REVIEW OF REGIONAL AND DISTRICT BOUNDARIES

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Consumer and Corporate Affairs Canada Field Operations Service
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EXECUTIVE SUMMARY

Introduction

Consumer and Corporate Affairs Canada, from its inception in 1967, has been the inheritor of various program activities from a number of long established government departments. The field operations of the activities had, as a consequence, been carried out almost independently from each other, without the benefits of an overall co-ordinated system inherent to modern functional management, especially in relation to the management committee system in a decentralized field operations now in practice at the Department.

Study Purpose and Method

Field Operations Service has had the task of providing the unifying elements for the provision of field services in relation to the various activities now under one Department. These elements, in turn had to be adjusted to a proper balance with respect to some basic regional differences such as geography, population and industrial base.

In addition, some political factors such as regions comprising more than one province had to be taken into account for balancing the various factors in order to develop an overall national picture for the establishment of the criteria and rationale for regional and district boundaries.

Because boundaries directly affect the regional operations, field consultations were held. The regional proposals put forward and the discussions showed that there were indeed three basic issues which had to be considered separately, yet each as part of a complete and lasting solution to the problem of providing some

uniformity for service measurement within a national framework co-ordinated from headquarters. The three basic issues were as follows:

- establishment of boundaries considering largely social,
 political and economic factors;
- development of evaluation models in the light of new boundaries; and
- 3. adjustment of manpower allocations on regional and district basis.

From the results, it is quite evident that boundary setting should not be an end in itself, but rather contribute to the evaluation process by facilitating the empirical measurement based on similar geographical extensions for activities and by avoiding the establishment of boundaries around existing man-year allocations.

Consequently, the criteria for boundaries evolved from the regional consultations and considerations given to such factors as regional differences, equitable public access to departmental services and management requirements. In addition, considerations were given to facilitating the development and maintenance of a management information system, evaluation and monitoring factors and to the gathering of other data by activities operating on common geographical territories.

Along with the establishment of common boundaries for the various activities at the district level, there were other issues brought up by regions as contributing factors for achieving certain standards in field operations such as:

- regional and district organizational structures;
- standarization of titles; and
- provision of general administration and support staff at the district level.

One of the main factors in dealing with boundaries was the desirability of displaying, as a federal department, an understanding, in some concrete way, of the terms and concepts of confederation as emanating from the British North America Act. As a result, each province contains at least one district and provincial boundaries are respected.

Results

In summary, regional boundaries have been established with due respect for such provincial "limits". Also, regional office locations have remained unchanged at either provincial capitals or major provincial centres. Basically, districts have been established with reference to demographic statistics using the concept of Census Metropolitan Areas as focal points of population. Thus, the two largest districts are the Toronto and Montreal areas followed by Quebec, Vancouver and Niagara. The largest number of districts - 14 out of 22 - fall below the one million population mark, with half of the latter below the half million mark.

The number of district offices has been reduced from 30 to 22 and they have been located at major centres in each district.

| Region | No. of Districts |
|--|------------------|
| Atlantic Quebec Ontario Prairie | 4 4 6 5 |
| Pacific | $\frac{3}{22}$ |

In the short term, this reduced number of district offices would result in the reduction of 11 managerial manyears with a

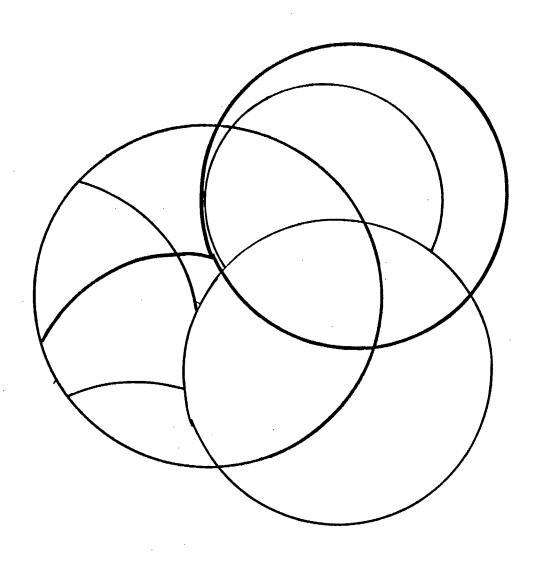
corresponding increase at the area level. The saving would amount to the salary differential between these and the area level positions. In the long run, given seven activities and the present thirty districts, there would be a potential for 210 managerial positions - under the broad assumption of a full allocation of activities per district. Concurrently, with no common uniform standards, there would be no guarantees that the districts would not increase past 30. With the proposed 22 districts, there is a limited potential for 154 managerial man-years - an eventual hypothetical saving of 56. As well, there is only the possibility of two more districts - Prince George and Hull - currently designated as area offices.

Required Action

It is hereby submitted that the main objective of this study, that of dealing with the rationalization of district boundaries, has been accomplished. It is now a matter of turning to the timing of the implementation phase on a regional basis with the establishment of a simple monitoring and reporting system on implementation from district to region to headquarters by each region for follow up, and provision of any corrective action necessary in the event of deviations from the main desirable direction.

ABSTRACT

District Boundaries as at October 1976



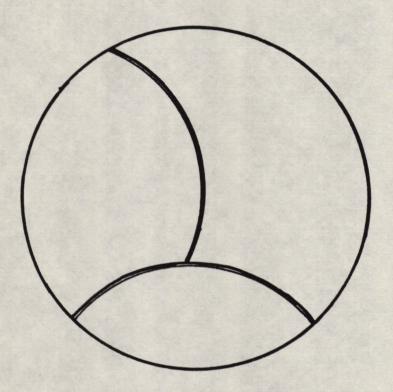
| Regional | Boundary | | | | |
|--------------|----------|---|----------|------------|--|
| Activity | No. | 1 | District | Boundaries | |
| Activity | No. | 2 | District | Boundaries | |

Features:

- 1.
- 2.
- District Boundaries Transgressed Regional Boundaries Different Activities Had Different District Boundaries Different Activities Had a Different Number of Districts

ABSTRACT

Proposed District Boundaries



| Regional | Bounda | ary | |
|----------|--------|----------|------------|
| Activity | No. 1 | District | Boundaries |
| Activity | No. 2 | District | Boundaries |

Features:

- All District Boundaries Respect Regional Boundaries
 All Activities Have Uniform District Boundaries
- 3. Each Activity is Limited to the Number of Designated Districts

RECOMMENDATIONS

It is recommended that the following specific items be accepted in principle:

- The new regional boundaries established with due respect of provincial "limits".
- The new district boundaries common for all activities within each region as the main building block and foundation on which the evaluation model will be built, and resource adjustments will be carried out.
- The phasing of the overall inter-related tasks with

 Phase I already completed and Phases II and III to be
 studied as follows:
 - Phase I Regional and district boundaries;
 - Phase II national evaluation model with proper regional weights by activities and by the newly established districts;
 - Phase III adjustment of resources on district and regional basis.
- 4. The study of the optimizing factors enumerated in this report and other related issues raised by regional management such as standard classifications, titles, and organizations to make them uniform throughout the system.
- 5. The establishment of contractual basis for out of region provision of services.

- 6. The preparation of regional plans for implementation of the new boundary schemes.
- 7. Subject to item 6, the implementation of the proposed new district boundaries giving higher priority to those regions already prepared for such a change.
- 8. The establishment of a monitoring and reporting system from district to region to headquarters in respect to the implementation by each region.

REVIEW OF REGIONAL AND DISTRICT BOUNDARIES

Purpose of the Study

The purpose of this study was:

- (a) to develop a system for assessing the validity of the present regional and district boundaries;
- (b) to determine whether such boundaries still respond effectively to present circumstances, and, if deemed necessary,
- (c) to make recommendations as to a reorganized administrative boundary system which will support greater operational effectiveness in the field.

F.O.S. Operational Requirements

Very briefly, the objective of Field Operations Service had been established as that of contributing to the efficient operation of the Canadian marketplace by:

- efficiently and effectively carrying out departmental programs and activities in the field in accordance with programs and activity objectives and priorities as determined by functional bureaux;
- bringing about economic use of field resources and more effective implementation and enforcement of legislation, including a proper evaluation and monitoring of such operations.

In the light of the above general operational requirements, a fairly extensive examination of the existing regional and district boundaries was carried out. The relevant results are presented below.

Present Boundaries

When the Department was formally established in the late 1960's, the existing activities (1), many of which originally belonged to various federal departments, including most of their pertinent regulations and operational structures, were integrated into the new Department of Consumer and Corporate Affairs.

Some of these activities were part of the old Department of Industry and Commerce dating back to 1918. Others, such as those of electricity and gas with their own regional and district boundaries defined by order-in-council, go as far back as 1924. This mixed origin of some activities plus others that came into existence as a consequence of new legislation resulted, in many cases, in as many district boundaries as the number of activities represented.

This variety of district boundaries thus presented difficulties for a number of desirable actions needed for fulfilling departmental objectives in such fields as:

- the establishment of a proper activity evaluation system;
- the provision of common yard sticks for measuring the relationships amongst activities;
- (1) Existing activities: Trade Practices, Product Safety, Electricity and Gas, Weights and Measures, Consumer Services, Consumer Fraud Protection, Bankruptcy

- the provision of unifying factors for the integration of services under the departmental program responsibilities as entrusted in part to the Regional Director, together with policies to be followed to help attain the objectives of the administrative committees at each level of administration;
- proper communications between activities thereby inhibiting co-operation and co-ordination amongst them.

Similarly, it would appear that services have not been of the same level throughout Canada due to such factors as distance from established regional and district operation centres.

In several instances, district boundaries, for various reasons, have been extended into neighbouring region's territory to accommodate specific activity operations as follows:

Electricity and Gas:

- Montreal District Office covering

Baffin Island, North West

Territories:

Consumer Services

- Ottawa District Office covering
Hull (telephone enquiries & complaints)

Weights and Measures
and Electricity and
Gas:

- Ottawa District Office covering
Quebec economic region of
Outaouais as well as Abitibi
and New Québec;

Bankruptcy:

- Ontario Region covering Quebec

Bankruptcy Division No. 6 which

includes the counties of Hull

and Pontiac;

Bankruptcy:

- Manitoba District Office (Winnipeg)
covering Thunder Bay area,
Bankruptcy District I;

Consumer Fraud,
Weights and Measures
and Electricity and
Gas:

- Prairie Region covering the Peace
River Valley in Northern British
Columbia and the East Kootenay in
Southern British Columbia.

Because of the totally changed circumstances of the late 1970's as compared to the origins of district boundaries, it is evident that such boundaries do not respond to the needs of modern management, especially to the proper functioning of the management committee system in a decentralized field operations with management responsibilities at various levels from headquarters to regions and to districts.

Regional Environments

Total Canadian population and other economic aggregates generally provide an overall picture of the national scenario.

However, for the purpose of this analysis, provincial and regional factors, especially some economic, social and political

aspects require an examination to better understand some of the basic regional differences which will most likely affect the departmental field operations for some time to come.

The population differentials amongst provinces and regions indicate a marked concentration in central Canada as depicted in the percentage distribution of population. The Atlantic provinces, with the exception of Newfoundland, present some similarities with the highest population density per square mile.

Factors such as these and others provided below, apart from showing regional differences, will most likely contribute to the development of an evaluation system for districts and regions as elaborated further in another section of this report.

TABLE 1 POPULATION

BY PROVINCE AND REGION

1976

| PROVITI | | | PERCENTAGE | POPULATION |
|--|------------------|------------|--------------|-----------------|
| PROVI | NCE | POPULATION | DISTRIBUTION | DENSITY SQ.MI. |
| Newfo | undland | 548,789 | 2.4 | 3.8 |
| & Prince | e Edward Island | 116,251 | .5 | 53.2 |
| Nova | Scotia | 812,127 | 3.6 | 39.8 |
| New B | runswick | 664,525 | 2.9 | 24.1 |
| Quebe | c , | 6,141,491 | 27.2 | 11.7 |
| Ontar | io | 8,131,618 | 36.0 | 23.0 |
| _ Manite | oba | 1,005,953 | 4.5 | 4.8 |
| Saska | tchewan | 907,650 | 4.0 | 4.1 |
| Alber | ta | 1,799,771 | 8.0 | 7.3 |
| Briti: | sh Columbia | 2,406,212 | 10.7 | 7.0 |
| Yukon | · | 21,392 | .1 | .1 . |
| North | West Territories | 42,237 | .2 | .03 |
| The state of the s | Canada | 22,598,016 | 100 | 6.4 |
| Œ | • | •• | | |
| REGIO | <u>N</u> | | | |
| _ Marit | | 2,141,692 | 9.5 | 11.1 |
| Quebe | | 6,141,491 | 27.2 | 11.7 |
| L Ontar | | 8,131,618 | 36.0 | 23.0 |
| Prair | | 3,755,611 | 16.6 | 5.5 (2.0) (1 |
| Pacif | ic | 2,427,604 | 10.7 | $7.0 (4.4)^{1}$ |
| E (| Canada | 22,598,016 | 100 | 6.4 |

Source:

Statistics Canada, 1976 Census, Preliminary Population Counts

- (a) Includes North West Territories
- (b) Includes Yukon

Briefly, other social, economic and political factors of relevance to regional and district boundary considerations regarding relative positions amongst regions are given below.

Social Factors Between Regions

- A population range from 2,141,700 for the Atlantic to 8,131,600 for Ontario in 1976.
- A population density range from 2 people per square mile in the Prairies to 23 per square mile in Ontario.
- Larger but fewer households in the Atlantic and Quebec, as compared to the other regions. With respect to population and related households, the Maritimes have 9.5% of the population with 8.35% of the households while Ontario, with 36% of the population, has 37.04% of the households, indicating a fewer number of people per household in Ontario than in the Maritimes. (This may be of some significance to Consumer Services and Trade Practices regarding complaints).
- Different urban-rural mix between regions. Ontario
 has 61% of its population in cities of over 50,000,
 while the Atlantic Region average is approximately 20%.
- Different urban structures. British Columbia has 2

 Census Metropolitan Areas comprising 56% of its population, while Ontario has 9 Census Metropolitan Areas

accounting for 63% of its population. (The large concentration of population in Vancouver and Victoria would appear to have been largely the result of topographical factors unique to British Columbia which also make difficult the construction of highways similar to other provinces.)

- With respect to Quebec, the region operates within a different system of law and a different language.

A number of these factors are inter-related, yet all seem to play some role in district boundary considerations in each region. For example, comparing the entire Atlantic Region to British Columbia, populations are equivalent, 2.1 and 2.4 million respectively. However, British Columbia has two Census Metropolitan Areas with 56% of the population, Atlantic has three Census Metropolitan Areas with 24% of the population. Obviously, this requires different treatment of the district boundary matters at each regional level.

Economic Factors

- Cost factors related to distances to be travelled plus geographic consideration, i.e. the islands in British Columbia and the Atlantic Region.
- Retail trade does not necessarily seem to follow population trends, i.e. Quebec has 27% of the population and about 31% of retail stores.

- Different manufacturing capabilities among regions.

 The Atlantic Region with 2.1 million population,
 represent only 3.8% of Canada's value added, compared
 to British Columbia's 10.2% with 2.4 million population.
 In regard to value of shipments, Quebec accounts for
 26.3% of total Canadian value of shipments for all
 manufacturing, yet it is responsible for 68% of the
 value of shipments from knitting mills in Canada (1973
 figures).
- Different primary industry base amongst regions:

 British Columbia accounts for about 57% of all value added in forestry compared to approximately 12% in Ontario, while in manufacturing, Ontario accounts for about 53% and British Columbia for about 9%.

Some of the economic factors indicated above do not explicitly enter into the formulation of district boundaries but are of assistance in keeping the proper perspective regarding regional considerations.

Political Factors

- Some regions comprise more than one province, thus introducing new factors into the district boundary considerations.

- Some provinces seem to put different emphasis in their legislation concerning subjects dealt with by Consumer and Corporate Affairs.
- Matters relating to liaison and co-ordination between Consumer and Corporate Affairs and provincial counterparts were also recognized.

In summary, factors such as those listed above have been duly considered in a balanced way in developing an overall national picture which was then taken into account for setting up criteria and rationale for regional and district boundaries as opposed to purely isolated regional considerations.

Methodology

In the light of the objectives established at the outset of the Project Outline regarding the regional and district boundaries and following the findings of the preliminary examination of the existing boundaries, various alternative approaches were considered. The socio-economic merits of these alternative decisions on the geographical boundaries best responding to present needs were also considered from the regional administrative viewpoint, with due consideration given to public needs as well as to the needs of the various field activities in discharging their responsibilities.

Since any boundary changes were going to affect regional operations, field consultations were carried out on subjects such as:

- (a) the need to change present boundaries;
- (b) the establishment of criteria for boundary changes;
- (c) the implications of proposed changes;
- (d) the testing of the operational feasibility of new boundaries; and
- (e) implementation of new boundaries.

The discussions with Regional Directors and Managers brought to focus the regional environmental differences which required some variations from any general criteria as noted previously, as well as the operational difficulties in regard to the implementation of changed boundaries at the district level followed by changed district office locations.

As the discussions progressed, there was almost a consensus around the view of changing the existing district boundaries. However, when the general criteria established beforehand on the factors to be taken into account for setting such boundaries were brought into the picture, especially the achievement of common district boundaries for all activities versus considerations of workloads and manpower allocations, it became quite evident that there were, in fact, three issues involved in this exercise which required special and separate consideration, i.e.

- (a) establishment of boundaries considering largely social;political and economic factors;
- (b) development of evaluation models in the light of new boundaries;
- (c) adjustment of manpower allocations on regional and district basis.

In reality, the elements enumerated above represent three distinct phases which, when tackled, will be conducive to establishing a proper relationship amongst them and thus contributing to the long-term solutions of some important critical issues.

It would appear that boundary setting should not be an end in itself but it should, amongst other contributions, facilitate the evaluation process by, in part, avoiding the establishment of boundaries around existing man-year allocations.

In the light of the above valid considerations, work proceeded along phase one, with a considerable amount of information also being gathered for phases two and three for future action.

The regional and district boundaries have

been developed in conjunction with regional management who were

asked to make submissions along certain guidelines described

further below. A more complete analysis of the regional requests,

needs and alternatives is given under regional submissions.

Development of General Criteria

The following criteria, to serve as a general guideline in setting up regional and district boundaries, evolved from a review of consultations and considerations of national requirements, regional differences, equitable access to departmental services, management requirements and a number of other factors.

General Criteria

To be fully effective, the revised regional and district boundaries must:

- 1. be defined, as to regions, according to provincial borderlines considered individually or two or more together bound by common grounds, including geographical factors, population characteristics, etc., and constitute a first level of field administration;
- 2. be defined, as to districts, according to territorial extension, with a balanced population distribution, where possible, amongst districts, and according to the size of a given region and constitute an administrative level or unit within regional boundaries, and take into account authoritative boundaries already established, i.e. give proper consideration to provincial boundaries, census divisions, economic regions, counties, district, cities, etc.;

- follow, by-and-large, such boundaries as mentioned in
 above to facilitate the use of statistical and other data published by authoritative sources for measurement by geographical areas;
- 4. set out boundaries common to all activities to overcome district boundary differentials amongst activities to allow full co-operation and co-ordination amongst activities and avoid communication problems arising out of specific towns or villages being served by two different district offices.

Expected Benefits

The establishment of new boundaries based on these criteria will facilitate the achievement of a number of other objectives such as the following:

- in the field administration of acts at district and regional levels, providing all activities with the same territorial coverage (common territories will contribute to operational planning, work plans, and to administrative control, including program monitoring systems);
- 2. provide the basis, as to district boundaries, for the second basic level of a decentralized administration which will make all officers of all activities accountable for such activities by similar geographical areas;

- 3. assist in obtaining greater productivity per man-day (or man-hour; better scheduling) with greater geographical area coverage per person or greater number of population served;
- 4. conform to geographical extensions commensurate with the principles of an efficient and decentralized management system with delegated authority, responsibility, and accountability, from headquarters to regions to districts (considering social, political and economic implications, administration of a territory based on personnel functions geared to achieve goals);
- 5. contribute, as far as possible, to an equitable access to Consumer and Corporate Affairs services for all members of the Canadian public;
- 6. contribute to the proper co-ordination of activities with provincial counterparts within provincial boundaries;
- 7. facilitate the development and maintenance of a management information system relative to the field implementation of programs, evaluation and monitoring systems and to gathering of other data by activities on common geographical territories, i.e. national, regional and district.

DEFINITION OF OFFICES

Different from some common concepts thus far in use, the following definitions are in terms of what is considered to be an "office", its functions, and its relationship to a given geographical extension.

District Office

The district office, as an institution, is conceived to be the lowest level of administration in a decentralized "management committee" system of Field Operations, with responsibilities extended to predetermined district boundaries common for all activities represented at such a level. It should contain a number of activities, whose representatives report directly to their respective regional managers, be supported by general administration and support staff available to all activities, and include a capability to receive consumer complaints and enquiries.

Area Office (replacing sub-office)

The area office is the common operational quarters where more than one activity is represented without management functions but with some capability to receive consumer complaints and enquiries. The area office is responsible for a geographical area assigned to it by, and reports to, the district office.

Local Inspector

Where economically feasible, specialized inspectors will operate out of their residences or be provided with a small office space and cover geographical areas within a district or area office coverage, and be responsible and report to the district office either directly or through an area office.

Optimizing Factors and Issues Requiring Further Study

To facilitate the overall implementation and effectiveness of the proposed new regional and district boundaries, it is considered desirable that:

- management at various levels is willing to accept changes for establishing common boundaries for all activities;
- based on the new boundaries (keeping them as a constant), consideration be given to the evaluation of activities by districts on a national scale for resource adjustments amongst regions and districts;
- regional and district organizational structures be looked into towards making them, to the extent possible, uniform;
- standardization of titles and of activity representation at both regional and district level be studied;
- provision of general administration and support staff at the district level be studied;
- in making changes such as relocation of district offices and personnel reporting changes, employees' concerns be considered in consultation with Personnel Branch.

Constraints

The regional and district boundary considerations have been faced with some fairly relevant constraints as follows:

- district boundaries must not transgress provincial
 "limits", either in part or in whole, for the following
 reasons:
 - a. Canada is considered to be a confederation of provinces which have their own geographical "limits" recognized under the B.N.A. Act;
 - b. provinces, in a number of instances, have complete autonomy over a number of legislative powers given to them under such Act of which many have an impact on this Department's mandate; (Given that the district office is conceived to be the lowest level of administration in Field Operations Service's decentralized "Management Committee" system, such an office should logically be the minimum link between Consumer and Corporate Affairs and a province. Operationally, a departmental presence in each province, at least, at a district level, may well provide the communication links for potential co-operation and co-ordination of activities. Also, a district office would have only one set of provincial legislation to deal with).

- c. under the Bankruptcy Act, each province is designated a district with other divisions within a district made possible under an order-in-council;
- d. the main justification and rationale rest with a federal department's acknowledgement and understanding, in some concrete fashion, of the terms and concepts of confederation; (In view of this constraint, the concept of common criteria based on minimum population, retail outlets, etc., for districts, considered at a national level, become largely inoperable, especially when the population of provinces ranges from 111,600 for P.E.I. to 8.1 million for Ontario. For instance, if the size of P.E.I. were used as the base-figure, there would be over 200 districts in Canada.)
 - Real or imagined impact upon field personnel regarding some district offices being either relocated or downgraded within the new common district boundary system versus classification matters/reporting levels;
 - location of an important single industry in one area affecting more the operations of a specific activity (Electricity and Gas) than others;
 - heavy departmental investment on equipment assigned to a location (Weights and Measures) which cannot be easily moved.

Rationale for Boundaries and Office Location

- Regional boundaries to respect provincial "limits".
- 2. Region made up of several provinces with about two million population as follows:
 - district boundaries to respect provincial borderlines;
 - district office to be located in centres of over 100,000 population, except Charlottetown and Moncton where there are overriding factors to be considered. Charlottetown is the major centre of the province; Moncton offers greater growth potential and is the distribution centre for all Atlantic provinces.
- 3. Region comprising one province with population of over two million:
 - district boundaries based on population clusters, transportation facilities and census divisions;
 - district office to be located at major population clusters.
- 4. Region made up of several provinces with population of over three million:
 - district boundaries based on provincial borderlines, population clusters and census divisions;
 - district offices to be located in the (five) largest
 - Census Metropolitan Areas.

- 5. Regions of over six million population:
 - district boundaries based on population clusters and census divisions (Quebec Economic Regions and Provincial Administrative Districts);
 - district offices to be located at major centres in each district.
- 6. Area offices and local inspectors to follow, in the main, established general criteria and office definitions.

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|---|-----|---|---|---|---------|-----------|------|---|---|-------------------|-----|---|-----|--|
| • | | | | | | RATIO | NALE | • | • | | | | • | |

| REGION | REGIONAL BOUNDARIES | REGIONAL OFFICE | NO. OF DISTRICTS | DISTRICT BOUNDARIES | DISTRICT OFFICES |
|----------|--|--|---|---|---|
| Atlantic | Provincial bound- aries of the four Atlantic provinces Pop. 2,141,491 | Major centre and provincial capital of Nova Scotia: Halifax CMA Pop. 261,366 | Four: Newfoundland P.E.I. Nova Scotia New Brunswick | Provincial boundaries | Major centres in each district: St. John's CMA 140,883 Charlottetown 16,508 Halifax CMA 261,366 Moncton 53,418 |
| Quebec | Provincial boundary of Quebec Pop. 6,141,491 | Major centre Montreal CMA Pop. 2,758,780 | Four: Quebec Montreal Sherbrooke Trois-Rivières | Based on popu- lation clusters, census divisions, and "Economic Regions" | Major centres in each district: Quebec CMA 534,193 Montreal CMA 2,758,780 Sherbrooke 75,137 Trois Rivières 51,772 |
| Ontario | Provincial boundary of Ontario Pop. 8,131,618 | Major centre and provincial capital: Toronto CMA Pop. 2,753,112 | Six: Western Niagara Toronto Central Eastern Northern | Based on popu- lation clusters and census divisions | Major centres in each district: London CMA 264,639 Hamilton CMA 525,222 Toronto CMA 2,753,112 Belleville* 34,702 Ottawa CMA 502,536 Sudbury CMA 155,013 *long-established |
| | | | | | District Office |

| REGIONAL BOUNDARIES | | REGIONAL OFFICE | NO. OF DISTRICTS | DISTRICT BOUNDARIES | DISTRICT OFFICES | | | |
|---------------------|---|--|--|---|---|--|--|--|
| Prairies | Provincial bound- aries of three provinces: Manitoba, Saskatch- ewan, Alberta plus all of the North West Territories Pop. 3,755,611 | Major centre and capital of one of the provinces Winnipeg CMA Pop. 570,725 | Five: Manitoba S. Saskatchewan N. Saskatchewan S. Alberta N. Alberta | Based on pro- vincial boundaries, population clusters and census divisions | Major centres in each district Winnipeg CMA 570,725 Regina CMA 148,965 Saskatoon CMA 132,291 Calgary CMA 457,828 Edmonton CMA 542,845 | | | |
| Pacific | British Columbia provincial boundary plus that of the Yukon Pop. 2,427,604 | Major centre Vancouver CMA Pop. 1,135,774 | Three: Vancouver Victoria Okanagan-Kootenay | Based on popu- lation clusters, transportation facilities, and census divisions | Major centres in each district Vancouver CMA 1,135,774 Victoria CMA 212,466 | | | |
| | | | | | Kelowna 50,111 | | | |
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NEW BOUNDARIES

ATLANTIC REGION

Regional Level

The regional geographical boundaries include the four Atlantic provinces, Newfoundland, Prince Edward Island, Nova Scotia and New Brunswick.

Activities at the regional level are confined to the four provinces making up the Atlantic Region.

District Level

To a great extent, activities at this level will restrict their operations to defined district boundaries which are considered to be, in this case, the individual provinces as described below.

Note: The basic measurement for districts here and elsewhere in this report is the Census Division. Statistics Canada defines Census Division as:

"General term applying to counties, regional districts, regional municipalities, etc. In Newfoundland, Manitoba, Saskatchewan and Alberta, the term describes geostatistical areas that have been created by Statistics Canada in co-operation with the provinces as an equivalent for counties."

ATLANTIC REGION

1. Newfoundland District

District Boundary:

Provincial borderline

District Office:

St. John's

Activity Allocation:

Trade Practices (new office)

Bankruptcy (½ man-year shared with Consumer Services

Consumer Fraud Protection

Consumer Services (½ man-year shared with Bankruptcy)

Weights and Measures

Electricity and Gas

Area Office:

Corner Brook

Activity Allocation:

Consumer Fraud Protection

Weights and Measures

Consumer Services

Local Inspector:

Grand Falls

Activity:

Consumer Fraud Protection

Prince Edward Island District 2.

District Boundary:

Provincial borderline

District Office:

Charlottetown

Activity Allocation:

Consumer Fraud Protection

Consumer Services

Weights and Measures (½ man-year shared with E&G)

Electricity and Gas $(\frac{1}{2}$ man-year shared with W&M)

3. Nova Scotia District

District Boundary:

Provincial borderline

District Office:

Halifax - Dartmouth

Activity Allocation:

Trade Practices

Bankruptcy

Consumer Fraud Protection (presently two districts:

- most of mainland District Office: Dartmouth (Halifax)
- 2. Cape Breton and three mainland counties: Pictou, Antigonish and Gaysborough District Office: Sydney, N.S.)

Consumer Services (presently two districts:

- most of mainland District Office: Halifax
- 2. Cape Breton and 1 mainland county
 (Antigonish)
 District Office: Sydney, N.S.)

Weights and Measures (District Office: Dartmouth, N.S.)

Electricity and Gas (District Office: Dartmouth, N.S.)

Area Office:

Sydney

Activity Allocation:

Consumer Fraud Protection

Consumer Services

Weights and Measures (presently resident inspector in Antigonish. Plans are to move position to Sydney when considered opportune)

Nova Scotia District (cont'd)

(resident inspectors now in government
provided offices) Local Inspectors:

Consumer Fraud Protection Truro:

Kentville: Consumer Fraud Protection

Yarmouth: Consumer Fraud Protection

New Glasgow: Consumer Fraud Protection

4. New Brunswick District

District Boundary:

Provincial borderline

District Office:

Moncton (most of the activities are located in Moncton which is also a transport centre.

French capability to cover Edmunston are also located in Moncton)

Activity Allocation:

Trade Practices

Bankruptcy

Consumer Fraud Protection (presently the district office is located in St. John)

Consumer Services (presently two districts:

- 1. approximately half of province
 District Office: Moncton
- 2. approximately the other half
 of province
 District Office: Fredericton)

Weights and Measures (presently the district office is located in St.John)

Electricity and Gas (presently the district office is in Fredericton where the provincial government's utility is located)

Area Office:

Fredericton

Activity Allocation:

Consumer Fraud Protection (recently resident inspector has been provided with office space)

Consumer Services (presently district office of 2nd district)

Electricity and Gas (presently district office; if district office is moved to Moncton, an area officer in Fredericton would require justification)

New Brunswick District (cont'd)

Area Office:

St. John

Activity Allocation:

Consumer Fraud Protection (if CFP district office is moved from St. John to Moncton, the present Moncton sub-office man-year would go to St. John, i.e. the present district office would leave one man-year behind)

Weights and Measures (if the present district office is moved to Moncton, St. John may become an area office

for Weights and Measures)

Area Office:

Bathurst

Activity Allocation:

Weights and Measures (as at present)

Consumer Fraud Protection (as at

present)

Local Inspector:

St. Stephens

Activity:

Weights and Measures

ATTANTIC REGION

| | DISTRICTS | | | | | | | |
|----------------------|--------------|-------------|----------------------|---------------|-----------|--|--|--|
| Data Base | Newfoundland | Nova Scotia | Prince Edward Island | New Brunswick | Total | | | |
| | | | , | | | | | |
| Population - 1976 | 548,789 | 812,127 | 116,251 | 664,525 | 2,141,692 | | | |
| 1971 | 522,104 | 788,960 | 111,641 | 634,557 | 2,057,262 | | | |
| % Change 1976/71 | +5.1 | +2.9 | +4.2 | +4.7 | +4.1 | | | |
| 1976 % Distribution | 25.6 | 38.0 | 5.4 | 31.0 | 100 | | | |
| 1976 % of Canada | 2.4 | 3.6 | .5 | 3.0 | 9.5 | | | |
| | | | | • | · | | | |
| Land Area in Sq. Mi. | 143,490 | 20,402 | 2,186 | 27,633 | 193,711 | | | |
| % Distribution | 74.0 | 11.0 | 1.0 | 14.0 | 100.0 | | | |
| % of Canada | 4.0 | .6 | .06 | .8 | 5.5 | | | |
| | | | | • | ω | | | |
| Population Density | 48* | 40 | 53 | 24 | 11 | | | |
| Per Sq. Mi. | | | | • | | | | |
| | | | | | | | | |
| No. of Households | 119,300 | 219,490 | 29,820 | 170,380 | 538,990 | | | |
| % Distribution | 22.0 | 41.0 | 6.0 | 32.0 | 100 | | | |
| % of Canada | 1.9 | 3.4 | •5 | 2.6 | 8.4 | | | |

^{* 48} without Labrador, with it the population density is 3.8 per sq. mile

Source: Based on Statistics Canada information

QUEBEC REGION

Regional Level

The regional geographical boundaries of the Quebec Region are those of the province.

Activities at the regional level are confined to the Province of Quebec.

District Level

Activities at this level will limit their operations to four defined district boundaries as described below.

1. Montreal District

District Boundary: The external limits of the sum total of

the following counties:

Argenteuil Laprairie

Deux Montagnes Napierville

Ile Jésus Rouville

L'Assomption St-Jean

Soulanges St-Hyacinthe

Terrebonne Verchères
Vaudreuil Gatineau

Ile de Montréal Hull

Beauharnois Labelle

Chambly Papineau

Châteauguay Pontiac Huntingdon Abitibi

Iberville Temiscaminque

Bagot (Census subdivisions 4,5,6,8,9,10,13)

District Office:

Montreal

Activity Allocation: Trade Practices

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

Area Office:

Hull

Activity Allocation: Consumer Fraud Protection

Consumer Services (now partly served by

Montreal)

(Ontario presently servicing this area for Weights and Measures and Electricity and Gas)

2. Quebec District

District Boundary: The external limits of the sum total of

the following counties:

Beauce Lotbinière

Bellechasse Saguenay

Charlevoix Est Chicoutimi

Charlevoix Ouest Lac St-Jean Est

Dorchester Lac St-Jean Ouest

Kamouraska Bonaventure

Lévis Gaspé Est

L'Islet Gaspé Ouest

Mégantic Iles de la Madeleine

Montmagny Matane
Montmorency No. 1 · Matapédia

Montmorency No. 2 Rimouski

Portneuf Rivière du Loup

Québec Témiscouata

District Office: Quebec

Activity Allocation: Trade Practices

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

Area Office: Rimouski

Activity Allocation: Consumer Fraud Protection

Weights and Measures

Consumer Services (served on itinerant

basis)

Area Office:

Chicoutimi

Activity Allocation: Consumer Fraud Protection

Weights and Measures

Consumer Services (served on itinerant basis)

3. Trois-Rivières District

District Boundary:

The external limits of the sum total of

the following counties:

Champlain

Berthier

Maskinongé

Joliette

Nicolet

Montcalm

St-Maurice

Richelieu

Yamaska

District Office:

Trois-Rivières

Activity Allocation:

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

4. Sherbrooke District

District Boundary:

The external limits of the sum total of

the following counties:

Compton

Arthabaska

Richmond

 ${\tt Drummond}$

Sherbrooke

Brome

Stanstead

Mississiquoi

Wolfe

Shefford

Frontenac

Bagot (Census subdivisions 1,2,3,7,11)

District Office:

Sherbrooke

Activity Allocation:

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

QUEBEC REGION

| Montreal 3,605,625 3,560,906 1.3 58.7 | Quebec 1,608,722 1,550,941 3.7 | Sherbrooke 488,158 479,919 | Trois Rivières 438,914 435,998 | Total 6,141,491 6,027,764 |
|--|---|--|---|---|
| 3,560,906 1.3 | 1,550,941 | 479,919 | | |
| 3,560,906 1.3 | 1,550,941 | 479,919 | | |
| 1.3 | | · | 435,998 | 6.027.764 |
| | 3.7 | | | 0,02,,104 |
| 58.7 | | 1.7 | .7 | 1.9 |
| | 26.2 | 8.0 | 7.2 | 100 |
| 16.0 | 7.1 | 2.2 | 1.9 | 27.2 |
| | | | | • |
| 109,168 | 386,666 | 6,893 | 21,526. | 524,253 |
| 20.8 | 73.8 | 1.3 | 4.1 | 100 ; |
| 3.1 | 10.9 | .2 | .6 | 14.7 🖧 |
| | | | | |
| 33 | 4 | 71 | 20 | 12 |
| , | | | | • |
| 924,519 | 412,492 | 125,168 | 97,536 | 1,559,715 |
| 59.3 | 26.5 | 8.0 | 6.3 | 100 |
| 14.3 | 6.4 | 1.9 | 1.5 | 24.2 |
| | 109,168 20.8 3.1 33 | 109,168 386,666 20.8 73.8 3.1 10.9 33 4 924,519 412,492 59.3 26.5 | 109,168 386,666 6,893 20.8 73.8 1.3 3.1 10.9 .2 33 4 71 924,519 412,492 125,168 59.3 26.5 8.0 | 109,168 386,666 6,893 21,526 20.8 73.8 1.3 4.1 3.1 10.9 .2 .6 33 4 71 20 924,519 412,492 125,168 97,536 59.3 26.5 8.0 6.3 |

Source: Based on Statistics Canada information

ONTARIO REGION

Regional Level

The regional geographical boundaries of the Ontario Region are those of the province.

Activities at the regional level are confined to the Province of Ontario.

District Level

Activities at this level will limit their operations to six defined district boundaries as described below.

1. Western District

District Boundary:

The external limits of the sum total

of the following counties:

Essex Kent Lambton Elgin Bruce Perth Oxford Huron Middlesex

Grey

District Office:

London

Activity Allocation: (1) ·

Area Office:

Windsor

Activity Allocation:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

Consumer Services

Local Inspector:

Sarnia

Activity:

Consumer Fraud Protection

Local Inspector:

Chatham

Activity:

Electricity and Gas

(1) It has been proposed that "each regional activity must be directly represented (or indirectly, by exception) in each district office." This will be most likely clarified under the evaluation system. Similarly, it has been proposed to use CCA officers at Owen Sound and Cornwall. These being subject to system-wise evaluation and other considerations are not included here.

2. Niagara District

District Boundary:

The external limits of the sum total

of the following counties:

Welland/Lincoln Norfolk/Haldimand

Brant Waterloo / Wentworth

Halton -

Wellington /

District Office:

Hamilton

Activity Allocation:

Area Office:

Kitchener*

Activity Allocation:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

Area Office:

St. Catherines*

Activity Allocation:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

^{*} Area office proposed by the region, but not necessarily endorsed by this report, subject to normal procedures.

3. Toronto District

District Boundary:

The external limits of the sum total

of the following counties:

Peel York Dufferin Simcoe Toronto

District Office:

Toronto

Activity Allocation:

Area Office: (1)

Mississauga *

Activity Allocation:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

Consumer Services

Local Inspector:

Orillia

Activity:

Weights and Measures

Local Inspector:

Barrie

Activity:

Electricity and Gas

Consumer Fraud Protection

- (1) An additional area office has been proposed for Aberfoyle with one activity: Consumer Fraud Protection. This being subject to further evaluation is not included here.
- * Area office proposed by the region, but not necessarily endorsed by this report, subject to normal procedures.

4. Central District

District Boundary:

The external limits of the sum total

of the following counties:

Durham/Ontario
Northumberland
Frontenac
Lennox/Addington
Prince Edward

Hastings
Peterborough
Haliburton
Victoria

District Office:

Belleville

Activity Allocation:

Area Office:

Oshawa *

Activity Allocation:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

Consumer Services

Area Office:

Peterborough *

Activity:

Electricity and Gas Weights and Measures

Consumer Fraud Protection

Local Inspector:

Kingston

Activity:

Consumer Fraud Protection

Electricity and Gas

^{*} Area office proposed by the region, but not necessarily endorsed by this report, subject to normal procedures.

5. Eastern District

District Boundary:

The external limits of the sum total

of the following counties:

Ottawa/Carleton Prescott/Russell Dundas/Glengarry/Stormont Leeds/Grenville Renfrew Lanark

District Office:

Ottawa

Activity Allocation:

Local Inspector:

Brockville

Activity:

Weights and Measures

Local Inspector:

Cornwall

Activity:

Electricity and Gas

6. Northern District

District Boundary:

The external limits of the sum total

of the following counties:

Nipissing Parry Sound Sudbury Kenora Thunder Bay Timiskaming

Algoma Manitoulin Cochrane Rainy River Muskoka

District Office:

Sudbury

Activity Allocation:

Area Office:

Thunder Bay

Activity Allocation:

Consumer Fraud Protection Weights and Measures Electricity and Gas Consumer Services

Local Inspector:

Sault Ste. Marie

Activity:

Weights and Measures Consumer Fraud Protection

Local Inspector:

North Bay

Activity:

Consumer Fraud Protection

Weights and Measures

Local Inspector:

Timmins

Activity

Electricity and Gas Weights and Measures

UNTAKLU REGION

| | | | | DISTRICTS | • | | |
|----------------------|-----------|-----------|-----------|-----------|---------|----------|-----------|
| Data Base | Western | Niagara | Toronto | Central | Eastern | Northern | Total |
| Population - 1976 | 1,227,775 | 1,590,904 | 2,889,808 | 725,280 | 855,899 | 841,952 | 8,131,618 |
| 1971 | 1,180,514 | 1,485,837 | 2,704,112 | 673,124 | 820,832 | 838,687 | 7,703,106 |
| % Change 1976/71 | 4.0 | 7.1 | 6.9 | 7.8 | 4.3 | .4 | 5.6 |
| 1976 % Distribution | 15.1 | 19.7 | 35.5 | 8.9 | 10.5 | 10.4 | 100 |
| 1976 % of Canada | 5.4 | 7.0 | 12.8 | 3.2 | 3.8 | 3.7 | 36 |
| Land Area in Sq. Mi. | 11,107 | 4,624 | 3,662 | 11,544 | 8,556 | 314,730 | 354,223 |
| % Distribution | 3.1 | 1.3 | 1.0 | 3.3 | 2.4 | 88.9 | 100. |
| % of Canada | .3 | -1 | .1 | •3 | .2 | 8.8 | 10.0 |
| Population Density | 110 | 344 | 789 | 63 | 100 | 3 | 23 |
| per Sq. Mi. | | | | 1 | | | 1 |
| No. of Households | 372,053 | 467,913 | 825,659 | 213,318 | 259,363 | 227,555 | 2,365,861 |
| % Distribution | 15.7 | 19.8 | 34.9 | 9.0 | 11.0 | 9.6 | 100 |
| % of Canada | 5.8 | 7.2 | 12.3 | 3.3 | 4.0 | 3.5 | 36.6 |

Source: Based on Statistics Canada information

PRAIRIE REGION

Regional Level

The regional geographical boundaries of the Prairie Region are those of the three Prairie provinces and the Northwest Territories.

Activities at the regional level are confined to the provinces of Alberta, Saskatchewan, Manitoba, and the Northwest Territories (districts of MacKenzie, Keewatin and Franklin).

District Level

Activities at this level will limit their operations to five defined district boundaries as described below.

1. Manitoba District

District Boundary:

It covers the Province of Manitoba

plus the District of Keewatin,

(Northwest Territories).

District Office:

Winnipeg

Activity Allocation:

Trade Practices

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

Local Inspector:

Brandon (Regional proposal is to

consider Brandon as an Area Office.

The boundary system contains flexi-

bility which allows for upgrading

offices if warranted by evaluation).

Activity:

Consumer Fraud Protection

2. Southern Saskatchewan District

District Boundary:

It covers Census Divisions 1-6 inclusive, 7 and 8 south of Saskatchewan River, and also Census Divisions 9 and 10.

District Office:

Regina

Activity Allocation:

Trade Practices

Bankruptcy

Consumer Fraud Protection

Consumer Services
Weights and Measures
Electricity and Gas

Local Inspector:

Yorkton (Regional proposal is to

consider Yorkton as an Area Office).

Activity:

Consumer Fraud Protection

3. Northern Saskatchewan District

District Boundary:

It covers Census Divisions 11 to

17 inclusive, and 7 and 8 north of

Saskatchewan River.

District Office:

Saskatoon

Activity Allocation:

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

4. Southern Alberta District

District Boundary:

It covers Census Divisions 1 to

6 inclusive as well as Census

Division No. 9, excluding Jasper

National Park.

District Office:

Calgary

Activity Allocation:

Trade Practices (Investigators

being recruited now)

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

Local Inspector:

Lethbridge (Regional proposal is to

consider Lethbridge as an Area

Office).

Activity:

Consumer Fraud Protection

5. Northern Alberta District

District Boundary:

It covers the Census Divisions 7

and 8 inclusive as well as Census

Divisions 10 to 15 plus the

districts of Mackenzie and Franklin,

(Northwest Territories). Also the Jaspe

National Park portion of Census Division

District Office:

Edmonton

Activity Allocation:

Trade Practices

Bankruptcy

Consumer Fraud Protection

Consumer Services

Weights and Measures

Electricity and Gas

Area Office:

Grande Prairie

Activity Allocation:

Consumer Fraud Protection

Electricity and Gas

Local Inspector:

Wetaskiwin

Activity:

Electricity and Gas

| | DISTRICTS | | | | | | | |
|----------------------|---------------------------|---------|-----------------|------------|-------------|-----------|--|--|
| Data Base | Manitoba* S. Saskatchewan | | N. Saskatchewan | S. Alberta | N. Alberta* | Total | | |
| , | | | | | | | | |
| Population - 1976 | 1,005,953 | 472,710 | 434,940 | 747,499 | 1,052,272 | 3,713,374 | | |
| 1971 | 988,247 | 489,048 | 437,194 | 666,559 | 961,315 | 3,542,363 | | |
| % Change 1976/71 | +1.8 | -3.3 | 5 | +12.1 | +9.5 | +4.8 | | |
| 1976 % Distribution | 27.0 | 13.0 | 12.0 | 20.0 | 28.0 | 100 | | |
| 1976 % of Canada | 4.5 | 2.1 | 2.0 | 3.3 | 4.7 | 16.4 | | |
| | | · | | | | | | |
| Land Area in Sq. Mi. | 211,470 | 61,211 | 158,911 | 51,476 | 194,947 | 678,015 | | |
| % Distribution | 31 | 9 | 23 | 8 | 29 | 100 | | |
| % of Canada | 6 | 2 | 5 | 2 | 6 | 20 | | |
| | | | | | | !! | | |
| Population Density | 4.8 | 7.7 | 2.7 | 14.5 | 5.4 | 5.5 | | |
| Per Sq. Mi. | | | | | | | | |
| | | | | | | | | |
| No. of Households | 304,834 | 139,032 | 127,924 | 219,853 | 309,492 | 1,101,135 | | |
| % Distribution | 28.0 | 13.0 | 12.0 | 20.0 | 28.0 | 100 | | |
| % of Canada | 4.7 | 2.2 | 2.0 | 3.4 | 4.8 | 17.0 | | |
| ` | | | , | | j | · • | | |

Households 10,559

^{*} Excludes N.W.T.

¹⁹⁷⁶ Pop. 42,237

Sq. Mi. 1,253,438

PACIFIC REGION

Regional Level

The regional geographical boundaries of the Pacific Region are those of British Columbia and the Yukon Territory.

Activities at the regional level are confined to the Province and the Yukon Territory.

District Level

Activities at this level will limit their operations, for the time being, to three defined district boundaries as described below.

Note: The basic measurement for districts here and elsewhere in this report is the Census Division, also referred to as "regional districts" in British Columbia.

1. Vancouver District

District Boundary:

The external limits of the sum total

of the following Census Divisions:

Greater Vancouver
Central Fraser Valley
Dewdney-Alouette
Fraser-Cheam
Squamish-Tillooet
(Squamish portion)
Cariboo
Bulkey-Nechako

Fraser Fort George
Central Coast
Skeena-Queen
Charlotte
Kitimat Stikine
Stikine
Peace River-Liard
Yukon Territory

District Office:

. Vancouver

Activity Allocation:

Trade Practices (serving the entire region from the Vancouver office)

Bankruptcy (serving the entire region from the Vancouver office)

Consumer Fraud Protection

Consumer Services

Weights and Measures (serving the entire region from the Vancouver office but represented at offices listed below)

Electricity and Gas (presently operating from two district offices: Vancouver and Penticton. Basically, Electricity and Gas seems to operate regionally from either of these offices)*

* Prince Rupert and other towns north of the 52nd parallel, which is supposed to be the Penticton District limit to the north, are served by the Vernon meter shop of British Columbia Hydro. But for gas, the north west area is served by Pacific Northern Gas Company registered in the Vancouver District.

Similarly, although Prince George, Williams Lake, Chetwyhd, etc. are served by Inland Natural Gas Company and therefore come in the Penticton District, the main gas pipeline through that area is registered in Vancouver District (Westcoast Transmission Company) and Vancouver inspectors travel up the pipeline with Westcoast technicians to check their metering.

And Pacific Northern Gas Company send their meters to Alberta for servicing and inspection but the records are kept by the Vancouver office who also collect the fees.

Area Office:

Prince George

Activity Allocation:

Consumer Services

Consumer Fraud Protection

Weights and Measures (presently represented by a resident inspector)

2. Victoria District

District Boundary:

The external limits of the sum total

of the following Census Divisions:

Capital Cowichan Valley Alberni-Clayoquot Nanaimo Sunshine Coast Powell River Comox-Strathcona Mount Waddington

District Office:

Victoria

Activity Allocation:

Consumer Fraud Protection

Consumer Services

Weights and Measures (represented by a resident inspector)

Electricity and Gas (represented at sub-office level)

3. Okanagan-Kootenay District

District Boundary:

The external limits of the sum total

of the following Census Divisions:

Okanagan-Similkameen Thompson-Nicola Central Okanagan North Okanagan Squamish-Tillooet

Kootenay Boundary Central Kootenay East Kootenay Columbia Shuswap

(Tillooet portion)

District Office:

Kelowna

Activity Allocation:

Consumer Fraud Protection

Consumer Services

Weights and Measures (represented by a

resident inspector)

Electricity and Gas (located at Penticton,

about 30 miles from Kelowna)

Local Inspector:

Nelson

Activity:

Consumer Fraud Protection

PACIFIC REGION

| | Districts | | | |
|--------------------------------|-----------|----------|-------------------|-----------|
| Data Base | Vancouver | Victoria | Okanagan-Kootenay | Total |
| Population - 1976 | 1,526,169 | 461,945 | 418,098 | 2,406,212 |
| - 1971 | 1,425,865 | 409,488 | 349,268 | 2,184,621 |
| % Change 1976/71 | 7.0 | 12.8 | 19.7 | 10.1 |
| 1976 % Distribution | 63.4 | 19.2 | 17.4 | 100 |
| 1976 % of Canada | 6.8 | 2.0 | 1.9 | 10.8 |
| Land Area in Sq. Mi. | 259,111 | 25,465 | 60,241 | 344,817 |
| % Distribution | 75.1 | 7.4 | 17.5 | · 100 |
| % of Canada | 7.3 | •7 | 1.7 | 9.7 |
| Population Density Per Sq. Mi. | 5.9 | 18.1 | 6.9 | 7.0 |
| No. of Households | 485,262 | 139,983 | 126,696 | 751,941 |
| % Distribution | 64.5 | 18.6 | 16.9 | 100 |
| % of Canada | 7.5 | 2.2 | 2.0 | 11.7 |

*Excludes Yukon - 1976 Pop. 21,392 Sq. Mi. 205,346 Households 5,348

Source: Based on Statistics Canada information

Regional Submissions

The matter of reviewing regional and district boundaries, including a Project Outline, was submitted to the Regional Directors on October 14, 1976. This called for discussions between Field Operations Service, Headquarters (J.C. Claros) and regional management at each region and also for submission of proposals by Regional Directors. Briefly, what follows is the result of such discussions and the submissions made by each region.

Atlantic Region

A presentation on district boundaries was made by one of the managers on behalf of the Atlantic Region Management Committee in Halifax. The Committee had agreed with the general concepts envisioned in the memorandum on the subject of "Rationalization of District Boundaries". The feeling is that "all activities restrict their district boundaries within the individual provinces" and that regional management does not encounter problems with co-operation and co-ordination amongst activities.

In Newfoundland, Nova Scotia and Prince Edward Island, all activities have their district offices situated in the same city. New Brunswick, however, is somewhat different. There are district offices in three different cities, as follows:

Trade Practices

Bankruptcy

Moncton

Consumer Fraud Protection

Weights and Measures

St. John

Electricity and Gas

Serve the entire province from Fredericton

Consumer Services

Serve the province from two district offices: Moncton and Fredericton

The view that this split of district office locations does not hamper co-operation between the various activities because most of them have area offices set up in cities where other activities have their district offices was presented. There was also the feeling that it is impractical to change the district office set-up in New Brunswick just to have all district offices in the same city because:

- Weights and Measures district office had to serve the calibration bay and repair facilities of the principal company operating in the Maritimes;
- Electricity and Gas district office located in Fredericton provided services to the New Brunswick Power Commission meter shop which handles about 85% of the provincial electric meters.

It should be noted here that even if these activities remained at such cities, the offices may be renamed as part of the overall district evaluation followed by resource adjustments, mentioned in the first part of this report, without in fact affecting very much the present status of personnel. The same practice may be followed with the Consumer Fraud Protection district office now located in St. John.

Consumer Fraud Protection and Consumer Services operating now out of two districts in Nova Scotia, Dartmouth-Halifax and Sydney, may also have to be adjusted in a somewhat similar way to the above, with Sydney becoming an area office under the proposed scheme.

All in all, concerns were expressed that even if several activities in the Atlantic Region have two districts in Nova Scotia and New Brunswick as opposed to one district by other activities, "deciding which office would be designated as the district office would not be as difficult as deciding which person in the concerned activities would be designated as the head district person."

It was further stated that "should it be felt that the one district only concept must be implemented, ... it should be a slow evolutionary process and should only be incorporated as changes in personnel in the effected activities take place through such events as retirements, promotions or resignations."

These concerns will, most likely, be taken into account when considering further the implementation of any proposed scheme and also at the time of carrying out the evaluation and resource adjustment phases.

Quebec Region

The submissions made by the Quebec Region indicate that historically most of the present regional and district boundaries had been inherited from other departments with the rest having been established under different circumstances at various dates in the last 10-15 years. The result of this has been the development of a number of anomalies now present in the regional as well as intra-regional boundaries. For instance, depending upon the activities, the Ontario Region now services varying geographical extensions in Quebec. It serves Outaouais "region", parts of Abitibi and New Quebec regarding Electricity and Gas, and Weights and Measures. The geographical extensions vary in respect to Consumer Services, Consumer Fraud Protection, and Bankruptcy.

On the other hand, the Quebec Region had apparently serviced parts of the Atlantic and Ontario Regions regarding, especially, precious metals marking.

In summary, the Quebec Region submits to:

- declare the present limits as obsolete;
- 2. adapt (for district boundaries) the structures of the administrative regions of Quebec (which were established by the Quebec government in 1966. These measures divide Quebec into ten administrative regions, taking into account the basic social, economic, county and other authoritative divisions already in existence);

- 3. repatriate the administrative "region" of Outaouais and the "sub-regions" of Abitibi and New Quebec;
- 4. establish a district office in Hull and an area office in Rouyn-Noranda;
- 5. assure representation from each activity in Field Operations Service at the five district offices;
- 6. make similar territorial limits for districts and area offices;
- 7. thus allow the integration of services at district and area office levels.

The submission also states that the proposed new district boundaries provide now for the same territorial limits for all activities, except for some variations due to Bankruptcy divisions. In general, the proposed boundaries have been based on the economic divisions, municipal counties, judicial districts and Bankruptcy divisions, and are quite acceptable for present district boundary requirements.

It was also noted that the present services provided by the Quebec Region were somewhat concentrated along the Montreal-Quebec corridor (200 miles long by about 30 miles wide) where about 80% of the population is also concentrated.

The analysis carried out in the first part of this study does show that regional boundaries would be more

properly set up with due respect of each province's geographical limits. In response to this principle, Ontario Region has agreed to be bound by such principles.

For economic reasons (Cost Benefit, etc.), it may be .necessary to work out mutual agreements amongst regions for certain services to be provided to marginal areas in given regions.

Such a contract arrangement would maintain a region's responsibility over that marginal area completely; the region would specify the frequency of visits, the required output, etc. The mechanics of actually how one region would pay another for the performance of such services is still to be worked out, though hopefully, the procedure will be simple.

In respect to considerations for setting up a district office in Hull, present information on population and other relative socio-economic factors favour the establishment of an area office. However, present trends provide for good possibilities of such an office to become a district office in the near future.

Ontario Region

The region made a submission on the rationalization of district boundaries with the principal objective of defining regional boundaries, and to establish common district boundaries for all activities with the main purpose of:

- providing, as much as possible, equitable access to Consumer and Corporate Affairs services to all members of the Ontario public; and
- improving the operational efficiency and effectiveness of all activities.

Under the general assumption that almost every activity in Ontario has different district boundaries which, in turn, inhibit full co-operation and co-ordination amongst activities, the regional office proposed the same boundaries for all activities in the region. At the same time, it proposed to limit its regional services and responsibilities to activities operating only in the Province of Ontario. This involves the withdrawal of services from the Province of Quebec (Weights and Measures, and Electricity and Gas from Rouyn, and the same plus Bankruptcy from the Outaouais region of Quebec).

Under the same principle, Bankruptcy Division No. 1, now being served from Winnipeg, will be handled by Ontario under the proposed scheme or other schemes to be negotiated in the most convenient way by regional offices. The proposal also contained an outline of the various levels of management within the region, including the district office. It was submitted that "each regional activity must be directly represented (or indirectly, by exception) in each district office. In addition, the following three positions will also be necessary:

- (a) finance and administrative officer;
- (b) receptionist clerk;
- (c) complaints and enquiry officer." (now called Consumer Services Officer)

"The first two people will report to the chairman of the district management committee."

These factors, including those concerning organizational matters, classifications, and resource allocations, as stated before, are not within the purview of the present boundary analysis. They will, however, be considered in due course under evaluation systems and resource adjustments, Phase II and III.

The proposed regional and district boundaries are more fully analyzed under the section dealing with the details of suggested changes. It should, however, be pointed out here that the number of districts under the proposed scheme has been reduced to six in lieu of eight (including Windsor), presently in effect.

Dealing with implementation, Ontario Region indicates that there will be no major shifts between most districts but it is expected that the Toronto office will be substantially depleted in favour of Mississauga and Oshawa area offices. For this move, it is expected that there will be sufficient number of personnel who will be willing to move voluntarily. However, the "movement within districts (to resident positions, for example), and the occasional shift between districts will be costly. Consideration should be given to providing extra funds for removal expenses." It is estimated that about \$100,000 will be required for all activities. For a final decision on these factors, it will be necessary to obtain more complete details on the financial implications of the implementation, including considerations of new office facilities.

On the staff relations side, it will be necessary to carry out consultations with Personnel Services regarding the implications of the proposed changes upon the present staff.

The Ontario proposal also advanced the idea of initiating the use of Consumer and Corporate Affairs officers, who, with the exception of Electricity and Gas, will represent all activities. This concept, however, is still in the preliminary stages of devlopment and its potential success has not been assumed in this study since a proper evaluation on the idea has not been conducted as yet.

In the overall, with changes described under the detailed district analysis and the "fine tuning" necessary of the basic proposal indicated by the region, most of the proposed changes seem to be in agreement with the general criteria established for setting up new regional and district boundaries on the national scale.

Prairie Region

The Prairie Region proposal for revised regional and district boundaries goes beyond recommendations for changes in boundaries. They have addressed the questions of organizational structure and management within districts. The proposal touches upon the problems of "inconsistency of classification, titles and definitions used within Field Operations." It is proposed that "certain titles be standardized and that a work team or task force be created to examine the organizational structure and classifications for each activity represented in the field." Under the general guidelines established for this project (Phase I, etc.), these issues will not be considered in the present review of boundaries.

In regard to regional boundaries, the Prairie Region proposed that:

- The eastern boundary be changed to the Ontario/Manitoba border, and that the Prairie Region cease servicing any parts of Ontario for any activities unless Ontario wished to contract with the Prairie Region for certain services.
- 2. For the western boundary of the Prairie Region, four possible alternatives were indicated. The first alternative was that the boundary be the Alberta/British Columbia border; the second being that the Prairie Region extend to the Pacific; the third being, again,

that the boundary be the Alberta/British Columbia border but that the Pacific Region would contract with the Prairie Region for certain services; and the final alternative is that the Prairie Region boundary could include parts of British Columbia (the Peace River Valley in Northern British Columbia and the East Kootenay in Southern British Columbia).

Since the geography of British Columbia provides a natural barrier through the middle of the province, it does not seem economically realistic to expect British Columbia to serve the East Kootenay and the Peace River Valley. Prairie Region would prefer to see the formal regional boundary be the Alberta/British Columbia border. As services are required from the Prairie Region (Consumer Fraud, Weights and Measures, Electricity and Gas), the Prairie Region would provide these services to those parts of British Columbia which are isolated from the rest of the province. This would be done on a contract basis and, of the alternatives outlined above, this appears to be the preferred approach.

3. In the north, the Prairie Region would include all of the Northwest Territories (including the districts of MacKenzie, Keewatin and Franklin). Since Baffin Island is a part of the North West Territories but linked to Montreal by air and by sea, it was proposed that the

same kind of contract arrangement between the Prairie Region and the Quebec Region would apply for Baffin Island, i.e. the Prairies would pay Quebec Region for servicing Baffin Island.

4. The southern boundary would be the Canada/United States border.

At the district level, it was proposed that the five districts will have the same boundaries for all activities. Further details on the area offices and local inspectors are given on the section dealing with the district description and activity allocation.

As a result of the above proposals, and in the light of consistency of Field Operations Service throughout Canada, it would appear that the most acceptable proposition of the various alternatives regarding the regional level would be for the regions to enter into some contract arrangements amongst them to handle areas not economically feasible for some of them to do so from their own districts.

Pacific Region

The Pacific Region in various memoranda addressed to Field Operations Service, Headquarters, proposed that a re-alignment of the Pacific Region be studied with the view of including the Province of Alberta with British Columbia, Yukon Territory and Northwest Territories into one region to be called Western Region. It was further indicated that the Prairie Region would be left with Saskatchewan, Manitoba and Western Ontario. Thus providing "a more equitable distribution of population figures to each new region" as follows:

| Population: | Alberta | 1,597,622 | |
|----------------|------------------|-----------|---------------------------------------|
| | British Columbia | 2,056,000 | |
| Western Regi | on | 3,653,622 | |
| Population: | Saskatchewan | 907,000 | |
| | Manitoba | 1,020,000 | , , , , , , , , , , , , , , , , , , , |
| | Western Ontario | 224,370 | (1971) |
| Prairie Region | | 2,151,370 | ,* · |

The proposed scheme also indicates that British Columbia and Alberta are more trade oriented than Alberta and the other Prairie provinces, and that there is an interflow of trade in those areas adjacent to the Alberta/British Columbia border.

Essentially, what is being said in regard to interprovincial trade is also applicable to other provinces.

Vancouver is more than just a port city for both export/
import shipments to and from Alberta. It also fulfils similar functions for other provinces. Furthermore, it would seem that major meat packers in Alberta do not ship exclusively to British Columbia in the same manner that fresh fruit and vegetables from British Columbia flow much farther east than Alberta.

In regard to the distribution of population to each new region, it should be noted that instead of equalizing the population, the proposed changes would merely shift the inequality in favour of a British Columbia/Alberta Region. This in itself does not seem to warrant a merger between the two. The population figures would be as follows:

| 1. | Western Region (British Columbia/Alberta) | 3,652,622 |
|----|--|------------|
| | Prairie Region (Saskatchewan/Manitoba/ Western Ontario) | -2,151,370 |
| | Difference | 1,501,252 |

| 2. | The 1976 popula | ation figures f | or the present | regions are: |
|----|-----------------------------|-----------------|----------------|--------------|
| | Pacific Region | (British Colum | ıbia) | -2,406,212 |
| | Prairie Region Manitoba) | (Saskatchewan, | Alberta, | 3,713,374 |
| | | | Difference | 1,307,162 |

3. Proposed merger without Ontario:

Western Region
Prairie Region

3,652,622

-1,913,603

Difference

1,739,019

Thus, under the proposed scheme, with or without Western Ontario, the population differential will be much greater in favour of the Pacific Region than what it is under the present conditions.

On the subject of gas inspections under the Electricity and Gas activities, it is indicated that "some small gas utilities ship their meters to Edmonton or Calgary for repair and calibration as this service is not available in British Columbia." Total fees in twelve months amounted to \$518.30 from Edmonton and \$65.20 from Calgary. These monies on a monthly basis amount indeed to very small sums.

In connection with distances, it is claimed that Edmonton and Calgary are closer by air and road to Vancouver than to Winnipeg which, in turn, will provide for a less costly means of supervision. The distance differentials of 40 and 150 miles are indeed insignificant when most of the travel is done by air. Furthermore, with greater decentralization at the district level, the supervision factors will be greatly minimized.

All in all, there does not seem to be any significant valid reasons for the proposed merger which, if carried out, would disrupt other jurisdictional matters relating provincial legislations.

The specific submission made by the Pacific Region on the matter of district boundaries proposed the establishment of four districts for Consumer Fraud Protection as opposed to the present three. Such district boundaries were said to be equally applicable to Consumer Services which presently operates on a four district basis. In addition, it was proposed to have three area offices for Consumer Fraud Protection located respectively at Kamloops, Nelson (presently a resident inspector's location) and Cranbrook.

For those activities now operating on one district basis for the whole region, it was generally stated that Vancouver was a central location for travelling which was also equally shared by the staff, plus the benefits of centralized records, support staff and management. It was also indicated that at least in regard to Weights and Measures, there was the question of more equipment requirements resulting in additional expenses "if we were to consider separate 'districts' for Weights and Measures in the Pacific Region plus support staff...."

In respect to Bankruptcy, although it would still be required to deal on the basis of Bankruptcy divisions for work before the courts, the view was expressed that district boundaries would be superimposed to assess performance and in the long term the possible allocation of manpower consistent with the rest of the region.

Details on the Electricity and Gas operations from two district offices (Vancouver and Penticton) based more on regional rather than district coverage were given under the section dealing with the Pacific Region's district boundaries. In addition, it was indicated that Pacific Northern Gas Company send their meters to Alberta for servicing and inspection but that the records thereon are kept by the Vancouver office including collection of fees. Another company, Columbia Natural Gas Company in the East Kootenays also send their meters to Alberta but apparently the records are kept in Penticton, including the collection of fees.

The matter of servicing the Yukon through the Alaska Highway from Edmonton – economics permitting this service – was also mentioned.

As already indicated in the analysis of other regional submissions, the matter of out-of-region coverage of marginal or other areas should be subject to further considerations under each region's jurisdiction, and best economics achievable through mutual regional agreements.

Dealing with the proposed four districts, in fact, for two activities, namely, Consumer Services and Consumer Fraud Protection, it would appear that the formation of the proposed three districts - Vancouver, Victoria, and Okanagan-Kootenay comply with the guidelines and definitions established for such purposes in this study. However, the fourth district with a district office in Prince George presently falls short of fully qualifying as such when considered in the light of the guidelines and office definitions, (even taking the unique geographical factors of British Columbia into account, population size appears yet to be the smallest for a district in Canada, without the overriding factors present in at least one case in the Atlantic Region). It is concluded for these reasons that the potential of Prince George area to become a district be subject to further evaluation since the land area, for the time being, has been added as an area office in the Vancouver district.

On the other hand, the proposed district boundaries have been slightly adjusted to conform with the Census Divisions, with due regard for the geography of British Columbia, as shown on the maps dealing with the Pacific Region.

In regard to the three proposed area offices for Consumer Fraud Protection at Kamloops, Nelson, and Cranbrook, these do not presently qualify for such offices.

Dealing with the activities operated regionally, it would be advisable to conduct a proper evaluation as to an effective regional coverage throughout the province by such activities.

APPENDIX A

Relative Size of Districts

Exhibit 1

Comparable Proposed Districts by Population

This exhibit shows the proposed districts by sizes stratified in intervals of 500,000 population. The stratification follows basically the Census Metropolitan Areas except where overriding reasons exist for district formation such as the provincial criteria in the Maritimes. As depicted in this exhibit, the two largest districts are the Toronto and Montreal areas followed by Quebec, Vancouver and Niagara. The largest number of districts - 14 out of 22 - fall below the one million population mark.

COMPARABLE PROPOSED DISTRICTS BY POPULATION

| Population Range | <u>Districts</u> | | |
|-----------------------|---|--|--|
| 2,500,000 and over | Montreal | Toronto | |
| 2,000,000 - 2,499,999 | - | - | |
| 1,500,000 - 1,999,999 | Quebec Vancouver | Niagara | |
| 1,000,000 - 1,499,999 | Manitoba | Western Ontario Northern Alberta | |
| 500,000 - 999,999 | Newfoundland New Brunswick Central Ontario Eastern Ontario | Nova Scotia Southern Alberta Northern Ontario | |
| 0 - 499,999 | Sherbrooke Trois Rivières Victoria Kelowna | South Saskatchewan North Saskatchewan Prince Edward Island | |

APPENDIX B

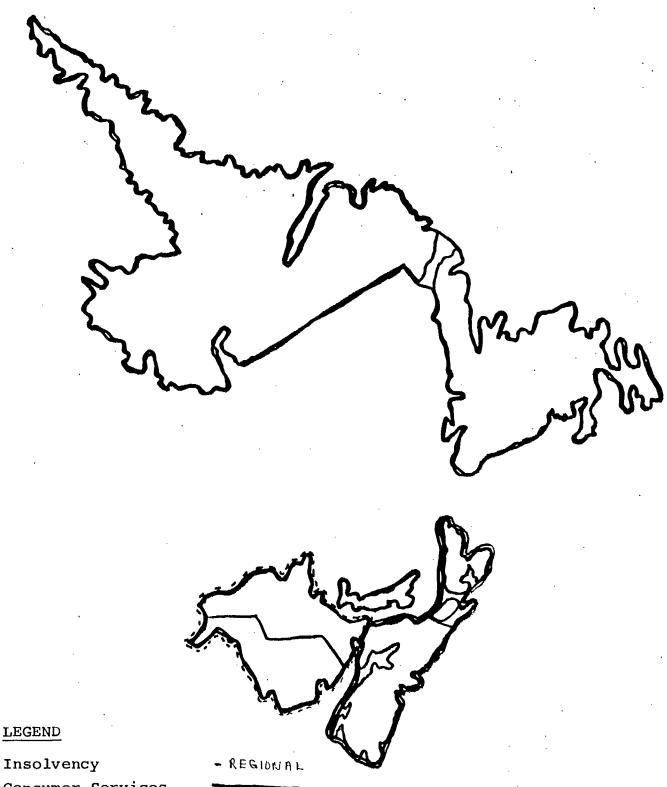
District Boundaries as at October 1976

by Regions

(Printed Black Lines Represent Counties and Census Divisions)

ATLANTIC REGION

DISTRICT BOUNDARIES AS AT OCTOBER 1976



Consumer Services

Consumer Fraud Protection THERWISE PROVINCIAL

Electricity and Gas

Weights and Measures

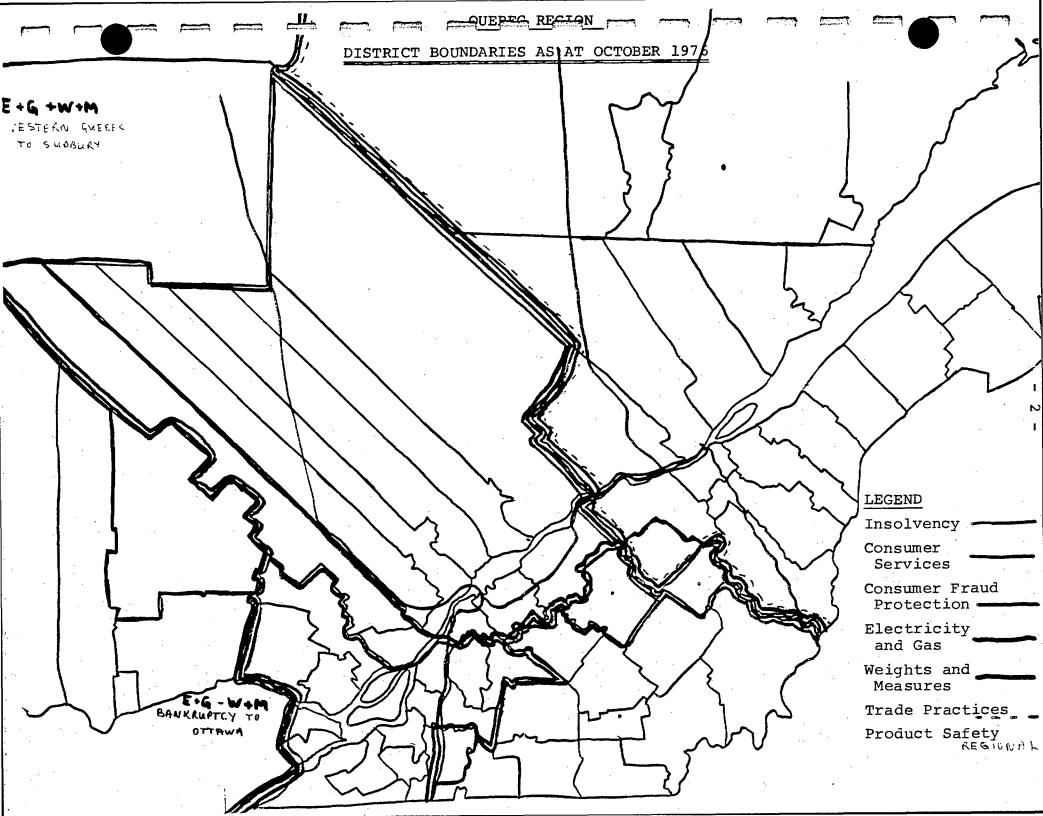
Trade Practices

Product Safety

PROVINCIAL BOUNDARIES ---- IN N.B.; THE REST AS ONE

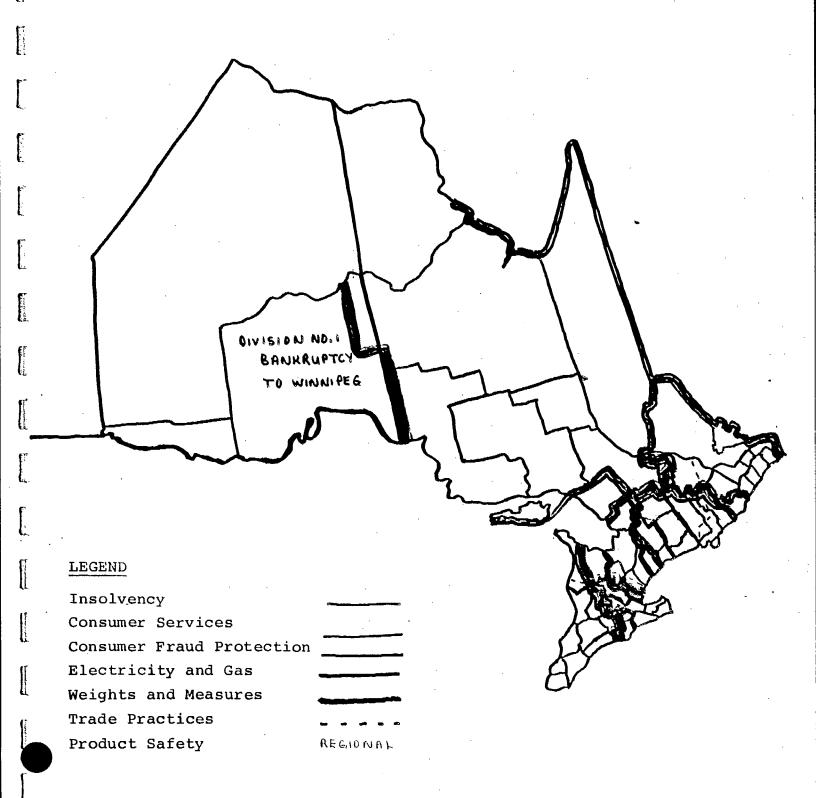
PROVINCIAL BOUNDARIES

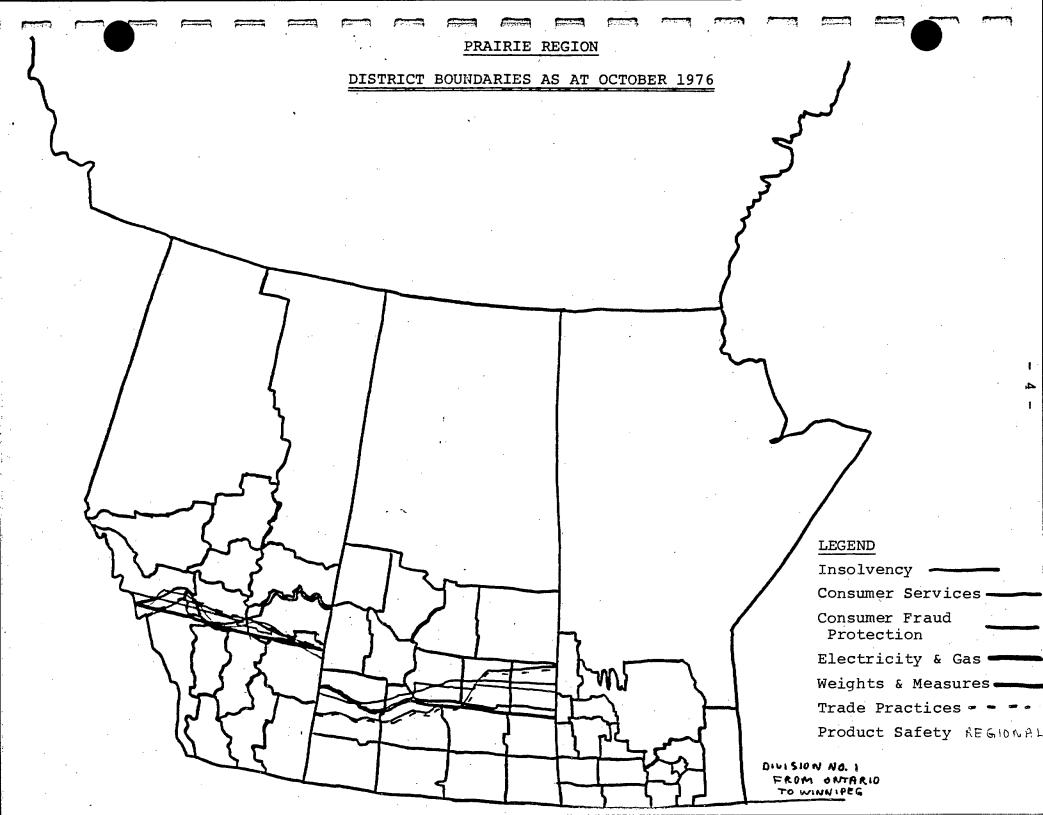
REGIONAL



ONTARIO REGION

DISTRICT BOUNDARIES AS AT OCTOBER 1976





APPENDIX C

Proposed New District Boundaries

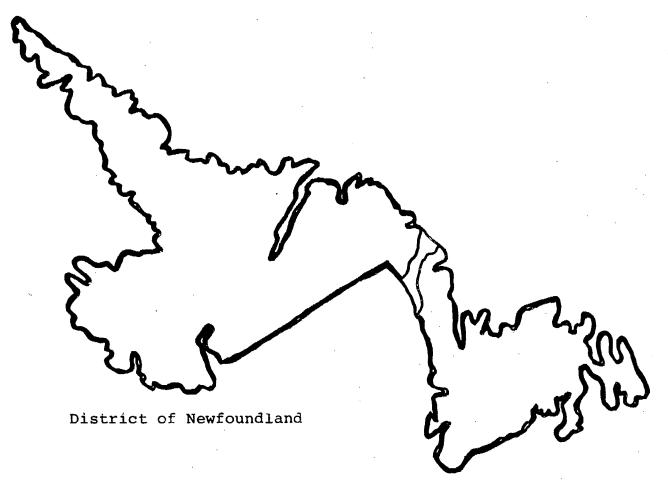
(Printed Black Lines Represent Counties and Census Divisions)

-.1 -

ATLANTIC REGION

Regional Office - Halifax

District Boundaries - -



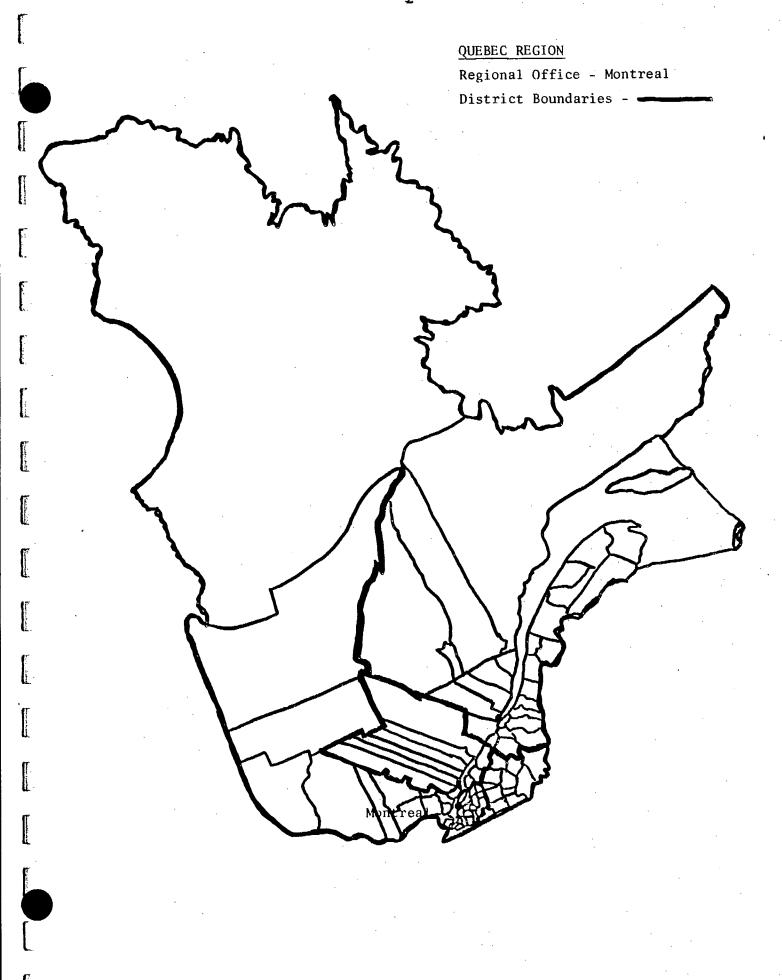
District of

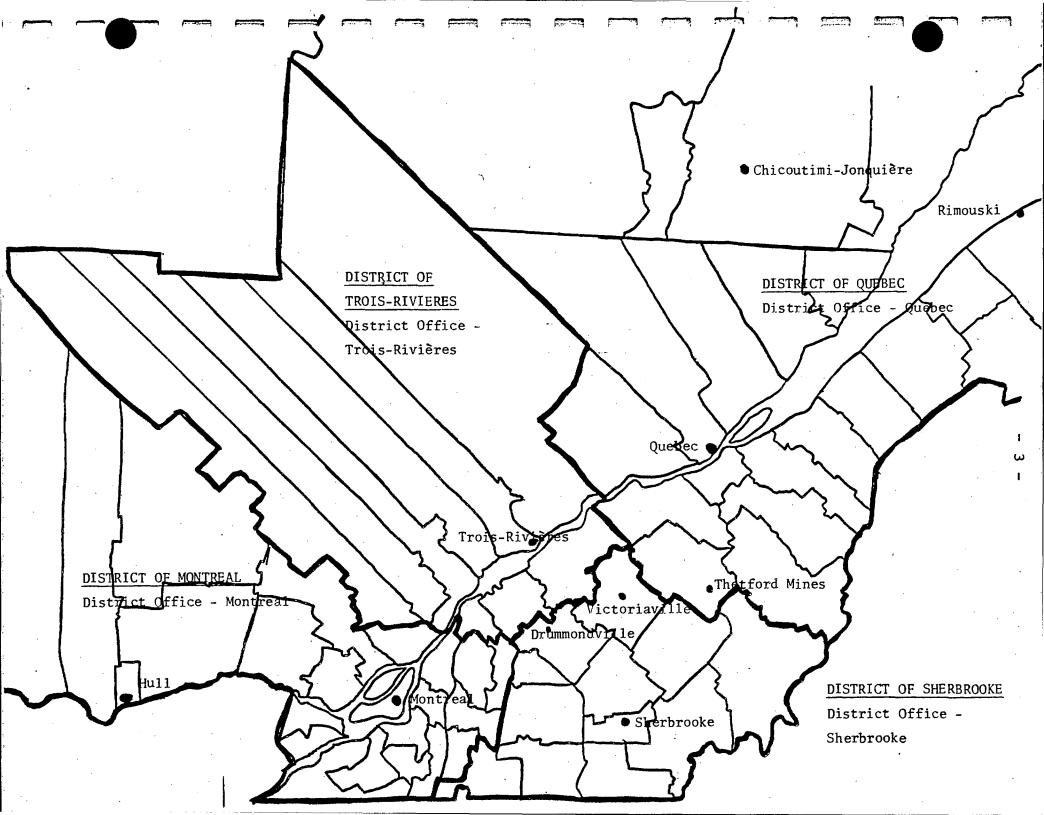
Prince Edward

District of New Brunswick

District of Nova Scotia

Halifax

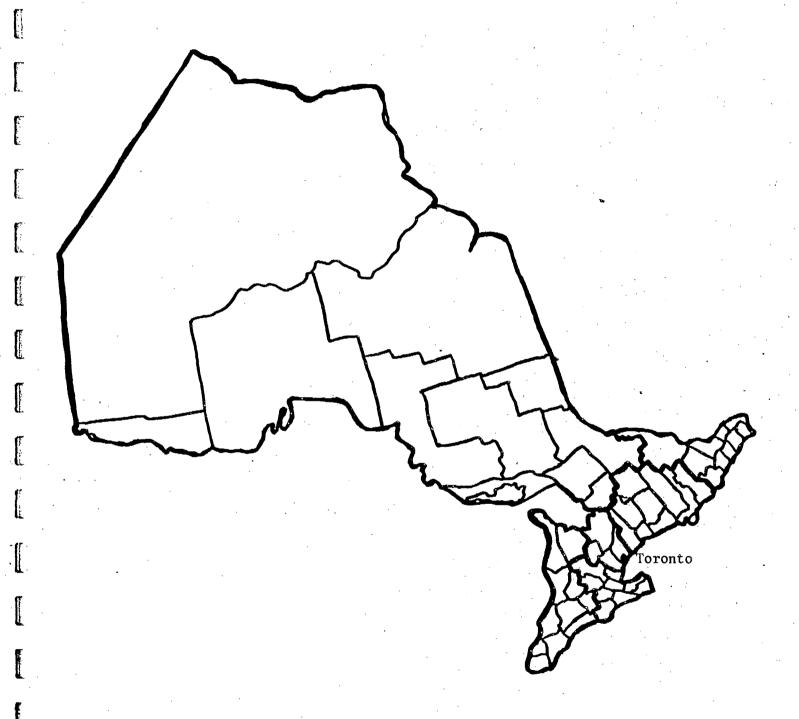


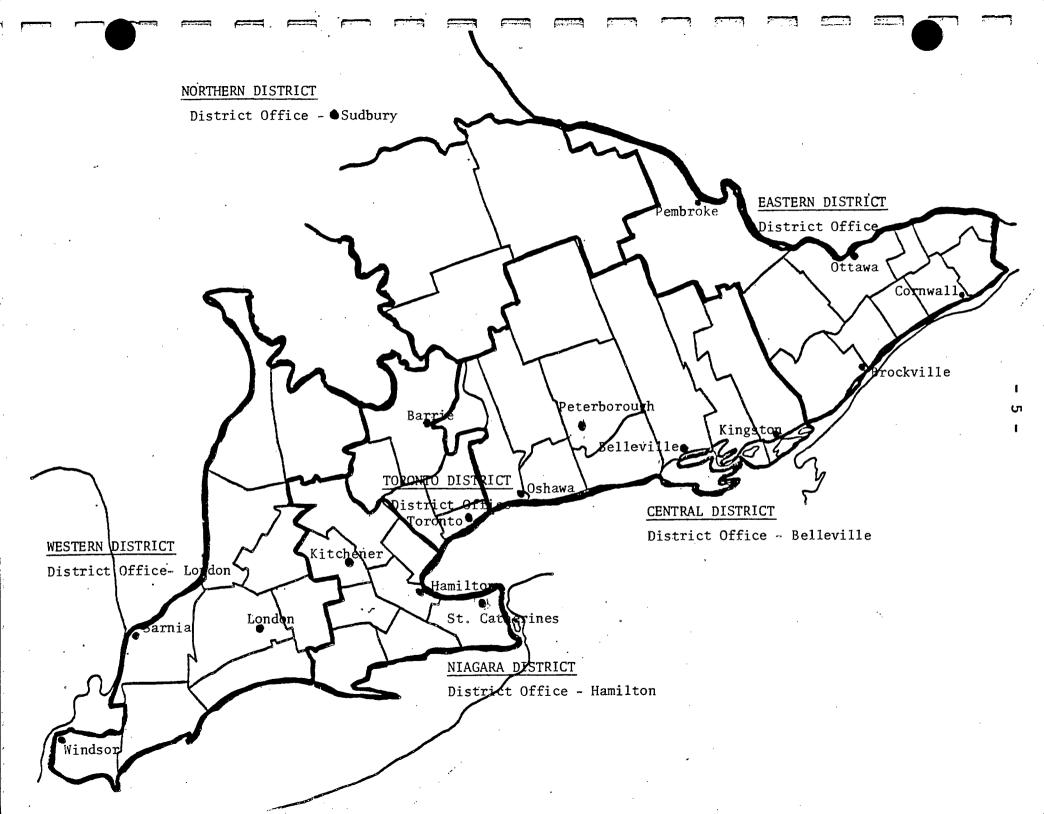


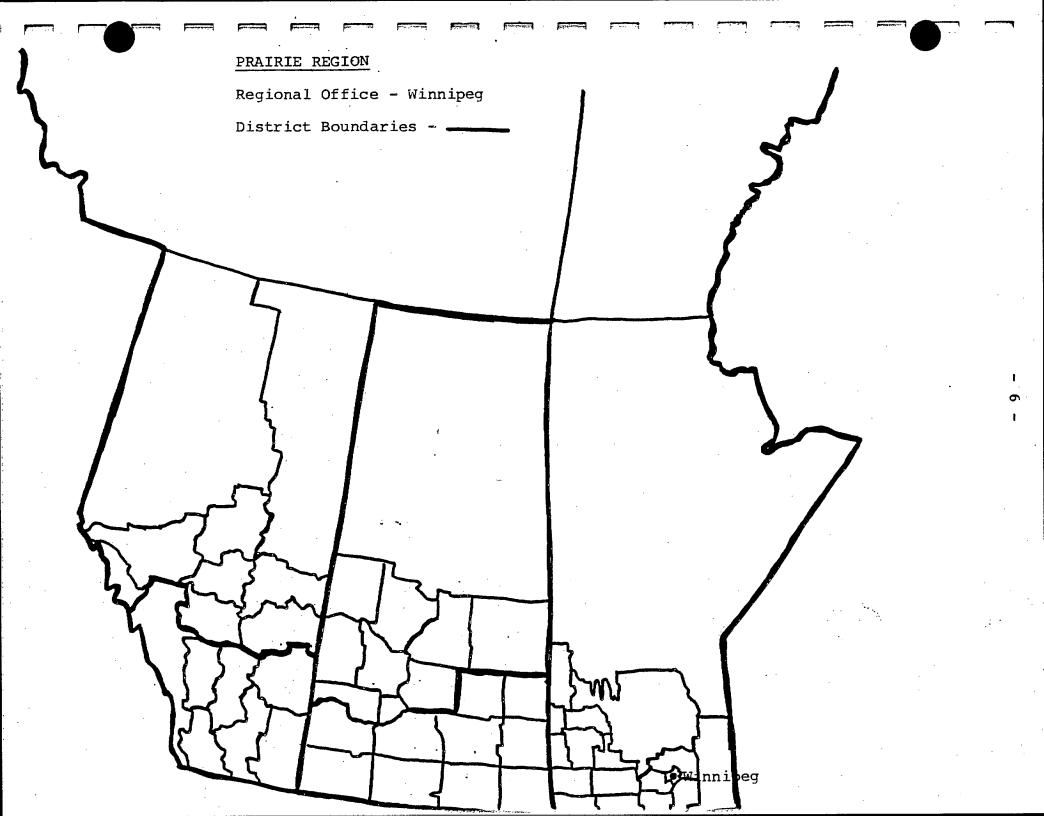
ONTARIO REGION

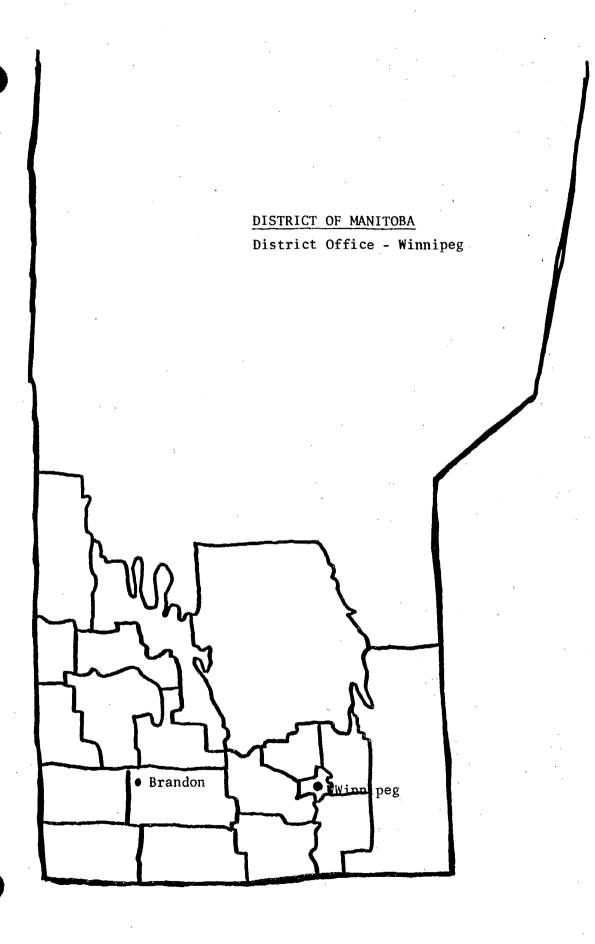
Regional Office - Toronto

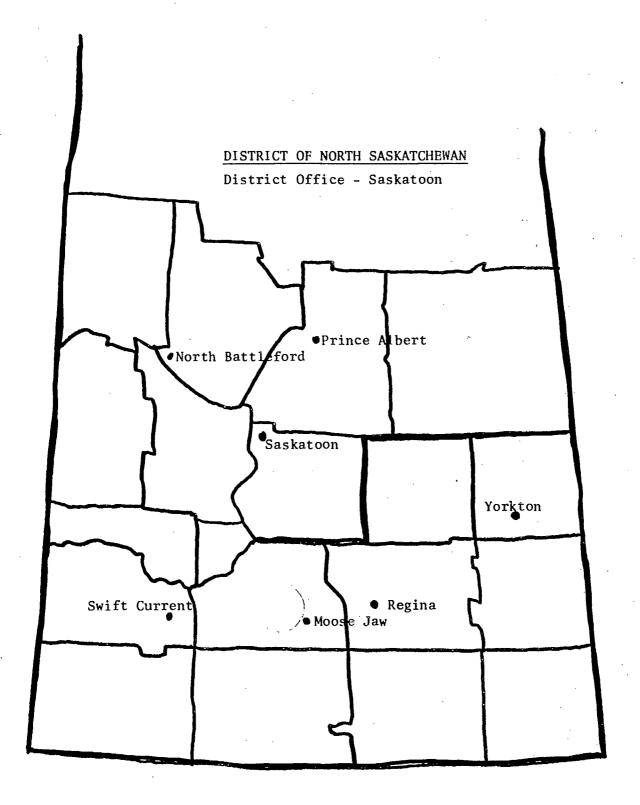
District Boundaries - -





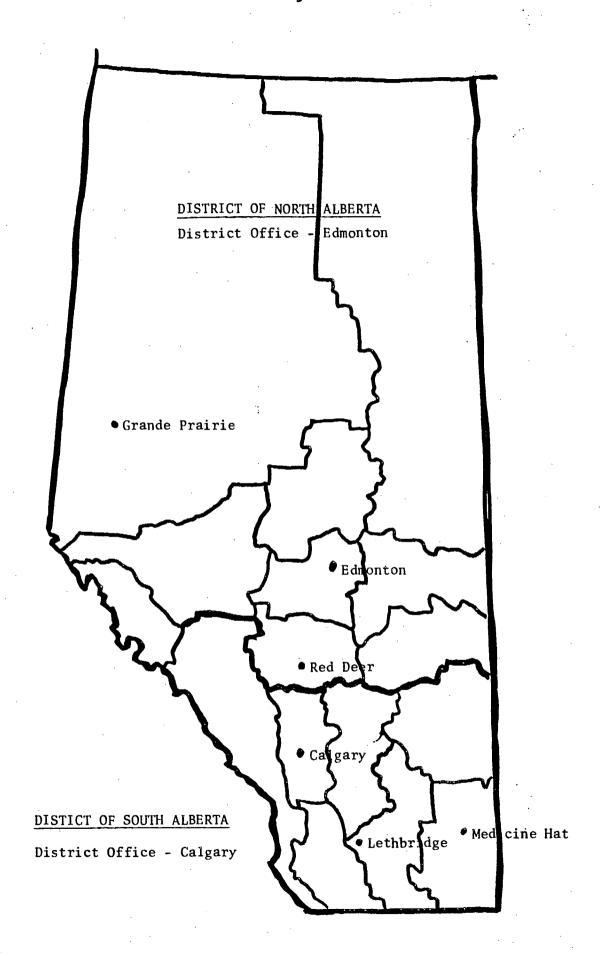


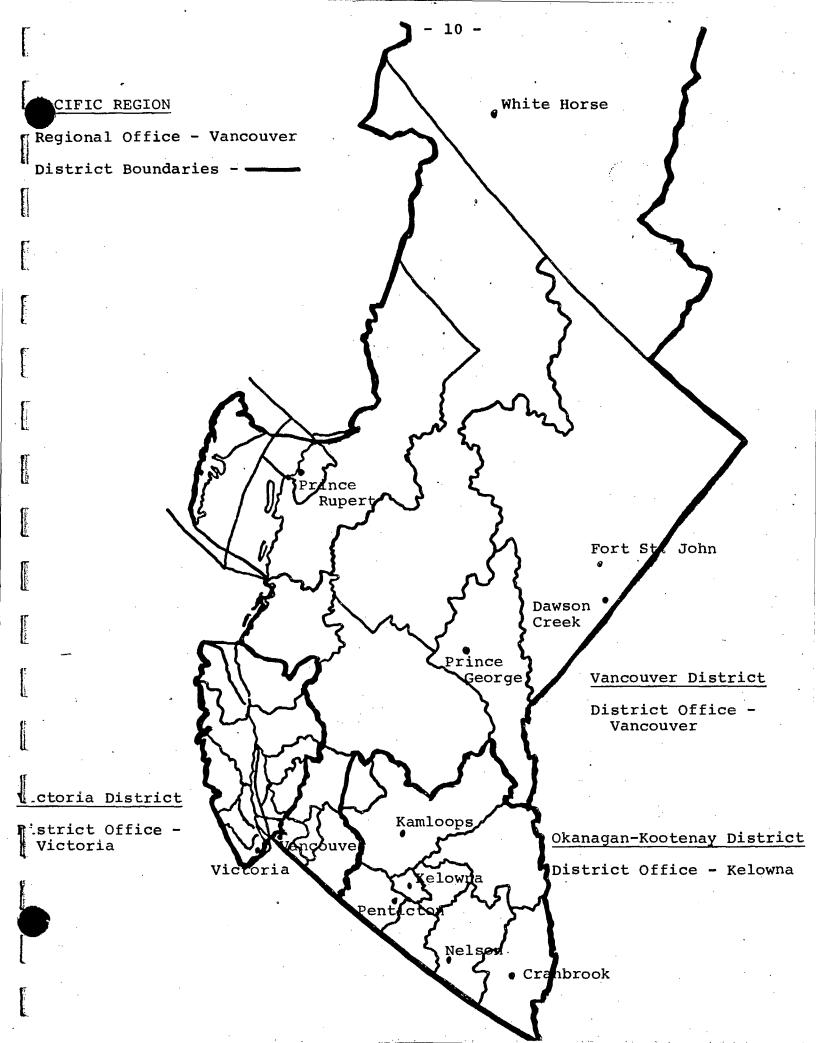




DISTRICT OF SOUTH SASKATCHEWAN

District Office - Regina





APPENDIX D

List of District Office Changes

List of District Office Changes

Present District Office

Proposed Change To:

| end one | Area Office | District |
|---------------|---------------|---------------|
| Cornerbrook | Cornerbrook | Newfoundland |
| Sydney | Sydney | Nova Scotia |
| Fredericton | Fredericton | New Brunswick |
| Saint John | Saint John | New Brunswick |
| Windsor | Windsor | Western |
| Thunder Bay | Thunder Bay | Northern |
| Prince George | Prince George | Vancouver |
| Penticton | * | Kelowna |

^{*} E & G will remain at Penticton and will be part of Kelowna district.

Note: Apart from the above changes directly related to common boundaries, the Ontario region has proposed re-location of its human resources amongst 5 new area offices and 9 inspectors in 7 cities, as shown in the next table. It is understood that these new offices will be subject to further feasibility considerations by the region.

ONTARIO REGION

Area Offices

| • | | • |
|------------|-------------------|-------------------|
| District | Area Offices | Activities |
| Niagara | 1. Kitchener | CFP |
| J J | | W&M |
| | | E&G |
| | 2. St. Catherines | CFP |
| | | W&M |
| | | E&G |
| Toronto | 3. Mississauga | CFP |
| - - | • | CS |
| | | W&M |
| | | E&G |
| Central | 4. Oshawa | CFP |
| | | CS |
| | | M&M |
| | | E&G |
| • | 5. Peterborough | CFP |
| | | W&M (Now |
| | • | Resident |
| | | insp.) |
| | | E&G |
| | | |
| | Local Inspectors | • |
| District | Local Inspector | <u>Activities</u> |
| Western | 1. Sarnia | · CFP |
| Toronto | 2. Orillia | M&M |
| | | 277 |

| District | Local Inspector | Activities |
|----------|--|-------------------|
| Western | 1. Sarnia | · CFP |
| Toronto | Orillia Barrie Barrie | W&M CFP E&G |
| Central | 5. Kingston | CF P |
| Eastern | 6. Cornwall | E&G |
| Northern | 7. North Bay8. Timmins9. Timmins | CFP E&G W&M |

Total: 9 Inspectors in 7 cities