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COMMITMENT TO RURAL CANADA



FIFTH REPORT AND REVIEW

CANADIAN COUNCIL ON
RURAL DEVELOPMENT
OTTAWA 1973



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The Honourable Donald C. Jamieson, **COMMITMENT TO RURAL CANADA**
Minister of Regional Economic Expansion,
Ottawa, Ontario.

Dear Mr. Jamieson:

I have the honour to submit to you the Fifth Annual Report and Review of the Canadian Council on Rural Development.

This report deals with a number of aspects of development, which seem to us of fundamental importance. It attempts to define some principles for participatory development.

The Council acknowledges the new and innovative efforts of your Department to identify and develop new opportunities for rural Canadians. It is hoped that this Report will encourage your Department to further develop policies and approaches that enhance the quality of life of people who choose to live in rural Canada.

Sincerely yours,

FIFTH REPORT AND REVIEW
Canada
CANADIAN COUNCIL ON RURAL DEVELOPMENT

DECEMBER 1973

W.A. Jenkinson
Chairman.

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The Honourable Donald C. Jamieson,
Minister of Regional Economic Expansion,
Ottawa, Ontario.

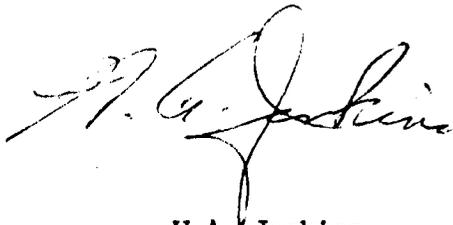
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Sincerely yours,

A handwritten signature in cursive script, appearing to read 'W.A. Jenkins', written in dark ink.

W.A. Jenkins,
Chairman.

FOREWORD

This Fifth Report and Review documents the numerous experiences and conclusions of the Canadian Council on Rural Development with respect to regional development programs. It was written at a time when the Department of Regional Economic Expansion, to which the Council acts as advisor, was initiating both a new approach to regional development and a restructuring of its organization. Although the departmental changes were in the early stages of development and could not be made the focus of this Report's discussion, the Council is hopeful that they represent new opportunities for balanced regional development in Canada. Modifications in the Regional Development Incentives Act to provide incentives to smaller industries; more program flexibility under the coverage of General Development Agreements; and the greater access of people to decision-makers through decentralization, respond to suggestions made by the CCRD in this and other reports and have the potential to create new hope in rural Canada.

This Review is intended to be suggestive and exploratory, rather than critical or dogmatic. In essence, the CCRD's approach to development includes the enterprise and initiative of the people who are affected by and involved in what happens to our rural areas, combined with the resources made available by government and industry. CCRD holds that well-conceived and flexible policies, institutions and services should assist local people to release their own desire and energies for development. Therefore one of the principal objectives of this Review is to assist in improving the usefulness and flexibility of developmental policies in response to the real needs of people residing in rural or small urban communities.

The Council hopes this Review will encourage efforts to find further approaches to provide for balanced regional development; more positively and constructively, the Council hopes it will promote an active process of designing improved future policies in those Departments and agencies where changes have not yet been initiated.

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INTRODUCTION

Since the late 1950's, Canadians have witnessed an increasing governmental concern and involvement in the socio-economic development of the country, with a view to guiding and dispersing economic growth and its benefits to people all across the country.

Despite this increasing governmental concern and intervention at all levels, what is singularly lacking is a commitment to rural redevelopment and the revitalization of the socio-economic structure of rural Canada. Development policies and programs continue to be generally urban-oriented, and development decisions continue to be based, by and large, on the traditional assumption that economic growth through the application of advanced technology and large-scale enterprise would create new and gainful employment for all Canadians. The benefits of development would then be equitably distributed through the entire population - rural and urban.

A careful scrutiny of the Canadian development scene during the last decade will clearly show that these assumptions have proven incorrect. The benefits of growth have remained beyond the reach of many Canadians, particularly those who have chosen to live in rural Canada. Indeed, serious difficulties have confronted these people as a result of the pattern of economic growth and the nature of the social changes that have occurred due to such developmental policies.

The people of rural Canada are most adversely affected by the forces of technological development on which very largely our developmental decisions are based. As a result, not only is their economic future uncertain, but also their institutions and their ways of life are threatened. In this confusion, many rural people are forced to uproot themselves and move to urban centres. They may be willing to participate in the economic activities of these cities, but they are unable to do so because they lack industrial and adaptive skills. Inevitably, they form a substratum of the urban poor.

The consciousness of these difficulties and concerns is reflected in each of the past reports and submissions of the Canadian Council on Rural Development, because the Council has a commitment to the rural people of Canada. And the Council has repeatedly emphasized that these difficulties, and the concerns of rural people, cannot be removed, or even ameliorated to any significant extent, unless governmental policies recognize certain basic facts and certain major interrelationships inherent in the developmental process. In essence these are:

Development should be inherently a planned process of change, both economic and social, for the benefit of the people - to widen their economic horizon as well as enrich their social well-being. Economic development and social development are thus inextricably interwoven; together they constitute one single indivisible developmental process, aimed at serving fundamental human purposes.

In this process, we cannot sensibly separate urban development from rural development, nor can we sensibly detach the concept of rural development from the concept of regional or national development. We cannot talk about industrial investment to generate income and employment in a given growth centre or region, without talking about the whole developmental process, embracing a whole range of programs designed to widen the economic horizon and choice of life styles of all people - no matter where they may choose to live. Rural people, as everybody else, should have equal access to higher education, better manpower training and occupational counselling, better social amenities and social utilities, improved medical and housing facilities and, above all, assistance to identify the developmental opportunities in their own environment and develop them at the pace and the scale they can or want.

This is how the Council perceives the developmental process - involving citizen groups both as participants and as beneficiaries.

During the last six years, the Council has had no reason to retreat from this philosophy of development. Indeed, the Council has strengthened its pressure for such a developmental process, as a result of its many meetings and seminars in various parts of Canada: with regional development councils, voluntary development associations, local leaders and others concerned with rural resources and potentials, physical and human.

From Newfoundland to British Columbia - in Fogo Island, Lévis, Geneva Park, Moncton, Winnipeg or Cowichan Indian Reserve - wherever the Council met with local leaders, these major messages came through in unequivocal terms, though expressed in different ways:

1. *Rural-urban migration creates serious problems of adjustment, socially and economically, for rural people who move to urban centres; while the rural areas lose a good deal in terms of*

leadership, infrastructure and services. Yet some governmental programs tend to encourage rural-urban migration. Rural areas, in fact, possess natural and human resources which remain underdeveloped, under-utilized and often unidentified. There is therefore a large role to be played by supportive services for the people involved, whether through assistance in identification and development of opportunities or through assistance to migrants.

2. There is a growing desire for programs of social animation to help communities to articulate their problems, identify developmental opportunities and participate in formulating programs of action. Lack of government encouragement and assistance is felt by the local development associations to be the main reason for the failure to initiate such social animation programs.
3. The governmental planning process is often unrealistic and does not respond to the needs of the people of rural Canada. A continuous and effective planning process must emanate from the local level, involving and requiring inputs from all levels, governmental and non-governmental. This process would tend to ensure a development based on local needs, opportunities and strengths. The impediments mainly arise from the lack of a positive government policy toward participation, limited sources of finance, and inadequate technical and professional assistance from government.
4. Adequate programs of information and education are urgently needed for all sectors of the rural economy and rural life - for women and for natives, as well as for farmers, fishermen, foresters - to fully utilize the potential and strength of the rural communities. We suggest the establishment of regional centres for information on topics of relevance to rural communities.
5. The people of rural Canada - whether engaged in farming, forestry or fishing - strongly feel that their economic interests are threatened by the effects of technological advances. They do not look to the government simply for assistance, but for a fair return for what they produce and an assurance that government regards them as partners in their attempt to develop fully the natural potentials of their country.

These are the expressed concerns and aspirations of rural people: expressions of their willingness and potential capability to shape their economic destiny and protect their institutions against the onslaught of technological change. These are as well the essential components of a rural redevelopment policy, as the rural people see it.

What in effect they look for is a system of governmental decision-making that would adequately respond to their developmental opportunities, their needs and their preferences, with adequate and constructive governmental services, programs and funds.

The federal and provincial preoccupation, in the past, with the stimulation of major growth developments in regional incentive policy, has not provided adequate answers or opportunities for many areas. It has generated too few productive economic activities in rural areas to provide a healthy depth and permanence there. A number of factors have contributed to public apprehension in rural areas that the federal regional policies are primarily committed to industrialization and urbanization: the absence of a categorical policy commitment to rural development as an integral part of regional development; the preponderance of industrial and commercial incentives and infrastructure programs in selected growth centres and special areas; the selective and restrictive character of ARDA III agreements and the decreasing tendency in ARDA expenditure.

The recently announced federal policy of decentralizing the DREE policy-making and programming operations to various regions of Canada reflects, partially at least, the recognition by the government of these concerns and an attempt to move the governmental decision-making process closer to people and make it responsive to local and regional needs and aspirations.

Aware of the developmental trends of this society, and the concomitant problem of rural outmigration, the CCRD has always emphasized developmental policies and planning of a comprehensive and flexible nature; for some areas, not necessarily the least remote from main growth centres, the policy objectives should not be mainly growth and income-improvement oriented but broadly environmental. Ideally this should be so, but where income disparities and lack of opportunity are dominant features of an area, economic opportunity will be a dominant consideration.

In such a flexible and integrative process of development, the Council believes, the question of adaptive technology and appropriate scale of enterprise in rural areas, as well as the question of manpower and adaptive skill training, are two critical issues.

These issues will very largely form the central theme of this Fifth Report and Review, because non-recognition of these issues in federal and provincial development policies, has created two almost unbearable situations. On the one hand, we have the increasing costs, dissatisfaction, and social and environmental problems encountered in our rapidly expanding urban centres. On the other hand, we have progressive depopulation of rural areas, with consequent loss of talent and leadership in the rural communities as well as the increased tax burden and higher costs of maintaining services for these communities. Not only therefore the rural people, but also the urban dwellers are now searching for alternatives to change these trends.

The success of such public initiatives as Pollution Probe, the movement to stop the Spadina expressway, to preserve the green spaces in cities, etc. demonstrates the concern of the urban people also, at the uncontrolled continuation of historical trends towards urbanization. In other words, the public as a whole - whether rural or urban - is expressing its willingness and capability to accept, initiate and demand a developmental process which would ensure significant economic gains for the country and yet widen the range of options for all Canadians.

The main, but by no means the only, preoccupation of the CCRD is nevertheless with rural development. The Council is therefore inclined to believe that:

Substantial social and economic benefits would accrue to Canada as a whole through a policy of comprehensive redevelopment and revitalization of rural Canada, based on the scale of enterprise, and the degree of technology, which the rural communities can support and sustain.

In the subsequent chapters of this Fifth Report and Review, the Council has documented a body of evidence as well as societal concerns in support of the proposition. It has also attempted to lay down a policy framework and a range of program directions, in the belief that the governments have the willingness to respond and the capacity to engage in necessary planning and programming, in partnership with local people.

In chapter I the Council has documented some critical socio-economic trends to draw attention to the expected rapidity of these changes and their adverse consequences for many people, particularly those who wish to live in a rural environment. More importantly, however, these statistics are intended to provide the essential backdrop for a discussion by concerned Canadians of what might be done to anticipate these changes and direct them towards a developmental process that will permit us to formulate policies and programs that would ensure greater social and economic gains for the country as a whole and a more satisfactory living for all Canadians - rural and urban.

In the light of predicted developments, a number of European countries in the post war years have instituted, with some success, policies for balanced rural-urban growth and development, incorporating in such policies land use objectives, population distribution goals, and economic and social development targets. In recent years, Canada too has made significant strides in developing component parts of a balanced national growth and development policy. What is lacking, however, is a process or mechanism which can effectively co-ordinate these component parts and respond equitably to the developmental needs and opportunities of rural and urban areas.

In chapter II we have briefly reviewed these component parts of our growth and development policies and examined their relevance and implications for rural development. Further, in the light of the concerns, aspirations and strengths of the rural people, as expressed to the Council through their associations and institutions, we have attempted to articulate their perception of the development and the developmental process.

The rural development strategy and the program elements that the Council has thus formulated and embodied in chapter II are based on some of the rights of the rural people, as they perceive them: to choose their own life styles, to determine the nature of development that is based on their local resources and opportunities, and finally to determine the scale of enterprise that they can best support or that best satisfies their needs.

The Council further believes that such a commitment to rural Canada and a developmental approach based on these fundamental desires of rural communities will create a favourable atmosphere for development activities in all areas of Canada, rural and urban; evoke interest and participation of more people in the developmental process, and eventually ensure a better balance in rural-urban growth and in the distribution of population between rural and urban areas.

CHAPTER I

HISTORICAL FORCES

Their Social and Economic Impact on Rural and Urban Canada

The problems facing rural areas and rural residents in Canada and the resulting dissatisfaction are neither new, nor accidental. They are continuing phenomena, the outcome of past forces and changing circumstances which have not affected different areas of the country, nor all groups of Canadians, in identical ways. These forces have, in large part, been the result of changing economic circumstances which become all the more evident in the resulting pattern of population distribution and its effect; in many instances, they implicitly enter into policies and programs of governments and private institutions.

In this chapter, the Council has attempted to review briefly the changing population patterns in Canada and the economic forces underlying them, focussing simultaneously on the social and economic effects of these forces on communities of people, particularly those living in rural areas.

Major Demographic Trends

In the history of Canada's social and economic development, the impact of population changes has been spectacular. Over the past several decades, the high rates of growth of the population and its geographic and economic distribution have been closely related to the performance of the national economy and the distribution of economic activities and employment opportunities. Since the beginning of the twentieth century, the rate of growth of urban population has continually exceeded the rate of growth in total population. Whereas the total population of Canada has increased at a rate of 2.2 per cent per annum during 1951-1971, the urban growth has been at over 3 per cent over the same period.

TABLE I
 POPULATION GROWTH IN CANADA, 1951-1971
 IN PERCENTAGE TERMS

	<i>% change</i>	<i>% average annual growth</i>
Urban	90.2	3.3
Rural	- 4.2	- 0.2
Rural Farm	- 49.8	- 3.4
Rural Non-Farm	54.2	2.2
TOTAL	54.0	2.2

Source: For basic data, see appendix, tables I and II Canada.

The largest component of the declining rural population has been the farm population. Within a generally declining rural population, the loss of rural farm population has been at the rate of 3.4 per cent a year since 1951. On the other hand, the rural non-farm population increased at the rate of 2.2 per cent a year during the same period, indicating that a part of the farm population found non-farm occupations within rural environments. However, the greater part of the loss in farm population must be accounted for by migration to urban areas. As Table II below would indicate, whereas in 1951 nearly 62 per cent of Canadian population was urban, in 1971 the proportion rose to 76 per cent.

During the same period, rural population declined from 38 per cent to about 24 per cent, and rural farm population decreased from 20 per cent to the present low of less than 7 per cent.

TABLE II
PERCENTAGE DISTRIBUTION OF CANADIAN POPULATION

	<i>1951</i>	<i>1971</i>
Urban as % of total	61.6	76.1
Rural as % of total	38.4	23.9
Rural non-farm as % of total rural	47.5	72.5
Rural farm as % of total rural	52.6	27.5
Rural farm as % of total	20.2	6.6

Source: For basic data, see appendix, table III.

The 76 per cent of the total Canadian population who live in urban areas are even more concentrated. Over 40 per cent of these urban dwellers are accounted for in some 18 major Canadian cities. And over 50 per cent of these are located in Toronto and Montreal alone. The Department of Urban Affairs, and the Institute of Quantitative Analysis at the University of Toronto, among others, have estimated that between 1961 and 2001 the total population of Canada will in all likelihood grow by another 16 million and that over 75 per cent of this growth will occur in the cities¹. The two isodemographic maps in the appendix give a visual perspective of these trends.

These changes in population and its distribution are the most spectacular and obvious results of a changing economy. In the post World War II period particularly, a number of factors - advances in technology, transportation, and market demands, to name a few - have greatly affected the patterns of industrial activities, employment and population. Opportunities for gainful employment in primary occupations in rural areas have rapidly shrunk.

Trends in Rural Economic Activities and Employment

Within the traditional rural economy the primary industries were the major employers of the rural labour force. With the introduction of specialized and mechanized operations in agriculture, the fisheries and forestry employment opportunities in rural areas have been greatly reduced. Initially, innovation and mechanization were necessary because of an acute shortage of the needed labour force; they were introduced and adapted to meet the needs of rural producers and conform to their established institutions.

With an increasingly complex technology, and the demands from other sectors of the economy, rural areas were increasingly forced to adapt their own needs and institutions to the innovations. Technological innovation then generated demands for higher levels of productivity and a larger scale of operation to finance the heavily capital-intensive nature of this progress.

The primary producer became dependent upon the availability and accessibility of the necessary capital funds. Lack of such funds to acquire and consolidate an economically profitable and sustainable operation and to purchase necessary capital equipment forced many small farmers, fishermen or woodlot operators to quit or sell out and join the ranks of the less active rural population or to move into an urban setting in search of employment.

¹ System Research Group, Canada: Population Projections to the year 2000, Toronto, 1970.

The effects of this process of technological innovation and decreasing employment opportunities eventually are reflected in the shift of population to urban centres and the decreased viability of rural communities.

In terms of net gains in productivity and increases in farm income for those who achieved such economies of scale, this transition has no doubt been beneficial. However, the increased farm income reflects, if anything, the concentration of wealth in a smaller segment of the rural population.

The dimensions of these changes in employment patterns and their likely continuation are shown in Table III.

TABLE III
EMPLOYMENT CHANGES AND DISTRIBUTION OF EMPLOYMENT
BY INDUSTRY GROUP

	<i>Employment</i>		<i>Share of Total Employment</i>		
	<i>Average annual % change</i>		<i>%</i>		
	<i>1960-70</i>	<i>1970-80</i>	<i>1960</i>	<i>1970</i>	<i>1980</i>
Agriculture	- 3.1	- 2.1	11.4	6.5	4.1
Forestry	- 1.6	1.2	1.6	0.9	0.8
Fishing	1.1	-	0.3	0.3	-
Mining, oil and gas	4.9	2.1	1.6	1.6	1.5
Manufacturing	2.5	0.2	23.8	22.7	17.1
Construction	2.7	3.7	6.5	6.0	6.3
Electric, water and gas utilities	3.0	- 0.8	1.2	1.1	0.8
Transportation, storage and communication	2.2	2.0	8.4	7.6	7.1
Wholesale and retail trade	2.9	3.0	17.1	16.8	16.5
Finance, insurance and real estate	5.0	4.3	3.8	4.6	4.9
Community, business and personal services	6.4	6.1	18.6	25.7	34.1
Public administration	3.8	3.4	5.8	6.2	6.5
Total Economy	3.1	3.1	100.0	100.0	100.0

Source: Ninth Annual Report - "The Years to 1980".
Economic Council of Canada, Ottawa, 1972.
Table 4-17, p. 62.

The primary industries in general have been decreasing as sources of employment in both absolute and relative numbers. Secondary manufacturing has had a relatively stable proportion of the labour force, while the service industries have grown in importance.

Thus we can see that in agriculture and the other primary industries the relative employment capacity will continue to decline. The rate of this decline is expected to moderate; in fact, for forestry a slight increase in absolute employment is projected. For rural areas based predominantly upon these primary industries, the economic and population base is still expected to decline.

The major source of employment growth will continue to be in the tertiary or service industries, and most likely this growth will take place in urban centres. While we have no breakdown of these services on the basis of rural versus urban areas it seems reasonable to assume they are predominantly urban based. Personal services are related in large measure to population; and urbanization is expected to continue.

The more specialized services associated with advances in technology are also predominantly in urban areas. Financial institutions, consulting and management services, communication facilities, higher educational institutions etc. are normally located in those centres with large or expanding commercial activities and rarely in rural areas or smaller communities. Similarly, government services are generally located in the larger urban centres. Thus trends indicate a continuation of the decline in rural-based employment and the increase in urban-based employment industries.

Income Levels

The changing employment patterns and population distributions reflect in large measure the response to different income opportunities. The disparity between rural and urban family incomes is not only large but it has not narrowed significantly over the past decade.

It should be pointed out that a direct comparison of money income between rural and urban areas may not be entirely appropriate because of different costs and styles of living. However, with continuing urbanization of tastes and consumption habits in rural Canada the comparison is increasingly valid. In any case, the lack of major improvement in the relative incomes during this period is a partial explanation of the movement observed, as well as a societal concern of an unjustifiable situation.

TABLE IV
AVERAGE FAMILY INCOME

	1967		1971	
	Current \$	1961 \$	Current \$	1961 \$
All Canada	7,602	6,587	10,368	7,772
Metropolitan	8,546	7,405	11,560	8,065
Rural	5,408	4,685	7,627	5,717
Rural as % of all Canada	71.1		73.5	
Rural as % of metropolitan	63.2		65.9	

Source: 1967 figures from DBS catalogue no. 13-538; 1971 figures from
Statistics Canada catalogue no. 13-207.

Economic Forces and Urbanization

These changing economic patterns and the trend toward urbanization reflect several interrelated and dynamic phenomena. The industrial structure is basically determined by demand forces, both domestic and international, and by development in technology and production costs. The causal forces flow in both directions - from demand to output and from output to demand...¹ There is a similar flow in relation to jobs and population. There is no doubt that population grows where there are jobs, but in like fashion, a certain population creates a certain demand and attracts more industry ... thus jobs ... thus more people.

Technological change has contributed at both ends to urbanization - in rural areas by decreasing the labour requirements in agriculture and the other primary industries; in urban areas, by attracting the surplus rural labour force in search of other jobs. In urban industries, technological change has generated economies to be gained through the larger market which is normally available in large urban centres. In addition, this growth attracts similar and related industries, both those specializing in providing certain inputs and those providing related services. This entire process generates a cumulative level of expectation concerning the benefits of location in urban centres.

Urban centres also offer less risk and uncertainty, both for the individual and the firm. The individual is presented with not only improved amenities but with a variety of jobs which provide a sense of financial security. The individual facing such a large choice is no longer at the mercy of one or a few jobs in a particular industry; and in addition to the

¹ W.M. Illing, "Industrial Patterns of Growth". The Economy to 1980: Staff papers, Economic Council of Canada, 1972.

increased financial stability also has opportunities to choose types of jobs which can be more personally rewarding. This is especially important when compared to the wide fluctuations of income and employment experienced in agriculture and the other primary industries.

For the firm, urban centres provide a larger pool of labour and a range of quality and specialization not found in rural areas. The existence of a larger market, a variety of industries and a choice of labour supply, enables a firm to more easily change product lines or methods of production to avoid technological or market obsolescence.

These forces must be recognized in any evaluation of possible future developments in rural areas since they are fundamental to profitable economic activity. It must be recognized that opportunities for rural development will, of necessity, relate to the needs of maintaining viable enterprises. It should be noted, however, that the primary industries are presently enjoying an improved strength; their economic future is strong, providing a good basic for improved performance in rural areas which develop their economic growth on related activities. However, future growth of the primary industries will continue to be based upon capital-intensive and net labour-intensive technology; and the relative employing capacity of labour-intensive industries will continue to decline.

Rural Predicaments

The effects of these forces have not been entirely beneficial. In rural areas, outmigration has decreased the demand for services in the rural communities which previously could sustain themselves by providing for the needs of the surrounding population. The trends toward commercialization and specialization in agriculture and the other primary industries have increased the demand for certain specialized services which tend to be concentrated in a few large centres serving an extensive hinterland. Improvements in communication and transportation networks make accessibility easier and extend the size of the area served by urban centres.

This outmigration has immediate and increasing effects on the level of economic activity in a community and further long-run detrimental effects on the potential growth prospects of local markets. Because of an ever shrinking market, the rural areas find it increasingly difficult to maintain not only the commercial activities such as grocery stores, farm service centres, banks, etc., but also the social and economic functions. Health, education, recreation, and even essential telephone, transportation, and postal services become progressively more expensive for those remaining in the community, to the point where they must deteriorate or be discontinued; and thus the community becomes even less attractive, and loses more of its population.

The feeling in these rural areas that a community has no future, once it has developed, sets in motion a series of forces which become cumulatively self-fulfilling. The younger and better educated tend to be

the first to go, and this process deprives the community of its future leaders and entrepreneurs. Normal types of assistance become more difficult to obtain. For example credit is not readily available in a community which may not survive, and the various types of investment are discouraged. Public facilities in many cases are not maintained or expanded, and there is no inducement to construct or improve homes and other infrastructure.

Urban Dissatisfaction and Social Costs

Urban centres as well have been faced with problems arising from their expansion. The large increases in population in urban centres have caused a physical growth through urban sprawl and a concentration of population through high rise development. Increased demands for highways and services are a result of this growth; their provision increases their use and generates more demand. Similarly, the increased concentration of population generates demands for parking spaces, public transit, and other services which require large investments.

The effects of this growth in cities have, however, been most dramatically indicated by the rise in the cost of housing, particularly land values, in the past decade in the major cities. Housing costs have now reached the point where in order to buy a house a family must have an income much higher than the average. In addition, there are innumerable other services which become essential in a city but which are not normally required in rural areas - such as recreational services, regulation of traffic, law and order maintenance, etc.

The costs of these urban services rise with an increasing population more than proportionately. The average cost of services becomes much higher than that which existed prior to the increase in population. In all likelihood, the burden of these costs would overwhelmingly be borne by the existing residents, in part due to the higher costs of providing the new services spread over the entire population most of which were already living in the city. In addition the rural migrant normally enters the low income jobs and lives in lower valued homes and thus would pay less than the average in taxes and less than the cost for services provided for him.

The magnitude of these direct and indirect costs should be the subject of extensive research. Such research would show that the costs of increasing land values, rising street and highway construction and maintenance costs and the foregone taxes on the lost land, increased costs of providing education, parks and the urban natural landscape, pollution clean up, health services, police protection, etc. were too high a price to pay for urban concentration and a (somewhat illusionary) modern growth.

A firm moving into an urban centre or expanding its existing operation will also pay less than its fair share of the increased costs that result from the increased demand for housing, transportation, health and educational facilities and the like for its increased labour force. Thus many of the benefits of agglomeration accrue to the new firms, rather than to the community which must pay the costs.

These questions of social and private costs and benefits are important in evaluating the impact of urban concentration. On the one hand, the depopulation of rural communities leaves behind a large investment in social infrastructure and community facilities which, on the other hand, must be provided at increased cost in urban areas. The social costs of stress resulting from change and urban concentration are more difficult to measure but are real nevertheless. Accounting for these total costs generated by urbanization may well change the relative value of continuing urban concentration and the development of rural areas.

The Changing Role of Rural Areas

The traditional role of rural areas has been the production of food. This role will remain important for rural Canada, especially in light of the present world outlook for food production. In addition, with the expansion of urban centres and improvement in transportation and communication, rural areas are increasingly being called upon to perform different roles. Profound changes have also taken place in rural communities in regard to tastes and consumption patterns which are increasingly becoming urban oriented.

Rural areas in the vicinity of urban centres are providing dormitories for urban workers who can commute to cities thanks to better transportation facilities. The same conveniences which enable city people to move to the surrounding countryside also allow rural residents to become less reliant upon traditional activities, and to find employment in the cities.

Rural areas are also increasingly filling a recreational and aesthetic role for urban residents. Summer residences, camp grounds, resorts, scenic areas, etc. are increasingly important to urban dwellers who wish to escape from cities to satisfy their leisure-time pursuits. They are also attractive as places to retire. Rural areas, of course, can provide these functions only if they remain rural in outlook and environment.

The problems which develop in rural areas, particularly in the vicinity of large urban centres, are such as to jeopardize not only the traditional but also the new roles of rural areas. The process of uncontrolled urban sprawl promises country living and low costs but destroys the rural landscape and hides the costs. This sprawl results in the alienation of good farming land and the destruction of the rural nature of an area much greater than the land directly lost to urban uses¹.

¹ L.O. Gertler, "Urban Shadow, Urban Theory and Regional Planning" in *Regional Planning in Canada, a planner's testament*, Harvest House, Montreal, 1972, pp. 34-47.

This "urban shadow" results from the existing and anticipated demands from the urban centres for development into areas progressively more distant from the city centre. The results include not only idle farm land being held for speculation, but also the inefficient use of farmland: there is no incentive to maintain its agricultural use because there are no agricultural support services in these areas. Such unmaintained rural lands soon become unattractive as rural landscape and cease to serve the urban need for aesthetic environment. Studies in Ontario and Quebec indicate that the area indirectly affected by this phenomenon is up to five times the existing urban area. It is evident therefore that the effects of this process on agricultural land in Canada appear to be alarmingly extensive.

These changing roles for rural areas are not uniform across the country. In some areas where urban growth has been extensive, the accelerating rate of alienation of farm lands brings home sharply the fact that planning for preservation of lands is important. In other areas, where reliance upon primary industries remains high, and incomes are low and erratic, economic expansion and the provision of jobs is much more urgent. In still other areas, with poor prospects for development and adequate incomes because of poor or insufficient resources, appropriate programs for adjustment out of the areas are required. In short, while there are many pressing problems in rural Canada, they vary widely between areas and demand diverse series of programs and approaches to successfully deal with them.

Conclusion

The major demographic, social and economic trends briefly reviewed in this chapter are real and can not be ignored. The present rural-urban distribution and the pressures felt in both rural and urban areas are largely the result of these influences. The probable speed of these changes suggests that there will be awesome consequences for a great many Canadians, particularly those who wish to live in a rural environment.

The CCRD shares the belief of many concerned Canadians that these adverse trends are not inevitable and that policies and programs which assume and promote their continuation are no longer acceptable. In the light of predictable changes, appropriate policies and programs can be applied to modify and redirect the growth and development of the country for greater benefits to all Canadians, no matter where they live. The following chapter will broadly discuss the kinds of developmental approaches and policies and programs that are needed, and which the CCRD feels can better meet the growing concerns of Canadians, particularly those living in rural areas.

CHAPTER II

NEW POLICIES AND APPROACHES

This chapter gives a brief appraisal of the federal rural development policies of the past decade; it also explores new approaches and policy measures which, the CCRD believes, would lead to a progressive redevelopment and revitalization of rural Canada, while ensuring continued national growth. We do this in the light of the growing dissatisfaction shown by Canadians, both rural and urban, with the rising social and economic costs that are associated with the unchecked continuation of historical trends toward urbanization, and the inadequacy of existing governmental approaches to deal with this process.

Federal Policies and Rural Canada

The efforts of the federal government to assist with the economic and social development of people living in rural or depressed areas began in the late fifties. The first Area Development program, which applied largely to rural areas scattered throughout the country, was designed to bring industries to areas designated on the basis of the extent of their unemployment. Little income or employment was thus generated: perhaps because the incentives were too weak to attract industry to most of these areas; perhaps because the areas themselves were unsuitable for secondary industry development.

In the early sixties, it was decided that a more comprehensive and integrated approach would be required. As a result, the federal government, in agreement with the provinces, developed the ARDA program to improve the efficiency and productivity of agriculture and the use of other resources, while making some provisions for moving marginal farmers to other activities and taking their land out of production. The program applied to relatively few areas across Canada and was rather less concerned with the problems that arose in areas based on other primary industries such as forestry, fishing and mining. The adjustment problems of rural people attached to agriculture

were not effectively handled with respect to preparing them for other employment where they lived or to facilitating their adjustment to an urban environment.

While some of these shortcomings have been corrected in the third round of ARDA agreements with the provinces, which now reflect the broader rural intentions of the Act, programming under ARDA remains very limited. It plays more of a job-filling role in rural economic development programs, rather than a positive role in initiating a comprehensive and co-ordinated approach, based on local initiative and involvement, to the economic and social development of rural areas.

The next phase in federal policy was still more comprehensive; it involved the development and implementation of what came to be known as FRED (Fund for Rural Economic Development). This program was applied to agreed areas within a number of provinces: not just to rural agricultural areas but to rural areas generally and even to some small urban areas as well. The intention was to provide comprehensive economic and social development for the chosen areas. Plans and action programs were developed in co-operation with the provinces for such areas as Manitoba's Interlake, Prince Edward Island, North East New Brunswick and the Gaspé. FRED programs created a federal-provincial planning mechanism and (to some extent) joint implementation machinery which mobilized both federal and provincial institutions, programs and financial resources and staffs in a manner designed to improve the economic growth and social infrastructures of the areas involved.

The effectiveness of these plans has varied greatly from area to area, depending on the realism of the plan, the effectiveness of the federal-provincial machinery of implementation, the degree to which local people could be persuaded to become involved, and the adequacy of the funding arrangements. Since the establishment of DREE in 1969, the scope and objectives of some of the FRED programs have been significantly changed in order to fit them into regional development policies.

A further initiative was taken in the late sixties by the Department of Manpower and Immigration, with the development of the NewStart program. This experimental action-research program acknowledged that little was known about the educational, training and social adjustment techniques required to prepare those who suffered from generations of rural poverty, for better employment opportunities either locally or elsewhere. Non-profit NewStart corporations were jointly established in Alberta, Manitoba, Saskatchewan, New Brunswick, Prince Edward Island and Nova Scotia by the federal and provincial governments; they were financed completely by the federal government. The corporations were reasonably free to experiment with new methods and programs designed to meet the particular needs of poverty groups in their particular areas, in the hope that the successful programs would be used more widely in other training and educational programs directed to these kinds of people.

Unfortunately, the NewStart programs were only given a three to five year lease of life so that they were unable to do more than begin the process of determining what training and educational techniques were most effective. They operated on the supply side of the market exclusively: they were not concerned with programs designed to create employment opportunities. In some areas new methods were developed, and new institutional forms were created and adapted to the peculiar needs of the people in each area. Other areas had little or no success, but the NewStart programs in general demonstrated the importance of approaches that were flexible enough to be adapted to the particular needs of particular groups in a variety of rural areas across Canada.

With the establishment of DREE in 1969, the developmental philosophy shifted to the "growth centres" concept. A growth centre is an urban area in a generally depressed region which, through financial incentives for industry and economic facility programs and social infrastructure investment, appears likely to become attractive enough to industry to create a continuing base for industrial development. Federal regional development policies thus became primarily committed to urbanization and industrialization, without adequately recognizing the complex social and economic interrelationships between the rural and urban sectors. There have been disproportionately low levels of expenditure on social adjustment and rural resource development in the Special Area agreements. A decreasing trend of expenditure in ARDA programs is also discernible since 1969.

It seems likely, however, that the growth centre concept will mainly help those within the growth centre itself or within commuting distance of it and may do little to improve materially the economic prospect of those in more distant rural areas. For such people, the presence of growth centres somewhat expands the availability of employment opportunities, provided that the barriers can be penetrated through training, social adjustment and in other ways. Rural people appear to feel, however, that the employment impact on rural areas of industries located in such growth centres has so far been minimal.

Canada is notably lacking in programs designed to bridge the gap between distant urban employment opportunities and the real situation of those in relatively remote rural areas. In this sense, the problem of those in rural areas continues to be relatively untouched by governmental initiatives designed to improve employment prospects and income levels in depressed regions. It is clear that new initiatives and new organizational structures are needed if these people are to be reached in any meaningful sense.

Some federal programs of supposedly universal application have not proven to be useful for rural residents; indeed these programs have been discriminatory against them. Mortgage funds available under CMHC are mostly obtained in urban areas, not in smaller rural communities. The general requirement, in practice, of a certain minimal population size before specific services can be available in a rural community reflects the assumption that in smaller and less-serviced rural communities mortgage financing

for housing development is a poor investment and a greater risk. In the same way, a rural businessman who seeks financial assistance through loans from banks often faces higher equity requirements than would a similar businessman in an urban area.

The following important lessons can be drawn from this brief review:

1. Emphasis must be placed on job creation within the rural areas. Given the size of the current population and labour force of these areas, together with their potentialities for population growth, it may not be realistic to expect that they will generate a sufficient level of employment opportunities to provide adequate standards of living for all people in these areas. This means that programs must be carefully balanced between providing jobs and fostering voluntary migration.
2. Job creation activities must take realistic note of economic potentials and opportunities. Many rural areas may not be attractive to industries not based upon local resources. In such cases job creation efforts must revolve around improving the efficiency of existing primary industry production and of inducing further processing of local primary resources. This in turn involves the introduction of appropriate technology, adequate financing, management training and other inputs designed to improve the economic capacities and opportunities of these areas, at the scale and rate of development which the communities in these areas can sustain.
3. Appropriate forms of training must be made available to the local population to enable them to participate fully in the development. Adequate lead time must be provided for these training programs: they are an integral part of the development process, and must be co-ordinated with other program elements.
4. In general, there has been insufficient emphasis on social adjustment programs within a family context. If people have to move, to improve their employment and income, social adjustment programs must be in place for the transition to be successful. This involves a variety of programs not only in the area from which they leave but also in the reception area.
5. The realization of these kinds of developmental and human needs in rural areas will clearly be impossible if the plans and programs are handed down from the senior levels of government. Planning and action to identify rural or regional needs and opportunities can be best organized within the communities concerned and through the initiatives of local or sub-regional development associations and other local interest groups. Community participation must also be ensured in the evaluative process, to determine the measures of success and failures of any programs.

The Commitment to Rural Canada

In our opinion, the socio-economic trends, the resulting imbalances and hardship to the Canadian society, as well as the limited effectiveness of governmental efforts to correct these, all point firmly to the need for a very definite commitment, by all development agencies, to redevelop and revitalize the rural economy. This commitment must be based upon the firm belief that there are social and economic benefits to be gained for all Canadians by a more equitable distribution of economic activities between the rural and urban areas.

Further, this commitment must be based upon the assumption that development is not a goal in itself, but a means to achieving a better pattern of society, a wider economic horizon and a greater range of choices of lifestyles for all Canadians. The ultimate goal of development is, therefore, the improved well-being of the people. The acceptance of this hierarchy of goals and means requires that more consideration be given to the full social and economic costs and benefits, both private and public, of future economic growth and its location. This commitment, which is necessary for effectively revitalizing rural areas and providing opportunities to rural people, will require the development and implementation of appropriate policies, programs and institutions.

Rural Resources and Opportunities

The Council's concern for full development of economic opportunities flows directly from its mandate concerning rural development. We believe that the provision of equal opportunities and economic development in all regions of Canada will lead to substantial economic as well as social benefits for the entire country. The emphasis should be upon balanced growth based upon the existing resource potentials - both physical and human - and the existing socio-economic position of an area. By nature such a policy must be flexible, because resources are not evenly distributed among different areas, regions and provinces; the productive bases, economic characteristics and social structures vary as well. What we envisage is not a rigid developmental approach but an approach to development which can operate through these factors rather than neglect or change them.

We are firmly convinced, on the basis of Council studies as well as our encounters with local people, that the absence of opportunities in an area is the exception in Canada and that the systematic identification of opportunities is the first step toward full development. The identification and the development of such opportunities will provide the sustaining economic base to attract people to the regions, or at least retain those now there, and thus further relieve the pressures on urban growth.

The major components of a policy commitment of full economic development with emphasis on regions and rural areas at present disadvantaged are: an inventory of resources and opportunities available; the provision of adequate incentives in developing areas - and disincentives in

certain urban regions; information and technical services available to local groups and individuals, for their full participation in the inventory, planning, and development phases; supportive manpower programs to enable people not only to participate in local development, but also to successfully adjust to changing economic and social structures and to migrate to better opportunities if they wish or need to.

Participation and the Decision Making Process

The Council's position on participation has been expressed repeatedly in its past reports. In essence it is predicted on the assumption that development policies and programs of any kind, if they are to be successful, must be accepted by the people directly affected. To be accepted, they must be understood and must adequately reflect the needs and priorities of the people so affected. The most effective means of ensuring such understanding and acceptance is by the full participation of those affected throughout the whole process: planning and programming for development, implementation, and evaluation.

The participation of rural people in the planning and implementation of development strategies requires the establishment of appropriate processes and institutions to ensure not only their participation but also the effective response of government to their contributions. In the context of the specific policies suggested in this report this assumption of participation at all levels is essential to success.

The Inventory Preparation

The potential for developing such inventories of rural resources already exists. The use of the Canada Land Inventory in the identification of soil capability for sustaining agriculture, forestry, wildlife of several types, and recreation provides an excellent beginning for developing inventories of physical resources. If, in addition, a *sea inventory* could be developed of Canada's coastal waters - and in some cases inland fresh waters - and their capability for sustaining different species of marine life, the inventory of resources would be more than complete, and especially useful for the Atlantic Provinces.

The people of a region or area and their existing institutions are, however, the most important resource in the development process; their abilities, aspirations, and needs must be considered. Further, it is the residents themselves who are best able, in most cases, to identify specific opportunities in their own region if they are encouraged and assisted to do so. They are also best able to identify their special problems, needs and aspirations, all of which may prove to be the foundation for opportunities to be developed - or at least the determinants of how best to proceed. It is encouraging that this type of involvement of the people in such an inventory phase has been used in certain regions and provinces¹.

¹ Manitoba's Regional Analysis Program, and community initiatives in Bridgewater and Pictou County, Nova Scotia, Cabano, Quebec and Kent County, New Brunswick, are examples of such popular involvement.

The inventory phase may identify opportunities based upon the primary industries, such as expansion of output, change in product, increased return through a change in the market structure, or a further processing of the initial primary products. These opportunities may be based not only on local or regional markets but also in some cases on exclusively foreign demands. Specialty fish products in demand in Europe and Japan, and certain specialty crops, are excellent examples of this.

In the preparation of such an inventory of opportunities the expertise and services to aid local people must be made available. The role of government in support of the local initiative in completing this process is important for forming a base for subsequent development.

The Developmental Approach

The preparation of an inventory of resources and opportunities will often result in the identification of limited-scale opportunities. The Council believes that these are legitimate points of departure for economic development. It is not necessary to import large scale enterprises into smaller communities, where they may disrupt existing institutions. We believe that, if local resources and opportunities are developed on an appropriate scale, development becomes a self-sustaining process. If the opportunities point toward small scale undertakings, they should be encouraged and promoted. If, on the other hand, the potential for a large scale enterprise is identified, proper assistance should be provided.

In this approach the prime concern is with social and economic growth and development, not either at the exclusion of the other. This requires a carefully judged mix of indigenous and external resources to achieve the maximum social and economic gains in the communities. It may be achieved only through deliberate and careful evaluation of the physical and human resources and their potentials for development; the precise scopes for investment; the interests of the community; and planning for exploitation in partnership with local communities. For such an approach to development, it is therefore vital to encourage and strengthen the planning and the decision-making ability of the rural communities, using all necessary governmental assistance - financial, technical and professional.

The rural redevelopment strategy we have outlined here does not, in essentials, disagree with external assistance as an inducement factor. In fact, such assistance is an important precondition. This external assistance and initiative must, however, be supported by local participation if the result is to be a sustained development process. The pace of development in a given region must hold a balance between its resources and opportunities and its capabilities.

The Council believes that this approach to development will eventually generate a favourable market economy within the rural areas, with increasing scope for employment and income opportunities for rural people, and will create conditions for controlled urbanization within these areas.

Varied Forms of Responsive Assistance Needed

We recognize that there is a tremendous variety of resources and opportunities across a country of the size of Canada. Because of this, we cannot envisage any set pattern of development, nor can we indicate the nature and order of the assistance necessary to encourage development throughout rural Canada. It is, however, apparent that there are certain common elements which must be examined, given the commitment to rural Canada and its revitalization.

The identification of opportunities throughout rural areas will likely reveal that both large and limited-scale enterprises, based on indigenous resources, can be developed. Unfortunately, in North America, research and development in technology has been overwhelmingly dedicated to increasing scale and specialization and not toward adapting technology to intermediate or limited scale operations.

There is therefore a need for research into the development and application of an advanced technology adapted to limited scale enterprises. This effort would not be directed toward the preservation of, or a return to, isolated small enterprises, serving local markets and operating with obsolete technology and higher costs. The need is for the development of techniques of production appropriate for the scale of enterprise which can be sustained in smaller centres and rural areas.

Similar to the question of appropriate technology is the development of appropriate management capability for enterprises of a limited scale. The major emphasis of existing business management schools in North America is on the skills required in large enterprises where a certain level of specialization is necessary. The needs of the smaller entrepreneurs and managers do not appear to concern existing business institutions.

This point is equally important to traditional primary activities. The emphasis on the expansion of farms and fishing operations has been consistently biased in favour of the individual entrepreneur; there has been no attempt to explore other types of structures which could be profitable. For example, some advances in industrial activity have been the result of new forms of management which have greatly facilitated the use of new technology. A tendency towards specialization in production has resulted in improved efficiency, but has not necessarily led a company to rely on a single market or product line. In primary production, the limited application of similar management combinations has resulted in less efficient and more vulnerable firms.

Co-operative ventures to reduce individual vulnerability, to optimize the use of machinery and equipment, or to intensify and diversify production, have certain definite advantages for agricultural producers. The development of secondary activities around the existing agricultural base, or the introduction of new locally initiated enterprises, is also possible through local or regional co-operation. This new and active

expansionary role for co-operatives could make an important contribution to rural development.

The ability of small enterprises to obtain active marketing intelligence and services is greatly limited. The example was cited earlier, of a local fish resource being developed for a specific distant foreign market. This type of market information service is vitally important for the growth and viability of small enterprises; it must therefore be provided by governmental agencies, which have wider access to national and international market intelligence.

The lack of provision for upgrading the management skills of the small entrepreneur and the managers of the small and intermediate firm remains an obvious shortcoming in business management education in Canada. In rural areas, where out-migration has selectively reduced the future pool of entrepreneurs and managers, this lack is even more pronounced. There is therefore a pressing need for management training, assistance and counselling, if the type and scale of enterprise which holds the key to development for rural areas is to be successful.

It is true that programs of financial incentives to small businesses in rural areas do exist; but in many cases the businessman is unable to take advantage of them. The problem arises partly because rural businessmen do not always know of these programs because the offices of the various agencies providing them are normally located in urban centres. There is also the problem of how to go about applying for assistance and which agency one should approach first. These are genuine problems for the small businessman in a rural area.

The necessary financial backing, to start or expand a business in a small community or rural area is also more difficult to obtain. There is, of course, more risk involved because of the limited market, the lower level of knowledge and managerial skills, as well as (normally) a lower level of awareness of the rural situation by the credit granting institution. The combination of disadvantages greatly impairs rural initiative.

In summary, the Council wishes to emphasize the need for a series of adaptive services many of which are interrelated. Properly researched technology, and management arrangements adapted to small and intermediate scale industries, are important long-term needs if we are to properly exploit rural potentialities. An integrated approach to providing assistance and consulting services on marketing and management, and adequate funding to small and intermediate scale enterprises in rural areas, are essential for the continuing growth and success of rural entrepreneurship.

Manpower Needs in the Rural Context

The people of any region are an extremely important resource, indeed the *most* important resource for economic development. As we have indicated in Chapter I, an industrial firm is attracted to centres which can provide a pool of qualified manpower in a wide range of abilities. We also noted that existing manpower programs are primarily designed to meet urban industrial needs and not those of rural areas. We further indicated that there is a lack of qualified entrepreneurs and managers in rural areas to sustain and foster economic growth there. Finally, we must observe that the educational and skill levels of many rural residents are significantly below those of urban residents. These are the basic facts that necessarily lead to a disadvantaged position for rural areas. The need for a comprehensive program of manpower and managerial development in rural areas is therefore a concern of special significance to the Council.

The Council has reviewed the official manpower policies and programs as they relate to rural Canada and has found them inadequate to their stated purpose. Insufficient notice is taken of the fact that there is a two-way interaction of education and economic development. The normal accepted relationship is that the educational level of the labour force in a region has an important influence on the rate and type of economic development. It is, however, also the case that the level of economic development significantly influences the level and quality of educational achievement. This suggests that efforts to provide more, and more varied, job opportunities could have contributed to the raising of educational levels, while at the same time retaining more of the local population, than have those manpower programs which have directly raised levels of education to enable people to migrate to other jobs.

Manpower programs at present lack the flexibility to meet rural problems except when there are immediate job opportunities for trainees. Yet the diversity of manpower problems in rural areas demands that programs be designed which can respond to the special needs of any region. The existing disadvantaged position of rural Canadians, in terms of educational levels, must be met through both long-term efforts, probably through the school systems, and immediate remedial programs to enable them to benefit from economic opportunities, either locally or elsewhere. The special nature of rural areas, and the need for special programs of adjustment, must be met through manpower programs which can provide adaptive counselling and which reach out to include even the most disadvantaged.

Several other inadequacies are apparent in attempts to deal with rural manpower. In many cases the insistence on approved facilities before there can be classes or training precludes their being held in the best location for the trainees. There is also inadequate use of on-the-job training for teaching immediately applicable skills. Requirements for a certain level of formal education (or for related skills) in many cases makes it difficult to use the existing talents of rural people. For example many rural people possess mechanical skills learned from their existing occupations;

on-the-job training in many situations could constructively use that base and not require additional, and often unrelated, formal standards of education and training.

For rural residents who are changing their jobs, and still more for those who have to move to other areas, special counselling services are necessary in both the pre-adjustment and post-adjustment periods. In many cases the type of counselling used must include the entire family, because of the changes in life style and habits entailed. Without such services adjustment is less likely to be successful.

We have already referred, briefly, to the need to deal with the most disadvantaged in a region. The practical application of most manpower programs is based upon the maximum benefits being obtained for the costs incurred. As a result, the trainees selected are those individuals likely to show the most progress. This may be laudable in the context of efficient allocation of scarce resources, but it has the direct effect of neglecting the worst-off rural resident.

There appears to be very little opportunity for rural residents to train for other than primary industry employment. If it is honestly believed that rural residents should shift to urban-based employment, whether in the same region or elsewhere, then there must be adequate provision to train them in the skills demanded by urban industries. The predominantly male orientation of the manpower programs, and the utter lack of supportive functions for women are also of concern to the Council. The extent of this last disparity can be indicated by the enrollment of women in Manpower skill courses; this is demonstrably lower than their proportion in the labour force. In addition women desire more access to traditional male jobs. Existing programs do not encourage, and in many cases don't allow, them to take advantage of these opportunities.

It is obvious that there must be an expanding economy if there is to be any improvement in the position of the disadvantaged. Without such expansion, people engaged in training courses may be leap-frogged over the existing lower levels of the labour market. In addition, when there are no jobs available the learned skills are lost through lack of use and training becomes no more than a means of income support instead of the basis for a continuing improvement in economic participation and an improved level of income.

In any honest policy for development these manpower needs must be explicitly recognized and programs adapted to meet them. Human resources must be planned for as precisely as are all other factors, because there is a long lead time necessary to prepare people for new skills. Manpower programs must be of sufficient duration to meet the long-term needs of rural areas; they must not be used merely as short term remedies. In this long-term context, training, educational and social adjustment programs are simply means to assist people to take advantage of economic opportunities. They are not and must not become, ends in themselves.

Human and Community Needs

This review has, to this point, concentrated upon the economic development aspect of the proposed commitment to rural Canada. There are, of course, social and equity aspects to such a commitment as well. In the Third Report and Review the Council defined some parameters of the inadequate level of services available to rural residents. It is not necessary to reiterate the inadequacies in social services, but the Council repeats and emphasizes that decent housing, health, education, and community facilities are the legitimate rights of all Canadians, wherever they live. For many rural areas this will mean that there must be an investment in much of the social infrastructure and facilities that urban residents take for granted.

There will inevitably be cases where economic activities, governmental decisions and developmental programs will adversely affect certain groups of people. In these cases, appropriate compensation and adjustment programs must be provided. The principles of social maintenance and compensation are already accepted in Canada, but these principles must be considered mandatory when changes are actively pursued.

Central Information and Counselling Services

The various rural people whom the Council has met all agree that there are two serious shortcomings in government aid: the lack of a central comprehensive source of information and the lack of any co-ordination between government agencies. Whether it is a rural businessman seeking advice on application for a DREE grant, an individual looking for work, a family wishing to move, or a farmer wishing to expand, there is generally confusion over which of the multitude of agencies to approach and the lack of communication between them. The confusion becomes complete when different aspects of the same problem have to be dealt with by different agencies.

A few paragraphs above, we discussed the need for flexibility as an approach to rural business. In just the same way, if marketing, management, technical and financial services were available at a single delivery point rather than in a multiplicity of agencies, these programs too will unquestionably be far more effective. Similarly, an individual who needs training, or information on housing, transportation, or any other matters relating to his effort to relocate in a new job situation will undoubtedly be better served if he is only required to go to one source.

Land Resource Preservation

In an earlier paragraph we noted that, although the predominant concern of the Council is with those rural areas which have too little productive economic activity to provide a healthy depth and permanence to the community, other rural areas may have more pressing needs of a different nature. In particular, because of the pressure of competing urban uses, the preservation of the land resource and the rural nature of certain areas is extremely important.

In the light of well-publicised projections of the rate of growth of the world's population, high quality agricultural land for food production is probably our most valuable possession. The preservation of farmland must be a primary concern for the future, although this should not necessarily mean preservation against all competitive uses. It should, however, prevent our land resources from being used wastefully because it is almost impossible to reverse the development for non-agricultural uses, once begun.

The first step in such a policy of land resource preservation is the development of guidelines for land use. These guidelines should confine urban expansion strictly to lands with a lower potential for agriculture; identify and preserve lands suitable for recreation and scenic beauty; and protect the best agricultural land in order to provide the needed agricultural stability. The techniques for developing such guidelines exist and should be used. The Canada Land Inventory continues to provide the basis for rating the capability of land for sustaining agricultural production, forestry, certain types of wildlife, and recreation. In addition, techniques for rating land for its capability for construction purposes, or for urbanization, have been developed. The consistent use of such techniques in providing a complete land inventory is invaluable for integrated land use planning and development.

We do not take the view that agriculture is entitled to all the best lands under any circumstances. Land is required for many other legitimate purposes such as recreation, highways, urbanization, etc. However, land for agricultural use must be of a higher quality; where possible, other uses than farming should be permitted only on lower quality land.

Flexibility for growth is another consideration in such planning; here it concerns the ease with which land can be transferred from one use to another. The general irreversibility of land use for other than agricultural purposes makes sustained farming the best means of using suitable lands until they are required for other uses. This ensures that the resource is productive and not merely left idle for speculative purposes. It is equally important that urban growth should be based on an integral process which envisages, plans, and controls the extension of services to new areas. In this sense, the use of lands for agricultural production while they await their eventual conversion to other uses is the least wasteful for society.

The benefits to be gained from such an approach to controlled urban growth are immense, particularly in the long run. It is obvious that, in its implementation, the weighing of the public good and the protection of individual rights are serious questions. It is also clear that the free market system, with its dominating short-term commercial interests, has not adequately provided for the public good. The rational planning of land use must increasingly find its way into the policies of governments at all levels.

Conclusion

The diversity of rural Canada demands that policies and programs be flexible and remain responsive to the needs and initiatives of the regions and individuals concerned. This observation is paramount if the problems of rural Canada are to be met. The needs of rural residents, as expressed to the Council and as outlined in this chapter, can only be met if there is a serious acceptance of the commitment to rural Canada. This commitment will enable the governments and the rural people to jointly develop integrated and co-ordinated approaches to the redevelopment and revitalization of rural Canada. This effort can be a positive step toward reducing rural-urban disparities, which are equally as serious as regional disparities, and alleviating the pressure toward increased urban concentration.

The following chapter will outline specific recommendations for implementing this commitment. Although these recommendations are primarily directed towards government, at all levels, they are also addressed to all agencies, groups and individuals concerned with rural Canada.

CHAPTER III

SUMMARY AND RECOMMENDATIONS

In this Fifth Report and Review, the CCRD has attempted to focus on the degree of dissatisfaction and concern increasingly being expressed by rural Canadians in regard to their future, as seen in the perspective of the historical trends in economic forces and the self-perpetuating nature of these forces. These forces have created a process of rural depopulation and increasing urbanization which appears to be irreversible.

The effects of the historical pattern of growth and development have not been beneficial for a great many Canadians, whether rural or urban. Canadians are now demanding that some attention be paid to the social and economic costs inherent in the process of rural depopulation and urban expansion. Indeed, the inter-related phenomena of our more rapidly expanding cities and their associated problems on the one hand, and the problems of rural areas on the other hand, are causing increasing societal concern and demands for new approaches. The historical patterns of growth and development are no longer accepted by large segments of Canadians as inevitable; they demand, and are ready to initiate actions to create a more human environment.

In this climate of increasing public concern and awareness with regard to the future shape of the country, the CCRD urges all levels of government, and all development agencies, to make an explicit *Commitment to Rural Canada* and to adopt policies that would permit fuller development of rural resources and opportunities and the revitalization of the rural socio-economic structure.

In calling for such a commitment, the CCRD does not demand a return to the idealized past. Although the traditional role of rural areas as supplier of food remains and will remain important, the economic activities as well as the tastes and consumption patterns of rural residents have undergone profound changes as a result of the phenomenal growth of urban

centres and improvements in transportation and communication facilities. There cannot, therefore, be a prototype or typical rural area. What is implied in the commitment, therefore, is a developmental approach that will substantially increase the rural income and employment opportunities, to the extent that it will encourage rural living and preserve the rural environment.

While the basic elements of such policies are described in the preceeding chapter, the CCRD wishes to emphasize here that no policy or policies of rural development will be effective unless the process of governmental decision-making comes closer to rural people and becomes quickly and adequately responsive to their needs.

Recommendations

1. The commitment to the redevelopment and revitalization of rural Canada must be accepted by all levels of government, not only for reasons of equity and social justice, but also for the long-run social and economic gains for Canada as a whole and for all Canadians.

The CCRD therefore recommends that:

The government of Canada should make an explicit policy commitment for rural development. The Minister of Regional Economic Expansion in his revised approach to regional development should take the necessary initiative and measures to promote similar policy commitments by other development agencies.

2. One of the most important elements in such a commitment is the recognition that rural people should have the opportunity to enjoy an acceptable level of living, and that this should include access to improved amenities and services: sewage and water facilities, recreation facilities, better education and manpower training, as well as improved housing. This is particularly important for the areas or groups who have been historically worse off in these amenities.

The CCRD therefore recommends that:

The Minister of Regional Economic Expansion use ARDA and special area programs, as well as prevail upon other appropriate development agencies, to improve these basic facilities in rural areas.

3. One of the strongest demands of rural people is that the development policies and the process of decision-making must be realistic and responsive to the needs, preferences and strengths of the rural communities.

The CCRD therefore recommends that:

The federal government, in co-operation with the provinces and other agencies, should provide aid and encouragement to voluntary, sectoral and local development associations so that concerned rural people can participate in the identification of needs and opportunities, in the formulation of development programs, as well as in their implementation adapted to local needs.

4. Adequate provision of assistance to rural enterprises is of crucial importance to any policy of rural development. Such assistance must be extended in a way that would meet the varied needs and the scale of enterprises encountered.

The CCRD therefore recommends that:

DREE regional offices should be equipped to provide the following services:

1. *outreaching and on-the-spot assistance to rural entrepreneurs, providing managerial and marketing assistance, advice, and consultation, to improve the viability and growth prospects of their enterprises;*
 2. *market research and development services that will enable rural businessmen to identify immediate and future market opportunities for their products or services;*
 3. *credit services to rural entrepreneurs at the same level and facility as available to urban entrepreneurs.*
5. Any realistic development of rural areas must be continuing; hence, it must be supported by the development of an inventory of resources, opportunities and needs of rural communities, to facilitate intelligent planning and choice of occupations. Much of this exists in the Canada Land Inventory, among other places.

The CCRD therefore recommends that:

The regional administration of DREE, in conjunction with the provincial governments, should assist and encourage the development of such inventories in specific rural areas. Regional development councils or local development associations in the provinces must play important roles in this process.

6. Education, upgrading and skill training facilities for rural people are necessary for success, whether in rural or regional development efforts. These facilities must be provided not only to prepare rural people for success in rural occupations but also to adequately prepare those who decide to move to urban employment. The range of manpower development programs should be wide and flexible enough to provide rural people with the wider economic horizon. Further simple social justice demands

that any program of human development must set greater emphasis on the up-grading and skill training of those who are most disadvantaged.

The CCRD studies indicate that, in general, manpower development programs have been of little benefit to rural people in their choice of economic activities.

The CCRD therefore recommends that:

DREE take the initiative and assess the informational and training needs of all rural areas; then, in conjunction with the Department of Manpower and Immigration and the separate provincial governments, develop comprehensive programs to satisfy these needs, in order to fully utilize the potential and strength of the rural communities.

7. In a policy of comprehensive rural redevelopment, aimed at a balanced rural-urban growth, the needs for wide-ranging manpower and adaptive skill training, and for adaptive technology and management, become critical issues.

The CCRD therefore recommends that:

An Institute of Adaptive Technology and Management be established in Canada to ensure the development of such adaptive technology and management and its provisions, on a continuing basis, to rural entrepreneurs.

This institute would specifically concern itself with the development and application of technology and managerial forms, adapted to small and intermediate scale enterprises, which would improve the efficiency and viability of existing rural business, as well as encourage the development of new enterprises and industries based on opportunities and potentials in rural areas.

8. Co-operative action in Canada has historically been initiated and centred in rural areas; but in recent years there has been little development in this field. The CCRD believes that co-operative activities can be an important instrument for the development of rural resources and the revitalization of the rural socio-economic structure.

The CCRD therefore recommends that:

The Co-operative Movement explore all relevant applications of co-operative action in promoting rural enterprises and development. Government should assist the various modes of co-operative action which would benefit the economic development of rural areas.

9. The phenomenal growth in urban population is exerting destructive pressure upon the rural landscape and the traditional rural occupations in areas surrounding urban centres. This is particularly true in the St. Lawrence lowlands in the east and in the lower mainland region of British Columbia in the west. In other areas, although such pressures are markedly less severe, there is considerable loss of rural land assets due to non-resident ownership or uncontrolled cottage development for urban dwellers. The CCRD believes these pressures can be accommodated in an orderly fashion.

The CCRD therefore recommends that:

Regional development policies incorporate specific guidelines for optimum land use. These guidelines should: control and direct urban expansion to lands with low potential for agriculture; protect lands suitable for recreation and scenic beauty; and preserve the best agricultural land for the production of food, which in the international context is becoming increasingly important.

These recommendations are largely based on popular demand, particularly in rural areas; the CCRD strongly believes that policies based on these recommendations will not only revitalize the rural economy and rural life, but also, in the light of the predictable socio-economic trends, progressively lead this country towards a more balanced rural-urban growth and spatial distribution of population.

APPENDIX "A"

ISO-DEMOGRAPHIC MAPS

POPULATION MAPS

There are a number of ways to indicate population density relative to geographic areas. Conventional maps rely on symbols of varying weight. Tables and graphs can also illustrate population concentrations and characteristics.

An imaginative attempt to demonstrate population concentration involves the use of isodemographic maps, first developed in Canada for the Department of the Environment. These are maps in which the unit of measurement is people, not space or distance.

The isodemographic process provides a dramatic means of comprehending the effect of population concentration in major urban centres. The attempt is to show population reality within a still recognizable geographic entity.

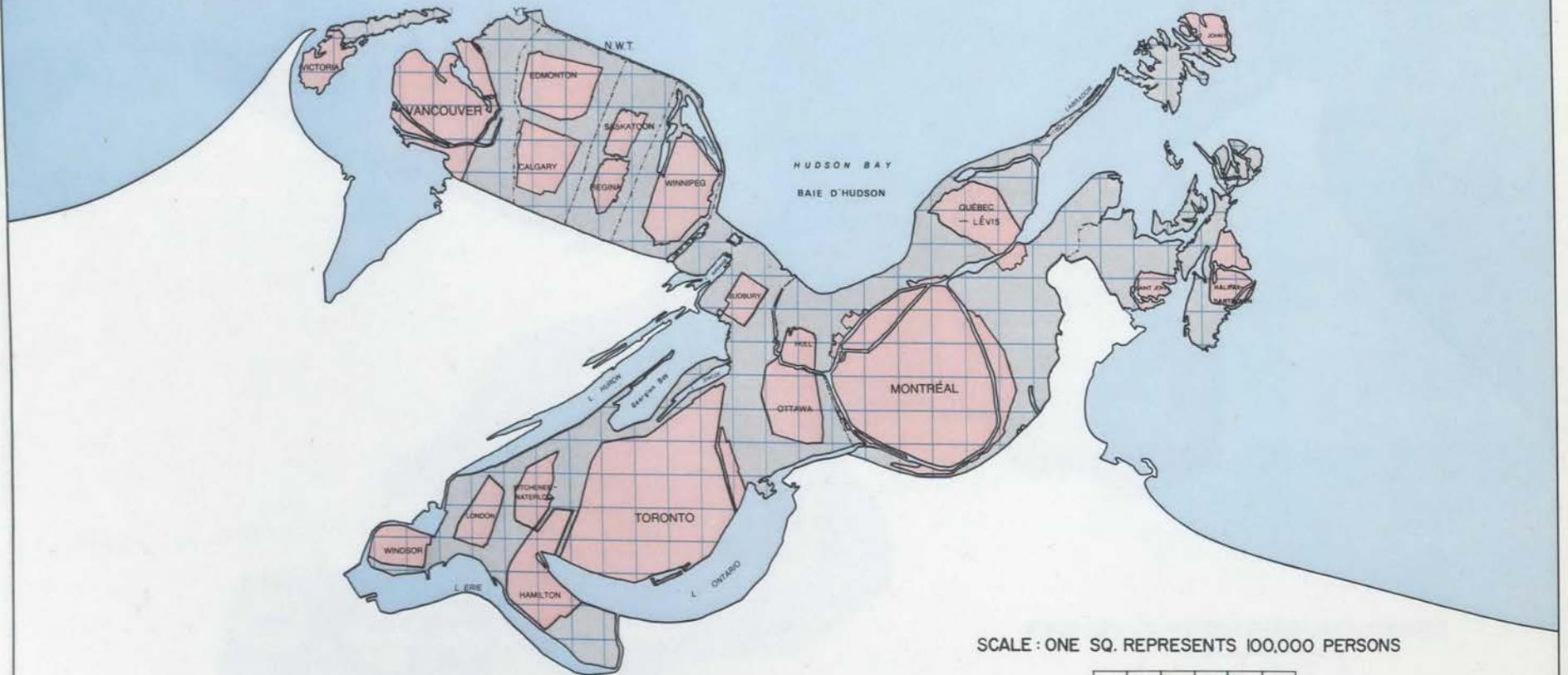
In the two maps enclosed, a number of urban communities are shown approximately as they appear now in terms of population density relative to surrounding areas and as they will appear in 2001, if present growth trends continue.

The grid on both maps is designed to show 100,000 people per square, whether in the designated urban centres or not. In this way, the changing size of the communities and the influence of their populations can be illustrated. The 1971 map is considerably smaller than the map for 2001. By using the same scale for both maps the growth in size of the urban centres, and urban Canada generally, can be readily grasped.

Do not look for spatial reality in these maps. It does not exist. But population reality does and it is this effect which is demonstrated.

POPULATION MAP OF CANADA
CARTE DEMOGRAPHIQUE DU CANADA

1971

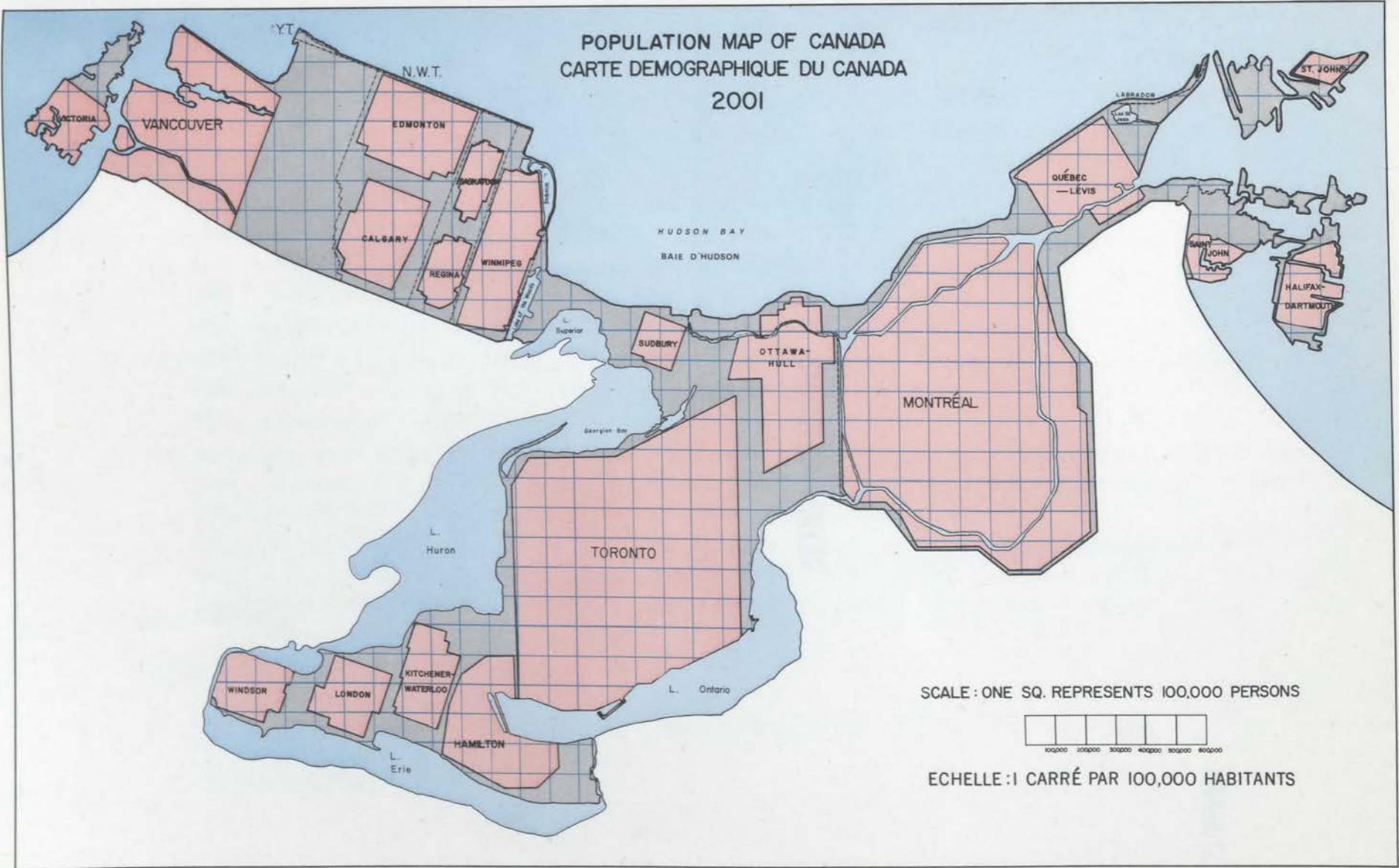


SCALE : ONE SQ. REPRESENTS 100,000 PERSONS

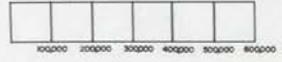


ECHELLE : 1 CARRÉ PAR 100,000 HABITANTS

POPULATION MAP OF CANADA
 CARTE DEMOGRAPHIQUE DU CANADA
 2001



SCALE : ONE SQ. REPRESENTS 100,000 PERSONS



ECHELLE : 1 CARRÉ PAR 100,000 HABITANTS

APPENDIX "B"

STATISTICAL TABLES

TABLE I: POPULATION - TOTAL, URBAN AND RURAL. CANADA AND PROVINCES, 1951-1971

	A.P.	NFLD.	P.E.I.	N.S.	N.B.	QUE.	ONT.	PRAIRIE	MAN.	SASK.	ALTA.	B.C.	CANADA
1951 TOTAL	1,618,126	361,416	98,429	642,584	515,697	4,055,681	4,597,542	2,547,770	776,541	831,728	939,501	1,165,210	14,009,429
URBAN	739,322	154,795	24,685	344,831	215,011	2,697,318	3,251,099	1,141,725	439,580	252,470	449,675	793,471	8,628,253
RURAL	878,804	206,621	73,744	297,753	300,686	1,358,363	1,346,443	1,406,045	336,961	579,258	489,826	371,739	5,881,176
1956 TOTAL	1,763,692	415,074	99,285	694,717	554,616	4,628,378	5,404,933	2,853,821	850,040	880,665	1,123,116	1,398,464	16,080,791
URBAN	869,106	185,252	30,470	399,094	254,290	3,240,838	4,102,919	1,468,410	510,583	322,003	635,824	1,026,467	10,714,855
RURAL	894,586	229,822	68,815	295,623	300,326	1,387,540	1,302,014	1,385,411	339,457	558,662	487,292	371,997	5,365,936
1961 TOTAL	1,897,425	457,853	104,629	737,007	597,936	5,259,211	6,236,092	3,178,811	921,686	925,181	1,331,944	1,629,082	18,238,247
URBAN	944,454	232,020	33,909	400,512	278,013	3,906,404	4,823,529	1,830,109	588,807	398,091	843,211	1,181,925	12,700,390
RURAL	952,971	225,833	70,720	336,495	319,923	1,352,807	1,412,563	1,348,702	332,879	527,090	488,733	447,157	5,537,857
1966 TOTAL	1,974,758	493,396	108,535	756,039	616,788	5,780,845	6,960,870	3,381,613	963,066	955,344	1,463,203	1,873,674	20,014,880
URBAN	1,057,568	266,689	39,747	438,907	312,225	4,525,114	5,593,440	2,121,782	646,048	468,327	1,007,407	1,410,493	14,726,759
RURAL	917,190	226,707	68,788	317,132	304,563	1,255,731	1,367,430	1,259,831	317,018	497,017	455,796	463,181	5,288,121
1971 TOTAL	2,057,260	522,105	111,640	788,960	634,555	6,027,765	7,703,105	3,542,360	988,245	926,240	1,627,875	2,184,620	21,568,310
URBAN	1,150,135	298,800	42,780	447,405	361,150	4,861,240	6,343,630	2,373,325	686,445	490,630	1,196,250	1,654,405	16,410,785
RURAL	907,130	223,305	68,860	341,555	273,410	1,166,520	1,359,475	1,169,030	301,800	435,610	431,620	530,215	5,157,525

Sources: 1951 - Census of Canada, Volume 1
 1956 - Census of Canada, Volume 1
 1961 - Census of Canada, Volume 1.1
 1966 - STC Catalogue 92-608
 1971 - STC Catalogue 97,755

TABLE II: POPULATION GROWTH IN CANADA AND PROVINCES 1951 - 1971 (in Percentage)

	<i>TOTAL POPULATION</i>		<i>TOTAL URBAN POPULATION</i>		<i>TOTAL RURAL POPULATION</i>		<i>TOTAL RURAL FARM POPULATION</i>		<i>TOTAL RURAL NON FARM POPULATION</i>	
	Percent Change	Average Annual Growth	Percent Change	Average Annual Growth	Percent Change	Average Annual Growth	Percent Change	Average Annual Growth	Percent Change	Average Annual Growth
Newfoundland	44.46	1.9	93.03	3.3	8.07	0.4	-70.72	-6.0	14.44	1.9
Prince Edward Island	13.42	0.6	73.32	2.8	-6.62	-0.3	-54.81	-4.0	76.86	2.9
Nova Scotia	22.78	1.0	29.75	1.3	14.71	0.7	-76.57	-7.0	69.86	2.7
New Brunswick	23.05	1.0	67.97	2.6	-9.07	-0.5	-82.40	-8.3	59.99	2.4
Quebec	48.62	2.0	80.22	3.0	-14.12	-0.8	-60.19	-4.5	45.61	1.9
Ontario	67.55	2.6	95.12	3.4	0.97	0.0	-46.37	-3.1	48.99	2.0
Manitoba	27.26	1.2	56.16	2.3	-10.43	-0.5	-39.18	-2.5	39.88	1.7
Saskatchewan	11.36	0.5	94.33	3.4	-24.80	-1.4	-41.41	-2.6	11.77	0.6
Alberta	73.27	2.8	166.03	5.0	-11.90	-0.6	-30.57	-1.8	30.51	1.3
British Columbia	87.49	3.2	108.50	3.7	42.63	1.8	-33.11	-2.0	74.43	2.8
Canada	53.96	2.2	90.20	3.3	-4.16	-0.2	-49.79	-3.4	54.21	2.2

Sources: 1951 - Census of Canada, Volume 1
1971 - STC Catalogue 97-755

TABLE III: PERCENTAGE BREAKDOWNS OF POPULATION: CANADA AND THE PROVINCES - 1951, 1971

	TOTAL URBAN AS A % OF TOTAL POPULATION		TOTAL RURAL AS A % OF TOTAL POPULATION		TOTAL NON FARM (RURAL) AS A % OF TOTAL RURAL POPULATION		TOTAL FARM AS A % OF TOTAL RURAL POPULATION		TOTAL RURAL NON FARM AS A % OF TOTAL POPULATION		TOTAL FARM AS A % OF TOTAL POPULATION	
	1951	1971	1951	1971	1951	1971	1951	1971	1951	1971	1951	1971
Newfoundland	42.83	57.23	57.17	42.77	92.52	97.97	7.48	2.03	95.72	99.13	4.28	0.87
Prince Edward Island	25.08	38.32	74.92	61.68	36.60	69.31	63.40	30.69	52.50	81.08	47.49	18.93
Nova Scotia	53.66	56.71	46.34	43.29	62.34	92.31	37.66	7.69	82.55	96.67	17.45	3.33
New Brunswick	41.69	56.91	58.31	43.09	51.52	90.65	48.48	9.35	71.73	95.97	28.27	4.03
Quebec	66.51	80.65	33.49	19.35	43.54	73.83	56.46	26.17	81.09	94.94	18.91	5.06
Ontario	70.71	82.35	29.29	17.65	49.64	73.25	50.36	26.75	85.25	95.28	14.75	4.72
Manitoba	56.61	69.46	43.39	30.54	36.36	56.79	63.64	43.21	72.39	86.80	27.61	13.20
Saskatchewan	30.35	52.97	69.65	47.03	31.24	46.43	68.76	53.57	52.11	74.81	47.89	25.19
Alberta	47.86	73.48	52.14	26.52	30.60	45.32	69.40	54.68	63.82	85.50	36.18	14.50
British Columbia	68.10	75.73	31.90	24.27	70.43	86.13	29.57	13.87	90.57	96.63	9.43	3.37
Canada	61.59	76.09	38.41	23.91	47.45	72.47	52.55	27.53	79.82	93.42	20.18	6.58

Sources: 1951 - Census of Canada, Volume 1
1971 - Statistics Canada, Catalogue 97-755

TABLE IV: MIGRATION AND MIGRATION RATES: THE REGIONS OF CANADA, 1951 - 1972

YEAR	A.P.		N.F.L.D.		N.S.		N.B.		P.E.I.		QUE.		ONT.	
	MIGRATION		MIGRATION		MIGRATION		MIGRATION		MIGRATION		MIGRATION		MIGRATION	
	Net (000)	Rate %												
1951	-13.2	- 8.2	0.6	1.7	- 6.7	-10.4	-7.7	-14.9	0.6	6.1	- 0.1	-0.0	58.9	12.8
1952	0.9	0.5	3.6	9.6	- 1.2	- 1.8	-1.3	- 2.5	-0.2	- 2.0	29.6	7.1	115.4	24.1
1953	- 8.5	- 5.1	- 1.0	- 2.6	- 2.2	- 3.3	-4.6	- 8.6	-0.7	- 6.9	3.5	0.8	72.4	14.7
1954	- 8.5	- 5.0	1.5	3.8	- 3.0	- 4.5	-5.1	- 9.4	-1.9	-18.8	21.4	4.9	85.7	16.8
1955	-11.2	- 6.5	0.0	0.0	- 3.0	- 4.4	-5.5	-10.1	-2.7	-27.0	28.5	6.3	56.8	10.8
1956	-10.8	- 6.1	- 2.3	- 5.5	- 1.6	- 2.3	-4.3	- 7.8	-2.6	-26.2	13.1	2.8	46.6	8.6
1957	-16.7	- 9.4	- 2.8	- 6.6	- 7.1	-10.1	-4.8	- 8.5	-2.0	-20.2	36.0	7.5	130.5	23.2
1958	-13.3	- 7.3	- 3.9	- 9.0	- 5.2	- 7.3	-3.4	- 6.0	-0.8	- 8.0	29.8	6.1	82.5	14.2
1959	- 6.4	- 3.5	- 2.6	- 5.9	- 2.6	- 3.6	-0.6	- 1.0	-0.6	- 5.9	14.8	2.9	43.1	7.2
1960	-14.4	- 7.7	- 4.9	-10.9	- 5.0	- 6.9	-4.8	- 8.1	0.3	2.9	13.6	2.6	35.9	5.9
1961	- 8.2	- 4.3	- 2.1	- 4.6	- 3.0	- 4.1	-2.8	- 4.7	-0.3	- 2.9	14.9	2.8	16.1	2.6
1962	-11.0	- 5.7	- 2.5	- 5.3	- 4.5	- 6.0	-4.7	- 7.8	0.7	6.5	12.9	2.4	11.1	1.7
1963	-20.0	-10.3	- 4.0	- 8.4	- 7.7	-10.3	-7.4	-12.2	-0.9	- 8.3	12.3	2.2	26.3	4.1
1964	-23.6	-12.1	- 5.1	-10.6	- 8.6	-11.4	-9.0	-14.7	-0.9	- 8.3	9.1	1.6	47.9	7.2
1965	-24.7	-12.6	- 6.5	-13.3	-10.3	-13.6	-6.2	-10.1	-1.7	-15.6	10.7	1.9	61.7	9.1
1966	-24.4	-12.4	- 6.0	-12.2	- 9.5	-12.6	-7.1	-11.5	-1.8	-16.6	18.9	3.3	90.0	12.9
1967	-14.4	- 7.2	- 5.0	-10.0	- 4.2	- 5.5	-4.6	- 7.4	-0.6	- 5.5	14.8	2.5	90.3	12.7
1968	- 5.0	- 2.5	- 2.7	- 5.3	- 0.3	- 0.4	-2.0	- 3.2	0.0	0.0	4.7	0.8	64.1	8.8
1969	- 4.7	- 2.3	- 1.8	- 3.5	0.9	1.2	-3.8	- 5.9	-0.1	- 0.9	0.2	0.0	51.2	6.9
1970	-17.4	- 9.5	- 7.2	-13.9	- 0.4	- 0.5	-7.8	-12.4	-2.0	-18.2	-21.5	-3.6	90.5	12.0
1971	- 4.0	- 1.9	- 4.2	- 8.0	- 1.0	- 1.3	0.6	0.9	0.6	5.4	-36.4	-6.0	72.3	9.4
1972	- 0.3	- 0.1	- 0.1	- 0.2	- 1.7	- 2.1	1.1	1.7	0.3	2.7	-22.6	-3.7	59.9	7.6

Continued

Continued

TABLE IV: MIGRATION AND MIGRATION RATES: THE REGIONS OF CANADA 1951-1972

YEAR	PRAIRIE		MAN.		SASK.		ALTA.		B.C.		CANADA	
	MIGRATION		MIGRATION		MIGRATION		MIGRATION		MIGRATION		MIGRATION	
	Net (000)	Rate of										
1951	-13.4	- 5.3	- 4.2	- 5.4	-16.7	-20.1	7.5	8.0	12.4	10.6	45.1	3.2
1952	16.2	6.2	7.6	9.5	- 4.2	- 5.0	12.8	13.2	22.7	13.8	184.2	12.7
1953	15.0	5.6	3.0	3.7	1.6	1.9	16.4	16.2	24.5	19.6	106.4	7.2
1954	13.2	4.8	- 1.1	- 1.3	- 5.9	6.8	20.2	19.1	26.8	20.7	140.0	9.2
1955	- 5.2	- 1.9	0.5	0.6	-13.6	-15.5	7.9	7.2	26.5	19.7	96.4	6.1
1956	-13.8	- 4.8	- 4.2	- 4.9	-14.9	-16.9	5.3	4.7	34.5	24.7	71.2	4.4
1957	- 7.7	- 2.6	- 3.0	- 3.5	-18.2	-20.7	13.5	11.6	59.8	40.4	200.5	12.1
1958	6.0	2.0	- 2.0	- 2.3	- 5.9	- 6.6	13.9	11.5	30.0	19.5	136.1	8.0
1959	13.3	4.4	1.4	1.6	- 1.4	- 1.5	13.3	10.7	3.8	2.4	68.5	3.9
1960	2.6	0.8	- 0.7	- 0.8	- 9.6	-10.5	12.9	10.0	9.1	5.7	47.7	2.7
1961	4.3	1.4	- 0.1	- 0.1	- 6.6	7.1	11.0	8.3	2.3	1.4	29.6	1.6
1962	- 5.7	- 1.8	- 1.4	- 1.5	-11.7	-12.6	7.4	5.4	7.4	4.5	15.6	0.8
1963	-11.4	- 3.5	- 2.2	- 2.3	-13.4	-14.4	4.2	3.0	15.5	9.1	22.5	1.2
1964	-13.0	- 4.2	- 4.7	- 4.9	- 7.0	- 7.4	- 1.3	-0.9	24.7	14.2	44.9	2.3
1965	-19.4	- 5.5	- 7.5	- 7.8	- 6.5	- 6.8	- 5.4	-3.7	32.7	18.2	58.6	3.0
1966	-28.3	- 8.4	-13.1	-13.6	- 6.9	- 7.2	- 8.3	-5.7	60.1	32.1	117.2	5.9
1967	-14.0	- 4.1	- 9.8	-10.2	- 9.6	-10.0	5.4	3.6	54.5	28.0	130.9	6.4
1968	4.5	1.3	- 1.4	- 1.4	- 7.5	- 7.8	13.4	8.8	41.7	20.8	109.6	5.3
1969	0.4	0.1	- 1.8	- 1.8	-12.5	-13.0	14.7	9.4	39.6	19.2	87.4	4.2
1970	-17.8	- 5.1	- 6.0	- 6.1	-26.4	-28.1	14.6	9.2	49.3	23.2	85.2	4.0
1971	-18.1	- 5.1	- 5.4	- 5.5	-23.8	-25.7	11.1	6.8	37.1	17.0	53.9	2.5
1972	-18.8	- 5.3	- 6.6	- 6.7	-18.3	-20.0	6.1	3.7	45.7	20.3	65.6	3.0

Source: D.B.S. Vital Statistics, Catalogue 84-202

TABLE V: LABOUR FORCE DISTRIBUTION BY MAJOR INDUSTRY GROUP*, 1931-61

Industry	1931		1941		1951		1961	
	Number 000's	Per cent						
Total civilian labour force	3,917.6	100.0	4,196.0	100.0	5,214.9	100.0	6,342.3	100.0
Primary	1,293.3	33.0	1,320.6	31.5	1,111.7	21.3	903.3	14.2
Agriculture	1,124.0	28.7	1,082.3	25.8	827.2	15.9	640.4	10.1
Forestry & Fishing	97.5	2.5	145.0	3.5	180.6	3.5	143.6	2.3
Mining	71.8	1.8	93.3	2.2	103.9	2.0	119.3	1.9
Secondary	1,093.5	27.9	1,209.9	28.8	1,717.1	32.9	1,963.1	31.0
Manufacturing	800.0	20.4	983.9	23.4	1,364.7	26.2	1,494.7	23.6
Construction	293.5	7.5	226.0	5.4	352.4	6.7	468.4	7.4
Tertiary	1,530.4	39.1	1,657.4	39.5	2,328.8	44.7	3,344.1	52.7
Electricity, Gas & Water	28.1	0.7	25.9	0.6	62.0	1.2	70.5	1.1
Transportation & Communication	317.0	8.1	292.3	7.0	433.5	8.3	500.2	7.9
Trade	395.6	10.1	468.4	11.2	711.3	13.6	931.8	14.7
Finance	93.1	2.4	90.4	2.2	144.2	2.8	229.7	3.6
Community & Business Service	251.4	6.4	277.7	6.6	431.2	8.3	764.4	12.1
Government Service	100.8	2.6	117.2	2.8	203.5	3.9	363.3	5.7
Recreation Service	18.8	0.5	17.7	0.4	28.7	0.6	39.8	0.6
Personal Service	325.6	8.3	367.9	8.8	314.4	6.0	444.4	7.0
Industry not stated	0.5	0.0	8.0	0.2	57.2	1.1	132.0	2.1

Source: Noah M. Meltz, Changes in the Occupational Distribution of the Canadian Labour Force, 1931-61, (Ottawa, 1965), Table A-5.

* Figures for 1961 differ between Tables V and VI due to the use of different bases for their calculations. Table V uses labour force distribution and Table VI distribution of employed persons. The historical patterns are still evident.

TABLE VI: INDUSTRY: EMPLOYED BY INDUSTRIES* (per cent)

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
All Industries	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	14.2	13.5	12.9	12.4	12.0	10.8	9.47	10.1	9.65	9.23	9.1
Agriculture	11.2	10.6	10.2	9.5	8.7	7.7	7.07	7.2	6.87	6.48	6.3
Forestry	1.4	1.2	1.2	1.2	1.1	1.1		1.1	1.0	0.9	0.89
Fishing & Trapping	0.3	0.4	0.4	0.4	0.3	0.3	2.4	0.3	0.3	0.25	0.27
Mines, Quarries, Oil Wells	1.3	1.3	1.1	1.3	1.9	1.7		1.5	1.5	1.6	1.6
Secondary	30.2	30.4	30.7	31.2	30.5	31.6	30.6	29.5	29.6	28.7	28.3
Manufacturing	24.0	24.1	24.3	25.0	23.8	24.5	24.4	23.3	23.4	22.7	22.2
Construction	6.2	6.3	6.4	6.2	6.7	7.1	6.2	6.2	6.2	6.0	6.1
Tertiary	55.5	56.1	56.4	56.4	57.4	57.6	59.9	60.3	60.77	62.0	62.6
Transportation, Communication & Other											
Utilities	9.3	9.4	9.4	8.9	9.0	8.8	8.9	8.9	8.9	8.8	8.7
Trade	16.9	16.9	16.7	16.7	16.7	16.2	16.6	16.7	16.6	16.7	16.5
Finance, Insurance & Real Estate	3.9	4.0	4.0	4.0	4.1	4.2	4.3	4.3	4.5	4.6	4.8
Community, Business & Personal Service	19.5	20.0	20.5	21.0	21.7	22.8	24.1	24.3	24.6	25.7	26.2
Public Administration & Defence	5.9	5.8	5.8	5.7	5.9	5.6	6.0	6.1	6.1	6.2	6.4

Source: Canada Special Table, 12 month - average, Special Surveys Division, Statistics Canada, 9712-503.

* Refer to Table V

TABLE VII: EMPLOYED BY OCCUPATION (per cent)

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
All Occupations	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White Collar	39.8	40.5	40.4	40.6	41.1	42.4	42.6	43.9	44.5	45.5	46.1
Managerial	9.2	9.3	9.2	9.2	9.3	9.2	9.4	9.5	9.6	10.0	9.8
Professional & Technical	9.9	10.6	10.6	10.6	11.4	12.7	12.4	13.0	13.3	13.6	14.1
Clerical	13.3	13.3	13.4	13.4	13.4	13.9	14.0	14.6	14.8	14.8	15.1
Sales	7.4	7.3	7.2	7.4	7.0	6.6	6.8	6.8	6.8	7.1	7.1
Blue Collar	29.2	29.5	29.7	29.5	30.1	31.2	30.4	29.4	29.6	29.1	28.4
Labourers & Unskilled Workers	5.0	4.8	4.8	4.9	4.9	4.7	4.3	4.1	4.1	4.0	4.3
Craftsmen, Production, Process & Related Workers	24.2	24.7	24.9	24.6	25.2	26.5	26.1	25.3	25.5	25.1	24.1
Primary	13.5	11.5	12.2	11.6	10.9	9.8	9.5	9.1	8.5	8.1	7.8
Farmers & Farm Workers Loggers & Related Workers	11.3	10.6	10.3	9.6	8.7	7.8	7.6	7.3	6.9	6.5	6.3
Fishermen, Trappers & Hunters	1.4	0.9	0.9	0.9	0.8	0.8	0.7	0.7	0.7	0.6	0.5
Miners, Quarrymen & Related Workers	0.8	0.7	0.6	0.7	1.1	0.9	0.8	0.8	0.7	0.7	0.7
Transportation & Communication	6.7	6.5	6.4	6.4	6.3	5.6	5.6	5.5	5.3	5.3	5.3
Service and Recreation	10.9	10.9	11.1	10.6	11.5	11.0	11.8	12.0	12.0	12.3	12.3

Source: Canada Special Table, 12 month - averages, Special Surveys Division, Bureau of Statistics, Statistics Canada, 9712-503.

APPENDIX "C"

COMPOSITION OF THE
CANADIAN COUNCIL ON
RURAL DEVELOPMENT

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Council of Canada

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NEAL, Mr. W. Scott
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NOUSIAINEN, Mr. Seppo
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Canadian Labour Congress

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APPENDIX "D"

STUDIES MADE BY
THE CANADIAN COUNCIL
ON RURAL DEVELOPMENT

STUDIES MADE BY
THE CANADIAN COUNCIL ON RURAL DEVELOPMENT

1. First Report and Review, Queen's Printer, Ottawa, December 1967.
2. Second Report and Review - Some Major Problems of Regional Development, Queen's Printer, Ottawa, September 1968.
3. Third Report and Review - Rural Canada 1970: Prospects and Problems, Information Canada, Ottawa, 1970.
4. Fourth Report and Review - Towards a Development Strategy for Canada, Information Canada, Ottawa, 1972.
5. Views on Rural Development in Canada, William M. Nicholls, Special Study No. 1, Queen's Printer, Ottawa, 1967.
6. ARDA: An Experiment in Development Planning, James N. McCorie, Special Study No. 2, Queen's Printer, Ottawa, 1969.
- * 7. Report of a Seminar at Geneva Park, Orillia, Ontario - (on grass-roots views on rural development issues), Ottawa, 1969.
- * 8. Participation and Regional Planning, Guy Bourassa, CCRD, 1969.
- * 9. Brief Submitted by the CCRD to the Special Senate Committee on Poverty, Ottawa, 1970.
- * 10. Statement Submitted by the CCRD to the Canadian Agricultural Congress, Ottawa, 1970.
- * 11. Brief Submitted by the CCRD at the Public Hearing on Fundy National Park, 1970.
- ** 12. Poverty, Regions, and Change - A compendium of essays and the proceedings of the 1970 Winnipeg Conference on Rural and Regional Development Policy Issues - Jointly sponsored by CCRD and Canadian Economics Association, 1974.
- * 13. Resettlement Policies in Newfoundland, Parzival Copes, CCRD, 1972.
- ** 14. Local Development Associations in Canada - a CCRD Special Study, 1974.

- * 15. Community Development Associations in Newfoundland, Bernard Brown, CCRD, 1972.
- * 16. Development and Communications: A Canadian Perspective, Hawley Black, CCRD, 1972.
- * 17. A Report on the Joint meeting of CCRD at Moncton with Resource People and Local Leaders from the Province of New Brunswick.
- * 18. A Report on the Joint meeting of CCRD at Winnipeg with Resource People and Local Leaders from the Province of Manitoba.
- ** 19. Tourism & Outdoor Recreation - Impact on Rural Development
- ** 20. Manpower Policies and Programs in Rural Canada

NOTE:

- * Studies for public distribution on request
- ** Publications to come out in 1974