas will centralize their administrative functions. This in turn de-centralizes many functions such as community planning and highway development, from the Province.

At this stage the rhetorical question could be put forward, "Why have regional governments and planning regions?" There are several reasons why the province should commit itself to regional governments. Firstly, it would bring about administrative efficiency. With 771 municipal councils currently doing their own administering and accounting, and 24 other agencies doing their own administering and accounting, with no coterminous boundaries, inefficiency is inevitable. Currently, many municipalities lack qualified engineers. Regions would ensure standards and stability in terms of services. In the field of financing, regional governments would ensure that everyone in the region would pay his or her fair share towards the maintenance of the region. Finally, decision-making is slowly eroding away to the provincial government, while municipalities lose their authority. Take, for example, the building of highways. The provincial government agrees to pay a major portion of highway costs if the municipality agrees to the proposed route changes. Without provincial grants, most municipalities could not afford to pay the total costs. What results is loss of decision-making by the local municipality or community. Regional Government would allow the same municipality to aid its respective region in compiling a regional plan. The building of highways would then be a part of the regional plan, thereby ensuring local community involvement. Furthermore, a regional plan would allow cost-sharing of hospitals,

schools and recreational facilities among the member municipalities of each respective region. In many ways this would be a form of the user-pay concept.

Finally, regional governments and their concomitant regional plans and their carefully laid out programs would allow the Federal Government to increase Saskatchewan's share of grants. This could be done under the auspices of the Province and would enable Saskatchewan to improve its position vis-a-vis the rest of Canada in terms of equalization payments, since currently it ranks only 7th at \$5.87 per capita while neighboring Alberta ranks 3rd at \$16.40 per capita.

At this stage it is essential to examine current regional theory, to familiarize ourselves with the terms and concepts relating to regionalism.

Following this discussion, an analysis of boundary delineations will be completed. Then a comprehensive study of the role of transportation as it relates to regions in Saskatchewan is discussed.

The final section will outline the constructs of a provincial policy for planning regions and regional governments.

Research Methodology

This particular thesis has four objectives, as listed below:

1. Analyze the key terms in the hypothesis.
2. Delineate planning regions.
3. Discuss the role of transportation in planning regions.
4. Develop policy and the constructs of Planning Regions and regional governments.

Firstly, a survey of the literature was completed to analyze the key words in the hypothesis such as regional government and planning regions.

Concomitant to this survey was the analysis of existing theories, constructs and concepts relating to the above terms.

Secondly, the author utilized three data sources as means to delineate planning regions. These sources and method of analysis are listed below:

Christaller Theory:

According to Walter Christaller, a hierarchy of settlements can be organized in various ways, each with its own geometrical arrangement of central places and trade area boundaries. In Christaller's basic model, organized on the market principle, the hierarchy and nesting pattern results in the maximum number of central places possible.

This method was utilized by the Royal Commission on Rural Life and Agriculture in Saskatchewan. The data of this report were analyzed in terms of delineating service centers.

Central Place Hierarchy:

In 1961 the Government of Saskatchewan authorized a study of community patterns which would delineate boundaries for a new system of local government (not implemented). The methodology used to create these boundaries was to determine interdependence of areas to trade centers. This comprehensive data will be analyzed in respect to the second objective of this particular thesis.

Telephone Matrix:

George Nader applied a 422x422 telephone matrix of the entire province's telephone exchanges. He determined that measuring the number of telephone calls between exchanges was a gauge to determine economic interaction. Information was obtained from SASK TEL for the total number of telephone calls made between July 7-11 and July 14-18 in 1969 - ten business days (Monday to Friday). Nader then derived boundaries for regionalization.

These boundaries will be analyzed vis-a-vis the previous two data sources. An attempt was then made to establish boundaries for planning regions and regional government.

Thirdly, an attempt will be made to discuss the role of transportation in planning regions to demonstrate further the existence of informal as opposed to formal regions. This will be done by surveying the literature to analyze the problem of transportation planning and regional development, with particular emphasis on the rural highway network. Data from the Department of Highways pertaining to average daily traffic volumes was utilized to determine the existing road pattern. The rail network and its existing pattern was analyzed from its historical context to the current situation of possible rail-line abandonment.

Despite the economic feasibility of regional planning and administration, the final decision to set in motion these concepts is a political one. In an attempt to demonstrate that a positive political environment exists in the province, an information letter - not a questionnaire - was sent out to the following persons:

<u>Name</u>	<u>Position</u>
Allan Blakeney	Premier, Province of Saskatchewan
David Steuart	Leader of Opposition
E. I. Woods	Minister of Municipal Affairs
N. Byers	Minister of Department of Highways
T. Walters	Deputy Minister, Department of Municipal Affairs
L. T. Holmes	Deputy-Minister, Department of Highways
L. H. Bergstrom	Deputy-Minister, Department of Education
I. P. Harper	Director, Community Planning Branch
H. A. Clampitt	Director, Municipal Road Assistance Authority

<u>Name</u>	<u>Position</u>
K. Mackie	Director, Research and Planning Branch
B. A. Lundeen	Acting Executive Director, Computer Centre
M. W. Sturby	Housing Branch, Department of Municipal Affairs
R. P. Couturier	Planning Division, Department of Highways
Andy Campbell	Former Director, Community Planning Branch
Ed Anaka	Regional Health Services, Department of Health
W. E. Thompson	Director, Assessment Branch, Department of Municipal Affairs.
L. Thorson	Director, Saskatchewan School Trustees Association
J. Connor	Director, Saskatchewan Urban Municipalities Association.
Dr. J. Richards	Director, Department of Geography University of Saskatchewan (Saskatoon)
G. A. Nader	Professor, Department of Geography Trent University, Peterborough, Ontario
J. C. Stabler	Professor, Department of Economics University of Saskatchewan, Saskatoon
I. W. Tweddell	Vice-President, Association of Professional Community Planners of Saskatchewan
N. Rosenberg	Administrator, Town of Melfort
M. Barrow	Director, Battle Creek Regional District, Alberta
Lorne Wilkenson	Secretary-Treasurer of the Saskatchewan Association of Rural Municipalities (SARM)
Ed Murphy	President of SARM
H. R. Gronnerud	Director of SARM
Joe Oliver	Former City Commissioner, Prince Albert
M. Lefoy	President, Community Planning Association of Canada (Saskatchewan Division)
T. Cholod	President, Community Planning Association of Canada (Regina Branch)

The format of the letter was composed of four questions; the replies were classified as "intuitive information", regarding the political repercussions of regional government. The results were not collated or tabulated, but merely "scrutinized" by the author and his advisors. A position statement was then drafted regarding the political environment as perceived by the kind of response gathered in the information letter.

Regional Theory

Since considerable literature exists in the field of regional theory, the author has selected a collection of articles that best relate to the Saskatchewan context. No attempt will be made to state conclusively one definition in place of another. The main purpose of this section is to define the terms in the hypothesis to ensure some consistency for the reader.

Firstly, an attempt to define regions:

"Regions are sub-divisions of nation and there are a series of possible criteria for determining regions (for a variety of purposes). There are also cities which can be defined in various ways. Further, there are city regions! This concept of course is simply one way of defining a region: that area whose major source of influence is a city and including the city itself." ¹.

The introduction of these various terms all indicate that we have semantic problems in defining a region. However, the problems are not as severe as may be thought at first sight as there is no need to opt for a particular definition for each of the concepts which have been introduced. What matters is that concepts be used in a consistent way in particular circumstances.

1. Wilson, A. G., "Research for Regional Planning", REGIONAL STUDIES, Vol. 3, No. 1, Pergamon Press, 1969, p.3.

The Hon. Dan Campbell, B.C. Minister of Municipal Affairs, defines the regional concept as "a device for combining functions. It is not a political amalgamation. It is functional amalgamation in which a board is established to undertake services and administer them jointly." 2

The Ontario Government takes a similar position in its approach to planning for development in an area-wide, regional context. This position is best summarized by the then Premier, John Robarts:

"It is the responsibility of the Ontario Government to assess the present and future requirements of the province of Ontario relating to social, economic, and governmental development. The provincial government also has the responsibility to carry out and give direction to regional land-use and economic development planning." 3.

If we accept for the moment the role of the provincial government in regional planning, then we should look at two ways in which regions are delimited. It is clearly not always desirable for regional planning purposes to use either of the two major types of regions, formal and functional, but similar criteria are often used.

"Formal regions, also called homogeneous or uniform regions, are defined on the basis of the homogeneity of places located within the region with respect to a given set of properties; these properties may include both natural and economic phenomena." 4.

Nader goes on to state that functional or nodal regions emphasize economic linkages and are often called urban-centered regions. 5. The "nodal

2. An Interview with the Hon. Daniel Campbell, B.C. Minister of Municipal Affairs.

3. ONTARIO, THE PREMIER, "Design for Development",
A Statement On Regional Development Policy, April, 1966, p.3

4. Nader, G. A., "Proposals for the Delineation of Planning Regions in Saskatchewan" - Research paper prepared for the Provincial Government, June, 1970, p.1.

5. Nader, G. A., op. cit., p.1.

concept" (described in detail further on) often is criticized by those persons residing in its "umland."*

For instance, according to Alonzo, one often meets statements that population movements from the countryside to urban centers are subject to diminishing returns as the result of congestion and like factors and consequently further movements of population to these centers is inefficient. Second, the cities are already rich and powerful, whereas the countryside is being drained of its best young people by this migration, thus increasing the inequality among regions. Although both of these positions are often held simultaneously (albeit seldom stated with precision) a moment's thought will raise doubts as to whether both can be true simultaneously. ⁶

With this in mind, regional planning has been defined as a "process based on law and undertaken by a form of responsible government directed towards influencing development, private or public, in a manner that results, in the areas where people settle and establish regional communities, in the best environment and the soundest use of resources that our civilization is capable of effecting." ⁷.

6. Alonzo, William, "Equity And Its Relation to Efficiency in Urbanization", Center for Planning and Development Research, University of California, Berkeley, July, 1968, p.2.

7. Gertler, L. O., "Regional Planning And Development", Background Papers, Resources For Tomorrow Conference, Vol. 1, 1961.

* "Umland" is a german geographical term meaning surrounding land or "environs".

Another view on this point states that planning on a regional scale must be based on law, but regional planning through extra-territorial control by one government over another government of equal status is not a desirable long-run solution." 8. For example, an urban center attempting to dictate policy to a neighboring rural municipality or vice versa. Dr. J. H. Richards expresses regional planning as the "inter-dependence between town and countryside and between region and province." 9.

Regionalization means many things to many people. Previous definitions have generally been at the academic level, so-called pure theory. Practically speaking, to Mayor Sid Buckwold of Saskatoon "regionalization means incorporating an area within 20 miles of Saskatoon into the city - just far enough to get control of the tax revenue from two or three potash mines." 10. It should now be evident that regional planning has developed along pragmatic lines with little attention to formal theory:

"It may be premature to expect a fully developed theory in a young and highly disparate field, but it does seem possible to generalize about the common features of regional planning as it has evolved in various countries around the world." 11

These features of homogeneity that Perloff writes about will be analyzed in the Canadian context, placing emphasis on the provinces of Nova Scotia, Saskatchewan, Ontario and British Columbia.

8. Jones, Murray, "Urban Focus And Regional Planning",
Can. Public Admin. J.I.P.A.C., Vol. IX, No. 2, June, 1966, p.180.

9. Richards, J. H., "Regionalism And Regional Planning",
Address to The Saskatoon Chamber of Commerce, April, 1970.

10. Wilkinson, Lorne, "Regional Government! Who Needs It",
The Rural Councillor, Vol. 5, No. 5, August, 1970, p.20.

11. Perloff, Harvey, "Key Features of Regional Planning",
A.I.P. JOURNAL, May, 1968, p.153.

Regionalism in Saskatchewan

The move to urbanization in Saskatchewan has been somewhat slower than other provinces in Canada - nevertheless, urbanization has occurred. Although the province of Saskatchewan lost 52,117 persons since 1966, the cities of Saskatoon and Regina gained significantly. Four other nodal centers also had population increases while rural areas experienced sharp declines. This should be kept clearly in mind when discussing regionalism in Saskatchewan. Between 1961-1966 the population of the province increased to 955,344 from 925,181 for a net gain of 30,153. During the corresponding period the nodal centers increased over 47,000 people.

Table I: Nodal Centers - Population

<u>City</u>	<u>1961</u>	<u>1966</u>	<u>1971</u>
Regina	112,141	131,000	137,759
Saskatoon	95,526	115,829	125,079
Moose Jaw	33,206	33,417	31,284
Prince Albert	24,168	26,269	27,613
Swift Current	12,186	14,485	15,048
Yorkton	9,995	12,645	13,149
North Battleford	11,230	12,262	12,453
Estevan	7,728	9,063	8,930
Weyburn	9,101	9,022	8,576
Melville	5,191	5,619	5,243
	<u>320,652</u>	<u>369,611</u>	<u>385,134</u>

D.B.S. CENSUS REPORTS 1966, 1971

As stated above, between 1966-1971 the province decreased to 919,227 from 955,344. During the period the nodal centers (six increased; four decreased) gained 12,103 persons. The two primate centers, Regina and Saskatoon, gained 16,000 persons.

Recent statistics reflect their importance as trade and manufacturing centers also.

"A 75 miles radius circle around these towns would generally cover the central portions of their trading area. This set of areas would extend over nearly the entire settled part of the province. At least one of these centers is within one hour and fifteen minutes maximum driving time of about ninety percent of Saskatchewan's population." 12.

This is illustrated on the map entitled "Saskatchewan Trade Centers" (Figure 1).

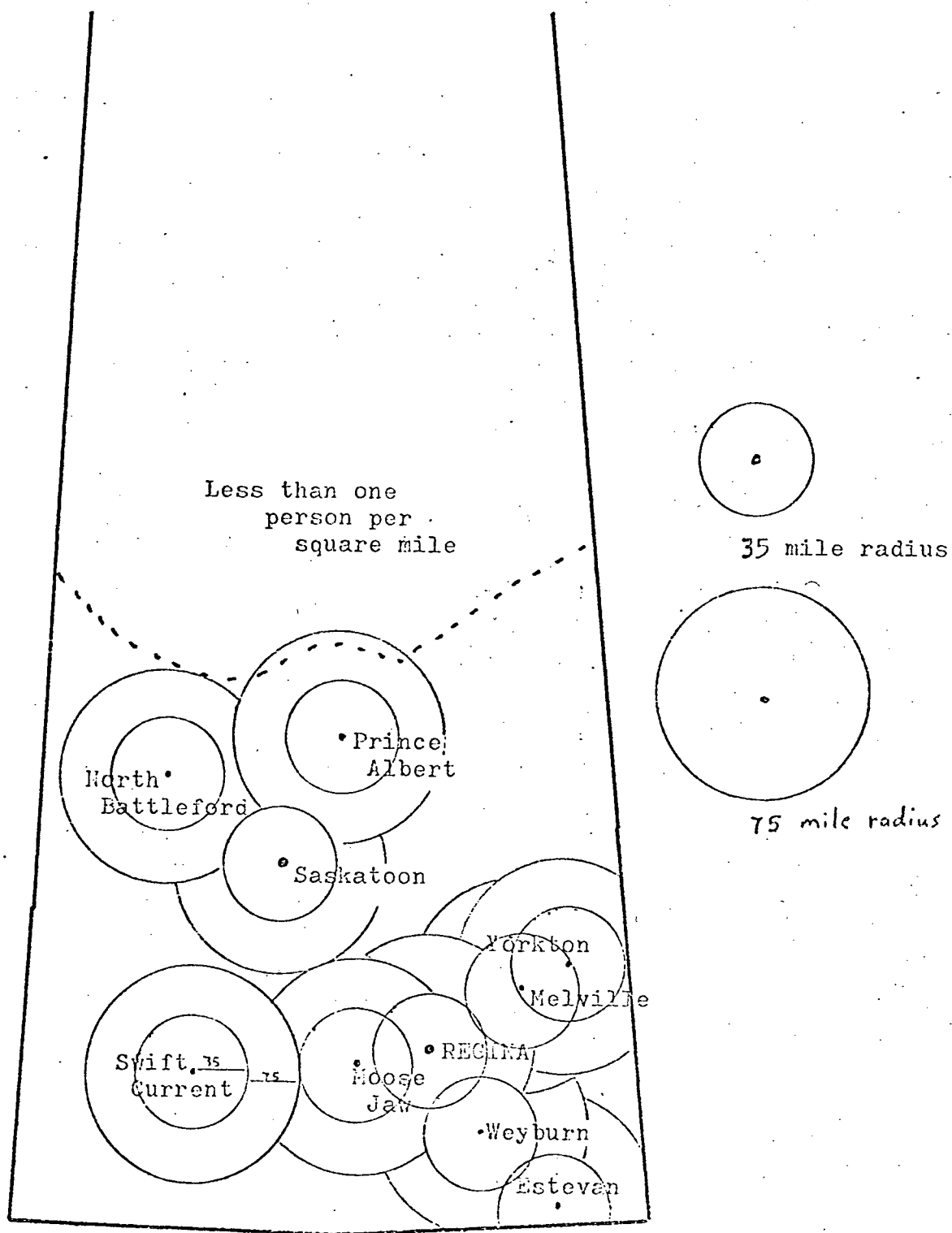
The continued mechanization of the agricultural industry, together with the continuing development of the amenities such as higher wages, better schools, more cultural facilities in urban life in Saskatchewan's towns and cities, indicate that the trend toward concentration of population in urban centers is likely to continue. Thus, while the rural areas of the province will become more productive, there will not be the same pressures of development in these areas as will be felt in the major urban centers. Thus we separate treatment for urban and rural municipalities. This is generally the position of the R. M. Bryden study* on Saskatchewan planning which states:

"A system of land-use controls which is necessary in the rapidly developing city is not required to cope with the less rapid and diverse rural change. The acceptance of governmental regulation of the use of property, whether by local or provincial government, is based ultimately upon the belief of

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12. Stabler, J.C., "The Relationship of Regional Economics to Regional Governments", C.PAC WORKSHOP, Yorkton, Saskatchewan, April 15, 1970.

* Professor Bryden, University of Saskatchewan, Saskatoon, was commissioned by C.M.H.C. and the Saskatchewan Government to study the Community Planning Act and recommend changes in the Act which would make it possible to form regional governments.

Figure 1: Saskatchewan Trade Centers



the property owner in the ultimate beneficial effect of the system upon his property present or future. Therefore, urban residents are likely to accept techniques of control that would be unacceptable to their counterpart in rural areas." 13

In Saskatchewan these controls come under the Community Planning Act.

The move to regionalization in Saskatchewan has been somewhat slower than in other provinces, but it has now reached the stage where legislation is being proposed which would effectively implement this form of decision-making, (i.e., regional planning only).

It is always valuable to analyze the pattern that regionalization is taking in other provinces for comparative purposes. The provinces of Nova Scotia, Ontario and British Columbia will now be discussed.

Regionalism in Canada

(A) NOVA SCOTIA

In 1967 the Conservative Government in Nova Scotia, in co-operation with the Union of Nova Scotia Municipalities, set up a provincial municipal fact finding committee.

"The population of Nova Scotia is 760,000. To serve this population there are 65 municipalities, 89 municipal, regional and vocational school boards, 686 local boards of school trustees and a variety of boards and commissions relating to grant expenditures, planning, library and other services." 14

There can be no doubt as to why the committee concluded there were too many such units in municipal government. The summary of former Premier Smith's second Report in 1969 stated:

"the committee believes that the stress should be on fewer units without the creation of a second tier of municipal government except in unusual cases the regions to be defined by the province." 15

13. Bryden, R. M., "Saskatchewan Planning Legislation Study", Saskatchewan Dept. of Municipal Affairs, Regina, 1969, p.1.

14. Forsyth, A., "Urban Policies in the Making", CPAC REVIEW, Vol. 20, No. 2, 1970, p.10.

15. Ibid., p.13.

The growth of regionalization in Nova Scotia as well as the rest of the Maritimes depends greatly on the regional policies of the Federal Government and such agencies as ARDA and ADA. It is perhaps too soon to judge the total effect of these policies at this time.

(B) ONTARIO

The approach of the Ontario Government to regionalization is somewhat different than the other provinces. There has been no attempt to regionalize the entire province, no attempt to regionalize or delineate regions in the manner already discussed, but rather on a regional developmental basis. Eight areas were chosen for intensive study and according to the Director of the Municipal Research Branch of the Ontario Government in an address delivered in May, 1969

"Several areas are now at some stage along the road to regional government our need is to give priority considerations to areas where need is the greatest." 16.

Thus the system now developed in Ontario is called the "Design for Development" program. Each development concept is intended as a planning framework to guide growth and change in the region. Already the Toronto-Centered Region is functioning along with the Kitchener-Waterloo-Galt area as well. Several other areas are beginning to form nodal centered regions, e.g., the London-Windsor area.

The Ontario Government of Premier Davis has inherited a pre-conceived pattern for regionalization from his predecessor John Robarts that has in fact nurtured the "city-center" concept developed in theory by H. Carol of

16. Forsyth, A., op. cit., p.13.

York University in Toronto. (Figure 2). According to Carol, the city forms a socio-economic hub for the whole population of a city-centered region. 17.

This, states Carol, includes functions such as commuter relations between the city and its hinterland (rural) as well as recreation. The philosophy of Carol is in search of a system of regions that will provide a suitable stage for social action on the issues of regional government. 18

Leo Gertler takes Carol to task for over-emphasizing the central place theory of a region. Gertler states this concept is backward looking and had its origins in the market center idea which itself had its origins in rural society. Gertler states:

"No issue can be taken with this concept as such as a criterion for regional delineation In our time it is not the most decisive criterion for defining the urban-center region. We have to keep our eyes on the centrifugal forces - the outward thrust of the city into rural areas." 19

Gertler's statement is of significance for this thesis since his attitude towards the rural areas is shared by many academics. A similar situation exists in Saskatchewan and will become evident in chapter four.

The situation in Ontario was regionalization strictly on economic terms as late as 1965. The Toronto-Centered Region in existence today was created mainly on economic terms. The progress of events between 1965 and 1969 is well documented 20 and demonstrates the change in policy since 1965. The need to create the Toronto-Centered Region on more than

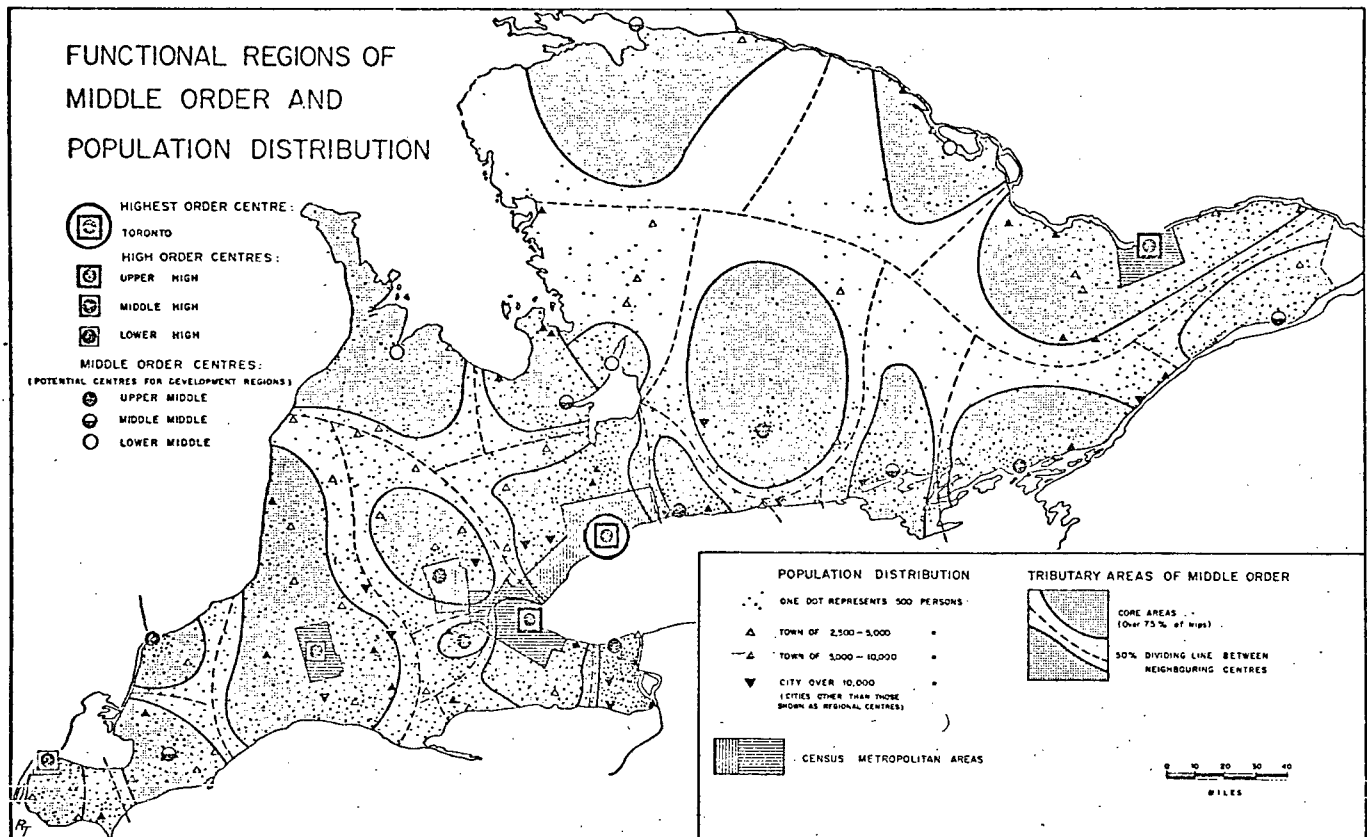
17. Carol, H., "City-Centered Development Regions", Ontario Geography, Vol. 16, No. 2, 1969, p.81.

18. Ibid., p.22.

19. Gertler, L. O., "Regionalization and Economic Development", CPAC JOURNAL, Vol. 20, No. 1, Ottawa, 1970, p.8.

20. Kidnie, Janet, "Evolution of Regional Planning and Government in Ontario", M.A. THESIS, U.B.C., April, 1969, pp.48-68.

Figure 2: Functional Regions of Middle Order and Population Distribution



Source: Carol, Hans, "Development Regions in Southern Ontario Based on City-Centered Regions", Ontario Geography, No. 4, 1969, p.19.

economic interaction was summarized by Krueger's paper on regional economic development in Ontario:

"Unless there is close coordination at the provincial government level, some of the proposals previously made will be impossible to execute and the end result of all the attempts at reform at the local level will meet with very limited success. It is for this reason that I recommend, regardless of what other action is taken, that the government establish a Cabinet Committee on regional development." ²¹

The current situation in Ontario, recommended by the Ontario Commission on Taxation ²² is one in which a region will have a two-tier form of government but will not do away with local municipalities or have their boundaries changed.

"The regional council will be composed of elected members from the councils of the local municipalities, except for the chairman. The functions carried out by this regional council will include assessment, arterial road maintenance, major water, sewage and drainage works, regional planning, capital financing, and welfare services." ²³

The significant point to remember in Ontario is that to implement fully (by legislation) regional planning, a definite change in the framework of government is required. For the rational implementation of power, it remains to be seen whether the current government will make that change.

21. Kreuger, R., "Regional Economic Development in Ontario", International Conference on Regional Development and Economic Change, Department of Economics and Development, Toronto, 1965, p.45.

22. Report of the Ontario Committee on Taxation was released January, 1968. The Report is discussed further in chapter four.

23. Toronto Globe and Mail, February 3, 1968, p.1.

(C) BRITISH COLUMBIA

This province has followed a slightly different concept of regionalization. The Province is divided into 29 regional districts and has avoided the second tier of government between the province and the municipality.

This is typified by Dan Campbell, Minister of Municipal Affairs for British Columbia, in a policy speech published in 1968:

"Regional Government does the same thing as metro government but the functions that it assumes, with the exception of hospitals, are not statutory functions. In addition, the regional district has no authority to levy its own taxes." 24

These regional boards were formed in 1965 with provincial-government appointed directors. Their operation, described by the Vancouver Sun, is unique in Canada, with the announcement on November 5, 1969, by the Provincial Government that the members of these regional boards would henceforth be duly elected. The Sun states that the formation of these boards is to "provide a form of government at the regional level to co-operate municipal and non-municipal services. They will receive grants from the province for administration costs and grant assistance for regional planning which the province is encouraging them to undertake." 25 Ironically, the city of Vancouver was hesitant to join one of these boards until it was assured that it would continue to have full control of its own planning and development. Not until May 6, 1966 did the city endorse regional planning for the lower mainland:

24. An Interview with The Hon. Dan Campbell, B.C. Municipal Affairs Minister, "The Regional District...What It Is...How It Works."

25. Ibid., p.1.

"Until the plan, the lower mainland regional planning board could and would recommend zoning and land-use changes in 28 municipalities, encompassing an area from Hope to Vancouver. Hence control over zoning changes in Vancouver would remain with city council." 26

It is not clear at this time what the goals of the Bennett Administration are in the field of regionalization in the lower mainland. Bear in mind the objectives of other governments for large urban centers - e.g., in Britain:

"The objective of government policy is to reduce congestion in urban centers by creating new towns. Policy concerned with the relief of congestion has proceeded haphazardly, bedevilled by the rapid growth of population and the increase in the ownership of private cars." 27

The question arises as to what happens to the 28 municipalities in the lower mainland regional planning board. Provincial Municipal Affairs Minister, the Hon. Daniel Campbell, was asked precisely this question. Is it a case of regionalism today and amalgamation tomorrow?

"No. The questions should not be confused. In one case you are talking about political amalgamation as with Alberni and Port Alberni; the other is functional amalgamation of regional districts. There should be some move towards amalgamation of municipalities, particularly on the lower mainland." 28

Another aspect to regional government in B.C. is the position recently taken by the Planning Institute of British Columbia in a brief submitted to

26. Vancouver Sun, May 6, 1966.

27. Wilkinson, R. K., "Criteria for Regional Planning", TOWN PLANNING REVIEW, Vol. 41, No. 3, July, 1970, p.207.

28. An Interview with The Hon. Daniel Campbell, Minister of Municipal Affairs for British Columbia.

the Minister of Municipal Affairs in April, 1970. One of their major proposals was that the province be divided into eight economic regions. (Figure 3). The Brief fails to state the manner (rationale) in which these eight economic regions are to be delineated; however, the Brief is not a comprehensive report, but simply an outline of suggested or proposed policy. PIBC did state that several levels of government are now becoming increasingly indivisible, but the actions of the provincial government are still the key determinants in regional development. In short, the province's capital works and legislation outweigh all other determinants of regional development and thereby set the pattern for decision-making by local government and private enterprise.

PIBC proposed the following principles:

1. HUMAN NEEDS: Take into account the full range of human needs and anticipate the consequences of both public and private action.

2. REGIONAL DIFFERENCES: Recognize regional differences and potentials and encourage and facilitate local decision-making on regional development.

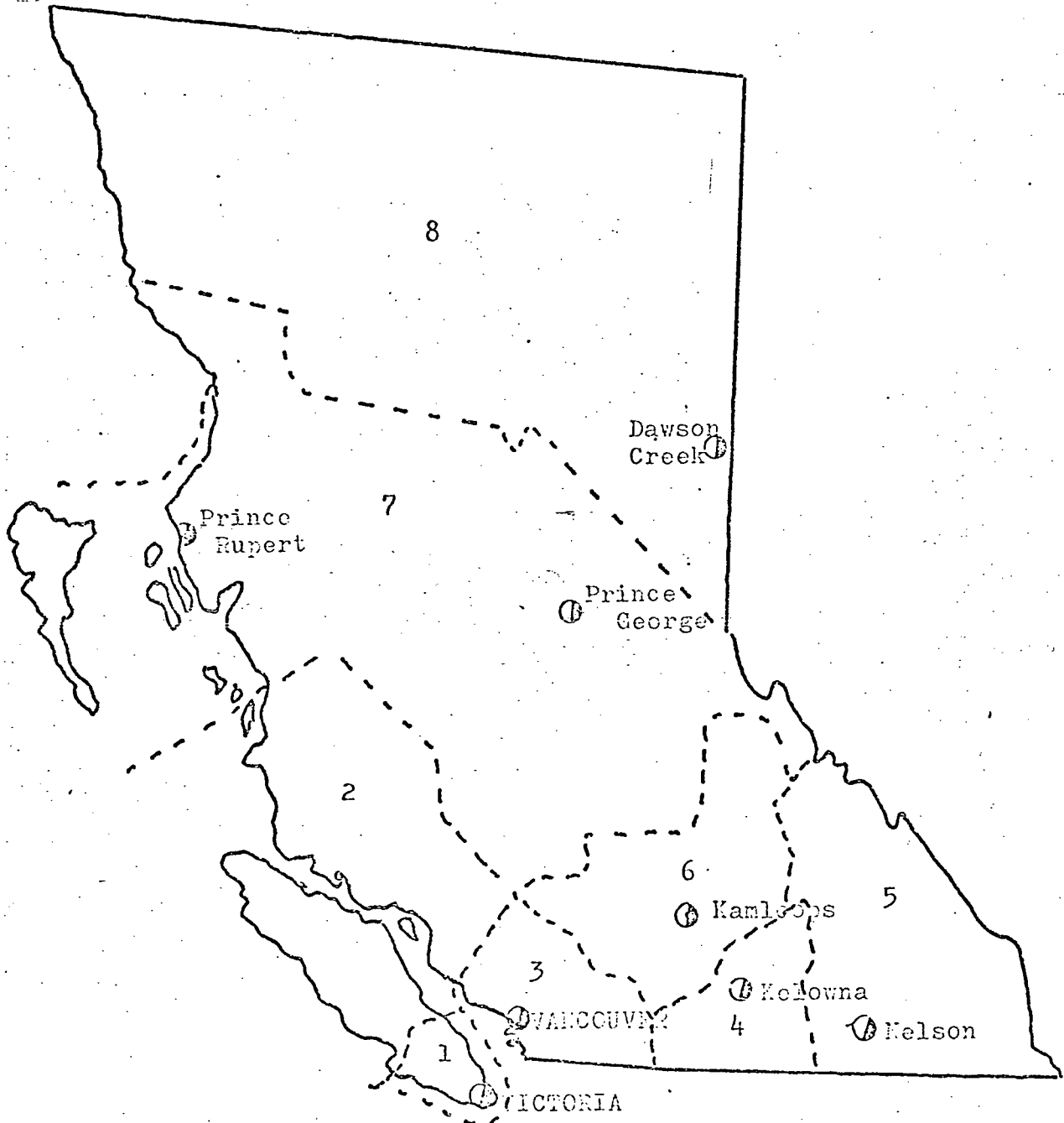
3. INTEGRATED DECISION-MAKING: Replace the separate consideration of major provincial government projects by individual departments.

4. REGIONAL DEVELOPMENT PROGRAMS: Embark upon major projects only after considering the full costs and benefits of alternatives, and establish their location and priority as part of regional development programs. 29

The position taken by PIBC is similar (in principle) to the position of the Town Planning Institute of Canada and the non-professional Community

29. Planning Institute of British Columbia, "Regional Development - A Framework for Provincial Policy", A Brief to the Minister of Municipal Affairs, Hon. Dan Campbell, April, 1970.

Figure 3: Suggested Economic Regions in British Columbia



Source: Planning Institute of British Columbia, "Regional Development - A Framework for Provincial Policy", A Brief to the Minister of Municipal Affairs, April, 1970.

Planning Association of Canada in studies done in other regions.

The researching of this topic has made evident two significant factors - the first being the unwillingness and quite understandable position of the Federal Government towards recommending regions, and the second being the realization that although much is and has been written on the topic of regionalism, evaluation is needed of the methods and approaches in these studies as soon as they are available. The latter is one reason for this thesis, e.g., a considerable number of studies have been completed in Saskatchewan concerning regionalism, but few have evaluated other methods and even their own approaches.

In the span of less than one year the Federal Government has completely reversed its position towards regionalism. In September, 1969 the Hon. Robert Andras, then Federal Minister Responsible For Housing, stated:

"Most of our opportunities and most of our problems occur in urban settings. Hence regional disparities must be in terms of urban arrangement." 30

These remarks implied that Andras favoured the city-centered development regions of Southern Ontario; yet on June 10, 1970 he told the Annual Meeting of Mayors and Municipalities:

"We must, for instance, realize that one of the most important levels of government - municipal - is not yet a recognized participant in the process of establishing objectives - formulation of policy and programs - and allocation of resources." 31

30. The Hon. Robert Andras, Federal Minister for Housing, (Radio Release), "Property Forum", 1969, King Edward Hotel, Toronto, September, 1969.

31. The Hon. Robert Andras, Federal Minister for Housing, (Address) 33rd Annual Convention of the Canadian Federation of Mayors and Municipalities, Halifax, Nova Scotia, June 10, 1970.

In the Saskatchewan context, this may be interpreted as favouring local rural municipal government. Perhaps the government could decide on this issue if some direction were given it by respective communities or regions in the form of clear, concise proposed policy.

The situation in Britain is somewhat similar to that in Canada. While the debate on regionalism continues, the implementation of regional government flounders in the depths of analysis. e.g., in Britain, which has the Ontario regional concept, "there is currently a lag in some aspects of regional planning since there has been little literature devoted to analysis of the impact of regional-planning activities." ³² This idea is shared by P.T. Wheeler, who reports that "at the Nottingham Symposium it was realized that in the last few years much has been written on the topic of regionalization by a variety of agencies, private consultants, and government officials." ³³ Wheeler also states that we need evaluation of the methods and approaches adopted in these studies as soon as they are available.

An attempt was made in this particular analysis to bring some of the diverse views on the subject into focus. Some concentration was devoted to the semantic problem existing in this field and it was illustrated how this has been interpreted by different Canadian provinces. The analysis did demonstrate that regionalism (whatever form it may be) depends on the

32. Dutt, Ashok, "Regional Planning in England and Wales" -
A Critical Evaluation - PLAN, Vol. 10, No. 1, 1969.

33. Wheeler, P. T., "Proceedings of the Nottingham Symposium on
Sub-Regional Studies" - Regional Studies Assoc., East
Midlands Branch, Nottingham, 1969.

circumstances of each case.

The semantic problem has not been completely resolved and terms like "regional transportation" and "regional government" will be defined in the chapters concerned with these concepts.

This thesis will not attempt to move from analysis to an approach that will enable a province like Saskatchewan to adopt not only planning regions but also regional government.

CHAPTER II

DELINEATION OF BOUNDARIES FOR PLANNING REGIONS

In Chapter One, regions were described as sub-divisions of nations and there are a series of possible criteria for determining boundaries of regions for a variety of purposes. What are some of the different ways of looking at regions? To answer this question, two others must be posed. What are the basic components of a region? How do we view these components? Wilson suggests four types of component:

"There are mobile objects such as people, goods and vehicles; there are immobile objects or physical infrastructures such as buildings and transport facilities; there is land which can be put into a special category of its own; finally there are a wide variety of activities: living, working, shopping, being educated and having a social life for individuals; there are economic activities, and there are activities which are interactions such as travel." 34

These types of components may be classified as System Identification. The latter activity - "interactions" - will be discussed in Chapter III. The remaining components will be inherent in this analysis of possible criteria for establishing boundaries for planning regions in Saskatchewan.

This chapter will not attempt to make an extensive analysis of the criteria essential for the demarcation of regions. In fact, according to

34. Wilson, A. G., op. cit., p.4.

Brewis, ³⁵ "it is possible to speak in general terms about regional problems without explaining precisely what we mean by a region or an area, and for many purposes, a specific delineation of the boundaries - or an agreement on the criteria for drawing them - is not essential to useful discussion." This has been part of the problem in Saskatchewan - discussion always broke down at that point when boundary criteria were brought into the picture. This particular chapter does not purport to have the final solution, but will demonstrate that the boundary question has been over-emphasized.

Take, for example, the definition used by the American Association of Geographers - "a region is not an object either self-determined or nature given. It is an intellectual concept, an entity for purposes of thought, created by the selection of certain features that are relevant to a real interest or problem, and by the disregard of all features that are considered to be irrelevant." ³⁶

Furthermore, a United Nations report had this to say regarding the delineation of regions:

"there is no particular mystique about identifying them they are ordinary, common, practical, geographical areas for which social and economic improvement plans have been conceived, planned and undertaken boundaries may be determined by natural features, trading or metropolitan areas, labour markets, ethnic groupings, or political jurisdictions." ³⁷

35. Brewis, T. N., Regional Economic Politics in Canada,
The MacMillan Company of Canada, Toronto, 1969, p.43.

36. Regional Economic Planning, Organization for European Economic
Cooperation, Paris, 1961, p.379.

37. Design for a Worldwide Study of Regional Development: A Report
to the United Nations on a Proposed Research-Training Program,
Washington, D.C.: Resources for the Future, Johns Hopkins Press,
Baltimore, Md., U.S.A., 1966, p.3.

Brewis counters this indifference by stressing the point that "in determining both whether economic development is necessary and what type of development is best suited to an area, some boundaries are much more important than others." Brewis further states that before we determine regional boundaries, some guidance can be gained by looking at the ways in which regions are commonly classified.

Table II: Regional Classification ^a

Classification	Description
Homogeneous	has one or more significant characteristics in common; such characteristics in the case of a "lagging" region might include a low growth rate, and an abnormally high percentage of people with less than average education.
Nodal	are based on focal points of economic activity and entail functional relationships. Usually a city or town plays a central role.
Administrative	A municipality or a county.

^a based on Brewis, T. N., op. cit., p.46-47.

Regional classifications by Brewis illuminate one important factor: the city. The importance of cities in regional planning has not been stressed until recently:

"In the United States, one observes a changing focus from hinterland or watershed to the metropolitan region as the major planning area. One can further expostulate that no effective regional planning can be done in the sense of resource and economic development, without considering the role of cities, without considering the core of economic progress." ³⁸

38. Friedmann, John, "The Concept of a Planning Region", Regional Development and Planning: A Reader, eds. John Friedmann and William Alonso, M.I.T. Press, Cambridge, Mass., U.S.A., 1964, p. 500.

This thesis will attempt to analyze whether or not nodal centers based on economic interaction exist in Saskatchewan. Furthermore, the demarcation of service centers in the province relates directly to the boundary question, i.e., a nodal center plays a primate role in its immediate "umland."

Three major attempts have been made to establish either new economic (planning) or new administrative boundaries in the province. 39, 40, 41

The first of these studies, the Royal Commission on Agriculture and Rural Life, utilized the central place theory of Walter Christaller, developed in his book, Die Zentralen Orte in Suddeutschland, written in 1933. According to Christaller "that city or settlement is named a 'central place' which functions as an economical and social center for a larger or smaller umland."

Distribution and number of central places of any order may vary:

"If the principle of optimum supply of the umland is predominant, there is a central place of next lower order located in the center of the equilateral triangle formed by the location of neighboring central places of next lower order for any central place of higher order, 6 places of still lower order, etc." 42

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39. Royal Commission on Agriculture and Rural Life, "Service Centers", Report No. 12, Government of Saskatchewan, Regina, October, 1957.
 40. Local Government Continuing Committee, "Local Government in Saskatchewan", Government of Saskatchewan, Regina, March 1, 1961.
 41. Nader, G. A., Proposals for the Delineation of Planning Regions in Saskatchewan (Unpublished), Government of Saskatchewan, Regina, June, 1970.
 42. Christaller, W., "The Advantages of Space - Economical Theory for the Practise of Regional Planning", Ekistics, Vol. 20, No. 119, October, 1965, p. 223.

Christaller further states that the development of urban communities is primarily (in an industrial society) a response to the economic and social needs of the rural population.⁴³ Certainly this is an oversimplified definition of a region; however, as broad regions go, few generalizations pertain more significantly than Christaller's to the province of Saskatchewan. One of the best applications of Christaller theory in Canada (yet alone Saskatchewan) is the study led by Professor P. Woroby of the University of Saskatchewan (Regina) as part of the Royal Commission on Agriculture and Rural Life submitted to the Government of Saskatchewan in 1957. Despite the data being 15 years old, it still is pertinent today.

First, a further brief analysis of Christaller theory. The author developed his theoretical system to include various levels or orders of central places. He computed the population of these places, their distances apart, and the sizes and populations of their tributary areas in accordance with his hexagonal theory illustrated by Figure 4.

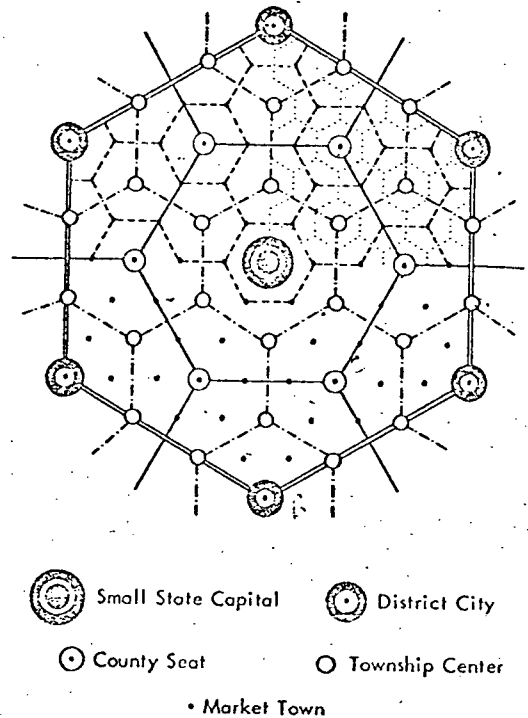
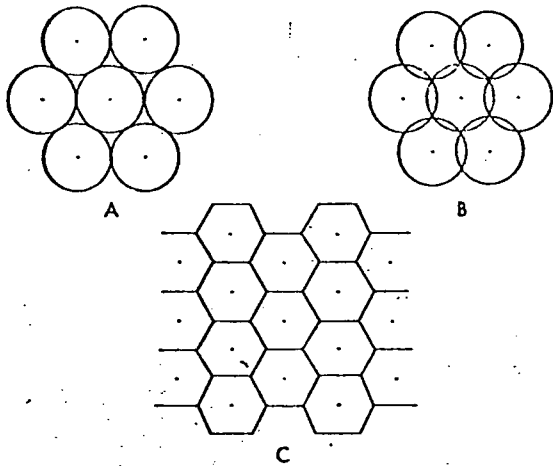
To summarize, two fundamental conditions of supply and demand affect the location of service centers:

1. The existence of demand for services in an area exerts economic pressure to service that demand - to locate central services in such a manner that will be accessible to residents of the entire area.

43. Christaller, W., op. cit., p.223.

44. Murphy, Raymond E., The American City, McGraw-Hill Book Company, Toronto, 1966, p.76.

Figure 4: Christaller Hexagonal Theory



Ideally, each central place would have a circular tributary area, but tangent circles (A) would leave unserved spaces, and overlapping circles (B) would mean competition in the overlapping areas. Hexagons (C) use all the space without overlapping.

The pattern of service centers and the hexagonal areas serve according to Christaller's market principle. Five levels of centers are represented in the diagram, though Christaller considered two still higher orders of centers. The market town, with a population of 1,000 and at a distance of 4.5 miles from its nearest neighbors and serving an area of 17 square miles, is the basis for the system.

Source: Murphy, Raymond, The American City, p. 76.

2. The economic forces that govern the supply of services (the characteristic sizes of economic retail units) will exert pressure to keep the number of service locations at the minimum required to service the demand. ⁴⁵

Christaller assumed an ideal area in which population and resources were distributed uniformly and in which transportation and communication were unimpeded.

One further point needs to be clarified and that pertains to split function or center. Christaller was aware that in many instances two centers may perform similar dominant roles and therefore devised his split center system. Instead of each center acting as the central place for six lower centers, the split centers act as central places for eight lower centers. (Figure 5.)

The practical application of Christaller theory was applied to an area in the South-West corner of Saskatchewan (geographically known as the Palliser Region), as illustrated by Figure 6.

The results of the Royal Commission on Rural Life and Agriculture are quite illuminating. (See Table III.)

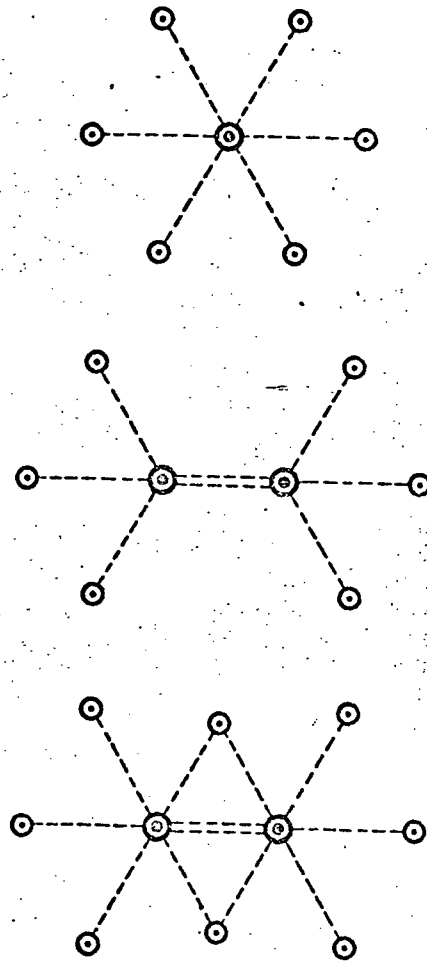
Table III: Theoretical Expectations and Results

	Theoretical	Actual
Cities	1	2
Greater Towns	6	8
Towns	6	26
Villages	24	65
Hamlets	54	155

Source: Royal Commission on Rural Life and Agriculture, p. 100

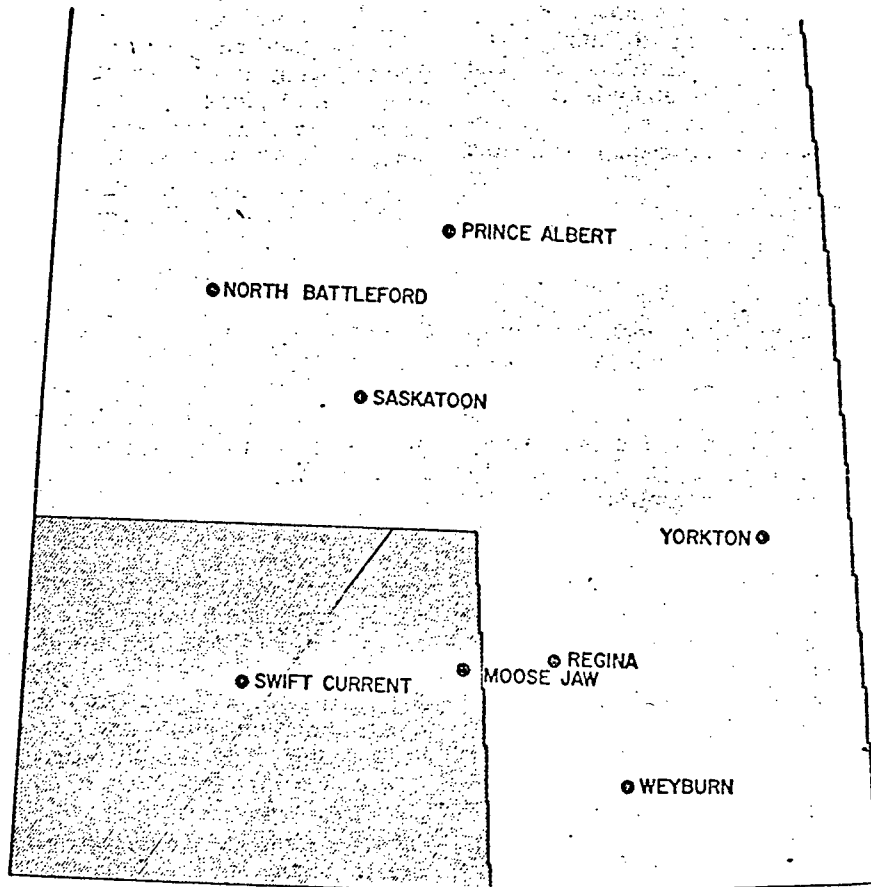
45. Royal Commission on Rural Life and Agriculture, p. 73.

Figure 5: Christaller Theory - Split Centers



Source: Royal Commission on Rural Life and Agriculture, p.72.

Figure 6: Map Showing Analyzed Area in Southwestern Saskatchewan



Source: Royal Commission on Rural Life and Agriculture, p. 76.

While the location of centers (Table III) is somewhat at variance from the theoretical model, the influence of transportation requirements (railways) accounts for the major part of the distortion. This will be discussed in Chapter III. Christaller states that when applying the theoretical model of central places in regional planning, it is impossible to proceed absolutely schematically. It is obligatory to consider features of the terrain, the network of natural waters, densities of population, existing settlements, traffic routes, and last, but not least, the anticipated trends of future development and politically desirable planning objectives.⁴⁶ The Commission also found topography (areas of sub-marginal land) as a further factor to break down the model. Despite this deviation, the Commission concluded that the theory of service centers adopted in this report⁴⁷ appears to be adequate as a framework for analysis.

An M.A. thesis in City Planning completed at the University of Manitoba in 1970 applied the Christaller model to the Palliser Region and concluded (13 years later than the Royal Commission on Rural Life and Agriculture) that Christaller's model is "still useful as a beginning point in the study of an area. In particular, the hierarchial classification of the service centers appears to be important as a beginning point and as a method of comparing functional classes of centers."⁴⁸

46. Christaller, Walter, op. cit., p.224.

47. Royal Commission on Rural Life and Agriculture, p.100.

48. Kovach, James, Regional Development Planning for Saskatchewan, University of Manitoba (unpublished thesis), 1970, p.43.

Whereas the Royal Commission on Rural Life and Agriculture was not specifically concerned with boundaries as determining service centers, the Local Government Continuing Committee Report ⁴⁹ was specifically concerned with the delineation of boundaries for local government re-organization. This report, submitted to the Government of Saskatchewan on March 1, 1961, attempted to outline a new system of local government. It recommended a new alignment of boundaries which suggested considerable amalgamation of existing municipalities. These proposed new boundaries may be found in Figure 7: Proposed Boundaries for Local Governments in Saskatchewan. At that time (1961) there were 296 rural municipalities, 12 local improvement districts and 60 school units in the province. The boundaries created by the Committee produced 66 larger sized units called a county-regional system. The Committee utilized geographical criteria to draft its boundaries but:

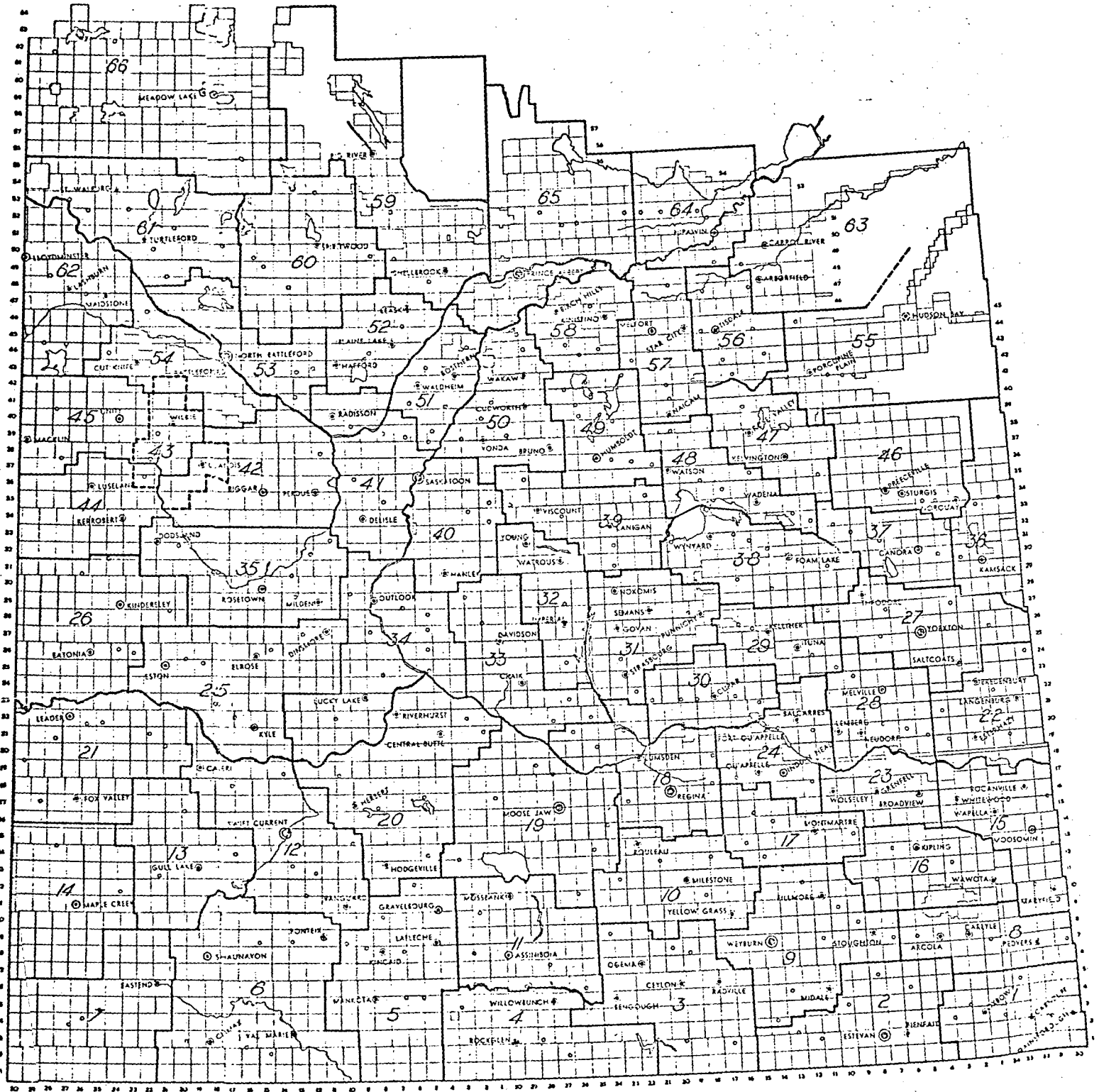
"As a further check on its work, the committee spot-checked local boundary locations with municipal councillors, school board members, municipal secretaries and others in a number of areas throughout the province. The committee also applied a detailed functional test to boundary locations in co-operation with the Department of Education and school officials." ⁵⁰

School unit boundaries were then compared to the tentative community boundaries based on trading areas. Adjustments were then made to bring both units into some workable single unit.

49. Local Government Continuing Committee, "Local Government in Saskatchewan", Government of Saskatchewan, 1961

50. Local Government in Saskatchewan Report, p.19.

Figure 7: Proposed Boundaries for Local Government in Saskatchewan



Source: Local Government Continuing Committee, op. cit., p.19.

Two significant conclusions can be made regarding the boundary criteria utilized by this committee. Firstly, all proposed boundaries were subject to considerable refinement based on consultations with local officials. The latter have the intuitive knowledge, based on lengthy residence in the area, to best describe "sense of community". In other words, whether or not a certain municipality identifies with a certain service center.

Secondly, was the committee's conclusion that a total of 66 county-regions was unworkable. Boundaries could not be established without splitting municipalities, thus dislocating existing local governments on both sides. Furthermore, dislocations would last for several years and the administration of grants and provincial services* would further complicate matters.

The most recent report ⁵¹ attempting to demarcate the province into regions was completed June, 1970 by Professor G. A. Nader of the University of Saskatchewan. Nader attempted to divide the province into planning regions. Finding it difficult to obtain data of such economic flows as those of goods and services, Nader was successful in obtaining data concerning the flow of telephone calls within the province to use as an index of economic interaction. Information was obtained from Sask-Tel. on the number of calls that were exchanged (originating and terminating) between each of 422 communities and all other sample communities (i.e., a 422 x 422 matrix of telephone calls). The data included all telephone calls made

51. Nader, G. A., "Proposals for the Delineation of Planning Regions in Saskatchewan", (Unpublished paper), Submitted to the Department of Municipal Affairs, June, 1970.

* Cost-sharing agreements between province and municipality.

between the sampled communities (toll calls) from July 7th to 11th and July 14th to 18th in 1969 - ten business days (Monday to Friday). ⁵²

Following the computation of the data, Nader constructed three criteria for delineating planning regions. The first and major criterion was that the majority of calls from a community should be made to the nodal center ⁵³ in order to remain within the experimental region. In the second criterion (relaxation of the first criterion) a community would remain part of a region (same region as delineated by the first criterion) if the majority of its telephone calls terminated within the region.

Nader then discovered that all communities were not assigned by the first two criteria. It was necessary to add a third criterion. Under the third criterion, communities were assigned to the region to which more calls were made subject to a contiguity constraint.* At this point regional boundaries were drawn, utilizing existing rural municipality boundaries.

How valid these boundaries are is open to debate. Significantly Christaller thought telephones were a good measure of centrality since they were used for business, but today telephones are the "norm" - even in rural areas. However, Christaller based his central place theory on telephone calls, and his theory has been applied to Saskatchewan, thusly Nader's boundaries have some relevance.

52. Nader, G. A., "Proposals for the Delineation of Planning Regions in Saskatchewan", p.2.

53. Nader designated 65 such centers; those centers which served at least one other community, i.e., more calls were made to that center than to any other center from at least one community, were chosen as possible nodal centers for regions.

* Undefined by the author.

Figure 8 is an example of regions delineated by only the first criterion. This pattern is obviously unworkable. A major hindrance is the imbalance in size of regions (e.g., the Saskatoon-centered region vis-a-vis the Wynyard-centered region). In fact, the cities of Regina and Saskatoon dominated the Nader method to such a degree that he ultimately recommended that only two regions should be implemented (Figure 9). Size is important, since a smaller region would be unable to compete and therefore survive juxtaposed to a larger region.

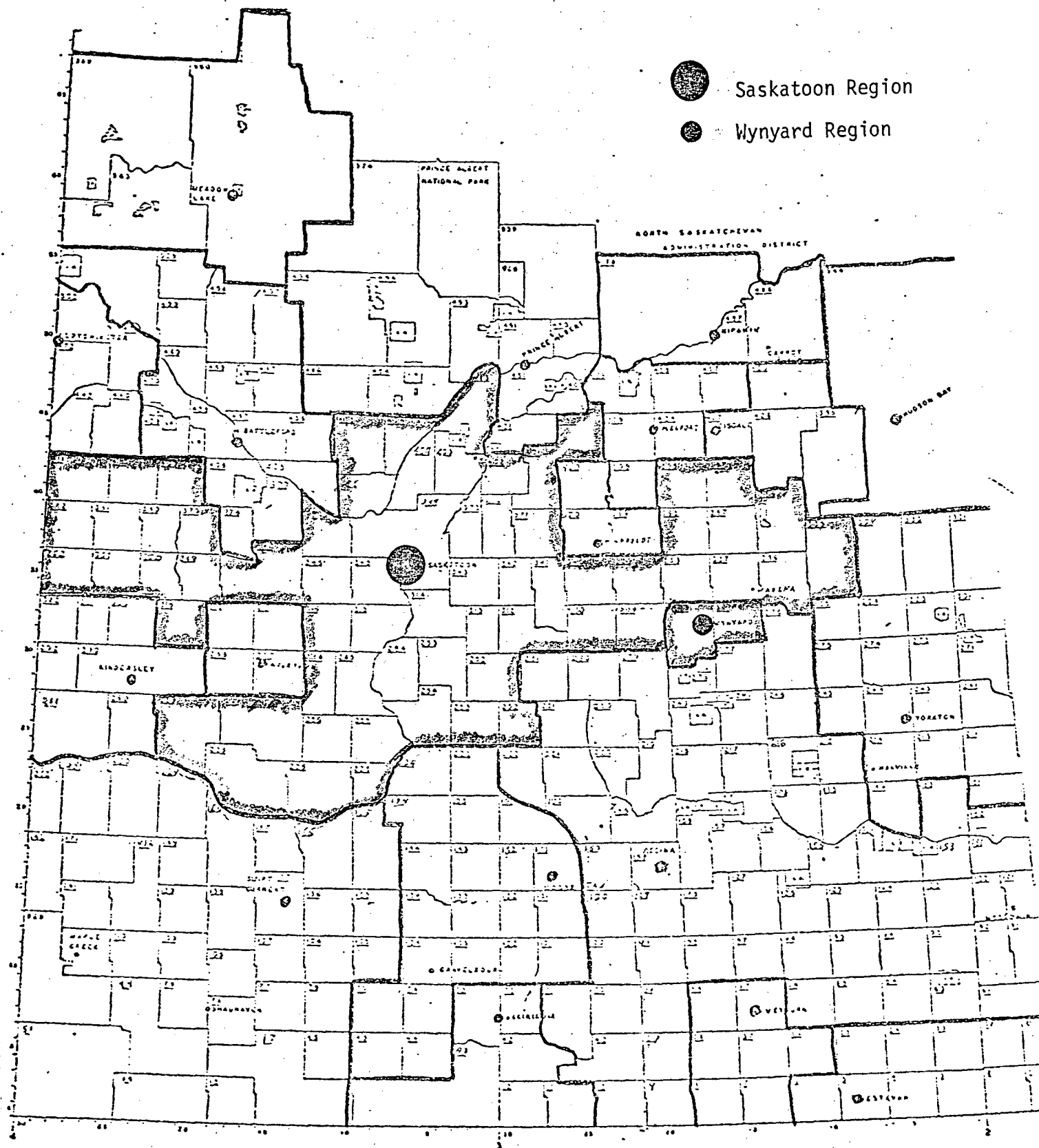
Table IV: Macro-Regions in Saskatchewan

Saskatoon-Macro Region		Regina-Macro Region	
Region	Population	Region	Population
Saskatoon	272,000	Regina	284,000
North-West	60,000	Moose Jaw	68,000
Prince Albert	56,000	Swift Current	58,000
North-East	50,000	Yorkton	80,000
	<u>438,000</u>		<u>490,000</u>

Although Nader suggests that only two macro-regions should be implemented, he did see the need for sub-regions. His report contains several proposals for sub-regions, but finally recommends the pattern displayed in Figure 10. It is of interest to note the Swift Current-centered region. The boundaries (Nader) are quite similar to that employed by the Royal Commission on Rural Life and Agriculture in 1957 and that delimited by Camu, et al.⁵⁴ in 1953. These boundaries were then incorporated in the

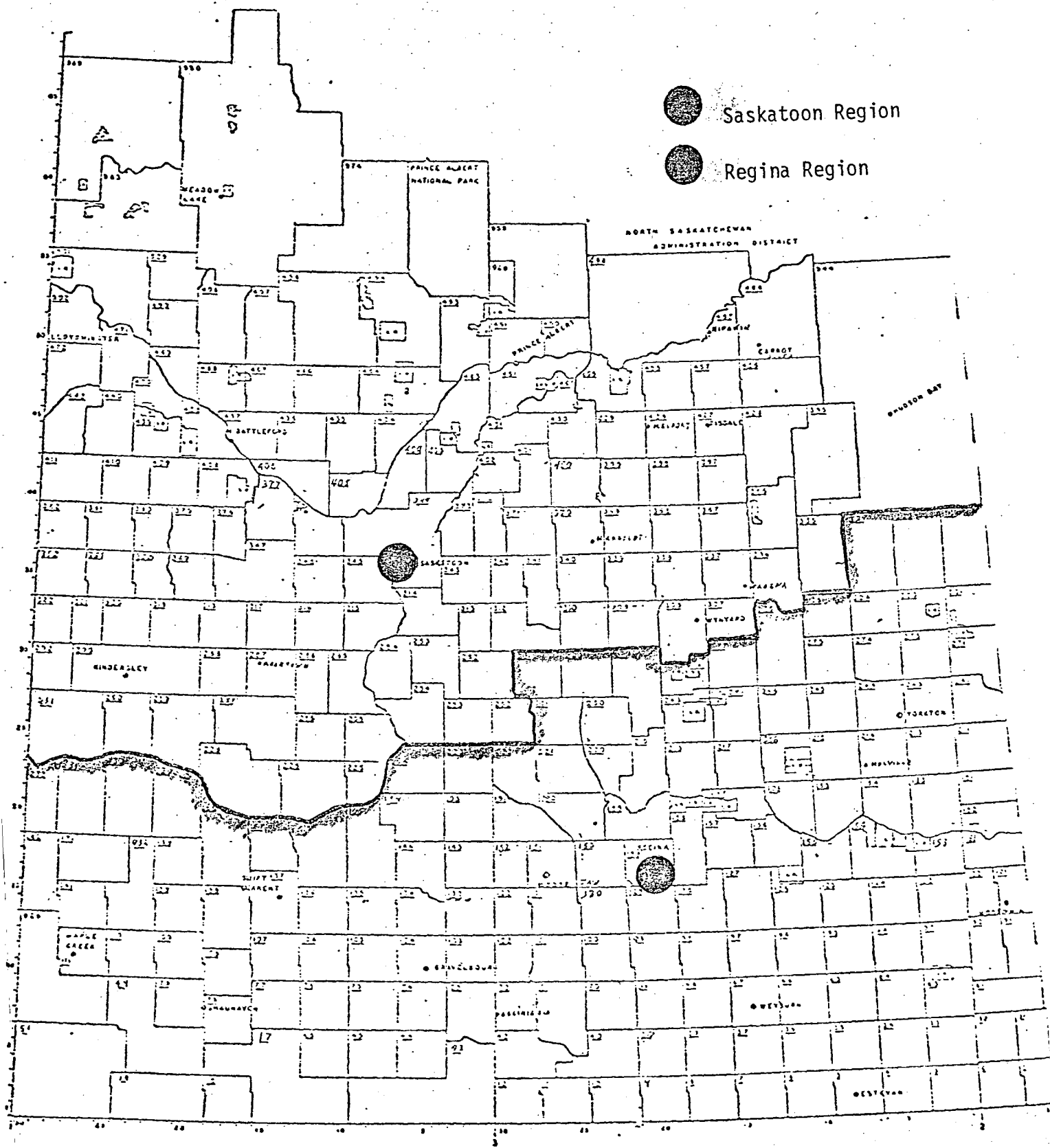
54. Economic Zoning of Canada, and the D.D.P. Geographic Code,
Economics and Statistics Branch, Department of Defense Production,
August, 1953.

Figure 8: Single-Centered Regions in Saskatchewan

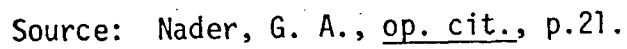


Source: Nader, G. A., op. cit., p.16.

Figure 9: Macro-Regions in Saskatchewan



Source: Nader, G. A., op. cit., p.17.



development of a 68-region system for Canada in 1964.⁵⁵ Figure 11 illustrates the Saskatchewan Region.

Camu, Weeks and Sametz attempted, like Nader, to measure economic interaction. Although they incorporated the theory of Perloff⁵⁶ and Isard,⁵⁷ it was the general theory of August Lösch⁵⁸ that was to provide the framework for the development of the 68-Region System.

"His analytical unit consisted of a marketing area surrounding a focal point of economic activity, the shape and extent of the area depending mostly upon transport conditions. This approach is reflected very directly in the present work, in which marketing criteria are set alongside production criteria in defining zones and wider regions.⁵⁹

Transport conditions discussed by the authors will be analyzed in more depth in Chapter III of this thesis. Figure 11 is an example of the Saskatchewan section of the 68-Region System. A breakdown of those regions is tabulated below.

55. Camu, P., Weeks, E. P. and Sametz, Z. W., Economic Geography of Canada, Bryant Press Limited, Toronto, 1964.

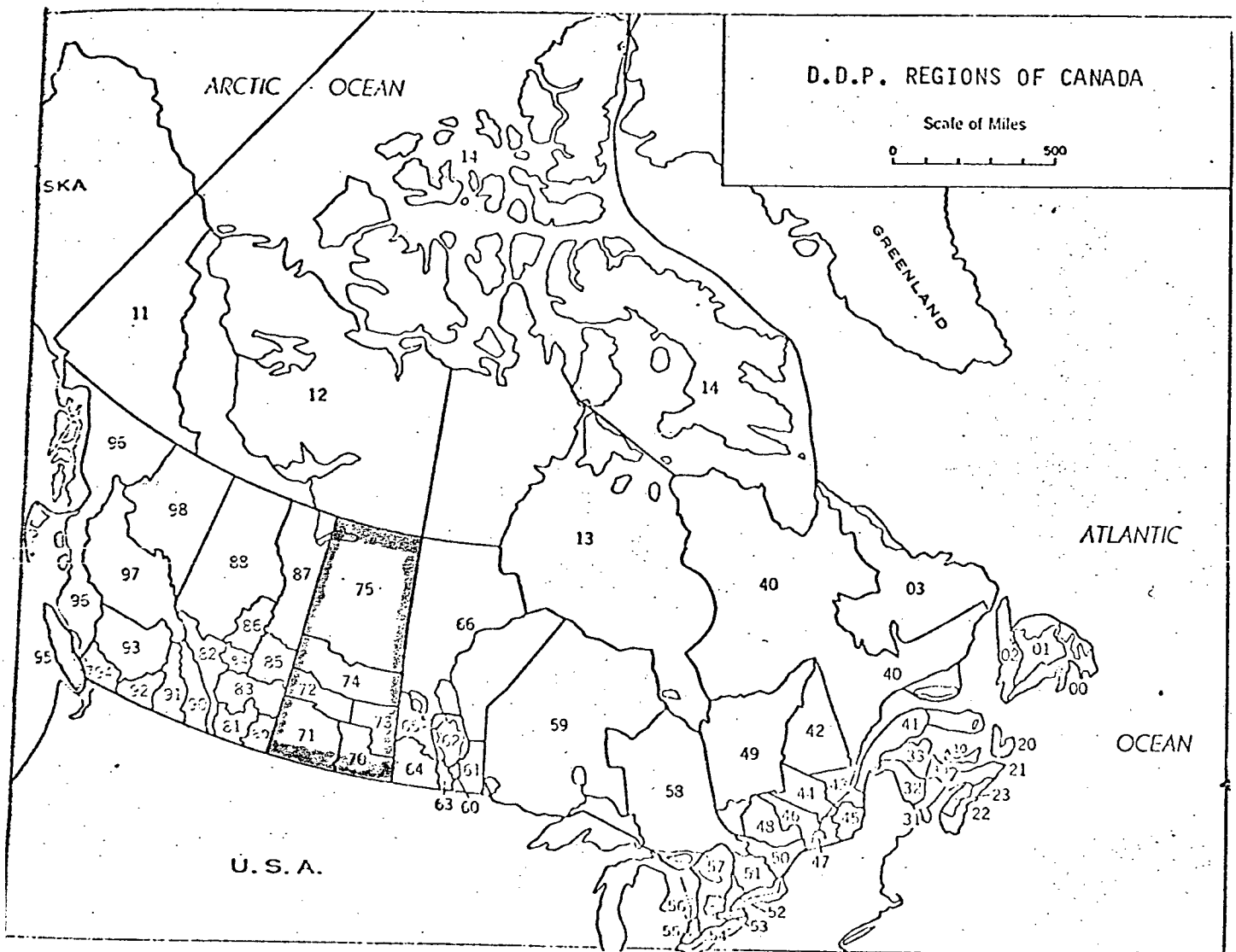
56. Perloff, H. S., et al., "Regions, Resources and Economic Growth", Resources for the Future Inc., Johns Hopkins Press, 1960.

57. Isard, Walter, Methods of Regional Analysis, Technology Press and Wiley, 1960.

58. Lösch, August, Die Räumliche Ordnung der Wirtschaft: Eine Untersuchung über Standort, Wirtschaftsgebiete und den Internationalen Handel (published by Fischer, 1940, and reviewed by W. F. Stolper in American Economic Review, Vol. XXXIII, 1943, pp.626-36.

59. Camu, P., et al., Economic Geography of Canada, p. 262.

Figure 11: Economic Regions of Canada



Source: Camu, Pierre, et. al., Economic Geography of Canada, p.264.

Table V: Saskatchewan Economic Regions ^b

Region Number	Name	Population ^a
70	Regina-South-Eastern Plains Region	227,035
71	Moose-Jaw-Palliser Region	148,838
72	Saskatoon-Central Plains Region	187,123
73	Yorkton-South-Eastern Parklands	129,394
74	Central Parklands	212,083
75	Northern Saskatchewan Region	20,708
		<u>825,181</u>

^a population figures based on the 1961 Census.

^b data compiled from Economic Geography of Canada
by Pierre Camu, et. al., p. 341.

Unfortunately, data is not available as to specific boundaries delimited by Camu, et. al. - i.e., what municipalities are incorporated in each economic region. Nor was Camu precise as to what criterion enabled him to formulate specific boundaries.

On the other hand, considerable data is available utilizing other indices of economic interaction. In Alberta, studies ⁶⁰ have also been made utilizing Christaller's theory, telephone calls and newspaper interaction. In Saskatchewan the Atlas ⁶¹ of Saskatchewan (1967 Centennial Project) contains similar data. Most of this material cannot be used to delineate boundaries,* but it can be used to establish some conformity or consistency once tentative boundaries are established.

60. Central Places in the Peace River Region of Alberta, Peace River Regional Planning Commission, Grande Prairie, November, 1971.

61. Richards, J. H., and Fung, K. I., Atlas of Saskatchewan, Published by University of Saskatchewan, Modern Press, Saskatoon, 1969.

* data is too general and inconsistent.

Finally, a comment on how best to undertake regional development - the theme of the 1965 Federal-Provincial Conference. According to Gerald Hodge, Associate Professor, Department of Urban and Regional Planning, University of Toronto, the opinion at the conference tended to crystallize around two positions - allocations to so-called "growth poles" or to so-called "depressed areas." ⁶² Hodge is of the opinion that these positions are over-simplified and quite similar. In turn, he introduces his concept of urban systems, for two reasons:

"First, whether one supports regional development according to "growth poles" or "depressed areas", one must face up to the existence of not just a single growth center nor a stagnant undifferentiated landscape, but to a functioning, interconnected system of centers. Second and most important, is that urban centers are the key to a region's development. Urban centers are, at one and the same time, places of residence for many, places for distributing the products of the region's economy, and places for serving the region's economic units." ⁶³

Hodge chose three distinct and different areas in Canada to demonstrate his theory. One of those areas was Saskatchewan. In his *Study of Urban Systems*, the author has seven classes, listed here from the lowest to the highest functional level:

62. Hodge, Gerald, "Urban Systems and Regional Policy", Canadian Public Administration, Vol. 9(2), 1966, pp.183-193, reprinted in Readings in Canadian Geography, Robert Irving edition, Holt, Rinehart and Winston, Montreal, 1968, p.351.

63. Ibid., p.352.

Table VI: Urban Systems, By Class, In Saskatchewan ^a

Type of Center	Number	Population ^b	Establishments ^c
1. Hamlets	404	.03 - .3	3
2. Minimum Convenience Centers	150	.08 - .7	9
3. Full Convenience Centers	100	.2 - 1.6	16
4. Partial Shopping Centers	85	.3 - 1.4	26
5. Complete Shopping Centers	29	.9 - 4.0	58
6. Secondary Wholesale-Retail Centers	9	5.0 - 33.2	232
7. Primary Wholesale-Retail Centers	2	95.0 - 112	1414

^a based on 1961 data

^b in thousands

^c mean figure

Source: Berry, Brian, Geographic Perspectives on Urban Systems, Prentice-Hall, Inc., Englewood Cliffs, N.J., U.S.A., p.211.

According to Hodge, then, a center was said to "decline" if it shifted downward one or more classes but did not disappear completely; a center "expired" if it shifted downward below the Hamlet Class threshold (which was a minimum of two business firms). Similarly, a center "grew" if it shifted upward one or more classes. ⁶⁴

64. Hodge, Gerald, "Urban Systems and Regional Policy", p.353.

According to Table VII, it is apparent that outright (i.e., expired) disappearance, in commercial terms at least, affected almost 13 percent of the centers.

Table VII: Changes in Number of Centers by Class
in Saskatchewan

Type of Center	1951	1961	Percent Change
Hamlets	433	404	- 6.7
Min. Con.	191	150	- 21.5
Full Con.	169	100	- 40.8
Part. Shopp.	66	85	+ 28.8
Comp. Shopp.	23	29	+ 26.1
Sec. W-R.	8	9	+ 12.5
Prim. W-R.	2	2	0.0
	<u>892</u>	<u>779</u>	<u>- 12.7</u>

Source: Hodge, Gerald, "Urban Systems and Regional Policy", p.355.

This is not necessarily an overall decline, but represents the pattern for all centers with two or more businesses. Furthermore, this decline was not aggregated equally from all classes. Table VII indicates that the two types of convenience centers had the largest decline, with the shopping centers having the largest increase. Structurally (Table VIII) it is significant to note that convenience centers in 1961 had a downgrading in position even as Hamlets increased in proportion while declining in numbers. Hodge explains these structural changes as being the result of considerable rural depopulation accompanied by increased physical mobility and expanded incomes of those in the region.

Table VIII: Changes in Proportion of Centers by Class
in Saskatchewan ^{a,b}

Type of Center	1951	1961
Hamlets	48.6	51.8
Min. Con.	21.4	19.4
Full Con.	18.9	12.7
Part. Shopp.	7.4	10.9
Comp. Shopp.	2.6	3.7
Sec. W-R.	0.9	1.2
Prim. W-R.	0.2	0.3
	<u>100.0</u>	<u>100.0</u>

^a In Percentages.

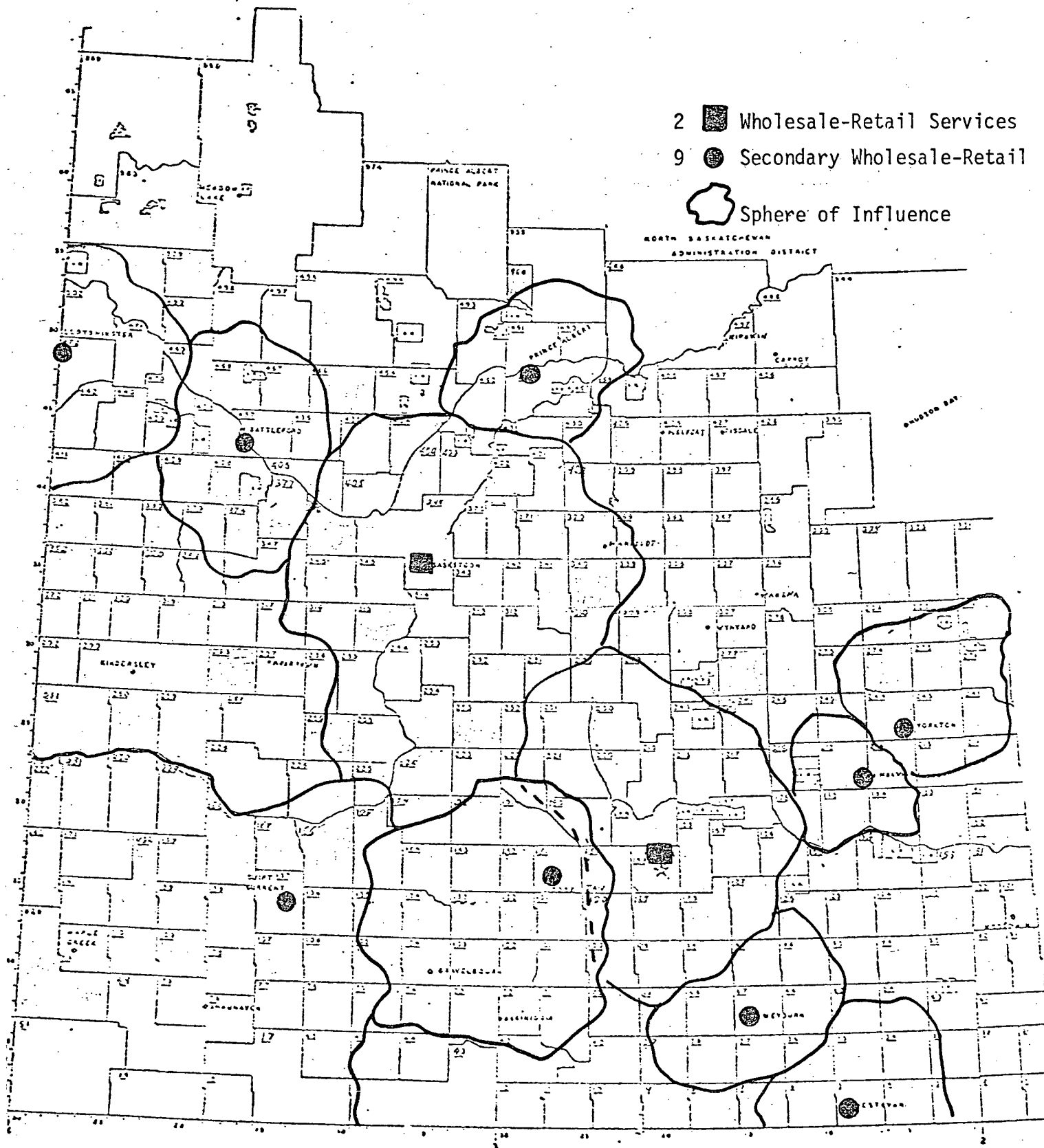
^b 1971 data not available.

Source: Hodge, Gerald, "Urban Systems and Regional Policy", p.355.

Thus a two-tier system is evolving in the province. Consumer movements are either short trips to small centers for frequently needed services or longer trips to large centers for specialized goods and services including major expenditure items. Those centers caught in between are being by-passed or used only as a hamlet in terms of goods and services. Those centers face extinction or severe downgrading. Add other variables like rail line abandonment and grain stabilization and the problem is further compounded.

Urban systems are undergoing fundamental changes: in the number of centers, in the distribution of component classes of centers, in the density and spacing of centers and in the performance of centers in certain spatial situations. These fundamental changes must be taken into consideration when delineating regions in Saskatchewan. Figure 12 was compiled using the Hodge classification for centers within the trade boundaries. Only the upper two hierarchial commercial centers are plotted.

Figure 12: Regions in Saskatchewan^a



^a Classified by Gerald Hodge.

Source: Hodge, Gerald, "Urban Systems and Regional Policy", pp.351-360.

Two characteristics of Saskatchewan need to be stated at this time.

1. No other Canadian province has as many small centers (377 villages in 1956) or as high a proportion of its population living in them. ⁶⁵
2. Saskatchewan has more miles of road than any other province in Canada. ⁶⁶

Inherent in the above is the pattern of population growth that has taken place in Saskatchewan. Saskatchewan's population increased rapidly from less than 100,000 in 1901 to 648,000 in 1916 and 932,000 in 1936, but declined by 100,000 in the next fifteen years. By 1966, population had increased to 955,000. ⁶⁷ Furthermore, a significant rural-urban change has taken place. As a result, the rural component declined from 84 percent of the total population in 1901 to 51 percent in 1966. ⁶⁸

Inherent in this population shift the past half century is the dramatic history the province has endured since 1901. Farm size originally was 160 acres (today the average farm size is 1,000 acres) which led to over-settlement. To service this widely settled agricultural area, the railways over-committed themselves and today are attempting to close down over 1,000 miles of track. The province also experienced severe drought in the 1930's, coupled with a world-wide depression. Mechanization of farms

65. Baker, W. B., "Changing Community Patterns in Saskatchewan", Readings in Canadian Geography, ed. Robert N. Irving, Holt, Rinehart and Winston of Canada, Ltd., Montreal, 1968, p.97.

66. Will be discussed in Chapter III.

67. Richards, J. H., Fung, K. I., Atlas of Saskatchewan, University of Saskatchewan, Modern Press, Saskatoon, 1969, p.38.

68. Ibid., p.38.

and grain specialization have had their effect on the population pattern.

Furthermore, in Saskatchewan there is an important distinction between the rural-farm and rural-non-farm populations. The latter are people living in unincorporated centers of less than 1,000 persons; these comprised 19 percent in 1966. These persons are involved in service trades, administrative functions and farmers residing within the center and not "on the land". They could be classified as absentee-farmers.

Thus, despite a substantial decline in farm population, the total population of centers usually considered to exist for the purpose of serving this farm population has increased.⁶⁹ Certainly the above statements on population shifts illustrate the significant changes that have taken place within the province - in particular, social and economic adjustments.

"It is one thing to identify the direction of change; it is quite another matter to evaluate the desirability of change. Is it enough to point out that the trend to urbanization promotes higher levels of living or that centralization means more and better services?"⁷⁰

However, more than the concept of urbanization is involved. Institutions such as local government (discussed later) have also undergone change - change in their relationship to public participation. Also transportation, particularly road and rail, has played a major role in the development or evolution of informal regions in the province. This latter aspect is analyzed in the following chapter.

69. Atlas of Saskatchewan, p.38.

70. Baker, W. B., "Changing Community Patterns in Saskatchewan", p.99.

CHAPTER III

ROLE OF ROAD AND RAIL IN THE DEVELOPMENT OF SASKATCHEWAN

Historic Perspective of Transportation in Saskatchewan

This particular chapter will analyze only rail and road modes. The other transportation modes are not determinants of planning regions or regional government. Water transport is not of any significance in Saskatchewan. Pipelines are limited to the transport of oil and gas and by their nature do not affect settlement. Air transports less than one percent of total ton-miles of goods in the province, and is not a significant carrier of air passengers. Figures indicated in Table IX are on a national basis as, unfortunately, data is not available for Saskatchewan separately.

Table IX: Percentage Shares of Total Ton-Miles of Goods Transported by Type of Carrier, in Canada

<u>Year</u>	<u>Rail</u>	<u>Road</u>	<u>Water</u>	<u>Air^a</u>	<u>Oil Pipe- line</u>	<u>Gas Pipe- line</u>	<u>Total</u>
1949	65.3	6.9	27.8	-	-	-	100.0
1951	61.3	7.9	27.5	-	3.3	-	100.0
1953	56.9	8.5	28.6	-	6.0	-	100.0
1955	53.8	8.3	27.9	-	10.2	-	100.0
1957	52.6	7.9	27.1	-	12.2	0.2	100.0
1959	47.8	10.1	27.9	-	11.7	2.5	100.0
1961	43.3	10.6	25.8	-	14.2	6.1	100.0
1963	42.4	9.3	26.0	-	14.9	7.4	100.0
1965	41.8	9.3	26.5	-	14.3	8.1	100.0

^a Less than one-tenth of one percent.

Source: D.B.S., Daily Bulletin, February 13, 1967, p.5.

The Prairie Provinces Cost Study Commission Report ⁷¹ assumed that water carriage has no significance on Prairie transport and the relative importance of truck transport is halved (this is not unreasonable when it is noted that trucks have their greatest advantage in short-distance hauls where flexibility is most important). It may be argued that railroads account for more than 60 percent of Prairie traffic. For traffic originating in Saskatchewan cities and destined for other Prairie cities rail shipments account for 98.0 percent. These figures indicate how dominant railroads are in Prairie transport. Despite this dominance, as the improvement in roads continues, the role of truck transport will increase. What roles then does transportation play? George W. Wilson comments

"For example, transportation improvements have been cited as having important positive effects on political unity, social cohesion, economic growth, specialization and price stability, as well as on attitudinal change. Yet, precisely opposite effects are equally plausible." ⁷²

Wilson goes on to state that within transportation itself we know little for certain about the level or behaviour of cost functions, and even less about the appropriate units of output. ⁷³ Finally, he states that it is one thing to say that some capacity to move goods and people about must exist before any economic development can take place; it is another to say that improved capacity by itself can generate development or even significantly change the growth rate. ⁷⁴

71. Prairie Provinces Cost Study Commission - Report of the Royal Commission on Consumer Problems and Inflation, Provinces of Alberta, Manitoba and Saskatchewan, 1968, p.121.

72. Wilson, George W., "The Role of Transportation in Regional Economic Growth", Proceedings of a Conference on Transportation and Regional Development, edited by E. W. Tyrchniewicz and Om P. Tangri, Centre for Transportation Studies, University of Manitoba, Winnipeg, December, 1970, p.44.

73. Ibid., p.44.

74. Ibid., p. 52.

Notwithstanding these uncertainties, it is possible to go some way towards examining the role of both rail and road as they pertain to development in Saskatchewan. Firstly, each of these modes will be put into an historical perspective and then they will be related to planning regions and regional government.

A description of the early development of Saskatchewan is aptly described by the Royal Commission on Dominion-Provincial Relations (1940).

"The occupation of the Prairie lands proceeded with little discrimination. There were no classifications of resources, no soil surveys, no climatic records to guide either the government or the unwary settler. The policies and methods of the Dominion were mainly designed to serve the national purpose of filling the Northwest at once with as many people as possible. The selection of land was left largely to chance and to the devices which colonization agents, railways and land companies employed in their own immediate interests. The sectional survey, the railway land grant scheme, and pre-emptions illustrate a system designed for indiscriminate mass colonization and it worked with almost mechanical perfection. Adjustment to the vagaries and failings of nature was left to time and bitter experience." 75

This description helps to indicate the difficulties encountered in Chapter II concerning the delineation of boundaries for planning regions. That chapter also attempted to relate Christaller location theory to Saskatchewan. It further outlined the existing deviations to Christaller's model. Deviations introduced by transport requirements in Saskatchewan are significant. It must be remembered that Christaller derived his model in Southern Germany which was a region already densely populated with a system of central places before the development of modern transportation. In

75. Report of the Royal Commission on Dominion-Provincial Relations, Queen's Printer, Ottawa, 1940, p. 67.

Saskatchewan very few centers existed before the arrival of rail. Thus, the criterion of where to construct rail lines depended on the best areas of land productivity (ability to grow wheat) and the placement of numerous marketing points for grain. The latter point was necessary since grain hauls to elevator locations was originally done by horse and wagon.

"The effect was to introduce a pronounced pattern of linearity in the location of the centers in each area traversed by a railway line. This effect was further reinforced by the practice of many of the early settlements of shifting their location to the railway when it reached their vicinity." ⁷⁶

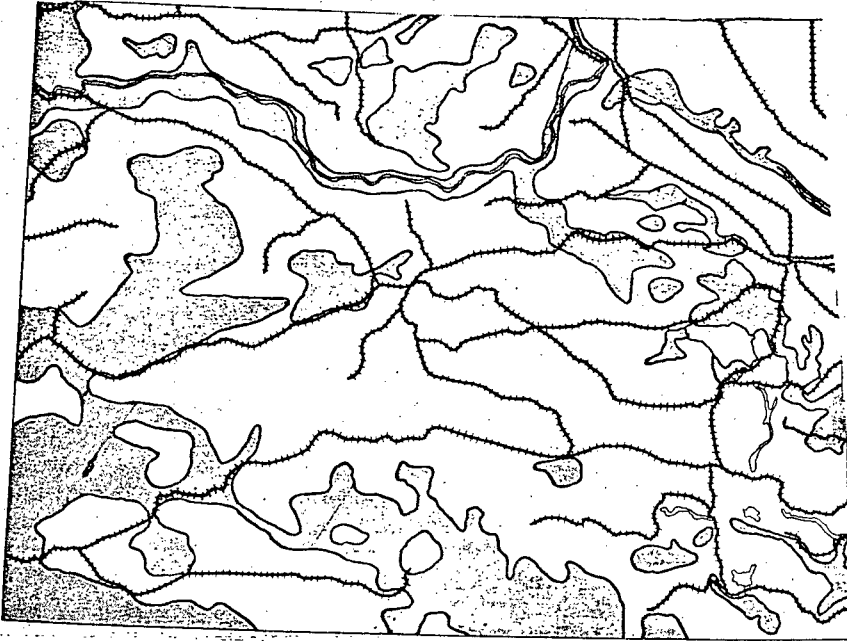
This is illustrated by Figure 13.

While it is true that the railways avoided sub-marginal land, these areas would probably remain sparsely populated even if transportation was not a factor. But transportation is a factor! Its impact can be seen in the location of larger centers along the mainlines of the two transcontinental railways and the Trans-Canada Highway. Figure 14 demonstrates how transportation requirements result in the displacement of centers by encouraging the tendency to cluster on main communication lines. "Conversely the tributary areas of the clustered centers are closely spaced and show a characteristic elongation in a direction at right angles to the communication system." ⁷⁷ Figure 14 aptly demonstrates the impact of transportation on the development of service centers in Saskatchewan. The effects of both rail and road will be analyzed separately.

76. Province of Saskatchewan, Royal Commission on Agriculture and Rural Life, Report No. 12, Regina, 1957, p. 69.

77. Royal Commission on Agriculture and Rural Life, p. 71.

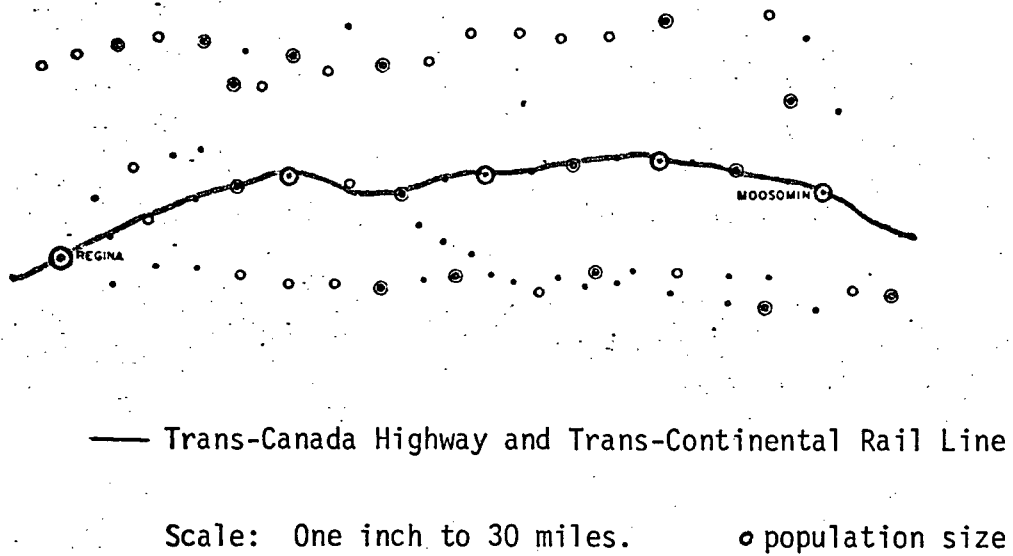
Figure 13: Location of Rail Lines Relative to
Submarginal Land ^a



^a Shaded areas denote submarginal land.

Source: Royal Commission on Rural Life and Agriculture, p.70.

Figure 14: Location of Centers Between Regina and Moosomin



Source: Royal Commission on Rural Life and Agriculture, p.71.

Rail Function in Saskatchewan

The history of railway construction in Saskatchewan can be divided into three periods: the first before 1900; the second from 1900 to 1917; and the third from 1921 to 1931.

Following the completion of the Canadian Pacific Railway transcontinental line through Saskatchewan in 1883, the local land grant method was used to encourage the construction of "colonization railways" in advance of settlement. The land grant method was inaugurated in 1881 by the Federal government "as a scheme for selling tracts of odd-numbered sections of land to colonization companies on favorable terms in return for which the companies agreed to locate specified numbers of settlers on their tracts." ⁷⁸ The Federal government also encouraged railway construction by making land grants which the participating companies were permitted to select from odd-numbered sections in railway 'belts' designated as 'fairly fit for settlement'. ⁷⁹

By 1908 all the railway land grants had finally been selected. The railways had received 31,780,000 acres of land throughout Canada with almost 50% or 15,177,063 acres in Saskatchewan. The Saskatchewan total was all fertile land as the railways chose fertile land in this province for mileage constructed in rugged terrain in other provinces.

Between 1900 and 1914 rail mileage increased in the province from 1,000 miles to over 6,000 miles. Saskatchewan backed the first mortgage bonds to

78. Turner, A. R., and McConnel, J. G., "Historical Geography", Atlas of Saskatchewan, p.16-17.

79. Ibid., p.16-17.

the extent of \$13,000 per mile for 25 percent of the mileage constructed during this period.⁸⁰ The 1914-1918 world war brought a halt to construction, but the prairie provinces "pushed" for continuance of rail construction in 1918. The railways at first hesitated but soon branch-line building began in a senseless competition for the traffic from those areas that yet remained "unserved" - the latter term meaning areas that were not within 10 miles of a rail line. By 1931 over 2,000 miles had been constructed in Saskatchewan. This was 70 percent of the national total during that period. Grain was now considered the lure and the railways extended their service "up to the ten-mile limit". This construction period was halted due to the depression and during this lull a Royal Commission on Railways and Transportation was established to examine the existing situation in 1931-1932.

The Duff Commission criticized the railways for their unrestrained policy of branch-line construction. It concluded:

" it is clear that there was intense rivalry between the two systems in a new territory, particularly in the provinces of Saskatchewan and Alberta. The construction program of one company was responded to by an equal or greater program of construction by the other. The development of this territory did not meet expectations and the railways now find themselves with additional traffic mileage and an increased burden of capital charge." ⁸¹

Thus the Commissioners clearly saw the great folly of over-building, but according to previous agreements the railways' obligations to the settlers were also evident. Partially to safeguard this obligation, Section 168 of

80. Nader, G. A., and Setter, W. K., "Transportation in Saskatchewan", Atlas of Saskatchewan, p.174.

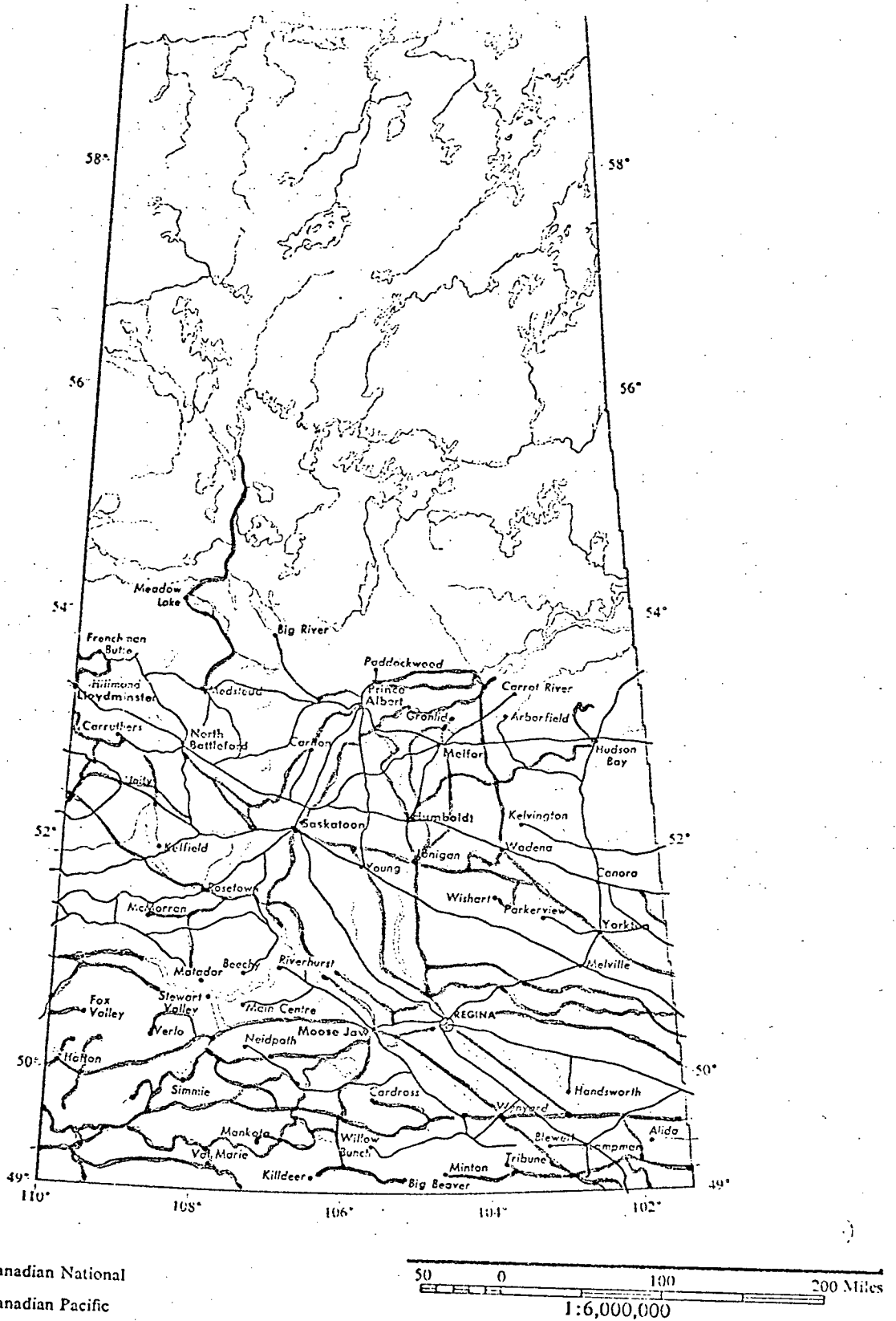
81. Ibid., p.174.

the Railway Act, requiring approval of the Board of Transport Commissioners to close down a line, was incorporated in the Act in 1932.

Between 1932 and 1961, significant technological advances streamlined not only the railways, but also roads and trucks, reducing the inward movement of goods by rail, often leaving the outward movement of grain as the only *raison d'etre* of the branch-line. By this time there were 19,000 miles of rail on the prairies, with 8,800 in Saskatchewan alone. This resulted in 1100 grain stops in Saskatchewan. Significantly, at 85 percent of these stops at least a "village settlement" emerged.⁸² Although figures are not available, passenger traffic was considerable during the period preceding the construction of good roads. The extent of railway construction is evident in Figure 15. Figure 15 also illustrates the East-West flow of the railways and the extent of duplication. Also evident from Figure 15 is the dominance of the urban centers, as they act as the "hub" of existing rail lines. It is quite obvious that these urban centers play an influential role within their respective regions. It was stated earlier that rail captures 98.0 percent of traffic (ton-miles of goods) originating in Prairie centers for shipment to other Prairie centers and 60 percent for all Prairie traffic. Therefore, the centers of Regina, Moose Jaw, Yorkton, Saskatoon, Melfort, North Battleford and Prince Albert play prominent roles as distribution points for their respective watersheds. Missing from this list is Swift Current. This center is situated on the C.P.R. mainline but serves a sparsely populated hinterland in the South-West

82. Channon, J. W., and Burges, A. W., "Branch Line Rationalization". Prepared for the first Annual Meeting of the Canadian Transportation Research Forum, Lac Beauport, P.Q., 1965, p.7.

Figure 15: Railways, 1968



Source: Atlas of Saskatchewan, p.165.

corner of the province. Chapter II gave evidence that urban-centered regions exist in Saskatchewan. The spatial pattern of rail lines further substantiates this position. The situation has not changed since 1961 when

"The economy of the province due to its location in the heart of the landlocked area of Canada, is still dependent on transport by rail, and barring unforeseen developments will continue so in the future. The railways of Saskatchewan serve a settled land area far in excess of that of any other province, 40% of the total cultivated acreage of Canada." 83

It is essential at this point to mention two other major positions taken by the Government of Saskatchewan in 1961. They are rail line abandonment and freight rate discrimination. In regard to the latter, the Government stated:

"Saskatchewan remains relatively exposed and vulnerable to increases in railway freight rates in spite of a growing diversification of the provincial economy and in spite of the development of competition from other transportation media." 84

This thesis will not attempt to engage itself with the complex and debatable subject of freight rates. But mention should be made of the role of freight rates and development, as presented by the Government of Saskatchewan to the Macpherson Commission:

The view has been expressed before this Commission and elsewhere that high freight rates might be acceptable in the Prairie Provinces as a means of fostering local industry. It must be insisted that there is no general or appreciable sentiment for so divisive a policy. Saskatchewan wishes to develop local industry appropriate to the region by every economically sound means available. The Government of the Province rejects most emphatically and categorically, however, any suggestion that the rate structure should be used in Western Canada as a protective tariff behind which local industry might be permitted to develop and flourish at the expense of the primary producer and the consumer." 85.

83. Canada - Royal Commission on Transportation (1961), (Submission of the Province of Saskatchewan, Summary of), p.1.

84. Canada - Royal Commission on Transportation, p.21.

85. Ibid., p.21.

Despite the position taken by the Provincial Government pertaining to branch-line abandonment, the MacPherson Commission on Transportation (1961) recommended major abandonment of railway lines in Saskatchewan.

"The Railways responded with a flurry of applications and by 1963 a moratorium on the processing of abandonment applications for lines was called after 3,725 miles would have been closed on the Prairies. (These applications will affect 541 stations, 423 grain delivery points, 941 elevators and 35,000 grain producers.)" 86

Saskatchewan's share of these totals would have been 2,000 miles, 301 stations, 266 grain delivery points, 633 elevators and some 21,000 grain producers. 87

This policy has of yet not been implemented until more analysis is completed. The Prairie Provinces contain 19,000 miles of rail (8,800 in Saskatchewan) and 17,000 miles is protected from abandonment until 1974. At that time more applications possibly may be accepted. What will the policy of the Saskatchewan Government be in 1974? Will it be in a position to advise the Federal Government on branch-line abandonment? Would regions be in a better position to advise the provincial government on these matters? The current situation is summarized in Table X.

86. Channon, J. W., and Burges, A. W., "Branch-Line Rationalization", p.16.

87. Ibid., p.16.

Table X: Summary of Branch-Line Abandonment Impact

Benefits	Costs
<ol style="list-style-type: none">1. Rationalization of the Country Elevator System (currently 5,000 in Saskatchewan, Manitoba, and Alberta).2. Reduce rail costs, which in turn provides relief for the shipper and the taxpayer.3. Orderly phasing out of trackage that has no discernible traffic potential, but in such a way that the disturbance to investment tied to the trackage concerned will be minimized.4. Rail monopoly will continue where no alternative mode exists.5. Construction of short, connecting lines that would adequately replace longer, more costly lines.6. It could lead to the exchange of "running rights" between the C.N. and C.P. RAIL.	<ol style="list-style-type: none">1. Rural highways will face new demands in load and repair costs.2. Extractive industries (coal, Potash) might suffer due to lack of accessibility.3. Costs of assembling at major shipping points from farms will be shifted from being a component of statutory freight rates to truck charges paid by the producer.4. Critical for communities already by-passed as consumer service-centers.5. Concentration of elevator facilities in fewer centers in place of single elevators in many centers will expose operating companies to new competitive uncertainties.6. The capacity and location needs of the new elevator system is at present a further uncertainty for the operating companies.7. Greater immediate sense of isolation considered by rural residents to serve federal purposes at their expense could create a transitory political problem.

Another aspect to be considered pertaining to rail line abandonment and elevator consolidation is that "it is probable that the massive realignment of all the elements of the industry can only be planned and take place

through joint action. The problem is not so much one of transportation, although that is certainly one facet of it, as it is of the whole industry." 88

The second transportation network is not undergoing the same problems. This network, consisting of roads, is adopting, however, the similar pattern of radiating outward from the major centers.

Road Function in Saskatchewan:

Concomitant to the construction of the rail system was the appearance of the rural road system. It began as wagon roads connecting farms and service centers. Today, the Province of Saskatchewan contains the most miles of road per capita in Canada.

"In addition to the 10,000 mile highway network which is constructed and maintained by the provincial government, Saskatchewan has 180,864 miles of surveyed road allowance, of which approximately 95,000 miles have been improved to some extent. The construction and maintenance of this road system is the responsibility of the 292 rural municipalities and 9 local improvement districts." 89

The above are current statistics; however, Table XI, compiled in 1966, illustrates the Saskatchewan road mileage in comparison to the other provinces.

88. Stephenson, E. P., "The West, The Railways, and Change".
Proceedings of the Colloquium Series on Transportation, 1968.
Vol. 2, August, 1969, Center for Transportation Studies,
University of Manitoba, Winnipeg, 1969, p.59.

89. Clampitt, Harold A., Planning a Rural Road System for Saskatchewan,
a Paper presented at the Annual Convention of the Canadian Good
Roads Association, Montreal, October 4-10, 1970, p.1.

Table XI: Highway and Rural Road Mileage
By Type and By Province^a

<u>Province</u>	<u>Rigid Pavement</u>	<u>Flexible Pavement</u>	<u>Gravel</u>	<u>Earth</u>	<u>Total</u>
Newfoundland	-----	1,024	3,840	563	5,427
P.E.I.	445	901	1,279	647	3,273
Nova Scotia	10	4,098	4,903	6,499	15,510
New Brunswick	-----	1,818	11,353	---	13,171
Quebec	13,319	1,346	31,396	9,686	55,747
Ontario	1,597	20,829	51,416	3,861	77,703
Manitoba	253	2,775	26,717	13,767	43,512
Saskatchewan	-----	6,265	50,734	67,616	124,615
Alberta	10	5,290	55,497	13,766	74,563
B.C.	21	6,796	14,615	7,058	28,490
Yukon & N.W.T.	-----	4	2,636	91	2,731
CANADA	15,655	51,146	254,388	123,553	444,742

^a 1966 data.

Source: Atlas of Saskatchewan, p.189.

For comparative purposes, notice the Saskatchewan figures vis-a-vis those for the province of Ontario. Despite the fact that the latter has approximately six times the population of the former, it does not have greater road mileage. This results from Saskatchewan having a dispersed population distribution, whereas Ontario has its greatest density along the Toronto-Windsor corridor. Population distribution also accounts for difference in road types. Saskatchewan in 1966 had over 50 percent of the Canadian total earth roads and 25 percent of the Canadian total gravel roads.

As already indicated, the construction and maintenance of these roads is the responsibility of the rural municipalities. However, in 1956 the Government decided this burden was too great and offered assistance.

"A government department called the Municipal Road Assistance Authority was created to administer financial assistance; to provide technical guidance to the municipalities; and to provide assistance in the overall planning of a comprehensive inter-municipal all-weather road system." 90

This new department was formed just after "the grid road system" was established in 1955.

"A 12,000 mile system was designated for construction to high main market road standards. The provincial government participates in the construction costs at a rate varying from 40 to 65 percent." 91

The grid road system was budgeted for 100 million dollars and the

"roads were to be laid out in a "grid" pattern approximately (although not regularly) six to eight miles apart with the aim of placing every rural resident within at least three or four miles of an all-weather road." 92

Besides Provincial-Municipality shared funding of roads there exist two other cost-sharing agreements. The first is the Federal-Provincial agreements: the Trans-Canada Highway agreement (1949) - now defunct - and the Resource Road Program in 1958. The other agreement is the 1958 (Provincial) Urban Assistance Policy which was "implemented to give financial assistance to designated highway connector routes through urban areas. This policy was extended to include expressways and arterials within the urban built-up area." 93

90. Clampitt, Harold A., op. cit., p.1.

91. Saskatchewan - Saskatchewan Highways - Planning for Tomorrow, Planning Branch, Saskatchewan Department of Highways and Transportation, Queen's Printer, Regina, 1966.

92. Clampitt, Harold A., op. cit., p.10.

93. Saskatchewan Highways, p.3.

In summary then, there exists in Saskatchewan road construction funding programs involving the three levels of government: Federal, Provincial and Local. There also exist two departments within the province to administer these agreements. One is the misnamed Department of Highways and Transportation - misnamed since it fills no transportation function other than building roads. The other is the Municipal Road Assistance Authority - a branch of the Department of Municipal Affairs. The significance of this situation will be discussed at the end of this chapter.

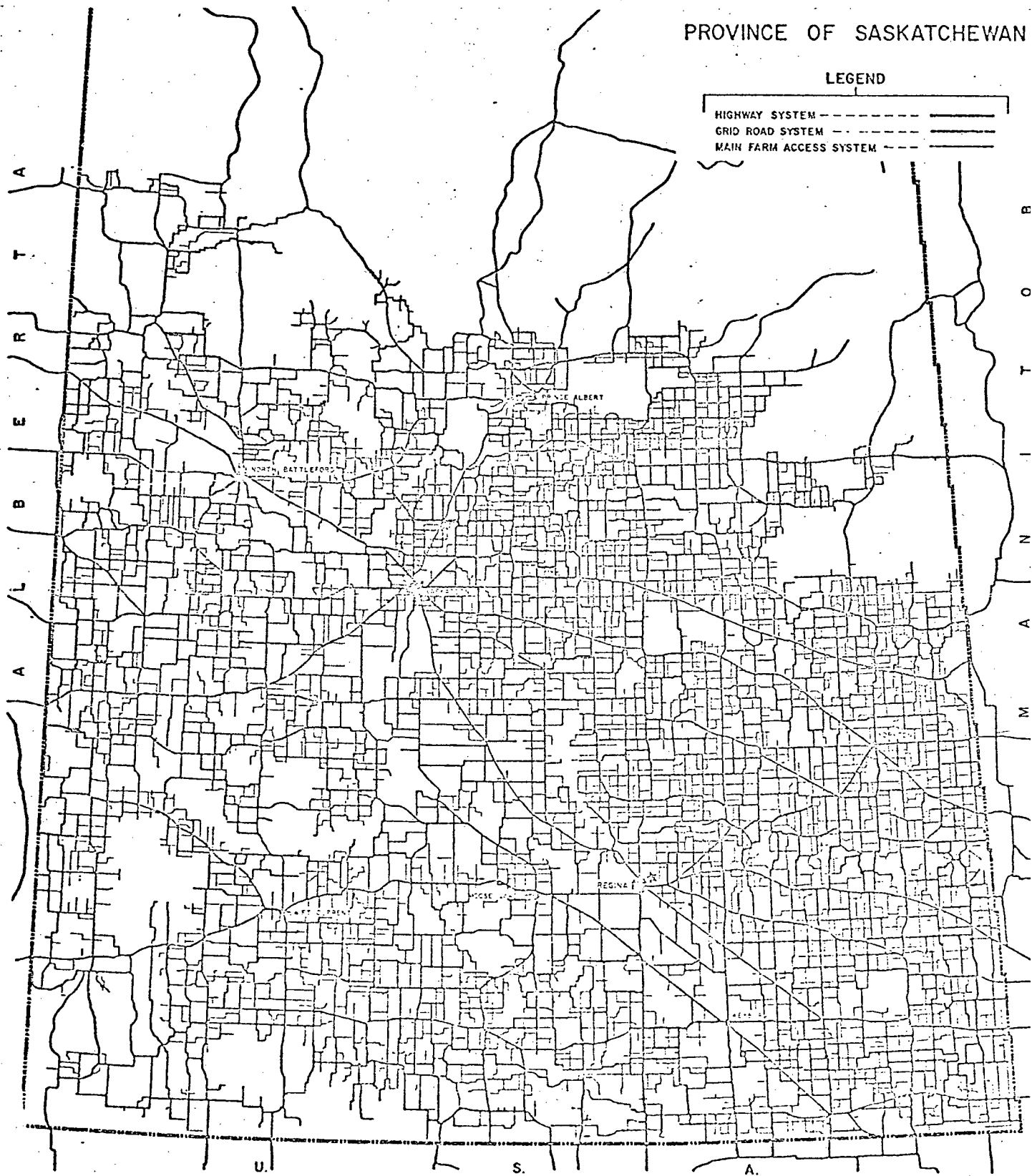
The grid road system adopted in 1955 may be found in Figure 16. Notice the East-West orientation of the highway system, reflecting the historical growth of the rail system. The North-South highways (generally perpendicular to the main rail system) were built later to "tie in the system".

In 1966 the grid road system was intensified with an additional "16,000 miles to assist municipalities in providing all-weather roads to farm homes occupied on a year-round basis."⁹⁴ The pattern of this new program may be found in Figure 17. Significantly, all three systems indicated on the map have either an East-West orientation or a North-South alignment. Notice also the road density, particularly in the North-East and Eastern areas. The low density in the Kindersley-Rosetown area, designated as a split-function service center in Chapter Two, is also quite evident.

Figures 16 and 17 also indicate the pre-eminence of the following urban-centered regions: North Battleford, Prince Albert, Saskatoon, Yorkton,

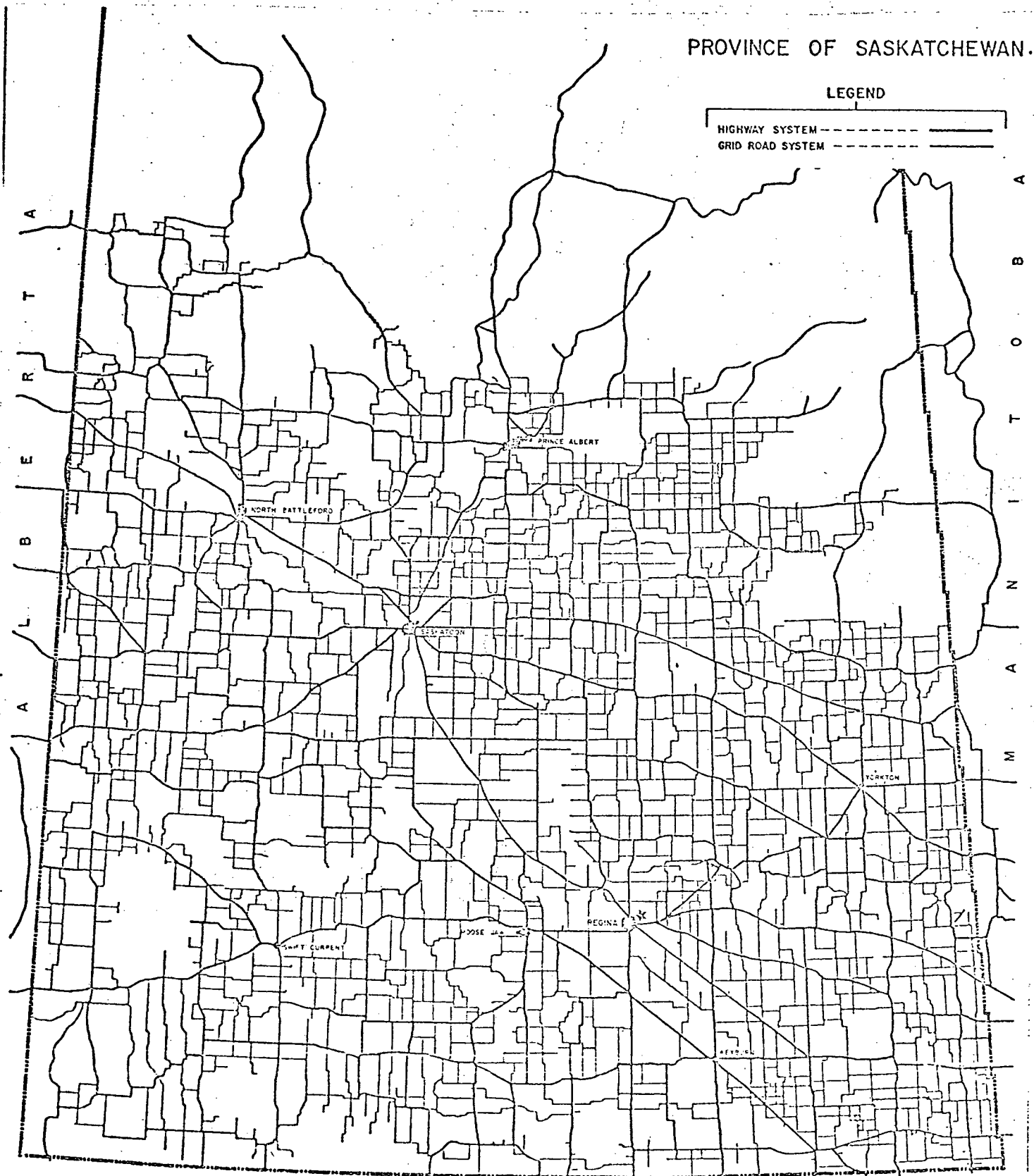
94. Clampitt, Harold A., op. cit., p.12.

Figure 16: Roads, 1971



Source: Clampitt, Harold A., op. cit., p.28.

Figure 17: Main Farm Access System



Source: Clampitt, Harold A., op. cit., p.29.

SCALE IN MILES
0 10 20 30 40

Swift Current, Moose Jaw, Regina and Weyburn. These cities appear as the center of a radial axis thrusting outward.

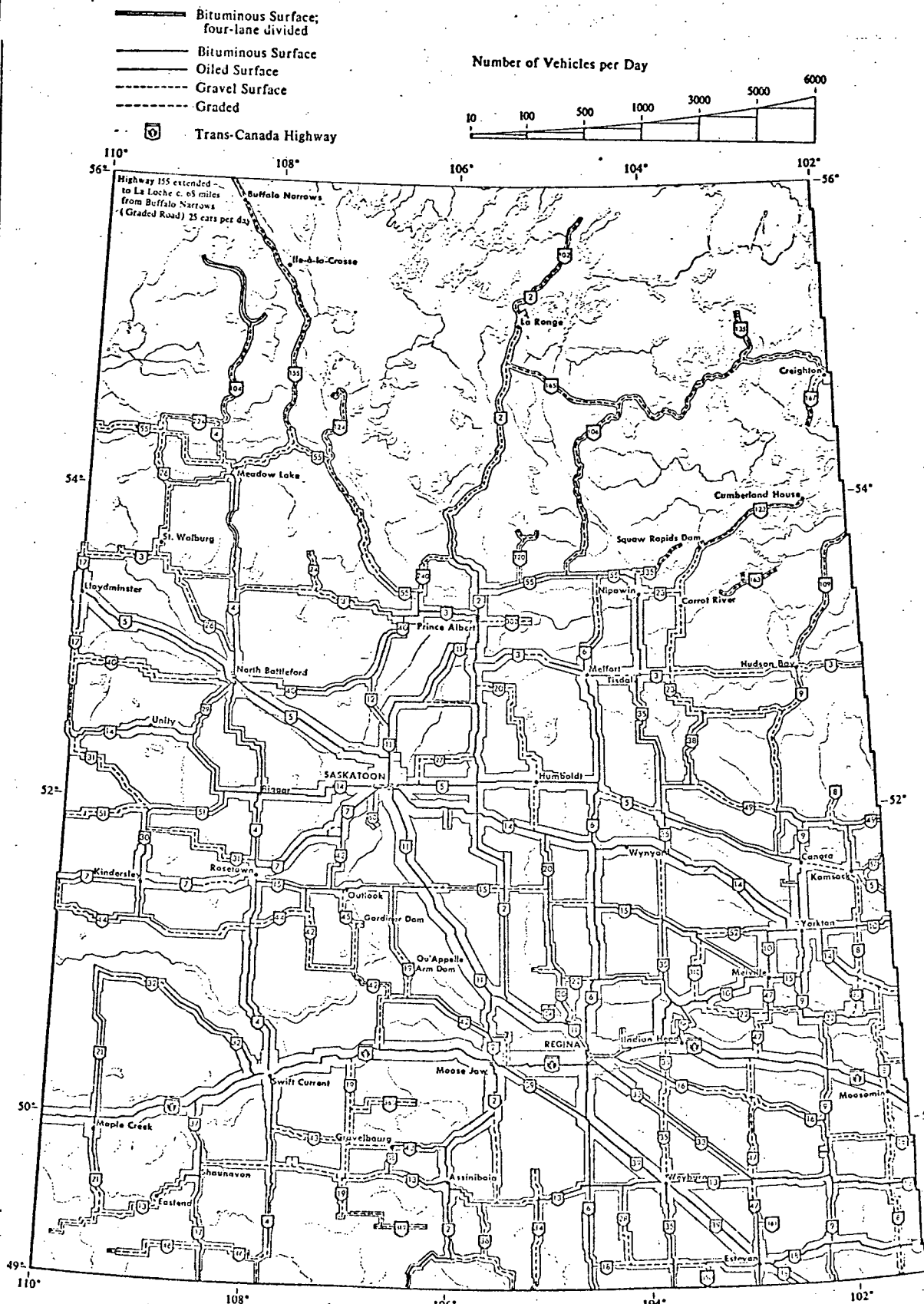
Figure 18 illustrates the average daily traffic on major Saskatchewan roads. Figure 18 should be analyzed in conjunction with Figure 19. Notice the heavy traffic on the two east-west inter-provincial highways. Some of this traffic originates outside Saskatchewan and cannot be considered in Figure 19. Also notice the Saskatoon-Regina corridor. A significant portion of this traffic is business-oriented between Saskatchewan's two major cities. Figure 18 further illustrates the radial axis influence of the urban centers previously demonstrated by rail in Figure 15. Figures 16 and 17 illustrated the spatial alignment of roads and how the urban centers act as "hubs" in a wheel. Figure 18 quantitatively substantiates this alignment.

Figure 19 then attempts to delineate regions on the basis of annual average 24-hour daily traffic for all motor vehicles. The boundaries were derived by taking the nodal centers delineated in Chapter II. Then a series of points were metered along the major routes connecting urban centers to find the point where traffic counts were lowest. This methodology is schematically illustrated in Figure 20. In Figure 19 traffic East of Swift Current (Town "A" in Figure 20) is measured as 2,650; 2,100; 2,000; 1,750; then increases to 1,800. Moose Jaw (Town "B" in Figure 20) drains or attracts traffic, East of Swift Current in a steady pattern: 2,900; 2,450; 1,800; 1,800; 1,750; then increases to 2,000. At a point ("E" in Figure 20) between 1,750 and 2,000, the boundary line is drawn. Once the key determinant points have been established, it is necessary to analyze the feeder routes to estimate traffic flows, e.g., heading South on Highway 19 below the boundary point on the Trans-Canada highway between Moose Jaw and Swift Current, it is apparent that traffic is Swift Current

Figure 18: Average Daily Traffic

TRAFFIC VOLUME 1966

AVERAGE DAILY TRAFFIC



Source: Atlas of Saskatchewan, p.164.

FIG. 13

SASKATCHEWAN TRAFFIC VOLUME MAP 1970 AVERAGE DAILY TRAFFIC

PREPARED BY THE
SASKATCHEWAN DEPARTMENT OF HIGHWAYS
PLANNING BRANCH
TRAFFIC ENGINEERING DIVISION

FIGURES OBTAINED FROM 1969 AND 1970 TRAFFIC COUNTS
FIGURES REPRESENT ANNUAL AVERAGE 24 HOUR
DAILY TRAFFIC FOR ALL MOTOR VEHICLES

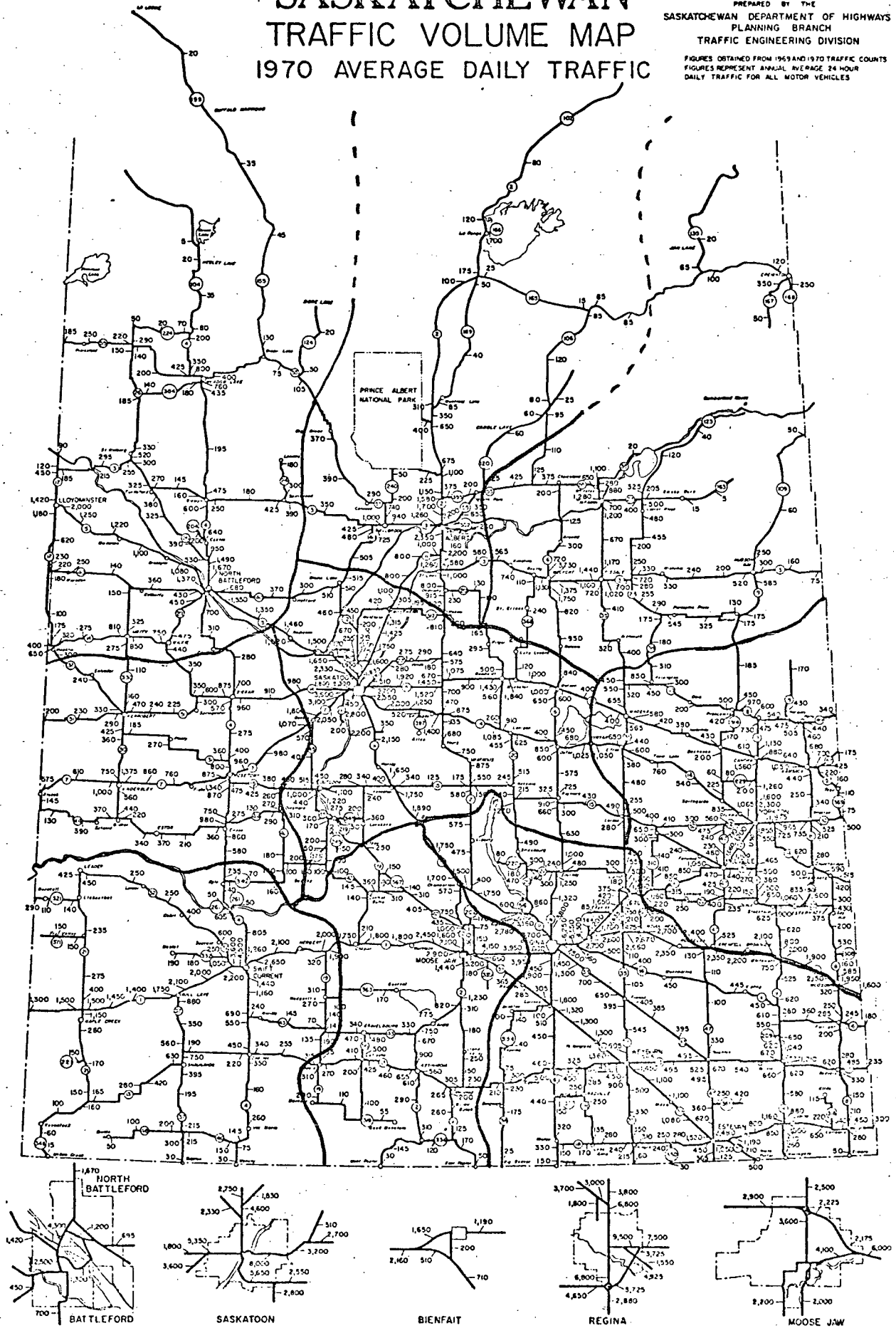
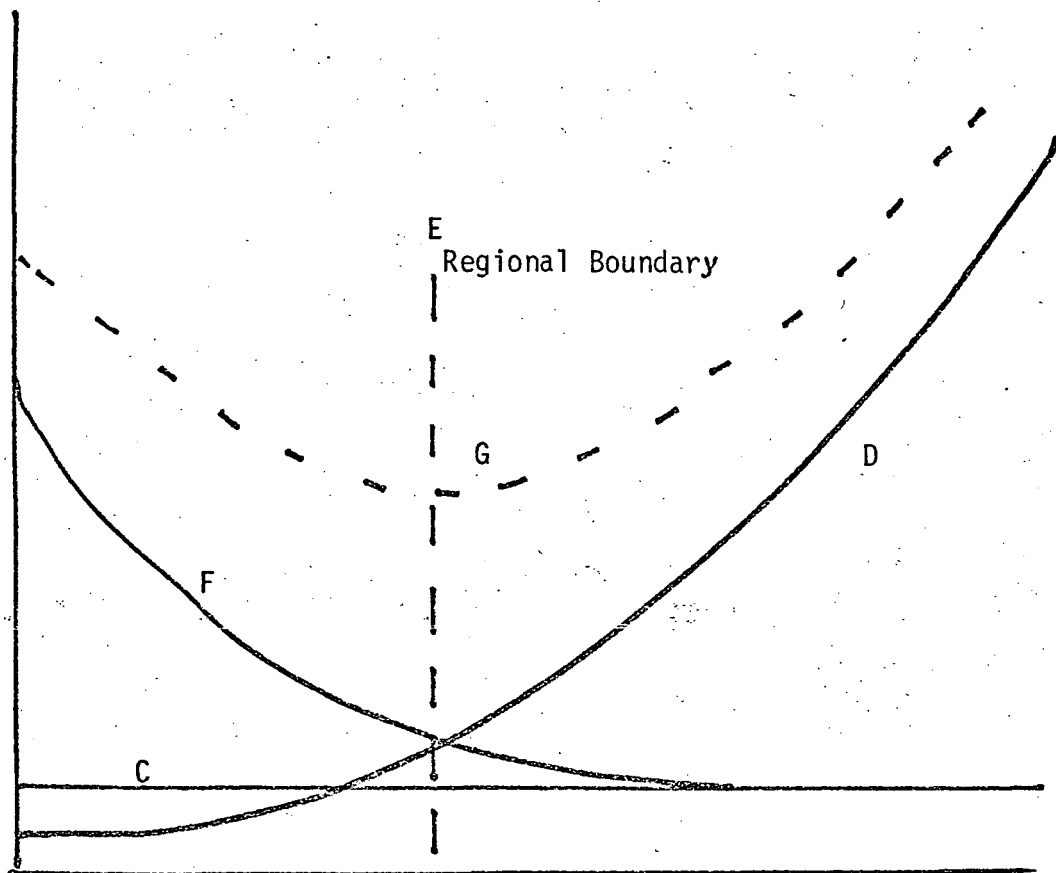


Figure 20: Boundary Methodology - A Schematic Approach



- C. Through Traffic beyond Town "A" and "B".
- D. Traffic from Town "B" to Town "A" and intermediate points.
- E. Boundary is drawn at the point where traffic volume is lowest between Town "A" and Town "B".
- F. Traffic from Town "A" to Town "B" and intermediate points.
- G. Composite total of traffic between Town "A" and Town "B".

oriented. Kincaid, however, according to traffic volume, is more closely tied in with LaFleche which is part of the Moose Jaw-centered umland. The boundary is then merely extended to the U.S.A. border.

The Swift Current-centered umland's northern boundary is extended along the South Saskatchewan River to the Alberta border. Those towns North of the river are part of the Kindersley-centered umland and those towns South of the river are clearly part of the Swift Current-centered umland's traffic network.

Geography is a factor along the river, since there are few bridges which would provide access to the other side of the river. This methodology is then applied to the entire province, as illustrated by Figure 19. The major weakness of this method is that it cannot account for the exact location of the boundary (i.e., Is Farm X in one region or another?). The extent of this weakness is discussed in Chapter Five.

The positive features of this method are: firstly, it represents the pattern of consumer demand; secondly, it delimits the service centers already designated in Chapter Two; thirdly, it represents a major change from the "usual straight-line method" to outline boundaries such as the D.D.P. Code of Camu and Weeks already discussed; fourthly, it takes into account the pattern of transportation networks (road and rail) that has evolved in Saskatchewan since 1883.

One of the most comprehensive studies pertaining to roads in Saskatchewan was completed in 1961.⁹⁵ This report urged the province and

95. Local Government Continuing Committee, "The Rural Road Function", A Technical Reference Document to the Report, Local Government in Saskatchewan, submitted to the Government of Saskatchewan, March 1, 1961, p.4.

rural municipalities to adopt long-term policies for reducing the existing mileages of municipal roads and concentrating their available resources on inter-connected networks or higher quality roads. Nowhere in this report has the word regional or co-ordinated planning of roads been mentioned. Are long-term policies just a collection of ad-hoc decisions? This thesis is attempting to demonstrate that informal regions exist in the province. Figure 19 suggests this - that, on the basis of consumer demand at least, regions can be delineated.

If the urban-centered regions designated by Figure 19 are accepted, the benefits are considerable. Now long-term policies for road construction can be made. The regions have a focus. Comprehensive regional plans will define the goals and potential of each region. Then transportation planning will become the vehicle to meet the objectives of each region. A modified version of Wilfred Owen's fable, "How the Cities Solved Their Transportation Problem" best illustrates the role of transportation planning.

- " 1. The principal problem of regions is not how to move, but how to live.
2. Improving the conditions of living can do more than anything else to reduce the need for moving.
3. But providing transportation is not just a matter of getting things moved. It is also a major means of improving the regional environment.
4. Looked at in this way, transportation has ceased to be a problem because technology and systems techniques have made it a solution." 96

What Owens is saying is that transportation is only the "means" - it is not the solution to regional or economic disparity.

96. Hard, Irving, "The Urban Planner Looks at Values", Highway Research Board, Special Report 105, March, 1969, p.87, contains the original version of Wilfred Owen's fable.

Wilson, as quoted earlier in this chapter, stated:

"It is one thing to say that some capacity to move goods and people about must exist before any economic development can take place; it is another to infer that improved capacity by itself can generate development or even significantly change the growth rate." 97

This was realized by Bruce Hutchison several years ago.

"In the early 1960's a more comprehensive viewpoint of transportation planning began to emerge. The concept that a transportation system was not an end itself but simply the means to the achievement of certain broad socio-economic goals began to formalize." 98

However, the Province of Saskatchewan appears to believe that transportation planning means simply highway construction. This apparently is the case since the Annual Reports 99 of the Department of Highways and Transportation since 1966 list only "highway construction and funding assistance" data. For all apparent purposes there is no transportation department or any agency administering this function.

This chapter has attempted to demonstrate that informal regions exist in the province (Figure 19); therefore to undertake comprehensive transportation planning in a province with regions requires systems analysis.

A system is defined as "a set of inter-related parts or operations, designed to accomplish clearly defined objectives or purposes." 100 Such

97. Wilson, George W., "The Role of Transportation", p.52.

98. Hutchison, B. G., "Transportation Planning and Regional Development". Engineering Journal, Vol. 50, January, 1967, p.4.

99. Saskatchewan, Department of Highways and Transportation, Annual Reports 1966-67; 1967-68; 1968-69; 1969-70; 1970-71.

100. Kuhn, Tillo E., "New Approaches to Transport Research and Planning", Proceedings of the Colloquium Series on Transportation, Center for Transportation Studies, University of Manitoba, Winnipeg, Vol. 2, August, 1966, p.30.

analysis is thus in some ways "old wine in new bottles", denoting the sort of imaginative comprehensive research many development planners have always prescribed to. ¹⁰¹

Possibly as the result of our better understanding of system interactions, the scope for transport media* co-operation seems to be ever widening. For most movements nowadays, several transport services must be rendered in sequence by different media. "Good examples are the automobile-aircraft-taxi combination for the air traveller, or the truck-ship-train-truck sequence for transatlantic freight." ¹⁰²

Systems analysis is probably the solution to the problem of wheat shipments. According to the Attorney General of Saskatchewan, Roy Romanow, speaking to this issue in Vancouver said:

"Transportation is so critical to the economy of Saskatchewan that the ministerial responsibility for it may end up in the hands of Premier Alan Blakeney." ¹⁰³

Romanow's statement indicates the importance the Government places on wheat shipments, but in many ways is not the solution contained in systems analysis, in which wheat shipments cannot be dealt with separately. Systems analysis is, however, only the technique or vehicle pertaining to implementation. A new framework is required in which systems analysis may function.

101. Ibid., p.31.

102. Ibid., p.31.

103. Vancouver Sun, February 28, 1972.

* Term to define a mix of "mode" and "way".

This chapter has attempted to illustrate that regions exist informally in the province as a result of the impact of transportation, specifically, road and rail. If these regions exist, should not wheat shipments come under the jurisdiction of the region? Moreover, this jurisdiction could be exclusive, but would tie in with a provincial system. The regional jurisdiction would be mainly responsible for initial "gathering" and storage. Regions could propose freight rate stabilization and rail line rationalization. With the aid of this new framework, systems analysis* could be applied to improve grain shipments not only out of the province but also to the grain ports in Vancouver, Churchill and Lakehead.

This chapter has demonstrated the impact of transportation networks on the development of community settlement in Saskatchewan. It illustrated and substantiated to some degree the existence of similar urban-centered regions, as discussed in Chapter II.

This chapter also discussed the potential for improving transportation in the province if regions are adopted. The chapter pointed out how regions could act as foci for respective areas to draft "regional objectives" which would lead to some rationalization of rail lines, grain elevators and grain shipments. In this case, the region would make the decision in the best interests of those concerned, rather than the decision being made in Ottawa or even to some extent in Regina.

* Significant studies have been completed recently pertaining to Systems Analysis. Hutchison, B. G., and McDonagh, G. R., "A Systems Orientated Approach to Rural Highway Planning", a Paper written for presentation at the 5th World Meeting, International Road Federation, London, September, 1966, demonstrates how the Province of Alberta has been divided into a system of 163 land-use zones whose boundaries enclose areas of similar land-use; Argue, A. E., "Ontario's Program for Transportation Planning", Traffic Engineering, Vol. 33, No. 11, 1963, discusses how the Province of Ontario has been divided up into Areas for the purpose of Traffic and Planning Studies.

The delineating of regions based on average daily traffic further substantiates the hypothesis of this thesis, which states that regions do exist informally in the province, a fact not recognized by government agencies. However, it is one thing to state that regions exist informally; it is quite another to state they can become functional. Chapter IV will analyze this aspect of planning regions and regional government and attempt to demonstrate where the current debate lies in respect to the above concepts.

CHAPTER IV

FUNCTIONAL ASPECTS OF PLANNING REGIONS AND REGIONAL GOVERNMENT

In this chapter an attempt will be made to bring into focus two sets of considerations leading to the conclusion.

The first of these is to demonstrate that if regions exist informally in the province, it should be possible to implement not only planning regions, but also regional government. This will be done by examining recent discussions about local government with the aim of determining where the public debate now stands on planning regions and regional government. Most of the data utilized in this section will be based on policy papers, conferences and workshops held in the province within the theme of regional government.

The second is to assess the political environment within the province as to regional government. If regions exist informally, it should be possible to demonstrate that they can become functional. However, neither of the above statements are pertinent unless it is "politically expedient" to adopt the planning region concept in Saskatchewan. The intuitive information letter methodology, which attempts to answer the above statement, was described in Chapter One. The results are contained in this chapter.

Chapters Two and Three attempted to demonstrate that regions exist informally in the province. Firstly, service centers were isolated to illustrate that the nodal-center concept exists in the province and secondly,

it was demonstrated how settlement patterns have been affected by the two relevant transportation networks - road and rail. In other words, the existing spatial patterns were described, with little or no concern for implications. Take, for example, the concept of regional growth - growth in this instance meaning population increase and economic expansion and development. What influence will the urban centers have on regional growth? One might speculate that the urban center would dominate the region, particularly industrial centers.

"In many instances, rather than inducing growth in the region as a whole, expanding urban centers will rob other localities of what growth they had and lead to a decline in their industry and the migration of their population." 104

Few aspects of regional growth have been the topic of more debate among professionals than the subject of migration and population growth. This is especially significant in Saskatchewan where population has only increased marginally since 1932. However, Saskatchewan has experienced internal migration (rural to urban centers) and external migration (rural and urban to other provinces).

"The difficulty in reaching agreement on the effects of population change is that there are so many variables and unknowns involved. A change in technology or national trading patterns, for example, can transform an "over-populated" region into an "under-populated" one or vice-versa." 105

In the Saskatchewan context this means that perhaps a population decline will allow the province to stabilize its economy. Stabilization is used in the sense of low unemployment, income balance and greater choice of opportunity.

Furthermore, the answer to regional development need not necessarily mean industrialization, as has been the case previously:

104. Brewis, T. N., Regional Economic Policies in Canada, The MacMillan Company of Canada Limited, Toronto, 1969, p.58.

105. Brewis, T. N., op. cit., p.59.

"The rule to be followed in developing a region is now well known. Hire a consultant to tell you in analytical terms (that must not exceed newspaper level) that any way to reverse stagnation in your region is fine providing it is industrialization." 106

Lithwick and Paquet define this rule as "manufacturitis". Furthermore, they also state that all regions in Canada cannot be the same simply because it is impractical on one hand and eliminates diversity on the other hand.

Planning regions must not be the vehicle to make all regions in the province like the Regina-centered region. What, then, are the requirements for a rational approach to regional development?

"We must first know something about the specificity of the region: its past and its future, its relation to the broader economic realities, and the rudiments of specialization. From here we must attempt to define a program for growth. Then a well-specified set of goals must be extracted from the population, and their enlistment must be sought in the implementation phase." 107

Lithwick and Paquet further state that existing planning procedures are not focused on regional development, nor will they be in the foreseeable future. 108 Unfortunately this is the case in Saskatchewan where planning is divided into two branches within the Department of Municipal Affairs: Research Planning and Community Planning. Within the department little consultation exists between these two branches, not caused by communication problems but by lack of regional programs sponsored by the provincial government. The main advisor to the provincial government is the

106. Lithwick, N. H., and Paquet, Gilles, "Regional Development", The Canadian Forum, Vol. 47, December, 1967, p.65.

107. Lithwick, N. H., and Paquet, Gilles, op. cit., p.65.

108. Lithwick, N. H., and Paquet, Gilles, "Regional Development and Planning in Canada: An Exploratory Essay", Canadian Public Administrator, Vol. XI, No. 2, Spring, 1968, p.162.

Economic Advisory Board, with no consultation from planning agencies. Regional planning does not exist in Saskatchewan.* Each provincial department and special purpose government** has its own narrow program. e.g., it was demonstrated in Chapter II that although Saskatchewan is decreasing in total population, the major cities continue to grow continue to be the development foci, but since each provincial department has its own specialized program, no regionally co-ordinated "preventative measures are being developed to shift from trying to deal with the end results and find ways to stop the flood of people into the primate cities." 109 According to Perloff and Mead, regional development can serve to promote rural and urban progress in a joint fashion and help to avoid undue centralization of population and productive activities.

The concern for some kind of equal treatment has, is and will continue to be the main focus of those persons concerned with regional planning. This issue was raised in Saskatchewan in 1957, 110 and echoed by Pearson in 1958 who stated that "at the moment we are too much obsessed by the difficulties of practical regionalism." 111 The inertia has slowed

109. Perloff, H. S., and Mead, Margaret, "Regional Development and Its Impact on Modernization, Migration and Human Settlement", Ekistics, Vol. 20, No. 119, 1965, p.200.

110. Kinsel, John F., "Planning for People", Community Planning Review, Vol. 7, No. 3, September, 1957.

111. Pearson, Norman, "The Regional City Exists", Community Planning Review, Vol. 8, No. 4, December, 1958, p.114.

* As defined by Lithwick and Paquet as a rational approach to regional development.

** School units, health districts, etc.

the move towards regional planning across Canada until now with the implementation by Ontario of the Toronto-centered region.

In this context Dr. J. H. Richards ¹¹² of the University of Saskatchewan in 1967 recommended that the province adopt the economic regions originally set out in "Economic Zoning of Canada and the D.D.P. Geographic Code", explained in Chapter II. The notion has merit, but just how the boundaries were delineated remains a problem, as does a more prominent factor: the lack of public participation in the delineation of those boundaries.

Pressure Groups

Within the Saskatchewan context, one of the most significant meetings pertaining to regionalism was the Regional Study Committee gathering of January 21, 1970. ¹¹³ It brought together a wide assortment of organizations.* Although no firm position was taken at this meeting, there was general agreement that some form of regional planning was necessary.

This harmonious atmosphere is not always prevalent in the province when the topic of discussion is regionalism. In fact, the atmosphere reached a low on May 15, 1970, at the Annual Meeting of the Saskatchewan Chamber of Commerce in Saskatoon.

112. Richards, J. H., "Perspective on Regional Planning", Community Planning Review, Vol. 17, No. 1, Spring, 1967, p.24.

113. Report of the Regional Study Committee, held in the office of the Minister of Municipal Affairs, January 21, 1970 (unpublished).

* In attendance were representatives from the Department of Municipal Affairs, Saskatchewan Association of Rural Municipalities, Saskatchewan Urban Municipal Association, Saskatchewan School Trustees Association and the Saskatchewan Hospital Association.

A panel was formed to discuss regionalization at that meeting and two participants were Dr. J. H. Richards, head of the Department of Geography, University of Saskatchewan, and Secretary-Manager of the Saskatchewan Association of Rural Municipalities (SARM) Lorne Wilkinson. Dr. Richards described the rural municipalities boundary demarcation in 1909:

"The boundaries, coincident with the survey grid, were drawn, apparently on the basis of the distance traversable by a horse in a day. This is essentially the basis for local rural government - and planning - which occurs in this province today." ¹¹⁴

Richards made several other pejorative remarks such as "postage stamp size municipalities", "incapable and unconscientious councillors". In rebuttal, Wilkinson charged that the scholarly mind is on a different wave-length than the practical one. ¹¹⁵ He stated further that many theorists are forever ready and willing to have us embark on uncharted seas, in an experimental voyage to try to prove their theories, while practical people are more prone to examine what they have, and move forward very carefully until they are certain of where they are heading. Wilkinson then stated SARM's position towards regional government:

"Rural people don't want to tell urban people how to run their business; they don't want too many urbans, and they don't want to be told by urban people how to run their business any attempt to force regionalization on rural people would be met by open rebellion." ¹¹⁶

This kind of debate is hardly conducive to the public interests of the Saskatchewan people.

114. Excerpts from the Address of Dr. J. H. Richards to the Annual Meeting of the Saskatchewan Chamber of Commerce, Saskatoon, May 15, 1970.

115. Wilkinson, Lorne, "Regional Government! Who Needs It?", The Rural Councillor, August 1, 1970, p.10.

116. Ibid., p.21.

This lack of concern was also evident in a special program conducted by the Community Planning Association of Canada (Saskatchewan Division) which embraced a series of three workshops held throughout the province, bringing together interested persons concerned with regionalism.¹¹⁷ A total of ten major speakers participated (planners, civil servants, town administrators, academics) and each turned out to be advocates for regional government. Whether or not representatives of SARM were invited is not known, but the workshops were unrepresentative without SARM's involvement.

In a brief submitted to the Government of Saskatchewan,¹¹⁸ CPAC claims 200 delegates participated in these workshops, but gives no indication if rural municipalities were involved. Not surprisingly, the brief came out solidly in favour of regional government.

At this time it is appropriate to discuss the role of the urban municipality in regional government. In a submission of their own¹¹⁹ it was charged that the provincial government "favoured the R.M.s and seemed to let the urban centers in Saskatchewan fend for themselves."¹²⁰ (See Table XII.) SUMA recommended electoral boundary changes to correct the imbalance of representation in the provincial legislature.¹²¹ The imbalance

117. Three Workshops were held in this program. The first in North Battleford, March 2, 1970; the second in Weyburn on March 18; and the third in Yorkton on April 29, 1970.

118. A Brief Submitted to the Government of Saskatchewan by the Community Planning Association of Canada, Saskatchewan Division, with Respect to Regional Government, June 1, 1970.

119. A Submission to the Government of Saskatchewan on Behalf of the Urban Municipalities in the Province, September 16, 1971.

120. Ibid., p.4.

121. Ibid., p.5.

Table XII: A Comparison of Urban and Rural Grants ⁽¹⁾
Various Years from 1961-62

	<u>1961</u>	<u>1961-62</u>	<u>1966</u>	<u>1966-67</u>	<u>1971</u>	<u>1971-72</u>
Urban Grants						
Winter Works						
Incentive Program						
(Prov. Share)		700,000		955,000		-
Water Assistance						
Grants (2)		600,000		400,000		350,000
Grants to town and						
city libraries		18,500		20,000		138,950
Police Grants for						
towns and cities		-		-		560,000
Snow removal grants						
for cities		-		-		409,000
Re-assessment grants						
for cities		-		-		75,000
Urban Highway						
Assistance Grants		311,038		4,900,000		3,919,790
Gravel Grants to						
towns & villages		-		-		250,000
TOTALS						
		<u>\$1,629,538</u>		<u>\$6,277,000</u>		<u>\$5,703,640</u>
URBAN POPULATION	533,218		602,512		601,848	
	(60.5%)		(63.0%)		(65.5%)	
Rural Grants						
Grid Roads (3)		4,338,000		5,000,000		6,362,500
Grid Bridge		216,670		380,000		735,000
Other Bridge		383,300		220,000		210,000
Regravelling		317,700		600,000		480,000
Maintenance		-		1,000,000		1,255,000
Snow Removal		-		250,000		360,000
Equalization		696,000		2,000,000		2,750,000
TOTALS		<u>\$5,951,670</u>		<u>\$8,450,000</u>		<u>\$13,106,500</u>
RURAL POPULATION	348,957		352,901		317,379	
	<u>882,175</u>		<u>955,413</u>		<u>919,227</u>	

(1) A few grants which are nominal in amount (i.e., less than \$15,000) have been omitted as well as a few grants of a 'one-time' nature such as centennial grants which were available to all.

(2) Available only to towns and villages.

(3) Excluding engineering assistance, some of which is also provided.

Source: Submission of SUMA to the Government of Saskatchewan, p. 15.

is shown by the fact that, despite the continued migration to the urban centers which has resulted in Saskatchewan's urban population being 66 per-cent of the total, the majority of electoral seats remains in the control of the hinterlands. SUMA's brief is quite significant as this would reduce the power of the rural areas in the provincial legislature, concomitantly favouring the adoption of regional government. In response to the SUMA brief, Premier Alan Blakeney said:

"While the government has made no commitment, it is 'inclined to agree that the time has come to look at the overall picture of the people of Saskatchewan in urban centers.' " 122

What Premier Blakeney had in mind was announced one week later by the Minister of Municipal Affairs, E. I. Wood: 123

"In response to the need for a broader planning base in this province, the Community Planning Branch of my department will be opening, next spring, the first of several regional planning offices only by taking planning to the people can we demonstrate the value of sound economic and social planning." 124

The problems inherent in taking planning to the people are discussed in the Intuitive Information Letter (I.I.L.) section. This particular chapter has so far attempted to describe some of the debates on the subject of government administration as well as briefly to trace the historical evolution of regional government in the province. The final section is used as a complementary section to the above. This section will attempt to assess the current political atmosphere as to the possibility of

122. The Regina Leader-Post, September 18, 1971

123. Address to the Annual CPAC Conference, by the Honourable E. I. Wood, Minister of Municipal Affairs, Regina, September 24, 1971.

124. *Ibid.*, p.9.

implementing regional government or even planning regions with some jurisdictional powers.

Intuitive Information Letter

The purpose and methodology of the Intuitive Information Letter was discussed in Chapter I. A copy of the letter may be found in Appendix A. The purpose of the letter was to clarify present readiness in Saskatchewan to act on a policy for regional planning and regional government. The latter poses a direct challenge to two kinds of interests:

"the parochial interests that benefit from sacrosanct local boundaries, and the specialized interests which, playing on the consequent weakness of local government, have been able to insulate their function from the priority-making process through a combination of conditional grants and special-purpose governments." 125

Dupre includes such "regional" governments as health units, school districts, etc., as special-purpose governments. What Dupre claims, however, is not new. Eric Beecroft raised the same issue 13 years ago in an address to the 21st Annual Conference of the Canadian Federation of Mayors and Municipalities at Victoria in June of 1958, stating that within 10 years, perhaps only five, provinces in Canada will have an agency whose responsibilities, among others, will be to undertake the basic research and analysis required to facilitate a workable definition of boundaries and functions for metropolitan regional governments. 126

125. Dupre, Stefan J., "The Political Dimensions of Regional Government", Politics and Government of Urban Canada, ed. by Lionel B. Feldman and Michael D. Goldrick, Methuen, Toronto, 1969, p.290.

126. Beecroft, Eric, "Government for Metropolitan Regions", Community Planning Review, Vol. 5 , No. 1 , p.11.

This prediction proved inaccurate. Only the Province of Ontario has completed some analysis pertaining to regional government. Several provinces have established planning regions or commissions, but all lack any jurisdictional powers. A major portion of the above analysis was completed by the Ontario Committee on Taxation Report (The Smith Report) or OCT. The Report, released in September, 1968, recommended the establishment of directly elected regional governments throughout the province of Ontario. This intermediate level would be above existing municipal governments and would assume many of their powers.¹²⁷ It is noteworthy to consider that OCT's terms of reference was municipal taxation review, and it was discovered that to rationalize the existing situation would take the establishment of regional governments.

OCT thus added its voice to the growing number of planners, academics and civil servants who favour some kind of regional government in the province of Ontario.¹²⁸ A discussion of what professionals and academics in Saskatchewan think of regional government follows.

Actually the IIL and OCT had similar terms of reference. However, the author is in no way equating the two analyses. The latter was a comprehensive 24-volume study concerning taxation and not necessarily opinion-oriented, whereas the former is a small selective sample survey. Both did attempt to measure participation at the local level. OCT was concerned that Ontario was "over-governed" with 964 multi-purpose municipalities and over 3,000 ad-hoc authorities. The position in Saskatchewan is similar. (Table XIII.)

127. The Financial Post, September 9, 1968, Vol. 61, p.15.

128. Ibid., p.15.

Table XIII: Numerical Picture of Multi-Purpose Units
in Saskatchewan, 1970

Cities	11
Towns	111
Villages	353
R.M.s	296
L.I.D.s	<u>12</u>
Total	<u>783</u>

Source: Annual Reports of Department of Municipal Affairs.

Table XIV: Single-Purpose or One-Service Authorities
in Saskatchewan, 1967

School Units	65	Land Registration	
Hospital Districts	161	Districts	8
Crop Districts	10	Assessment Districts	22
Wheat Pool Districts	14	Administration Advisors	
Agricultural Rep. Dis.	39	Districts	6
Veterinary Services	42	Electrical Distribution	
Family Farm Improvement		Districts	14
Technical Sub-dis.	14	Conservation Areas	70
Family Farm Improvement		Game Management Areas	37
Branch Field		Census Divisions	18
Organization Districts ...	<u>50</u>	Welfare Regions	11
	<u>395</u>	Economic Regions	18
		Manpower Areas	11
		Health Statistical Areas ...	16
		Highway Regions	5
		Municipal Road	
		Assistance Authority	<u>5</u>
			<u>241</u>
		Total	636

Source: Atlas of Saskatchewan, pp.182-185.

Furthermore, the problem is compounded by 636 administrative regions. (See Table XIV above.) Significantly, Table XIV does not include local school boards, park commissions, planning commissions, etc. Nor does Table XIV include over 1,205 Post Offices, stations, or localities. ¹²⁹

129. Atlas of Saskatchewan defines Localities as "having less 'compactness' than a hamlet". The terms "Post Office" and "Station" indicate little or no population in the immediate area.

This form of ecumene is fast disappearing in Saskatchewan, but still represents some form of settlement. OCT summarized the Ontario situation:

"The result of providing services on an ad hoc basis is increased fragmentation, which can make access to local government devoid of much of its meaning. If the goal of local government is a compromised combination of access and service, it appears that ad hoc authorities achieve the latter at the expense of the former." 130

OCT went so far as to conclude that "it is an appropriate blending of the two objectives (access and service)* that should determine the size of regional governments". 131

Within this context, the Intuitive Information Letter posed two questions pertaining to the need for and the "timeliness" of regional government and two questions related to access and service.

The questions are contained in Appendix A, but are repeated here for convenience.

1. Does Saskatchewan need some form of regional planning and/or regional government?
2. Is this the "time" to implement some form of regional government?
3. Is the present form of local government genuinely satisfying public participation in the decision-making process?
4. Would regional government allow a more meaningful participation of the public in the decision-making process vis-a-vis the present system?

130. Bureau of Municipal Research, "Regional Government - the Key to Genuine Local Autonomy", Civic Affairs, May, 1963, Toronto, p.10.

131. Ibid., p.13.

* OCT defines "access" as the most widespread participation possible by citizens and "service" as the economic discharge of public functions and the achievement of technical adequacy in due alignment with public needs and desires.

A total of 30 letters were sent out on a selective basis. Letters were sent to those persons (Table XV) who either are involved in government, represent involved organizations, or who have demonstrated an interest in regionalization by speaking at meetings, conventions, etc. However, the sample size is too small to draw any significant conclusions. The Civil Servant section is the largest since they are directly involved in special-purpose governments.

Table XV: The Universe, Restricted

<u>Classification</u>	<u>Sent</u>	<u>Response</u>
Politicians	4	2
Civil Servants	12	6
Academics	4	2
Professionals	4	4
SARMA ^a	3	0
SUMA ^b	2	1
SSTA ^c	1	1
	<u>30</u>	<u>16</u>

^a Saskatchewan Association of Rural Municipalities.

^b Saskatchewan Urban Municipalities Association.

^c Saskatchewan School Trustees Association.

Furthermore, it is not the intention of the author to carry out any statistical analysis other than that tabulated in Tables XV and XVI. The graded responses in Table XVI are merely to allow one to get an "over-view" of the kind of responses obtained. e.g., there appears to be agreement that Saskatchewan needs some form of regional planning/regional government. Some respondents stated that it was urgent to establish planning regions now. As to the problem of "timeliness", this question had the most inconsistent response. Some respondents said it was too late; some said the time would never come. One letter was pertinent to the hypothesis of this thesis.

It stated that "time" was not an issue, since regional government was happening now, in terms of health service, education and perhaps community planning. On the other hand, one respondent stated that the former government was defeated because it got involved in this issue and therefore does not see the current government doing likewise.

Still, there does appear to be a consensus that regional planning is not only necessary but possible if the government undertakes a thorough educational program directed to "interaction at all social levels."

Table XVI: IIL - Graded Responses^a

<u>Graded Response</u>	<u>Question Number</u>			
	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>
Definite Yes	11	2		1
Tentative Yes	1	4	3	7
Tentative No		3	7	3
Definite No	1	4	3	2

^a based on 13 out of 16 responses. Three did not directly respond.

These grades should be used with a degree of caution as it represents only the gist of each response by question as classified by the author. Questions Three and Four are concerned with access and service. The pattern of responses is diverse and complex. Some respondents stated that neither the present system of local government nor a form of regional government would provide access to the public. However, a slight majority did state that regional government would provide or could provide better access and service to the public. Furthermore, the variety of response to this question indicates that meaningful participation of the public in the decision-making process is a concept least understood by many of those surveyed. Some responses went so far as to state that public participation

was a "hindrance" to establishing and implementing programs; furthermore, the farther removed the decision-maker is from the public, the more efficient government will be - efficient, perhaps, but hardly meaningful and democratic. Of significance is the fact that general concern exists that the present system is not meeting the demands of access and service.

The following analysis was completed for information purposes only. Respondents have been grouped according to profession and the summary statements represent the general attitudes of the respective members of each group. The summaries should be read with a degree of caution.

The Politicians:

Generally the politicians were not prepared to state in writing their intuitive judgment on the timeliness and feasibility of regional planning and/or regional government in Saskatchewan. Significantly, however, interest in the concept of regional government was perceived from the responses.

Civil Servants:

Response by this group was generally in favour of regional planning and regional government, but many were pessimistic as to the adoption of the latter by the present government. One segment of civil servants expressed a desire to continue the special-purpose governments now in existence. The respondents also expressed concern that the present local government system does not lend itself to public participation. Furthermore, many of the civil servants were of the opinion that regional government and its province-wide decentralization process would allow greater access of the public to the decision-making process than the present centralized form operating out of Regina.

Professionals:

This group offered the most varied response. However, there was

agreement that regional planning is required now. As regards regional government, the responses ranged from "now is not the time"; "now is the time"; "the time was 10 years ago"; and "the time is not yet - perhaps in 10 years". Furthermore, this group were concerned that significant misinformation exists regarding regionalization. An extraction from one of the letters summarizes the current environment towards regional government.

"I am afraid our greatest problem in this field is that people argue for and against regionalization without thinking. There is no sign of any support for reorganization based on an understanding of the changes which are really required."

Academics:

Unfortunately, this group appears farthest removed from the problem. i.e., although their theories towards regional government are basically sound, they do not realize the implications that result from their sometimes arrogant attitude towards rural people. This message came through loud and clear in responses to the IIL from this group.

The thesis has already indicated that some academics are responsible for widening the gap of understanding between the rural and urban areas - their responses to the letter still reflect that paternalistic attitude towards rural areas discussed earlier.

The fact that SARM refused to respond reflects in part the embitterment created by the academics over the past years. It must now be realized by all academics, civil servants, etc., that the needs and desires of the rural people cannot be denied. Nor can they be dictated to either. The failure of some to fully appreciate this fact has been the main hindrance to regional government to date.

CHAPTER FIVE

INTERPRETATIONS

According to Han Blumenfeld, "regional planning is the extension of planning into a new field. Like all planning it means explaining interaction and attempting to order all actions so that they will help rather than hinder each other". 132

This in essence has been the attempt of this analysis - to demonstrate that informal regions exist now and thus should be recognized as such. This will enable the province to lay out a regional planning policy that will take into consideration urban and rural areas, i.e., the recognition of regions (informal) bridges the gap between rural and urban interests. The thesis has demonstrated that each is dependent on the other. Recognition of this fact and by planning or governing the two as complementary parts of single units should remove the traditional friction that now exists. Each region (urban and rural) then competes for development funds against the other regions, rather than pitting urban areas against rural areas. If this type of regionalism is implemented, electoral representation in the legislature could then be changed to reflect regional interests.

The first part of the conclusion will review some of the findings of the thesis. The second part will apply the findings to the stated hypothesis. The final section will describe some organizational changes that are required if regional government is implemented.

Christaller's central place theory as applied to the South-West corner

132. Blumenfeld, Hans, "Regional Planning", Planning the Canadian Environment, Gertler, L. O., Ed., Harvest House, Montreal, 1968, p.285.

of the province indicated that the theoretical expectations and actual results were similar. Variance from the model was explained by transportation requirements like road and rail. Thus, Christaller's model could be used to designate service or nodal centers in the province.

The 66 county-regional boundaries delineated by the Local Government Re-organization Study also designated service centers similar to that delimited by Christaller's theory. The above study also identified problems ensuing from the actual drawing of a regional boundary, e.g., on what side of the boundary is farm "x". The telephone matrix employed by Nader delineated a South-West region similar to the one derived from applying Christaller's theory to the same area. The actual boundaries did not coincide, but the boundaries are still significant.

"No two lines will ever coincide completely. There is no such thing as an ideal boundary for a planning region. Whichever one is adopted will be a not wholly adequate compromise with conflicting existing conditions; but the fact of its adoption adds a new condition which makes it more adequate. ¹³³

Whether or not Blumenfeld's view is applicable to Saskatchewan, the concept of a "planning region" is clearly a fruitful one if the prime concern is economic development rather than just the relief of distress.

"But if we are to have confidence in the drawing of the planning boundaries, there is an urgent need for more knowledge of the determinants of growth. This is indeed crucial, for the choice of boundaries will depend upon what we know about the growth process." ¹³⁴

133. Blumenfeld, Hans, "Regional Planning", p.287.

134. Brewis, T. N., Regional Economic Policies in Canada, p.49.

The thesis demonstrated the many fundamental changes in the growth processes evolving in Saskatchewan that must be considered before delineating regions in Saskatchewan: it described these changes taking place in the number of centers; in the distribution of component classes of centers; in the density and spacing of centers; and in the performance of certain spatial situations.

Therefore, it can be concluded that boundaries for planning regions can be delineated bearing in mind the above comments. The policy of precisely where the boundary is to be drawn should be a flexible one, subject to change, and drawn only after extensive interaction with the inhabitants concerned.

The above analysis also isolated the existence of nodal-centers and their umland.

Chapter III demonstrated the effect of rail and road patterns on Christaller's theory. The fact that few centers existed in Saskatchewan before the arrival of rail demonstrates the role that rail played in influencing community locations. The findings in the chapter further demonstrated how transportation requirements result in the displacement of centers by encouraging the tendency to cluster on main communications lines and conversely the tributary areas of the clustered centers are closely spaced and show a characteristic elongation in a direction of right angles to the communication system.

Analysis of the rail system also demonstrated the significance of the nodal-centers within their umlands (Figure 15). These nodal-centers act as terminals or focal-points for their respective regions.

However, the current issue of rail-line abandonment and grain elevator stabilization could alter the patterns disclosed by this thesis. Therefore

regional governments could ensure that the existing "informal" regions would remain intact and any alteration to the existing rail system would have to consider regional goals and objectives.

Analysis of the existing road system revealed that it complemented the rail system and further delineated the existence of nodal-centered umlands, (Figures 16 and 17), by illustrating the radial axis influence of these centers. Regions were delineated on the basis of annual average 24-hour daily traffic for all motor vehicles. The regions delineated by this method coincided with regions demarcated by Nader's measure of economic interaction.

This method, however, could not also account for the exact location of the regional boundary. The positive features of this method are: it represents the pattern of consumer demand; it delimits the service centers already designated by Nader; it represents a major change from the "usual straight-line method" utilized in the past; (Figure 11) and finally, it takes into account the pattern of transportation networks existing now in the province.

Finally, this chapter indicated how regions could act as a focus to enable the drafting of "regional objectives" which would lead to rationalization of rail lines, grain elevators and grain shipments. e.g., a region (planning or government) would make those decisions that are in the best interests of those residing in the region, rather than centralized decisions being made in Ottawa, or even to some extent Regina.

The fourth chapter described where the public debate now stands re planning regions and/or regional government. A short analysis was made concerning regional growth and development. It was indicated that regional planning does not exist in Saskatchewan. In place of regional planning

each provincial department and special-purpose government has its own program.

In this chapter the current political environment regarding regional government was also discussed and it was concluded that it was not conducive towards implementation of regional government or any form thereof. However, since the two objectives of regional government defined by OCT (access and service) were not evident in Saskatchewan at the present, the need for regional government exists. The latter statements were derived by the findings of the Intuitive Information Letter. However, some forms of regional planning (health services, education and community planning) were taking place. The letter traced four generalizations:

1. Saskatchewan definitely needs some form of regional planning (be it planning regions and/or regional government).
2. There was no consensus as to whether or not this is the "time" to implement some form of regional government.
3. The present form of local government does not appear to be genuinely satisfying public participation in the decision-making process.
4. Regional government would allow a more meaningful participation of the public in the decision-making process vis-a-vis the present system.

The letter further substantiated the existence of a lack of understanding on the part of some academics towards rural values. The fact that SARM refused to respond reflects in part the embitterment created by the academics over the past few years. It must be realized by all academics, civil servants, and professional planners that the needs and desires of rural people cannot be denied, nor can they be dictated to either. The failure of some to fully appreciate this fact has been the main hindrance to the development of regional government to date.

The hypothesis of this thesis is that:

Since the concept of regionalism informally exists now in the province, it is possible to implement planning regions and regional government.

The thesis has purported to show that the hypothesis is valid in a number of ways:

1. There exist nodal-centered umlands (based on consumer demand).
2. There are informal regions based on road and rail networks.
3. There are many programs carried out by special-purpose provincial departments and local boards that would be more effective if co-ordinated regionally.

The thesis has further suggested that there are immediate problems requiring solutions on a regional basis which implies urgency in transforming the informal regions into functional ones through a vehicle like regional government. Figure 21 is an organizational chart of a proposal for a new alignment of quasi-jurisdictional powers in the province if planning regions and regional government are implemented.

Administrative Machinery (illustrated by Figure 21).

A. Regional Development Council:

One for each planning region supported by the provincial or central government and the member urban and rural municipalities and containing membership selected from the member municipalities.

B. Planning and Redevelopment Department:

Comprised of senior civil servants of provincial departments. This department would consist of a regional planning branch (comprised of the community planning branch and the Research Planning branch existing now within Municipal Affairs). It would also consist of an economics branch, a parks planning branch and would introduce for the first time in the

province a regional transportation branch.

C. Advisory Committee:

Will exist at the Deputy Minister level and will be chaired by the deputy Finance Minister and will contain the following existing departments: Finance, Industry, Natural Resources, Agriculture, Education, and Health. The departments of Municipal Affairs and Highways will have their functions implemented at the regional level.

The organizational chart indicates that the province will still play an important co-ordinating role. Although it will be the responsibility of the Regional Development Councils to meet the goals and objectives of their respective regions, both the Advisory Committee and the Planning and Redevelopment Department will guide and advise the regions to ensure coordinated development on a provincial scale. This is necessary as the province will maintain its powers according to the B.N.A. Act. However, the Regional Development Council should have the authority to implement programs.

It will be the role of the province to receive federal funds and steer them to the respective regions, not necessarily on a competitive basis, but on the basis of enabling each region to meet its own objectives.

Two further explanations are needed at this time. Firstly, a new realization is required within the province that separate urban and rural identities exist and future planning must be undertaken in close liaison with both groups. Furthermore, each group must be willing to understand the other's specific identity problems.

Secondly, the province must educate those outside the province, that in fact Saskatchewan is not a homogeneous wheat-growing, flat plain existing within a prairie region, but a diverse and heterogeneous spectrum of many

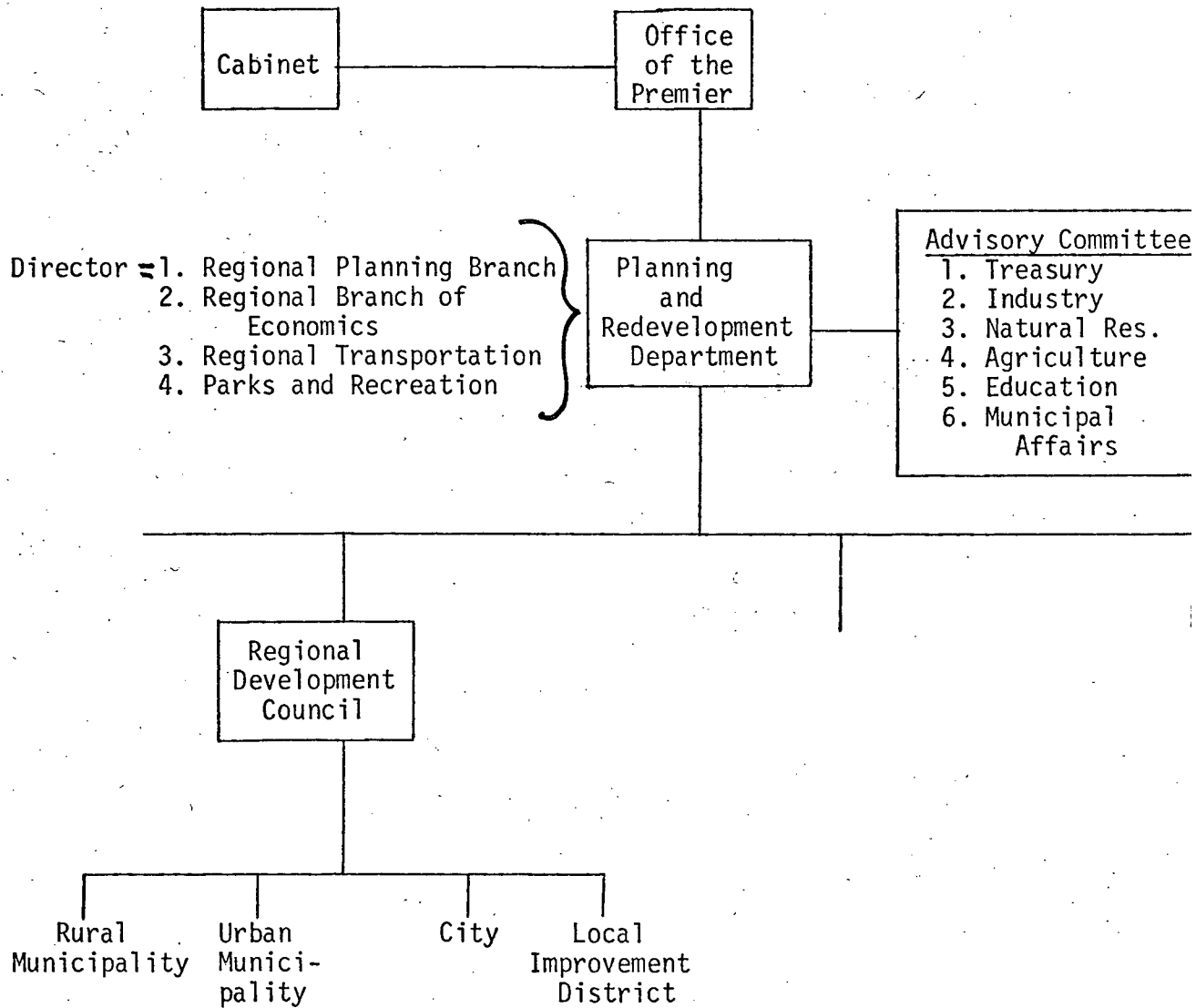
regions evolved through many variables, mostly human and few geographic.

The Next Step:

Once the realization that regions do exist in the province is made, the next step would be to develop a policy aimed at opening communication channels between urban and rural groups, within each potential region. When this is satisfactorily established, and only then, will it be possible to establish planning regions in the province. The boundaries derived for these planning regions should be coterminus with those to be used by regional governments.

It may take several years to develop the framework of regional government and in the interim the planning regions will serve to test the boundaries and suggest changes that might be made before regional government is implemented.

Figure 21: Regional Planning in Saskatchewan



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Appendices

APPENDIX A

INTUITIVE INFORMATION LETTER

February 25, 1972

Re: Intuitive Information Letter

Dear Respondent:

Proposals for regional government in Saskatchewan have been the topic of much debate during the last few years. Several studies, reports and theses have attempted to demonstrate the urgent need for the implementation of such a concept.

In a thesis for the degree of Master of Arts in Community and Regional Planning the writer is attempting to assess these previous studies and suggest a new workable basis for a form of regional government in the province. The thesis data analysis indicates that the province should be divided into regions (partial centralization). This, in turn decentralizes many functions currently being centralized, thereby ensuring the preservation of local government. This statement is made at a time when 1971 figures indicate that the province has decreased 52,117 in population since 1966. During that period, four of the eleven cities faced a decrease as did 72 of the 111 towns and 302 of the 353 villages.

Analysis, however logical, cannot provide the whole story where human relationships are involved. Thus I am writing you and some 25 other persons in responsible positions in Saskatchewan to seek an expression of your intuitive judgement as to the timeliness and feasibility of the concepts involved in the hope that this particular study may more

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likely be relevant and useful. Your response will remain anonymous and will be used, with others to gain an insight into the understanding of the views of "key" persons regarding their knowledge of the general public.

Please feel free to comment on any or all of the following questions:

1. Does Saskatchewan need some form of regional planning and/or regional government?
2. Is this the "time" to implement some form of regional government?
3. Is the present form of local government genuinely satisfying public participation in the decision-making process?
4. Would regional government allow a more meaningful participation of the public in the decision-making process vis-a-vis the present system?

A copy of this thesis will be available in the Planning Library of the Department of Municipal Affairs after May 3, 1972 for your perusal.

Thank you for your consideration.

Respectfully yours,

Henry Ropertz

Forward Comments To:

School of Community and Regional Planning
University of British Columbia
Vancouver 8, B.C.
CANADA