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LAND USE PROGRAMS IN CANADA



MANITOBA



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LAND USE PROGRAMS IN CANADA

MANITOBA

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LIST OF ABBREVIATIONS

ARDA	- Agricultural and Rural Development Act
BPC	- Block Planning Committee
CEDF	- Communities Economic Development Fund
CLCC	- Crown Land Classification Committee
CMHC	- Central Mortgage and Housing Corporation
CNR	- Canadian National Railway
CPR	- Canadian Pacific Railway
CPS	- Cabinet Planning Secretariat
DA	- Department of Agriculture
DCD	- Department of Co-operative Development
DIC	- Department of Industry and Commerce
DMA	- Department of Municipal Affairs
DMREM	- Department of Mines, Resources, and Environmental Management
DNA	- Department of Northern Affairs
DPW	- Department of Public Works
DREE	- Department of Regional Economic Expansion
DRRTS	- Department of Renewable Resources and Transportation Services
DTRCA	- Department of Tourism, Recreation, and Cultural Affairs
DUA	- Department of Urban Affairs
FRED	- Fund for Rural Economic Development
HBC	- Hudson's Bay Company
HBM&S	- Hudson Bay Mining and Smelting Company Limited

HESP	- Health, Education, and Social Policy Sub-Committee
ICCUA	- Interdepartmental Co-ordinating Committee on Urban Affairs
INCO	- International Nickel Company of Canada Limited
IPB	- Interdepartmental Planning Board
MACC	- Manitoba Agricultural Credit Corporation
MFRI	- Manitoba Forest Resources Incorporated
MHRC	- Manitoba Housing and Renewal Corporation
MOT	- Ministry of Transport
PFRA	- Prairie Farm Rehabilitation Administration
PLUC	- Provincial Land Use Committee
PPB	- Provincial Planning Board
PPCC	- Planning and Priorities Committee of Cabinet
PPWAA	- Prairie Provinces Water Apportionment Agreement
RAP	- Regional Analysis Program
RCD	- Resource Conservation District
RDC	- Regional Development Corporation
RED	- Resource and Economic Development Sub-Committee
RRWG	- Rural Regions Working Group
SFDP	- Small Farm Development Program
SNSA	- Saskatchewan - Nelson Study Agreement
WCD	- Watershed Conservation District
WESTAC	- Western Transportation Advisory Council
WRMC	- Winnipeg Regional Municipalities Committee
WSR	- Winnipeg Study Region

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I wish to express my sincere appreciation to the Manitoba government officials with whom I corresponded. Their comments combined with published information form the basis of this report.

INTRODUCTION

Land use planning in Canada is a complex process to which many government departments and agencies contribute. This report on Manitoba is one of a series outlining land use planning in each of the provinces and the territories. When completed, the series will present an overview of the land use planning processes in Canada at the provincial and territorial levels.

In this report, the roles of the provincial departments engaged in land use planning and/or land management are outlined and the pertinent legislation identified. Also, provincial concerns regarding land use and land ownership are discussed. Data are presented in both metric and non-metric forms.

The format of this report is as follows. Chapter II provides an historical look at land uses in Manitoba. Chapter III describes the provincial committees that are involved in land use planning and outlines relationships among these committees and their various programs. Chapters IV to XI discuss current provincial government programs, relevant legislation, and trends within various land use sectors. These sectors are urban settlement; agriculture; forestry; recreation; fish and wildlife; energy resources, mining, and quarrying; transportation; and water. Chapter XII offers conclusions.

The information presented in this report is based on discussions with the provincial authorities and on reports that were made available to the author. Since the land use planning process is in a continuous state of flux and refinement, the description of its state in Manitoba in this study can be considered accurate only to December, 1976. It is expected that the reports will be periodically updated through regular contact with provincial and territorial officials.

II

HISTORICAL CONTEXT

Manitoba is the sixth largest Canadian province in area, namely, 251,000 sq. mi. (652,600 sq. km.) of which 211,013 sq. mi. (548,634 sq. km.) is land and 39,987 sq. mi. (103,966 sq. km.) is water. This province represents 6.5 per cent of the total area of Canada. Table I identifies the surface land uses in Manitoba.

A description of the physiography of Manitoba is provided. This is followed by brief historical sketches of the settlement patterns and of the agricultural, mining, forestry, and fishing sectors of the economy. The 1973-74 provincial economic structure (the most recent figures available) is outlined.

PHYSIOGRAPHY

Manitoba has three physiographic zones - the Canadian Shield, the Great Plains, and the Hudson Bay Lowland. The Canadian Shield occupies about three-fifths of the province, that part east and north of Lake Winnipeg. The shield is the major source of minerals in Manitoba.

The Great Plains or prairies of Manitoba are composed of two levels divided by the Manitoba Escarpment. These two levels are the lower, first or eastern level and the upper, second or western level. The first prairie level has elevations between 600 and 900 ft. (180 and 270 m.) and is noted primarily for agricultural productivity. Minerals produced include gypsum, clay, and limestone. West of the Manitoba escarpment are uplands with elevations between 1,600 and 2,600 ft. (480 and 780 m.) called the Turtle, Riding, and Duck mountains. The second prairie level has a mean elevation of 200 ft. (60 m.). This level is agriculturally productive with lakebed deposits forming fertile areas. Mineral resources available include bentonite, clay, lignite, sandstone, potash, and salt. Oil is also available.

TABLE I
SURFACE LAND USES IN MANITOBA

LAND USE	AREA				PER CENT OF TOTAL
	<u>Sq. Mi.</u>	<u>Sq. Km.</u>	<u>Ac. (x10³)</u>	<u>Ha. (x10³)</u>	
Total Area	251,000	652,600	160,640	64,256	100.0
Land Area ¹	211,013	548,634	135,048	54,019	84.1
Water Area	39,987	103,966	25,592	10,237	15.9
Agricultural Land Uses ²					
Improved Farmland	20,006	52,016	12,804	5,122	9.5
Unimproved Farmland	9,694	25,204	6,204	2,482	4.6
Forest Land ³					
Productive	62,012	161,231	39,688	15,875	29.4
Non-productive	71,568	186,077	45,804	18,322	33.9
Parks ⁴					
Provincial	3,385	8,801	2,166	866	1.6
National	1,149	2,987	735	294	0.5
Other Land (non-forested excluding agricultural land and parks)	43,199	112,318	27,647	11,058	20.5

- Sources:
1. The Economy of the Province of Manitoba, 1973, p.2.
 2. Statistics Canada, 1971 Census, Catalogue No. 96-701, Table 30.
 3. The Forests of Manitoba, Table 1, p.20.
 4. Canada Year Book 1974, p.33.

The Hudson Bay Lowland is located in the northeastern part of the province that borders on Hudson Bay. This region has an arctic climate and soil development is inhibited.

SETTLEMENT¹

Hudson Bay was explored by Henry Hudson in 1610 but the first white man to set foot on Manitoba soil was Sir Thomas Button who sailed up the Nelson River in 1612. The Hudson's Bay Company (HBC) was founded in 1670 and the fur trade developed. The English and French fur traders, the first white settlers of Manitoba, established themselves along the western shore of Hudson Bay. The sites of Winnipeg and Portage la Prairie were first visited by white men in 1738, namely by La Verendrye and his sons. The Selkirk settlers introduced agriculture into Manitoba in 1812. The province entered Confederation on May 12, 1870.

Agricultural settlements have existed in Manitoba since 1812 but population growth prior to 1870 was slow and sporadic. Three factors aided the settlement and agricultural development of vast acreages of vacant land. These factors were the entry into Confederation, the enactment of a homestead law in 1872, and the establishment of rail connections to the east and south in 1878.

The initial Manitoba Census was conducted in 1871. Table 2 lists the provincial population between 1871 and 1971 plus 10-year increases in number and percentage. Between 1871 and 1891, the provincial population grew by nearly 600 per cent. Between 1891 and 1911, population growth measured by percentage decreased sharply but growth in actual numbers more than doubled.

Both farm and non-farm development grew rapidly between 1911 and 1921 and the population increased by almost one-third. The bulk of easily accessible land had been settled by 1921 and the peak rapid growth period

¹CPR, Manitoba Industrial Survey, p. 4. and

Sharp and Kristjanson, The People of Manitoba 1951-1961, pp. 1 and 2.

TABLE 2

PROVINCIAL POPULATION 1871-1971 PLUS 10
YEAR INCREASES IN NUMBER AND PERCENTAGE

<u>YEAR</u>	<u>POPULATION</u>	<u>INCREASE IN NUMBER</u>	<u>% INCREASE</u>
1871	25,228	-	-
1881	62,260	37,032	146.8
1891	152,506	90,246	145.0
1901	255,211	102,705	67.3
1911	461,394	206,183	80.8
1921	610,118	148,724	32.2
1931	700,139	90,021	14.8
1941	729,744	29,605	4.2
1951	776,541	46,797	6.4
1961	921,686	145,145	18.7
1971	988,245	66,559	7.2

Source: Census of Canada

had passed. The most rapidly developed regions between 1911 and 1921 were the Interlake, Dauphin, and Swan river regions.

The growth surge ended in 1921. During the 1921-1931 decade, growth fell to under 15 per cent and more people left than entered the province. The growth rate reached an all-time low of 4.2 per cent during the depression decade of 1931-1941. Slight improvement occurred in the 1941-1951 decade, with a growth rate of 6.4 per cent. Factors contributing to this slow growth included drought, grasshoppers, the depression, and war. Many farmers were submarginal and subsequently abandoned their farms. New farm technology decreased the need for manpower and resulted in larger farm units.

During the 1951-1961 decade, a period of considerable economic recovery, a growth rate of 18.7 per cent was realized. Farm populations declined but this trend was offset by urban and industrial expansion.

Between 1961 and 1971, the population growth rate increased by only 7.2 per cent. Urban and rural non-farm populations increased, but rural farm population decreased to 13.2 per cent.² "Guidelines for the Seventies", a report in 3 volumes, was released by the Manitoba government in March, 1973. These documents present alternative policy principles and objectives for all economic sectors. They also provide specific development alternatives related to current and future social and economic developments. 'Guidelines' does not propose a rigid development plan but a flexible plan that can be adapted to the desires of Manitoba's citizens.

'Guidelines' addresses issues related to all land use sectors. Because of the importance of these documents to Manitoba's land use issues, the policies and programs outlined in 'Guidelines' are discussed in various chapters of this report.

AGRICULTURE

The first agricultural settlement in Manitoba was the idea of Lord Selkirk.

²Department of Industry and Commerce, The Economy of the Province of Manitoba 1973, p.6.

He considered the valleys of the Red and Assiniboine rivers to be perfect locations for agricultural settlements. In the early nineteenth century, Selkirk began to accumulate HBC shares in order to influence the company in granting lands for agricultural settlement. On June 2, 1811, the HBC granted Selkirk, for the sum of 10 shillings, an area of land almost equal in area to the United Kingdom. This area covered the current populated part of Manitoba and stretched westward into Saskatchewan, southward into North Dakota and Minnesota, and eastward almost to Lake Superior. The Red River settlement evolved with wheat as the major crop. In 1818, a Roman Catholic Mission was established at the site of present-day St. Boniface.

Beginning in 1826, the Red River colony prospered agriculturally. Crops were healthy and Red River cattle were traded for American horses. Buffalo hunts were successful and fishing produced a financial return. The HBC introduced a landholding system in the 1820s. All land titles held by Selkirk and his heirs were recognized by the HBC. The company sold riverfront lots at rates ranging from 5 to 7 shillings (6 pence per acre) depending on whether it would be developed for farming and whether the purchaser declared that he would only trade fur or hides through the HBC.

The British North America (BNA) Act was implemented on July 1, 1867, whereupon England began serious negotiations to acquire land from the HBC. England feared American expansion following the north's victory in the American Civil War. In 1868, Canada gave the HBC £300,000 cash for its lands. The company would retain a stated acreage around each of its 120 posts. The transfer of HBC lands to Canada took place on December 1, 1869.

On July 15, 1870, Manitoba became a province of Canada. The 1870 census indicated a population of 11,405 whites and halfbreeds and 558 Indians. Winnipeg, located at the junction of the Red and Assiniboine rivers, was the distribution centre for Manitoba's farm products and source of supplies

for the surrounding population. In 1870, there were less than 300 residents in Winnipeg. The city was incorporated in 1873. By 1875, the city had a population of 5,000 and over 1,000 buildings.

During the 1870s, the provincial population tripled to approximately 35,000. Towns appeared where trading posts and missions had been located. New towns were established along rivers and on the plains. Many farm communities came into existence. The federal government initiated a policy of reserve land block grants for various groups of people. This policy was quickly abandoned but was beneficial for two groups, the Mennonites and the Icelanders.

In 1873, the Dominion of Canada established the Eastern reserve, which lay east of the Red River and centred on present-day Steinbach. Mennonite pioneers arrived in August, 1874. They were the first people to farm successfully on the open prairie using dry farming techniques practiced in their native Russia. A second or Western reserve established in 1876 centred on Morden. By 1879, nearly 7,000 people had settled on the two reserves.

The first Icelandic settlers arrived in Manitoba in 1875 and settled on the west shore of Lake Winnipeg. The Icelandic Reserve or New Iceland centred on the town of Gimli, an Icelandic word for "paradise". By 1881, they numbered about 700.

Wheat farming in Manitoba was established during the 1870s. New grain varieties, milling techniques, and methods of grain handling were introduced. Essential to grain handling was rail transportation. The first rail line in Manitoba was the St. Paul, Minneapolis, and Manitoba Railway, which joined St. Boniface and the U.S.A. border. The first train arrived in St. Boniface on December 9, 1878 but there was no bridge across the Red River to Winnipeg.

The Manitoba and North West Farmers Union was formed in December, 1883. Two planks of the union's program were the construction of a railway to

Hudson Bay and the freedom of the province to charter railways whenever and wherever needed. This second plank was realized through the monopoly of rail construction enjoyed by the Canadian Pacific Railway (CPR). On July 1, 1886, the first train to the Pacific passed through Winnipeg.

The first Ukrainian settlers arrived in Winnipeg in 1892. They settled in Gretna. However, land surveying, a federal responsibility, lagged behind settlement since most of the surveyed land belonged to the railways and not to homesteaders.

The most rapid and diversified expansion in Manitoba occurred between 1896 and 1911. By the late 1890s, the U.S.A. could not absorb all of the American land-seekers moving west. Thus, between 1891 and 1916, over one million Americans settled in Canada.

In the late nineteenth century, the Ukrainian and Polish immigrants did not receive the aid of the Canadian government, which was offered earlier to the Icelanders and Mennonites. Also, the choice of land in Manitoba was severely limited since most of the good empty land was held either by railways or private promoters. The land prices were very high. The main areas of settlement for Poles and Ukrainians were the Interlake District, Stuartburn (northeast of Winnipeg), Dauphin, and Sandy Lake. Boglands of the Interlake, Springfield, St. Clements, and Brokenhead were drained by these eastern European immigrants. Between 1897 and 1911, over 200,000 Poles and Ukrainians immigrated to western Canada.

The first agricultural legislation was enacted during World War I. Loans were provided for farmers to establish dairy herds, especially in the Interlake District. Noxious weeds were controlled. Two acts were passed in 1917. The Farm Loans Act provided provincially-backed, long-term, low interest mortgages and the Rural Credits Act made provincial funds available to establish rural credit societies. Also, in 1917, the federal government established a Board of Grain Supervisors to market grain and control grain price fluctuations.

During the 1920s many technological advances occurred. New strains of wheat and other grains appeared; agriculture became fully diversified to raising cattle, sheep, hogs and poultry, dairy farming, egg producing, and market gardening. Diversification in grain resulted in a 1928 crop of over 50 million bushels in each of wheat, oats, and barley.

Since 1941³, changing technologies plus changing demands for agricultural products have caused numerous shifts in agricultural practices. These shifts centre on major declines in the number of operating farms, namely, from 58,024 farms in 1941 to 34,981 in 1971. The average farm size almost doubled from 291 ac. (116 ha.) in 1941 to 543 ac. (217ha.) in 1971. This trend to larger farms has been accompanied by a slight shift from crop to livestock production. Diversification increased with the growing of field crops such as barley, hay, and oats rather than wheat; and the raising of hogs, cattle, and poultry. Current government policies, programs, and legislation related to agriculture are discussed in Chapter V.

MINING⁴

The mineral production industry has three broad segments - industrial minerals, metallic minerals, and fuels. The first provincial mining activity began in the early 1800s in southern Manitoba with the production of industrial minerals. Mineral production was not significant in northern Manitoba until the 1930s.

Two types of industrial minerals are produced, namely, structural (sand and gravel, cement, building stone, lime, and clay products) and non-structural (silica sand and quartz, peat moss, gypsum, salt, and sulphur). Rapid growth in production occurred after World War II as construction increased.

Extensive prospecting for metallic minerals began prior to World War I. Metal production commenced in 1917 at the Mandy Mine near Flin Flon when copper ore was mined. Metal production became significant in the 1930s. Following are brief discussions of gold, silver, copper-zinc, and nickel-copper. Gold mining

³ Ibid., pp. 13 and 14.

⁴ Dept. of Mines and Natural Resources, Mining in Manitoba, 4 pp.; A History of Mining in the Province of Manitoba, 6 pp.; and Report of the Task Force on Manitoba Minerals Policy, 349 pp.

has been concentrated in three locations - Rice Lake, Flin Flon - Snow Lake, and Gods Lake - Island Lake. Silver production is relatively unimportant and has been produced in conjunction with gold or base metals.

Copper-zinc is produced by two companies, namely, Hudson Bay Mining and Smelting Company Limited (HBM&S) and Sherritt Gordon Mines Limited. HBM&S established itself at Flin Flon in 1927. Sherritt Gordon followed the Flin Flon discoveries by establishing a mine at Sherridon in 1931-32. Low copper prices led to the closing of the mine from 1932 to 1937 after which production resumed and continued until 1951 when copper reserves were exhausted. The entire town of Sherridon was moved 100 mi. (160 km.) north to Lynn Lake in 1951. In the Lynn Lake area, copper-zinc production began at the Fox Lake pit in Lake mine, namely, Leaf Rapids.

The two major producers of nickel-copper are Sherritt Gordon Mines Limited and the International Nickel Company of Canada, Limited (INCO). The first mining of nickel-copper ore in Manitoba occurred at Sherridon. The Lynn Lake area contained numerous ore bodies and concentrate was transported by rail to Fort Saskatchewan in 1953. In August 1976, production ceased at Lynn Lake because reserves were depleted. In 1946, INCO began exploration in the Thompson area, which became one of the world's major nickel-producing regions. A fully integrated nickel complex has been expanded to 170 million tons per annum and is the world's first fully integrated nickel mining, milling, smelting, and refining operation.

Fuel production in Manitoba has included oil, natural gas, and coal. Oil and gas exploration occurred between 1900 and 1949. However, there has been no output of natural gas since 1945. The first major deep-test hole for oil was drilled in the extreme southwest corner of Manitoba in 1949. The first producing oil well began in 1951 and was located west of Virden at the Daley field. Drilling operations peaked in the Virden area in 1956. The production of low-grade lignite coal began in the Deloraine-Goodlands area in 1896. Production was discontinued in 1943 because of easily mined Saskatchewan lignite and no coal has been produced in Manitoba since 1943.

In 1975, metallic minerals were estimated to account for 86 per cent of the value of mineral production⁵. The three minerals with the highest value of production were nickel, copper, and zinc. Industrial minerals and fuels accounted for approximately 8 and 6 per cent, respectively.⁶

FORESTRY⁷

Under the Hudson's Bay Company charter of 1670, the company has exclusive possession of all lands within the entrance of Hudson Strait as part of Rupertsland. The forests of Rupertsland were too far from the sea to permit the export of forest products. Fur-traders used logs to construct stockades and buildings.

The first extensive demand for forest products began in 1811 with the establishment of Lord Selkirk's agricultural settlement. Lumber was used to build farmsteads and towns. The railways also used large amounts of timber for cross-ties. The lumber industry was Manitoba's first, and initially the largest, early nineteenth century industry. Spruce and cedar logs were milled at Whitemouth between 1879 and 1900. Winnipeg sawmills processed logs shipped by rail from eastern Manitoba and western Ontario. The last of these large mills, which sawed about 20 million board feet per year, closed in 1916.⁸

Lumbering activities expanded along the shores of Lake Winnipeg and small mills were constructed at the mouths of the Brokenhead and Winnipeg rivers. In southern Manitoba, the construction of rail lines provided access to timber stands. Large-scale lumbering in the northern forest areas began in 1910 when the Canadian Northern Railway reached The Pas. A mill was built on the Saskatchewan River by The Pas Lumber Company. Today, there are four forest product mills in Manitoba; one at Pine Falls, one at The Pas, and two in Winnipeg.

⁵Figures from Department of Mines, Resources, and Environmental Management

⁶Ibid

⁷Gill, Manitoba Forest History, July 20, 1962, 26 pp.

⁸The Economy of the Province of Manitoba, pp. 25-27.

Forest products accounted for less than one per cent of the value of Manitoba's primary resource production in 1972. However, the forest industry is important to the economy of rural areas, where harvesting occurs, and to manufacturing areas, where materials are processed. Thus, the 'stay option' policy of the government is supported by sawmills and wood-using plants in small towns.

The history of timber administration in Manitoba and the current forestry policies, programs, and legislation are outlined in Chapter VI.

FISHING⁹

Commercial fishing began in Manitoba in 1885. Today, fifteen varieties of commercial fish are caught in Manitoba waters. Whitefish and pickerel account for about 75 per cent of the total value of production. Other species, in order of commercial importance, are sauger, pike suckers, trout, perch, sturgeon, and tullibee.

Total provincial fisheries production in 1971-72 was valued at \$3.9 million. Commercial fishing accounted for \$2.4 million in the 1971-72 season to fishermen. The three main commercial fishing areas and respective percentages of the 1971-72 catch are the northern lakes, 50 per cent; Lake Winnipeg, 25 per cent; and lakes Manitoba and Winnipegosis, 25 per cent. These three areas accounted for nearly 97 per cent of the total production. Fish are marketed by the Freshwater Fish Marketing Corporation established in 1969.

Sports fishing is increasing in popularity. In 1973, sports fisherman represented 23 per cent of the tourists visiting Manitoba. The most popular fish are walleye (pickerel), northern pike, smallmouth bass, and trout.

1973-74 PROVINCIAL ECONOMIC STRUCTURE¹⁰

The four leading resource sectors in terms of value of production are agriculture, mining, forestry, and fishing. Total farm cash receipts totalled

⁹The Economy of the Province of Manitoba 1973, pp. 29 and 30.

¹⁰Department of Industry and Commerce, Annual Report 1974, p. 9.

\$633 million, a 30 per cent increase over 1972. Agriculture is the second largest sector in terms of value of production and employment. The leading sector is manufacturing with a value of \$1.8 billion. Mineral production increased by 35 per cent over 1972 and totalled \$420 million. Forest production increased by 10 per cent to \$34 million in 1973. The value of commercial fishing in 1973 was \$4.7 million.

III

MANITOBA GOVERNMENT ORGANIZATION AND LAND USE PLANNING

The purpose of this chapter is to identify and describe the co-ordinating mechanisms, policies, and programs of the Manitoba government that are related to land use planning. Topics discussed are:

- programs of the Department of Renewable Resources and Transportation Services (DRRTS), which is responsible for Crown land use planning;
- terms of reference of the Crown Land Classification Committee;
- the functions of the Block Planning Committees;
- the Resources for Tomorrow - Land Access Program and related Land Utilization Board;
- the functions and responsibilities of the Provincial Land Use Committee, the Interdepartmental Planning Board, and the Provincial Planning Branch under the new Planning Act;
- the history of regional planning and departmental committees related to regional planning;
- the policy principles of "Guidelines for the Seventies" and their application to urban, rural, and northern Manitoba as related to land use planning; and
- resource planning in northern Manitoba.

PLANNING OF CROWN LAND

Crown land and water occupy about 195,000 sq.mi. (507,000 sq.km.) or 78 per cent of Manitoba¹¹. The increasing provincial population is placing added pressures on this unchanging land and water resource base. Past allocation of Crown land and water resources was on a first come, first served basis with little consideration given to land capability for alternative uses or for integrating uses. This pattern has led to land use conflicts such as the conflict between recreational and agricultural Crown land use in southern Manitoba.

The Crown Lands Act, under which responsibility for the management and use of Crown lands is placed, is administered by the Department of Renewable Resources and Transportation Services (DRRTS). Certain specific areas of Crown land use, such as agriculture, are administered by the Department of

¹¹ Department of Mines, Resources, and Environmental Management, East Lake Winnipeg Interim Land Use Plan, p. (V)

Agriculture, but the overall responsibility for Crown land remains under the Crown Lands Section of the DRRTS. The land use planning program for Crown lands has as its objectives "...to assist in the management of Crown land to produce goods and services by establishing guidelines which will integrate land uses and facilitate the satisfaction of social and economic needs of people and, thus, to provide as high a quality of life as possible".¹² This comprehensive Crown land and water use program provides for the allocation of land to various uses such as forestry, recreation, wildlife, and agriculture. Allocations are based on current and future demands of various land uses, land use capabilities, and environmental quality. The planning program integrates land uses, identifies development opportunities, and provides guidelines for future development.

Specific programs administered by the Crown Lands Section include land acquisition, housing, wild rice production, hydro/northern affairs/Indian land claims, land files and registers, and land sales/tax collection. A brief description of these programs follows.

The acquisition of land funded under both federal and provincial programs has continued throughout Manitoba. These programs are designed to purchase key recreational lands, lands of historic interest, and private lands that are not suited for ongoing agricultural use. The high demand for most agricultural produce and associated Department of Agriculture programs have further intensified farmers' interest in existing Crown land and their claim for agricultural land use allocation. There has been a continuing review of land use allocation in Agro-Manitoba (that area of the province south of the 53rd parallel of latitude, see Map 1) in direct response to wildlife, forestry, and agricultural land use conflicts. Land use allocation has been co-ordinated into a central land use map; a common coding system ensures uniformity throughout the province, quick recall for review, and use of the information.

There is a strong demand for Crown land to be used for housing. Demands originate from agencies such as the Manitoba Housing and Renewal Corporation.

Wild rice production is fairly extensive in the natural lakes, particularly in the precambrian shield area east of Lake Winnipeg. Programs have been

¹²Ibid, p. (vi)

introduced to encourage leasing by native people resident in the area and development through seeding, water control works, and improved harvesting is underway.

Requirements for Manitoba Hydro have intensified for right-of-way requirements, transformer sites, and for flooding. The Northern Affairs Act has greatly increased the need for inter-departmental clearances before any land allocations are made. Progress on settling Indian Treaty Land Entitlements and exchange of land relative to flooded areas, airstrips, roads, drains, etc., has been slow but significant. Progress is being made relative to the related difficulties.

The Crown Lands Section maintains a register and files for lands owned by the Crown. The land file system was converted to a microfilm system and substantial progress has been made toward developing a system and concepts whereby a central Crown land legal registry may be implemented.

Preliminary work has been done toward resolving difficulties related to local government district land administered by the province. A program has been initiated to assure collection of municipal taxes on Crown land under sale or lease agreement.

CROWN LAND CLASSIFICATION COMMITTEE¹³

Demand for Crown Land

In Agro-Manitoba there are approximately 4 million ac. (1.6 million ha.) of Crown land of which 1.7 million ac. (0.7 million ha.) are presently under agricultural lease or permit. Increased prices for farm products and the changing technology in agriculture coupled with the government's 'stay option' policy for agriculture has greatly increased the demand for Crown land that has an agriculture potential. At the same time, increased numbers of people in urban centers have added greatly to the demand for forestry products and for recreation, both of which are heavy Crown land users.

¹³Information supplied by the Crown Lands Section, DRRTS.

The conflict in the allocation of Crown land in Agro-Manitoba led to the appointment by the Premier and the ministers of Agriculture and Renewable Resources of the Crown Land Classification Committee in December, 1975. This committee is represented by two persons each from the Departments of Agriculture and Renewable Resources and Transportation Services, and one person from the Department of Municipal Affairs. This latter person gives the committee a close tie with the new Provincial Planning Act.

Specific Terms of Reference

The specific terms of reference of this committee are:

- to recommend policy and set up procedures and methodology to solve land use conflicts.
- to resolve ongoing daily problems in land use.
- to keep the ministers of Agriculture and RRTS more aware of the problems in land use.

Broad Terms of Reference

The broad terms of reference of the Crown Land Classification Committee, as outlined by the government of Manitoba, are as follows:

- Agriculture should be allowed to expand in the parkland region from southeast Manitoba through the Interlake to the Westlake and northwest areas. In southwest Manitoba, where the ratio of Crown land to private land is small, some priority should be given to wildlife.
- All agricultural leases shall be automatically renewed in 1976. For future years, lease renewals will flow automatically and smoothly, except when a critical land use designation change has been identified and approved.
- A map system that indicates major uses of Crown land has been developed. This system is to be put into effect; it will reflect multi-land use and will accommodate any changes in policy.
- Crown land use designation may be by blocks. For example, consideration will be given to between 1 and 6 sections of land or up to a township in area. It does not have to be by quarter section units which were common designations in the past.

- Agricultural leases may be of the maximum allowable duration on the condition that the lease is terminable or it provides for one or more quarter sections to be withdrawn during the term of the lease, if the Crown alters the Crown land use designation. The alternate designation need not be better economic use and the Crown would agree to compensate the lessee only for physical improvements on the land so removed.
- Any major changes in Crown land use designation to the regional level are subject to review and alteration by the Committee. Land use decisions will be made within the scope of guidelines and policy approved by the ministers.
- The Committee will be directly responsible for the ongoing development and recommendation of Crown land use policy in Agro-Manitoba relative to conflicts of resource use.

BLOCK PLANNING COMMITTEES (BPC)

Manitoba is divided into five regions for administrative purposes by the Department of Agriculture, and four regions by the DRRTS. Block Planning Committees have been set up in these regions by the Crown Land Classification Committee (CLCC). Each Block Planning Committee is composed of two representatives from RRTS and two from Agriculture. These Block Planning Committees classify land within guidelines set by the CLCC.

Presently each BPC is developing a map for its area which will show how the Crown land can be allocated between all the resource users. If agreement cannot be reached, then the problem will be forwarded to the CLCC for a decision.

Under the new Provincial Planning Act, local governments will become more involved in land use decisions and the CLCC will work even more closely with the Department of Municipal Affairs and the Provincial Land Use Committee (PLUC) on the whole question of Crown land designation among the many resource users. Eventually the CLCC may be replaced by the Provincial Land Use Committee or become a direct sub-committee of PLUC.

RESOURCES FOR TOMORROW - LAND ACCESS PROGRAM

The Resources for Tomorrow-Land Access Program was begun in 1973. The purpose of this program is to acquire and develop Crown land in order to make available and accessible greater outdoor recreation use opportunities for residents of Manitoba. A Land Utilization Board has been established to ensure departmental and inter-departmental co-ordination of land acquisitions which will satisfy recreation demands. The board will also avoid undue competition and/or inflation of acquisition costs by virtue of the program. Following is an outline of board members and the terms of reference. A more complete discussion of the Land Access Program is contained in Chapter VII, recreation.

The Land Utilization Board is composed of representatives from the following government bodies: departments of Renewable Resources and Transportation Services (chairman and secretary); Agriculture; Municipal Affairs; Northern Affairs; Tourism, Recreation, and Cultural Affairs; the Planning Secretariat of Cabinet; the Manitoba Housing and Renewal Corporation; and the Manitoba Agricultural Credit Corporation.

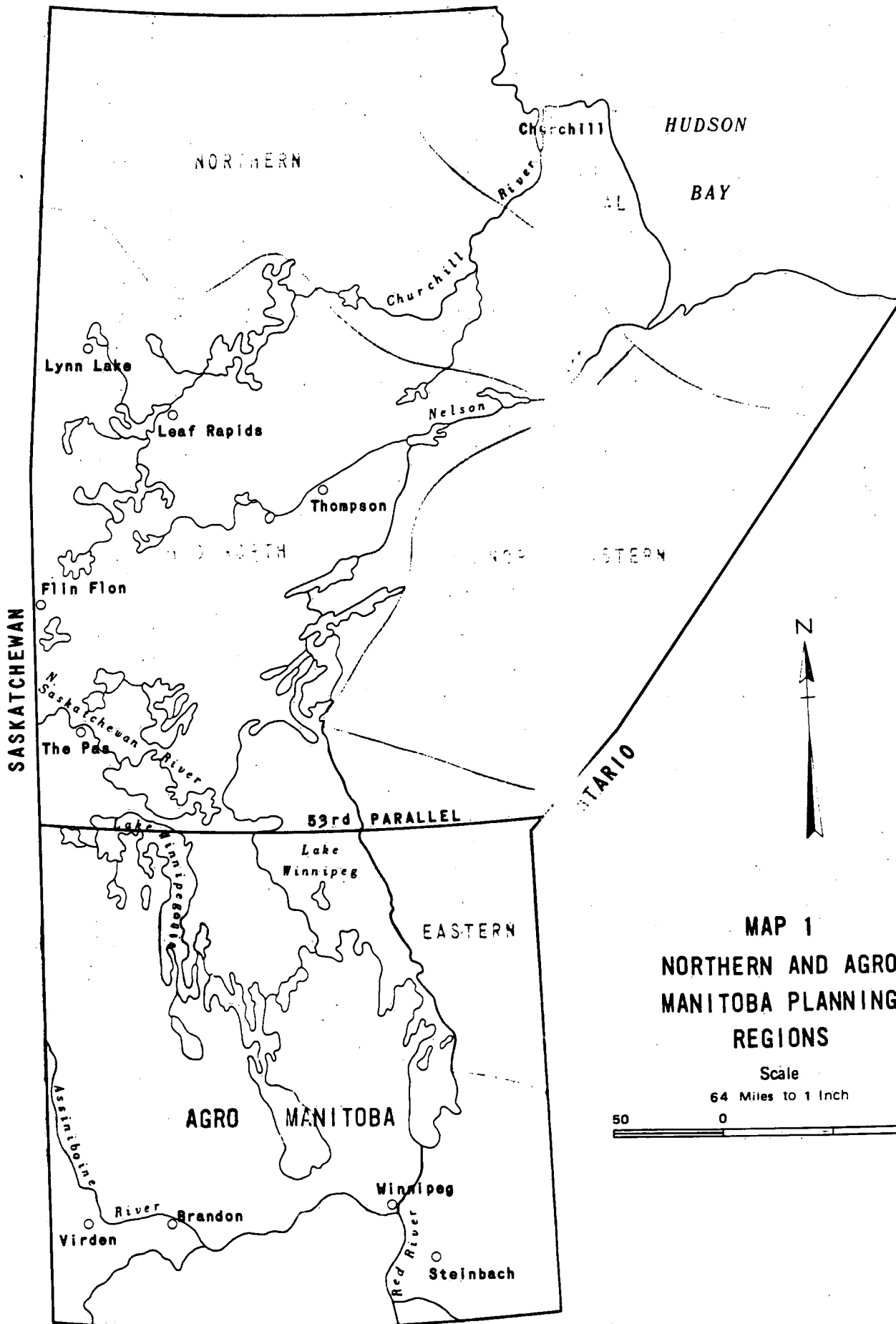
Terms of reference of the board as related to the Land Access Program are¹⁴:

- to develop guidelines for budget allocations both within a 60-mi. (96-km.) radius of Winnipeg and beyond this radius;
- to develop guidelines for allocation of budget as per opportunity, for example, recreation, access corridor, etc.;
- to advise on the land use plan and strategy of the program; and
- to provide liaison between respective departments.

¹⁴DMREM, "Resources for Tomorrow-Land Access Program"; mimeo, 13pp.

For land use planning purposes, Manitoba has been divided into two broad zones, Agro-Manitoba (Southern Manitoba) and Northern Manitoba. Five zones, called Northern Planning Zones, comprise Northern Manitoba. These zones are Northern, Coastal, Mid North, North, North Eastern, and Eastern; see Map 1. The DRRTS is developing comprehensive land use, resource allocation, and development plans for each of these zones. For the work of RRTS, Agro-Manitoba and each of the Northern Planning Zones are considered as separate planning units. For ease of conceptualization, the majority of land ownership in Agro-Manitoba is private whereas the Crown owns lands in Northern Manitoba. Macro plans, dividing each planning unit into general zones and provincially significant local zones, and micro plans delineating single use areas, are being developed. Figure 1 shows the relationships among types of plans. Both macro and micro plans will identify possible development opportunities.

"The East Lake Winnipeg Interim Land Use Plan" is a macro plan and will lead to detailed land use planning. The planning process on which this plan is based has four interacting parts, namely, demand for land and its products, present land use, land conflicts and commitments, and the environment and land capability for production and use. This interim plan for the East Lake Winnipeg planning zone is the first of its kind in Manitoba. It was prepared entirely within the DRRTS without assistance from advisory groups. However, public hearings concerning the East Lake Winnipeg Plan will be conducted and comments from other provincial government departments will be requested. Future plans for other zones will be produced with the assistance of inter-departmental, inter-agency advisory groups, and a public advisory group. These groups will advise the DRRTS planning team throughout plan preparation, evaluation, review, and modification. However, decision making responsibility remains with the Minister of RRTS. Work in the North Eastern, Eastern, and Mid North is proceeding to develop resource allocation schemes as a stimulus to community economic development.



MAP 1
NORTHERN AND AGRO
MANITOBA PLANNING
REGIONS

Scale
 64 Miles to 1 Inch

50 0 100
 Miles

FIGURE 1 RELATIONSHIP OF PLAN TYPES TO EACH OTHER

<u>Responsible Agent</u>	<u>Area</u>	<u>Source Document</u>
Legislature	Province	Government Policy
Legislature	Northern Planning Zones and Agro-Manitoba	"Guidelines for the Seventies"*
Head Office Planning Group	General Zones (big blocks)	General Zone Policy (broad policy targets)
Head Office Planning Group	Provincially Significant Local Zones (small blocks)	Local Zone Policy (specific policy)
Regional Planning Group**	Local Zones (small blocks)	Local Zone Policy (specific policy)
Regional Planning	Design Units (subdivisions campgrounds)	Very specific policy

* Although the document has not been officially approved by government, the Northern Planning Zones and land use policies outlined on pages 103-106 make sense and as a result have been taken as the point from which to start more detailed planning.

**Proposed

Source: "East Lake Winnipeg Interim Land Use Plan", p. (ix).

The main purpose of the inter-department, inter-agency group is to ensure co-ordination of provincial government use of Crown land. The public advisory group provides Manitoba citizens with the opportunity of expressing local ideas and development proposals, which will form part of the final zone plan. The composition of the advisory groups is as follows. The inter-departmental, inter-agency advisory group has one representative from each of the following provincial departments: Agriculture; Highways, Industry and Commerce; Municipal Affairs; Northern Affairs; Tourism, Recreation, and Cultural Affairs; plus Manitoba Hydro and the Resource and Economic Development Committee of Cabinet. A public advisory group is composed of representatives chosen by the Minister of RRTS; the mayors and councils of a planning area; and representatives of appropriate interest groups, such as industry, recreation, environment, etc.

Once a zone plan is approved, Crown land is allocated to users by appropriate departments. Allocations are made by permit, lease, or order-in-council. Where RRTS makes Crown land allocations by order-in-council to other departments, these departments may, as part of their administration, allocate the land to other users in accordance with the plan. As part of the implementation of a plan, both non-technical and technical versions of a plan will be published to assist the public and government in allocating land to its most suitable use, or set of uses.

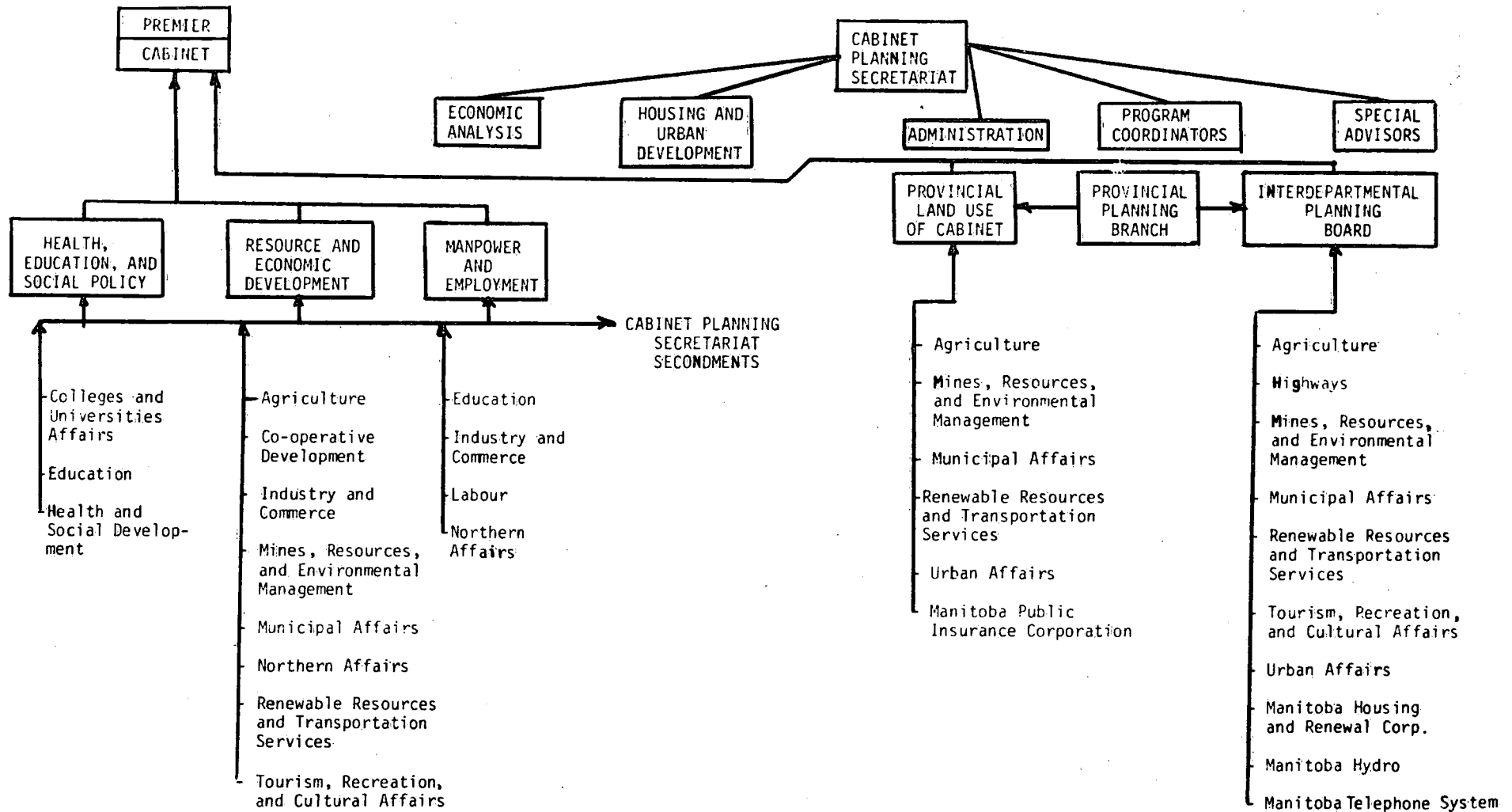
PROVINCIAL LAND USE COMMITTEE (PLUC)¹⁵

The new provincial Planning Act, proclaimed in December 1975, provides for the establishment of a cabinet-level committee, the Provincial Land Use Committee. This Committee is responsible for reviewing all municipal plans to avoid possible conflicts with provincial land use policies and also to co-ordinate such municipal plans between federal, provincial, and city departments. The Minister of Municipal Affairs is chairperson of the Committee; the other members are ministers of departments involved in land use planning. See Figure 2 for the list of departments comprising this committee.

¹⁵ News Service, "Ministerial Land Use Committee Announced", Dec. 12, 1975, 2pp.

FIGURE 2

POLICY AND PLANNING SUB-COMMITTEES OF CABINET



The duties and responsibilities of the Provincial Land Use Committee include:

- Co-ordinating the land use planning activities of the various government departments and agencies as they relate to provincial policies and programs.
- Initiating and recommending land use policies in areas of provincial concern.
- Developing provincial land use policies which act as guidelines to municipal planning authorities, and in particular;
 - Co-ordinating federal, provincial, and local government land use policies and programs as they relate to provincial policies and programs;
 - Inquiring into and studying any matter pertaining to land use, and, if considered advisable, making recommendations thereon to the Executive Council;
 - Recommending to the Executive Council the establishment of a special planning area and the approval of a development plan for the special planning area;
 - Recommending to the Executive Council or initiating the establishment of a planning district;
 - Recommending to the Executive Council the approval or rejection of district and municipal development plans; and
 - Performing other duties and functions as requested by the Lieutenant-Governor in Council.

INTERDEPARTMENTAL PLANNING BOARD (IPB)

This Board was also formed under the new Planning Act and is composed of deputy ministers of the same departments as the Land Use Committee plus the Department of Highways and the Manitoba Housing and Renewal Corporation.

The secretary of the Cabinet Planning Secretariat is the chairperson. The duties of the Board, as stated in section 11 of the new Planning Act are:

"The Board shall

- advise and assist the minister and government departments and agencies in formulating policies affecting the use and development of land;
- advise and assist any public authority in the planning and regulation of use and development of land and co-ordinate the major land use planning activities of such public authorities;
- review submissions from the minister for the establishment of special planning areas and planning districts and make recommendations thereon to the minister;
- review special area, district and municipal development plans and make recommendations thereon to the minister;
- perform any other duties assigned to it under this Act or any other Act or by the Lieutenant-Governor in Council."

PROVINCIAL PLANNING BRANCH (PPB)

The IPB decided to establish the Provincial Planning Branch within the department of Municipal Affairs in order to provide support staff to the IPB and PLUC. This branch will be staffed on a secondment basis. The role and responsibilities of the PPB are as follows.

Roles:

- to provide a specific staff focus for provincial land use policy development, co-ordination, and integration;
- to provide broad analytic capacity for the IPB;
- to provide a province-wide context for reviewing development plans;
- to co-ordinate federal, provincial, and municipal land use policies as they relate to provincial policies and programs.

Responsibilities

- to provide staff support to the IPB and PLUC as required;
- to develop and co-ordinate policies for land use from a provincial point of view including:
 - documentation and analysis of land use issues for IPB;

- review and co-ordination of studies and research of land use matters within government;
- review of development plans under the Planning Act for submission to IPB;
- advise IPB on consistency of district planning proposals with provincial policies;
- maintain an overview and a central focus for departmental land use policies, programs, and legislation;
- act as liaison to federal agencies covering provincial land use matters;
- provide policy sensitive macro-planning capacity, with inter-disciplinary skills, to broaden the government's land use planning capacity.

RELATIONSHIP AMONG IPB, PLUC, AND PPB

The relationship among these organizations is illustrated in Figure 2. Generally, an item that has been dealt with by the IPB will be sent to the PLUC for review and decision at the political level.

Three procedural relationships are as follows:

- A matter pertaining to PLUC or the IPB can be submitted by a department or agency through their Minister or Deputy Minister. Another procedure would be a referral from Cabinet or a Cabinet Sub-Committee.
- Matters pertaining specifically to the Planning Act, for example, applications to form a planning district, development plans, etc., should be referred to the Minister or the Deputy Minister of Municipal Affairs.
- With respect to the relationships at the staff level, submissions received by PLUC or the IPB will be customarily referred to the Provincial Planning Branch or to a specific line department for information, review, or analysis.

HISTORY OF REGIONAL PLANNING IN MANITOBA

Regional development planning in Manitoba began in 1967 with the federal-provincial Fund for Rural Economic Development (FRED) Agreement. This agreement outlined a comprehensive development plan for the Interlake region.

In 1968, a new Planning and Priorities Committee of Cabinet (PPCC), chaired by the Premier, established a Secretariat to co-ordinate provincial planning. In

1970, the Secretariat was split in two. The Planning Secretariat was responsible for drafting provincial development policy and the Continuing Programs Secretariat co-ordinated ongoing planning programs. The secretaries of both offices were deputy ministers. This parallel structure permitted dual access to the PPCC and to the Premier.

Between 1970 and 1972, provincial departments assumed more program responsibilities and the Cabinet reduced its program co-ordination function. Thus in 1972, the Continuing Programs Secretariat was dissolved and the Planning Secretariat (hereafter referred to as Secretariat) became the sole office reporting to the PPCC. The Secretariat was the central provincial office responsible for developing the provincial policy framework entitled "Guidelines for the Seventies". Current and future regional development programs will be based on this provincial policy statement.

In September 1973, the central planning structure of the provincial government was reorganized. An order-in-council abolished the PPCC and its Secretariat and all major policy and planning matters were assigned to the entire Cabinet. Two new Cabinet sub-committees were established in 1973: the sub-committee on Health, Education, and Social Policy and the sub-committee on Resource and Economic Development. Staff support for the Cabinet and its sub-committees is provided by the Cabinet Planning Secretariat (CPS) formed in 1973. The CPS assigns staff to each sub-committee on a 'permanent secondment' basis. Such staffs report to respective sub-committees through Secretaries of deputy minister status. The CPS staff reports to Cabinet through a Cabinet Planning Secretary. See Figure 2 for a flow chart of the policy planning sub-committees.

HEALTH, EDUCATION, AND SOCIAL POLICY (HESP) SUB-COMMITTEE

Members of HESP are affiliated with the departments of Colleges and Universities Affairs, Education, and Health and Social Development. This sub-committee deals with policy issues related to health, education, and correctional and rehabilitative services.

RESOURCE AND ECONOMIC DEVELOPMENT (RED) SUB-COMMITTEE

Departmental representatives on RED are from Agriculture; Co-operative Develop-

ment; Industry and Commerce; Mines, Resources, and Environmental Management; Municipal Affairs; Northern Affairs; Renewable Resources and Transportation Services; and Tourism, Recreation, and Cultural Affairs. All resources and economic policy matters are reviewed by this sub-committee as are land use policies for Manitoba.

MANPOWER AND EMPLOYMENT SUB-COMMITTEE

Departmental representatives are from Education, Industry and Commerce, Labour, and Northern Affairs.

DEPARTMENTAL COMMITTEES RELATED TO REGIONAL PLANNING

DEPARTMENT OF INDUSTRY AND COMMERCE (DIC)

Rural Regions Working Group (RRWG)

In 1970, the Regional Development Branch of IC created a planning staff capability to develop a Regional Analysis Program (RAP). The aim of the RAP was to assist the regions of southern Manitoba and the provincial government in identifying issues for economic and social development south of the 53rd parallel (Agro-Manitoba). Many data were gathered and local participation in the planning process was high. Based on this information, regional development alternatives were defined for presentation to the government. In January 1973, upon completion of the RAP, the technical interdepartmental steering committee of the RAP was transformed from a research unit to a 10-member policy programming body, the Rural Regions Working Group (RRWG). The RRWG had departmental representatives from Agriculture; Education; Industry and Commerce; Mines, Resources, and Environmental Management; Municipal Affairs; and Tourism, Recreation, and Cultural Affairs.

The former RAP staff became the technical support staff for the RRWG. Work of the RRWG was directed by the Regional Development Committee of Ministers. Members of the Committee are the ministers of Agriculture; Industry and Commerce (chairperson); Mines, Resources, and Environmental Management; Municipal Affairs; and Urban Affairs.

The objective of the RRWG is to co-ordinate departmental programs and to initiate new programs for rural areas in southern Manitoba. Pilot projects are identified by the Group, approved by the Ministerial Committee and Cabinet, and implemented by the Department of Industry and Commerce acting as lead agency. The goal of the RRWG is to provide submissions to Cabinet on rural issues in Manitoba and to act as a technical 'rural lobby', thus paralleling the urban and northern concerns of the departments of Urban Affairs and Northern Affairs.

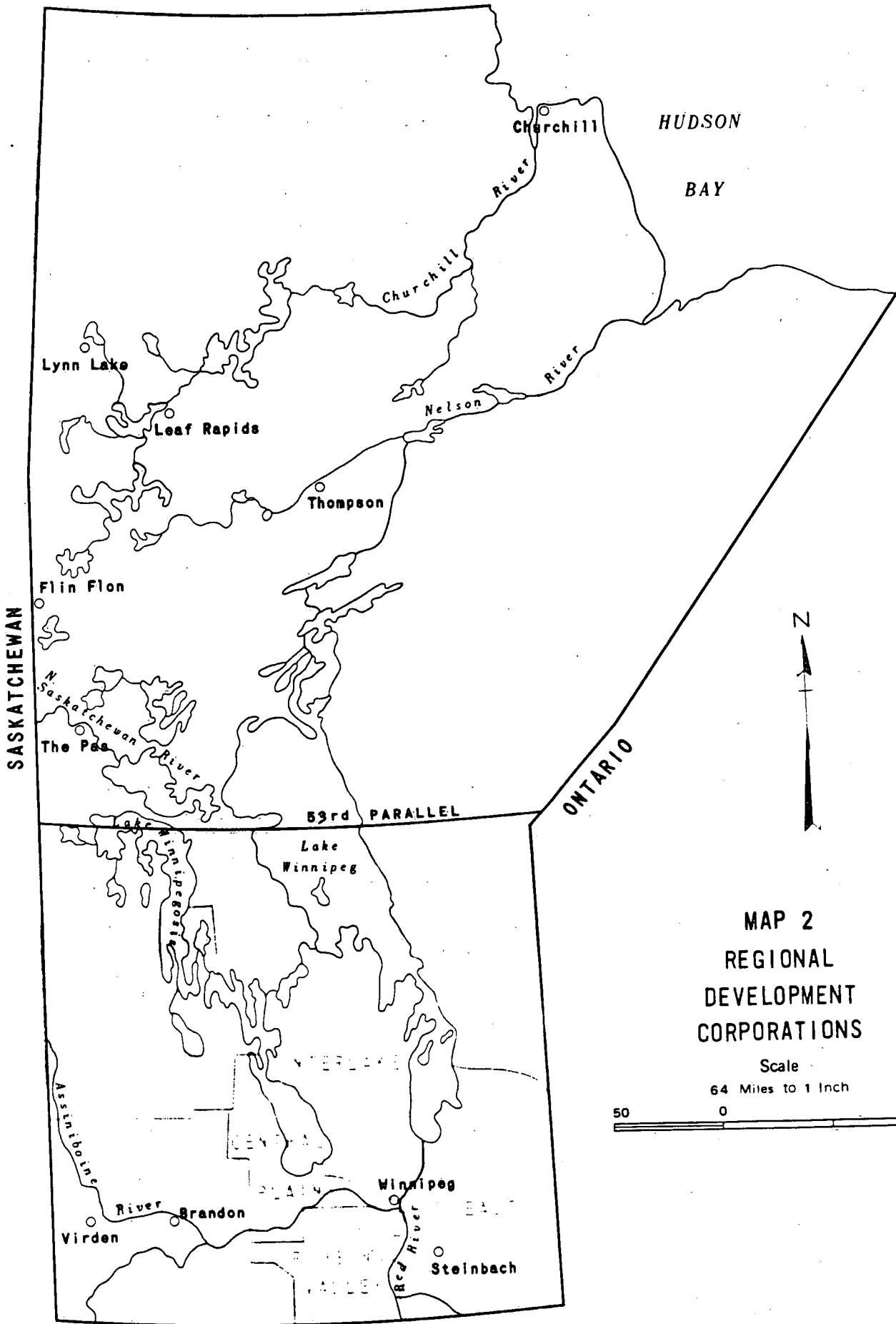
REGIONAL DEVELOPMENT CORPORATIONS

Agro or southern Manitoba has been divided into six Regional Development Corporations (RDCs) by the Regional Development Branch of IC. The six RDCs (see Map 2) provide liaison between the provincial government and local municipalities, act as regional public forums for policy proposals, and assist in identifying regional opportunities through the RAP program. Senior Regional Development Branch staff are on the Board of Directors of each RDC.

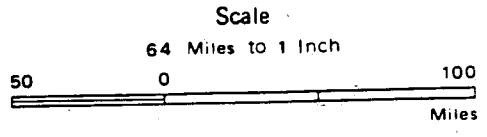
In 1973, the provincial government reviewed the role of the RDCs. A Regional Development Corporation Review Committee was established and made its recommendations in November 1973 in a report entitled "Regional Development Organizations for the Seventies". One recommendation was the establishment of Regional Planning Councils in each of the seven regions. The principle function of these councils is to provide regional capability for long-term planning. A more detailed discussion of urban and regional planning may be found in chapter IV.

DEPARTMENT OF NORTHERN AFFAIRS

This department was created in 1972. It has assumed responsibilities for northern programs of other provincial agencies, such as the northern housing program, but it is not an administration of the North. It co-ordinates other agency services and projects, and develops social and economic policies and programs for the northern region.



MAP 2
REGIONAL
DEVELOPMENT
CORPORATIONS



DEPARTMENT OF MUNICIPAL AFFAIRS

Winnipeg Region Study

The Winnipeg Region Study Committee, a technical co-ordinating committee, was established in 1973 to investigate land use regulation problems within a 60-mi. (96-km.) radius of the City of Winnipeg. Departments represented on the committee are Municipal Affairs; Urban Affairs; and Tourism, Recreation, and Cultural Affairs plus the PPCC Secretariat. The region of study is a geographic rather than administrative or political unit. The major goal of the study is to design land use policies in the region related to development strategies. Other research involves the roles of small communities, suburban development, taxation and assessment, and the appropriate political and administrative structures for regional planning.

"GUIDELINES FOR THE SEVENTIES"¹⁶

This document, as mentioned in Figure 1, outlines the provincial government targets for the 1970s. 'Guidelines' has two major parts: first, basic principles that give general direction to development policies, and second, specific program options based on these principles and designed to ensure fulfillment of provincial policy objectives. Such program options are not part of a defined policy but rather are intended to initiate discussions on the topic 'Which programs will best achieve Manitoba's goals?'

The four broad policy principles¹⁷ on which 'Guidelines' was developed are:

- maximization of the well-being of all Manitobans;
- greater equality for all Manitobans based on a more equitable distribution of benefits from development;
- implementation of an effective 'stay option' through policies and programs which will permit Manitobans to stay in the province, or region within the province, where they want to live;

¹⁶Province of Manitoba, Guidelines for the Seventies, 3 Volumes, March 1973.

¹⁷Ibid, p. 13.

- the promotion of public participation in the process of government and in the development decisions that will affect Manitobans in the 1970s.

The policy principles of 'Guidelines' affect land use planning in Manitoba within each of the land use sectors described in this report. Conclusions are made within 'Guidelines' for each of the three major provincial regions - urban, rural, and northern Manitoba. For urban areas, the goal is to create new settings, re-form the environment, and re-evaluate ways to live in that environment through orderly growth. For Winnipeg, the goal is to revitalize the city and increase the options available in terms of living and working.

There is an increasing emphasis on the decentralization of the provincial government into rural Manitoba. Government personnel are located in 120 towns and villages in southern Manitoba. For the Department of Agriculture, decentralization means that most rural people are no further than 30 minutes from a Department of Agriculture centre. Decentralization is accompanied in many service areas by regionalization, the integration of service planning, and administration at a regional level. Such regionalization and decentralization permit implementation of the four 'Guidelines' principles, especially the 'stay option' and participation principles. The major governmental goal for rural Manitoba is to create a setting in which economic and social opportunities are maximized.

The development of natural resources in northern Manitoba over the past 40 years has resulted in great wealth and prosperity. However, this development has been unplanned and the benefits unequally distributed and not maximized for the province as a whole. This unequal distribution of wealth is most evident in the imbalance between urban industrialized centres and small remote communities. 'Guidelines' provides major options for future policies within the population nodes of urban centres and remote communities.

Industrial activities must be located within urban centres but native residents must be given more employment opportunities. This involves occupational training but also an increase in social programs to enhance the industrial life of northern residents. Participation in urban industrial activity also requires the complementary development of transportation and communication linkages between communities and job areas.

For remote communities, governmental emphasis is on promoting community-oriented economic development. The development of renewable natural resources can provide an economic base for remote communities. Crown corporations, the Communities Economic Development Fund (CEDF), Municipal Development Corporations, and the Department of Co-operative Development help to provide expertise and capital to persons traditionally involved in fishing, trapping, and forestry. Thus, a more equal footing is possible with new entrants into these industries. Tourism is another industry in which these vehicles can ensure the accrual of development benefits to northern residents. Social policies in housing, recreation, health, and education will be designed to improve the living conditions of northern residents, especially in remote communities. Social policies would be closely related to economic policies through the decentralization of government services. A growth in the autonomy of local governments will ensure that both social and economic developments will be more directly related to northern requirements.

The land use policies outlined on pages 103-106 of Volume 1 are used as a starting point for land use planning in Northern Manitoba. A summary of the information contained in those pages follows.

RESOURCE MANAGEMENT IN NORTHERN MANITOBA

The demand for non-consumptive uses of resources in northern Manitoba is increasing. Evidence of this public demand is the creation of new campgrounds, provincial parks, recreation areas, and lodges. Many of the north's resources

have already been allocated and committed. Present-day policies for resource development consider both non-allocated resources and resources previously allocated. The provincial government provides communities with the opportunity to improve their economic viability through participation in resource development decisions.

Environmental protection is important in the north. Both public (roads, transmission lines, etc.) and private (mines, pulp mills, resorts, etc.) resource development proposals are evaluated by the DMREM in terms of environmental effects. Water pollution is also monitored.

ZONING OF NORTHERN MANITOBA FOR PLANNING AND DEVELOPMENT

The Manitoba government is analyzing the North in terms of potential resource development and existing infrastructure and human resources. Five planning zones, see Map 1, are used.

Coastal Zone

Churchill, the major service centre of this region, is accessible by air, rail, and water. The region has an interesting and accessible ecological system. It is a major hunting and fishing area and provides habitat for polar bears and beluga whales. The provincial government has named this zone the Hudson Bay Environmental Management Area. Regulations are now being drafted to protect the unique ecosystems of this region.

Northern Zone

There is one permanent settlement at Tadoule Lake in this area. Access to the area is restricted to float and ski aircraft or difficult water routes. The mineral resources have not been assessed, climate limits the forest potential, and fishing is sporadic because of restricted access. Presently, there

are no plans for hydro development. Unique features are the natural wintering grounds for barren land caribou, historic sites, and a natural landscape of esker/water/forest/muskeg combinations.

Major developments are being deferred in this region pending the completion of an environmental-ecological impact analysis. Unique natural features will be designated for non-consumptive uses. Fishing, hunting, and trapping will be strictly regulated.

Mid-North Zone

The population of this region totals over 60,000 of which 72 per cent is located in the four major centres of Flin Flon, Leaf Rapids, Lynn Lake, and Thompson. This zone contains the largest number of people in northern Manitoba. The natural resources of water, forests, and minerals have been partially committed for development. Some river systems have been modified or partially polluted. Fishing, agriculture, and recreation are developing.

Because of the relatively high level of infrastructure, known resource potential, existing resource commitments, and the concentration of population, major resource developments in northern Manitoba will be concentrated in this zone. Transportation corridors are being delineated to link this region to Agro-Manitoba.

Eastern Zone

As previously mentioned, this is the first zone in northern Manitoba for which an interim land use plan has been prepared. The population in 1971 was approximately 7,800 persons of which over 60 per cent were located in predominately native communities.¹⁸ Limited use is currently made of

¹⁸East Lake Winnipeg Interim Land Use Plan, p. 5.

forestry, fishing, and other resources in the area. The mineral potential is currently being assessed. The most significant resource potential of this zone is recreation in the form of camping, fishing, canoeing, hunting, and cottaging.

North-Eastern Zone

There is a very low level of infrastructure and few people in this zone. Fishing and trapping have provided the economic base for the people of the region. Recreation potential is considerable, especially hunting, fishing, and camping. Forestry and mineral resources have not been developed. The water system is unmodified and has little potential for hydro electric development. The watershed of the Hayes and God's rivers has been named as an environmental management area and will be managed as an ecological alternative to the Mid North Zone where modifications to the major water systems are necessary. Emphasis will be placed on improved commercial and sports fisheries; local forestry operations; and additional opportunities for residents of northern Manitoba to interpret the natural resources of the region, for example, biological interpretation excursions.

IV

URBAN SETTLEMENTS

The crux of the policy for urban Manitoba in the 1970s, as outlined in 'Guidelines',¹⁹ is the selective and orderly growth of urban centres. In 1971, 69.5 per cent of Manitoba's population lived in urban centres and almost 80 per cent of these lived in Winnipeg.²⁰ The remainder of the urban population lives in small trading centres whose primary function is to serve the needs of the agricultural population. In northern Manitoba, urban communities are situated at mining centres or at transportation system break points.

Topics discussed in this chapter are:

- population growth rates.
- population distribution.
- urban land development related to government policies.
- the history and political organization of Winnipeg including the Department of Urban Affairs, which administers the City of Winnipeg Act; the Winnipeg Region Study, which is administered by the Department of Municipal Affairs; and the Winnipeg Regional Municipalities Committee. An overview of land use planning in the Winnipeg Study Region is provided and includes population trends, land use changes, land value changes, development policies and zoning controls, assessment of demand for rural non-farm housing, residential site selection determinants, and the use of Winnipeg Study Region results.
- provincial government departments, namely, Urban Affairs, Municipal Affairs, Northern Affairs, and the Manitoba Housing and Renewal Corporation; and legislation related to urban settlement.

POPULATION GROWTH RATES

The major area of growth in Manitoba is Winnipeg. Between 1961 and 1971 the provincial population grew from 921,686 to 1,018,236 or by 10.5 per cent. Table 3 shows the 1966, 1971, and 1975 populations for the nine

¹⁹Guidelines for the Seventies, Volume 3, p. 9.

²⁰The Economy of the Province of Manitoba 1973, pp. 6-7.

largest urban centres in Manitoba. Percentage changes from 1966 to 1971 and from 1966 to 1975 are shown.

TABLE 3
URBAN POPULATION IN MANITOBA 1966, 1971, and 1975

	<u>1966</u>	<u>1971</u>	<u>1975</u>	<u>% Change 1966-1971</u>	<u>% Change 1966-1975</u>
Winnipeg	508,759	540,262*	579,384*	6.2	13.9
Brandon	29,981	31,150	35,237	3.9	17.5
Thompson	8,846	19,001	20,616	114.8	133.1
Portage la Prairie	13,012	12,950	13,215	-0.5	1.6
Flin Flon	10,201	9,344	9,120***	-8.4	-10.6
Selkirk	9,157	9,331	10,500	1.9	14.7
Dauphin	8,655	8,891*	9,500	2.7	9.8
The Pas	5,031	6,062*	9,346	20.5	85.8
Steinbach	4,648	5,197	6,347	11.8	36.6

* Increase in area after 1966

** Estimate June 1, 1975, Manitoba Health Statistics

*** 1974 population

Sources: 1) The Economy of the Province of Manitoba 1973, p. 7.
2) 1975 Manitoba Community Reports, various pages.

Northern Manitoba is experiencing a rapid population growth, which is related to high birth rates in remote communities and is undergoing development, for example, at Thompson. The impact of northern population growth will likely mean increasing demands for more infrastructure, more resource development, and more intense utilization of resources. However, it will probably be difficult to create jobs for the increasing labour force.

The major policy of the Manitoba government related to population growth involves the 'stay option' policy, which is part of "Guidelines for the Seventies". This policy aims at making it possible for more people to

remain in the area of their choice rather than to be forced, for economic reasons, to migrate to other (urban) centres in search of employment. For rural people, the 'stay option' encourages people to remain on their farms.

POPULATION DISTRIBUTION

Between 1871 and 1971, the majority of Manitoba's population shifted from rural to urban locations. The early economy of Manitoba was agriculturally oriented, and thus the population was primarily rural in its distribution. As non-agricultural sectors of the economy gained in importance, people moved from the farms and small trading centres to the major urban areas of the province. Thus between 1871 and 1971, the rural population declined from 95 per cent of the provincial total to 30.5 per cent. See table 4 for 1971 figures.

TABLE 4
URBAN-RURAL POPULATION DISTRIBUTION, 1956-1971

Year	TOTAL	URBAN		RURAL NON-FARM		RURAL FARM	
		No.	%	No.	%	No.	%
1956	850,040	510,583	60.1	137,294	16.1	202,163	23.8
1961	921,686	588,807	63.9	161,407	17.5	171,472	18.6
1966	963,066	646,048	67.1	157,146	16.3	159,872	16.6
1971	988,245	686,445	69.5	171,390	17.3	130,410	13.2

Source: The Economy of the Province of Manitoba, 1973, p. 6.

The rural non-farm population of both Manitoba and Canada in 1971 was 17 per cent. Although the rural farm population of Manitoba has been declining steadily since the end of World War II, the provincial figure of 13 per cent is nearly twice the percentage for Canada as a whole, namely, 7 per cent.

Land use issues in Manitoba associated with population distribution are as follows. One-half of the provincial population lives in Winnipeg and thus there is a concentration of demand for housing, services, transportation, and recreation within a radius of 100 mi. (160 km.) of Winnipeg. The Winnipeg region population is concentrated on prime agricultural land; thus, the loss of this land plus conflicts between agricultural and non agricultural land uses are concerns to provincial resource planners. Another land use issue is the loss of land resulting from hydro electric developments which lead to the relocation of communities in whole or in part.

Population distribution trends in Manitoba and the effects on land use are as follows. There is a major migration of people from rural and northern regions to urban areas. The resulting impact of this migration is added pressure for jobs, housing, and services in the urban centres, especially Winnipeg. There is also an apparent trend of urban workers purchasing residences and parcels of land for recreation outside the Winnipeg city limits. Such a trend creates conflicts between agricultural and residential land uses outside of Winnipeg.

Manitoba government policies related to population distribution centre on the 'stay option' policy, previously outlined under population growth. Under this policy, programs have been designed that will increase employment and income opportunities in rural and northern communities.

URBAN LAND USES

Following is a discussion of urban land development in Manitoba related to the current and anticipated level of urban development, and government policies that deal with the urban land use issues.

Presently, Manitoba does not require large acreages of land for urban development. The population growth rate is relatively slow, 5.7 per cent between 1966 and 1971, and over one-half of the provincial population lives in Metro-

politan Winnipeg, which has an area of 166.6 sq.mi. (433 sq.km.)²¹ compared to a provincial land area of 211,013 sq.mi. (548.634 sq.km.). There is a rural-urban movement to Winnipeg, which creates some pressures in the fringe of the city as more land is required for urban development. However, when put in perspective, there are approximately 100,000 ac. (40,000 ha.) of undeveloped land within the city of Winnipeg boundaries. Presently, about 1,000 ac. (400 ha.) a year are required for residential development in Winnipeg. Thus, land availability is not a problem but planning decisions must be made as to where and how development should occur.

The location and amount of urban development that consumes non urban land is not a major issue in Manitoba. Given the present growth rate and low density of development within urban centres, only on the fringe of Winnipeg will there likely be any pressures on non urban land. Land use issues related to current and anticipated levels of urban development, especially in the Winnipeg region are:

- loss of agricultural land;
- loss of recreational land;
- creeping highway development;
- conflict between urban development and industrial agricultural activities such as feed mills;
- acreage subdivisions around rural towns and villages near Winnipeg; and
- private development of the river banks (a limited resource).

The response by the Manitoba government to the need for controlled urban development is contained in the new provincial Planning Act, which was assented to on June 19, 1975. This act, proclaimed in December 1975, is discussed later in this chapter. Regarding fringe development around Winnipeg, the province established the Winnipeg Region Study, an interdepartmental study

²¹Metropolitan Corporation of Greater Winnipeg, The Metropolitan Development Plan, brochure.

group. This group investigates the type and amount of urban development activity in the Winnipeg Region and is preparing recommendations for future land control.

WINNIPEG AND THE WINNIPEG REGION STUDY

Following is a brief history of Winnipeg and its political organization. The Winnipeg Region Study objectives, format, and organization are discussed.

THE HISTORY OF WINNIPEG²²

Winnipeg was originally established as a centre for fur trading and this activity expanded into wholesaling and retailing. It was a distribution centre for new immigrants of western Canada. This distribution function increased with the building of railways, namely, the Canadian Pacific Railway (CPR) in 1881 and later the Grand Trunk Pacific and National Trans-Continental railways. The railways facilitated immigration and Winnipeg grew in importance as the CPR secured differential freight rates and the Grain Exchange was founded. In 1901, about 15 per cent of Manitoba's population lived in Winnipeg and increased to 37 per cent by 1921.

Between 1921 and 1945, the growth of Winnipeg diminished because of three factors. These factors were World War II, which halted practically all immigration; the opening of the Panama Canal, which established Vancouver as the collection and transshipment centre for prairie goods; and the Depression; which stagnated the economy. After World War II, the population of Winnipeg grew more rapidly. Between 1951 and 1971, the population increased from 354,000 to 540,000 and rural-urban migration began. The job market in Winnipeg was large and diversified with high wages and thus many people migrated to the city. Winnipeg has the greatest economic and industrial base in Manitoba.

²²Guidelines for the Seventies, Volume 3, pp. 15 and 16.

POLITICAL ORGANIZATION

In 1960, metropolitan Winnipeg was not organized on a metro-wide basis. Thus in 1961, the provincial government established the Metropolitan Corporation of Greater Winnipeg under the Metropolitan Winnipeg Act for the purpose of planning growth and economic development. However, this metropolitan organization did not eliminate the inequalities of services among municipalities. Each municipality raised its own real property and business tax revenues. Thus inter-municipal competition for industrial development arose. The outlying communities gained revenues as industries located in suburban locations and the tax base of the central city decreased.

In 1971, the Manitoba government exercised its constitutional responsibility for the legal creation of cities by establishing the new City of Winnipeg under the new City of Winnipeg Act. This urban reorganization of the greater Winnipeg area is known as Unicity, and came into effect in January, 1972. A purpose of Unicity is to equitably distribute the benefits of planning and development throughout the entire metropolitan area.

DEPARTMENT OF URBAN AFFAIRS (DUA)

This department was created by the provincial government to provide a single provincial focus for urban policy development and co-ordination within the Greater Winnipeg region. The DUA administers the City of Winnipeg Act and co-ordinates programs of the provincial and city (Winnipeg) administrations. In addition to the minister of UA and his staff, there is an Urban Affairs Cabinet Committee and an Interdepartmental Co-ordinating Committee on Urban Affairs (ICCUA). The Urban Affairs Cabinet Committee established the ICCUA on December 4, 1971. This committee is composed of representatives from all provincial departments that have policies related to urban communities.

Members are representatives of the following departments and committees:

- Deputy Minister of Urban Affairs, plus three of his assistants and one representative of the following provincial departments (director, assistant deputy minister, or deputy minister): Finance; Education; Mines, Resources,

and Environmental Management; Industry and Commerce; Agriculture; Consumer, Corporate, and Internal Services; Colleges and Universities Affairs; Public Works; Highways; Municipal Affairs; Tourism, Recreation, and Cultural Affairs; Health; and Social Development. One representative from the Planning and Priorities Committee of Cabinet and one representative from the Management Committee of Cabinet are also present.

The ICCUA has two broad functions, (1) to assist the DUA and the Urban Affairs Cabinet Committee in developing policies and responses related to urban communities; and (2) to enable provincial departments to develop their policies, programs, and responses to urban communities through a complete knowledge of provincial goals for urban affairs.

The entire ICCUA meets infrequently; rather, ad hoc meetings are held and only representatives with direct concerns attend. Special task forces are established on occasion.

TRI-LEVEL PARTICIPATION

A city (Winnipeg) - provincial - national or Tri-Level Committee was established in the summer of 1972 as a forum for the discussion of common urban concerns. The federal Ministry of State for Urban Affairs plays the same co-ordinating federal role as the provincial DUA. In November 1972, the first national tri-level conference was held and representatives from all three levels of government for all of the provinces met to discuss urban policies and programs at a national level.

WINNIPEG STUDY REGION (WSR)

This concept was developed by the Department of Municipal Affairs, Municipal Planning Branch, in the summer of 1971. Whereas the DUA is responsible for urban planning only in the Metropolitan Winnipeg area, the Department of Municipal Affairs (DMU) is responsible for urban planning in centres other than Winnipeg. Increasing demands by developers, prospective residents,

and municipal authorities for scattered rural residential subdivisions, especially within a 30-60 mi. (48-96 km.) radius of Winnipeg, prompted the DMA to recommend a study of land use planning as it related to urban sprawl. The impact of such development on the resource base and especially on the agricultural economy of the area was unknown. Thus, the prime goal of the WRS was the collection and analysis of data from which optimum land use policies for the study area could be established. The study recommendation was made to Cabinet by the Minister of Municipal Affairs in August, 1971. On October 26, 1971, the Planning and Priorities Committee of Cabinet approved a study of urban sprawl applied to the current and projected Manitoba situation.

The first progress report of the WRS was submitted to Cabinet in May, 1972. A detailed study proposal outlining potential resource conflicts was presented. The major goal of the study was an examination of the supply and demand factors related to expanding rural settlement. An interdepartmental approach was recommended in order to examine potential land use and natural resource conflicts. Limitations considered in the analysis would be

- lands of high agricultural capability;
- lands subject to flooding;
- lands overlying potential commercial gravel deposits;
- lands of high waterfowl capability;
- lands of high outdoor recreation or environmental potential;
- lands with groundwater unsuitable for domestic use;
- lands subject to high groundwater pollution hazard; and
- lands with severe soil limitations for the use of septic fields.

The objectives of the WRS are "... to permit establishment of a set of policies relating primarily to the physical accommodation of development within a 30-60 mi. (48-96 km.) radius of Winnipeg. The policies should satisfy both amenity and development values and at the same time optimize the development pattern within the context of competing land uses, resource base utilization, and

environmental quality. Moreover, a variety of living possibilities should be provided."²³

WINNIPEG REGIONAL MUNICIPALITIES COMMITTEE (WRMC)²⁴

The raw research data had been gathered by the WRS group by December 1973. In February 1974, a two-day seminar was held for councillors and Advisory Planning Commission members of all municipalities within the study area. Study information was distributed but seminar participants expressed a desire to continue liaison with the study program. Therefore, the Minister of Municipal Affairs invited each municipality in the study area to nominate a representative to an Advisory Committee. This committee would liaise with the study program and prepare recommendations for the provincial government and municipal councils.

The WRMC held its first meeting on September 16, 1974. The study was reviewed and terms of reference considered. The terms of reference were finalized on November 21, 1974. It was decided to form two sub-committees of the WRMC, each with a chairman and terms of reference.

Sub-committee one examined the present planning structure and ascertained its adequacy to deal with current planning problems. This sub-committee also looked at alternative structures that could better solve common planning problems and the needs of study area municipalities.

Sub-committee two produced a set of policy statements that focused on harmonious development between regional settlement patterns and the natural and man-made regional resource base. The aim of these policies was to minimize land use conflicts while permitting a full range of land-related activities.

²³Municipal Planning Branch, Winnipeg Region Study Interim Report, p. 3.

²⁴WRMC, Report on Land Use Policies and An Administrative Structure for Planning in the Winnipeg Region Study Area, 7 pp.

On April 5, 1975, the two sub-committees met and passed a set of resolutions. These resolutions were then presented to each municipal council in the study area and to the provincial government for review. Two resolutions and 20 settlement policy statements related to agricultural, urban, rural, and recreation and resource uses were presented. Because of the great potential importance of these resolutions to the Winnipeg Study Area and to the province of Manitoba as a whole, the resolutions are presented in this chapter, rather than in an appendix.

WINNIPEG REGIONAL MUNICIPALITIES COMMITTEE

RESOLUTIONS APPROVED

APRIL 5, 1975

Resolutions:

- (1) Whereas it is better for municipalities to plan together, be it resolved that planning district boards consisting of elected municipal officials be the vehicle used as the planning authority.
- (2) Be it resolved that sub-committee one recommends that at least four district planning boards be established within the Winnipeg region and that the boundaries be flexible within the context that districts be roughly equivalent in number of member municipalities and that the outside boundaries of the study area not be a restricting factor.

SETTLEMENT PATTERN POLICY STATEMENTS

Agriculture:

- (3) Areas should be designated for "unrestricted" agricultural activities by:
 - (a) Outlining areas of classes 1, 2, and 3 agricultural lands where agriculture presently is in a dominant position:
 - (b) Outlining areas where agricultural activities predominate on lower class lands, and where it is desirable to protect such activities.

- (4) Designation of limited agricultural areas where, because of the nature of the land use, i.e. dispersed non-farm residences, a full range of agricultural activities may no longer be compatible.
- (5) Designation of buffer zones, for the protection of residential and recreational areas. These zones would limit non-compatible uses including certain agricultural activities, such as large livestock concentrations and spreading of livestock waste.

Urban:

- (6) Whereas there are a considerable number of communities in the region, policies should be directed towards the strengthening of these centres rather than establishing new competing centres.
- (7) Those communities that choose to encourage growth shall do so on the basis that municipal services shall be provided.
- (8) Development plans should identify those communities that could serve a satellite function.

Rural:

- (9) Lands in the study areas may be provided for rural residential development.
- (10) Development plans should recognize and be co-ordinated with development plans of adjacent planning jurisdictions.
- (11) Large lot development immediately adjacent to existing centres should be discouraged but notwithstanding this point, rural residential development should be located conveniently enough to draw on these communities for social and commercial services.
- (12) Rural residential development may take place not only on the basis of established lot sizes but also on the basis of established densities of development.

- (13) Rural residential lot size shall be of such dimension as to accommodate the proper function of a septic field or other approved methods of disposal of domestic effluent, and to protect the rural or natural character of the land. Any development not meeting this criteria shall be located within or adjacent to existing communities and may anticipate municipal services at some point in the future.
- (14) New development along provincial trunk highways and provincial roads should be restricted so as to avoid any interference with the primary function of this regional transportation network.

Recreation and Resource Uses:

- (15) There has to be co-ordinated and rational decision making to ensure the optimum utilization of the natural resources of the area, including but not restricted to groundwater, gravel deposits, and treed areas.
- (16) Development plans shall identify areas of high recreation capability and existing recreation developments of regional significance.
- (17) Recreation developments shall be permitted only to the carrying capacity of the natural resource being utilized.
- (18) All shorelines of waterways and waterbodies should be protected as a natural resource and where development takes place, shorelines should be dedicated as a reserve to be administered by local government.
- (19) Recreation and resource areas including parks, wildlife reserves, ecological reserves, shall be afforded protection from adjacent uses that would endanger their primary function.
- (20) Guidelines should be provided to restrict development on hazard lands, such as flood plains, erosion prone slopes, etc.
- (21) Where reasonable every effort should be made to protect existing treed cover in the area.

(22) That we also recognize that to achieve some of the above aims, some form of compensation or incentive be adopted. These incentives may take the form of revised assessment or planning assistance.

OVERVIEW OF LAND USE PLANNING IN THE WINNIPEG STUDY REGION

Approximately one-half of Manitoba's population lives in the Greater Winnipeg area, within a 30-mi. (48-km.) radius of the city centre. Following is a summary of the demand analysis for this region as prepared by the Municipal Planning Branch of the DMA.²⁵ Greater Winnipeg will likely continue to attract large numbers of Manitobans. The importance of this attraction to land use planning is significant and thus the following summary of demographic and development trends within the Winnipeg Region is presented for six subject areas, namely,

- population trends;
- land use patterns;
- land values;
- development policies and controls;
- characteristics and attitudes of rural non-farm residents; and
- site selection analysis.

On the basis of the trends indicated in these six subject areas, the Study Group has projected rural residential population in the Winnipeg Region for 1981 and 1996.

POPULATION TRENDS IN THE WINNIPEG REGION

This region lies within a 30-mi. (48-km.) radius of Winnipeg but for population statistics, the exterior limits of the region conform to Census enumeration area boundaries. Table 5 shows the rural and urban population in the region for 1961, 1966, and 1971.

²⁵DMA, Winnipeg Region Planning Study Demand Analysis, 46 pp.

TABLE 5

POPULATION DISTRIBUTION AND CHANGES IN THE WINNIPEG REGION1961 - 1971

	1961	% CHANGE	1966	% CHANGE	1971
Urban	498,017	7.3	534,148	6.2	567,181
City of Winnipeg	471,975	6.9	504,176	6.3	535,493
Incorporated Centres ¹	16,584	18.7	19,683	9.1	21,476
Unincorporated Centres	9,458	8.8	10,289	-0.8	10,212
Rural	46,872	-2.2	45,860	1.3	46,459
Farm ²	33,191	-5.9	31,233	-15.5	26,391
Non-farm	13,681	7.0	14,627	37.2	20,068
Total Winnipeg Region	544,889	6.5	580,008	5.8	613,640

¹The Incorporated Centres total for 1966 includes the former Unincorporated Centre of Ste. Anne (Pop 923). By the 1971 Census enumeration, Niverville (Pop.938) had already changed its status to Incorporated Centre.

²Census definition of farm population includes those living on a holding of one acre or more from which agricultural products of a value of \$50 or more were sold in the previous year. Non-farm comprises all other population outside the Incorporated and Unincorporated Centres.

Source: Winnipeg Region Planning Study Demand Analysis , p.5.

Between 1961 and 1971, the average annual growth of the entire region was slightly over 1 per cent per annum. During the same decade, the population of the City of Winnipeg increased by 13.5 per cent and accounted for about 87 per cent of the region's population.

The total rural population remained almost constant throughout the decade with an increase of slightly less than one per cent. However, significant differences did occur between the rural farm and rural non-farm populations; the former declined by 20.5 per cent and the latter increased by 46.7 per cent. Averaging an approximate 5 per cent increase per year, the rural non-farm population is a major land user within the Winnipeg Region.

LAND USE CHANGES IN THE WINNIPEG REGION

As previously identified, the rural non-farm population is the most dynamic segment of the region's demographic structure. This segment occupies lots of between 0.5 and 20.0 ac. (0.2 and 8.0 ha.), and such residential activity significantly changes the land use pattern of the region.

To illustrate changes in land use, the Study Group chose three sites that had experienced a large influx of rural residents; Red River North, Red River South, and Rockwood Rural Area. Brief comments on the findings for each of the sites are as follows.

For Red River North, land uses were compared for 1959 and 1972. During the 13 years, the number of dwellings increased by 65 per cent from 565 to 938. The residential development pattern was linear and thus access to land possessing good recreational and agricultural potential was severely restricted.

Red River South is oriented towards residential development along the Red River. Although agricultural and treed areas still predominated in 1972, residential pressures triggered rapid rises in land values.

The Rockwood Rural area was chosen to illustrate non river-oriented residential development on the farm lands of the region. This area is about 14 mi. (22 km.) square and lies east of the town of Stonewall. Between 1949 and 1972, the number of dwelling units increased by over 80 per cent from 70 to 128. During this time period, over 1,000 ac. (400 ha.) of treed land was cleared for agricultural purposes and to make a gravel ridge accessible. Rockwood is experiencing increasing land use demands for non-metallic minerals and for rural residences.

LAND VALUE CHANGES IN THE WINNIPEG REGION

Rural residential development has occurred primarily along the Red River in directions north, northwest, and east of the city. In June 1973, a survey of land values was taken in the rural municipalities surrounding Winnipeg. The purpose of this survey was to determine trends, between 1968 and 1973, in land prices and to indicate possible implications for future development in the Winnipeg Region. Seven communities were included in the survey.

Findings of this survey may be summarized as follows. There were universal increases in land values between 1971 and 1973. A rapid escalation in land values occurred between June 1973 and July 1974; for example, the value of acreage north of Winnipeg increased from \$1,200-\$1,500 per ac. in 1973 to almost \$3,000 per ac. in 1974. Land owners are mainly individuals; large scale developers have not determined regional land use patterns. The majority of buyers originate from the City of Winnipeg.

As the price of land close to Winnipeg continues to rise, there is a possibility that rural residential home builders will by-pass or "leapfrog" over this land in order to find cheaper land. Development policies and controls of Metro Winnipeg municipalities are outlined in the following section of this chapter.

DEVELOPMENT POLICIES AND ZONING CONTROLS

Municipal land use controls in the late 1950s and early 1960s regulated only permitted uses, frontage minimums, and yard sizes. There were few

subdivision applications and they were approved with few restrictions. By the late 1960s, the number of rural residential developments had risen and the Metropolitan Winnipeg Planning Authority, the Municipal Board, and individual municipalities carefully assessed development applications.

In 1968, the Metropolitan Corporation of Greater Winnipeg adopted the Metropolitan Development Plan under which an Additional Zone was designated around the city. This zone was created to permit rational planning and land use in the area peripheral to the City of Winnipeg. The zone is approximately 5 mi. (8 km.) in radius and planning within the zone is the responsibility of Winnipeg Council with representation from each municipality. Within this zone, no urban expansion will be permitted except in existing villages. The development plan for Greater Winnipeg was ratified under the City of Winnipeg Act in 1972. In 1973, the City of Winnipeg gave first reading to an amendment that would permit limited new urban development in the Additional Zone, subject to land use and subdivision controls. This by-law was passed by the Municipal Board in 1974.

ASSESSMENT OF DEMAND FOR RURAL NON-FARM HOUSING

The Winnipeg Region Study Committee desired to know the response of rural residents to such issues as the attractions of rural living, rural services, and the physical proximity of neighbours. A questionnaire survey was conducted in the rural municipality of Springfield in June, 1972. Only residents with lots of 20 ac. (8 ha.) or less were surveyed in order to eliminate households where farming is the principal source of income. The questionnaire sample used was restricted to 192 respondents of 544 surveyed.

Findings centred around the age distribution of households, occupation, and reasons for moving to Springfield. Related to age, Springfield's families are younger and larger than the provincial or Winnipeg families. Also, 60 per cent of the sample households moved from Winnipeg and 79 per cent of the household heads grew up outside Winnipeg. Thus, it appears that young families tend to return to rural Manitoba whereas unmarried persons

between 15 and 24 years of age tend to migrate to Winnipeg and other large cities.

The occupational structure of the labour force was concentrated in three categories: "craftsmen and production process workers", 25.8 per cent; "professional and technical", 17.2 per cent; and "labourers", 16.6 per cent. Over 60 per cent of the employed adults commuted to Winnipeg; the round-trip time averaged between 30 and 40 minutes.

People have moved to Springfield because of lower taxes, preference for a small community, and lower land costs. Environmentally, most residents were satisfied with the quality and quantity of groundwater and with the amount of space between their homes and those of their neighbours. The Winnipeg Region Study Committee is currently examining the results of the Springfield survey to determine applications to other areas of the Winnipeg Region.

RESIDENTIAL SITE SELECTION DETERMINANTS

The Winnipeg Region Study Group desired to know what residential sites were most popular with rural residents. Historically, the most popular sites occurred along rivers and offered advantages such as accessibility, natural amenities, and level of service. Thus in 1973, an analysis was made of sales data whereby land was the dependent variable and accessibility, natural amenities, and level of service, the independent variables. Land value was also chosen as an independent variable since it reflected the demand and supply of rural residential land.

The sample involved 69 land parcels of less than 20 ac. (8 ha.). Commuting time to place of work was successfully correlated with land value. However, this correlation was only moderate, as were other correlations.

Therefore, this analysis produced no strong conclusions concerning factors affecting the values of land sales in the Winnipeg Region. The Study Group will continue to conduct research of land values and effects on residential site selection criteria.

USE OF WINNIPEG STUDY REGION RESULTS

The objective of this study is to provide research information and analyses of policies related to residential development within the Winnipeg Region. All resource departments of the provincial government are given the opportunity to comment on development policies dealing with land use. An additional aid to planning residential development in the Winnipeg Region is the committee of Municipal Councillors for municipalities of the region. This committee will assist provincial government departments in proposing and evaluating policies for residential development.

PROVINCIAL GOVERNMENT DEPARTMENTS AND LEGISLATION RELATED TO URBAN SETTLEMENTS

The departments of Urban Affairs, Municipal Affairs, and Northern Affairs and the Manitoba Housing and Renewal Corporation have programs and policies related to urban settlements in Manitoba.

The functions of the Department of Urban Affairs were previously discussed in this chapter, since the programs and policies of this department relate to the City of Winnipeg.

The Department of Municipal Affairs administers the Planning Act. As previously mentioned, a new Planning Act has been proclaimed. The Planning Act is discussed as it relates to land use planning in the province. The organizational structure of the department is also discussed.

The Department of Northern Affairs administers all programs in Northern Manitoba, including urban land uses.

DEPARTMENT OF MUNICIPAL AFFAIRS (DMA)

The DMA administers the following Acts:

- The Department of Urban Development and Municipal Affairs Act
- The Local Authorities Election Act
- The Local Government Districts Act
- The Municipal Act (except where the provisions relate to policies in respect of urban affairs and sections 295 to 306)
- The Municipal Assessment Act
- The Municipal Board Act
- The Municipal Boundaries Act
- The Municipal Debt Adjustment Act
- The Municipal Works Assistance Act, 1964
- The Planning Act

The DMA is responsible for local planning matters outside of the City of Winnipeg. Functions related to land use planning are established by the Planning Act whereby authority is delegated to local councils. These local councils may plan by the application of zoning regulations or development plans, which require the approval of the Minister of Municipal Affairs. Where objections arise, the development plan or zoning regulations may be referred to the Municipal Board, a quasi-judicial Board appointed under the Municipal Board Act. The Municipal Board is discussed later in this chapter.

The Planning Act has been in effect since 1916. A rewriting of the Act (hereafter referred to as the new Planning Act) began in 1974 in order to eliminate some planning difficulties and constraints that were contained in the Act. For example, the Act made no mention of subdivision control, which is addressed in only two paragraphs in the Municipal Board Act. At the provincial level, there are approximately 45 pieces of legislation related to land use planning and about 30 different agencies or branches administering this legislation. No forum existed to facilitate the establishment of a provincial land use plan. Thus officials in the DMA decided that a new Planning Act should be drafted.

The new Planning Act provides for the following planning mechanisms: A Provincial Land Use Committee establishes provincial land use policies and approves municipal and district development plans. An Interdepartmental Land Use Planning Board advises the Provincial Land Use Committee and coordinates land use planning within the provincial government. This Committee and Board are discussed in chapter III. The third mechanism under the new Planning Act is the establishment of Planning Districts comprised of two or more municipalities. District Planning Boards are composed of councillors of member municipalities. A Planning District is incorporated but cannot levy taxes. A District Board approves subdivision plans if it has the staff. Zoning by-laws can be approved by a Board or each municipality can approve and adopt zoning by-laws. However, a district enforces and administers such by-laws. District Boards receive operating grants from the province and can enter into agreements with other districts, municipalities, the province, and through the province into interprovincial and federal agreements.

The fourth mechanism of the new act is subdivision control. A District Board has the approving authority for subdivisions within the area under its jurisdiction where the Minister of Municipal Affairs is satisfied that the board has the technical staff to administer subdivision regulations.

A fifth mechanism is the establishment of Special Planning Areas. The province can establish these areas, under the Expropriation Act, and thus suspend existing municipal planning controls. The province can also control development and establish its own zoning or development plan whereupon the area can revert back to established municipalities. Special Planning Areas are established for such land uses as parks, reservoirs, visual corridors, wilderness preservation, and wildlife sanctuaries.

MUNICIPAL PLANNING BRANCH

This branch of the DMA administers the Planning Act and provides planning assistance to municipalities. The objective of this municipal planning program is to aid municipalities in identifying local objectives and in formulating development plans that will harmonize with local and regional/

provincial policies. Technical assistance includes land use surveys and analyses, subdivision plans, community development plans, and zoning. Per capita charges levied by the DMA against urban centres are 40 cents per capita for cities, towns, and villages and 30 cents for rural municipalities and local government districts.

The Planning District approach to municipal planning has been gaining acceptance in Manitoba during the 1970s. As outlined in the previous discussion of the Planning Act, District Planning Boards have been established for the purpose of co-ordinating urban and urban-rural fringe controls in designated districts. As of October 31, 1972, there were 17 District Advisory Planning Commissions encompassing 41 municipalities.

MUNICIPAL BOARD

The Municipal Board operates under the authority of the Municipal Board Act. The Board approves new subdivision plans and authorizes any cancellations of these plans. Under the City of Winnipeg Act, objections to zoning by-laws may be referred to the Board for hearing and decision. Under the Planning Act, objections to the adoption of a planning scheme may be referred to the Board for hearing and decision. The Board must approve the acquisition of land by a municipality in an adjacent municipality.

DEPARTMENT OF NORTHERN AFFAIRS (DNA)

The DNA is responsible for urban and regional planning in northern Manitoba outside of the major urban centres of Flin Flon, Thompson, and The Pas. The new Planning Act is not applicable to northern Manitoba. Housing programs are initiated through federal grants from CMHC and DREE plus provincial grants from the Manitoba Housing Renewal Corporation.

MANITOBA HOUSING AND RENEWAL CORPORATION (MHRC)

The MHRC was incorporated under the MHRC Act in 1967. Programs of the Corporation include: -

- Housing for low income groups, students, and senior citizens.
- Housing in remote areas.
- Assistance to co-operative housing projects and to non profit housing corporations.
- Land assembly and land development.
- Research into housing requirements, housing statistics, and community planning.
- Direct lending to provincial residents for the construction of new dwellings, the purchase of existing houses, and home improvements.

The MHRC has initiated a \$3 million mortgage lending program for rural Manitoba. This money is available to persons who have difficulty in obtaining mortgages and live in communities unserved by any sewage disposal system or on farms. This program is part of the province's 'stay option' principle. Loans are granted to purchase existing dwellings, to construct new dwellings, to purchase existing dwellings to be moved to a permanent location, and for home improvements.

Legitimate farms, where the owner derives the majority of his income, and unserved communities are eligible for loans. Two major criteria for areas in which the program operates are stability of population or economic base and a reasonable property marketability. Sprawl developments adjacent to unserved communities are not eligible for loans. Also, communities that will be serviced in the near future by any level of government are ineligible.

AGRICULTURE

The Manitoba government, through the Department of Agriculture, has designed services and programs to expand farm output; stabilize net farm income through product diversification and improved marketing; increase the viability of low- and middle-income farmers, which number over 75 per cent of the 33,000 Manitoba farmers; and bolster the attractiveness of rural Manitoba communities. These services and programs are part of the 'stay option' policy designed to stimulate the rural economy so that rural residents can realize a desired standard of living. By increasing the social and economic amenities of rural Manitobans, the government hopes to decelerate the migration of people from rural to urban Manitoba. Thus, the 'stay option' is the basis for Department of Agriculture services.

Topics discussed in this chapter are:

- land availability;
- land prices, land tenure, and age of farmer;
- provincial government departments with agriculture programs, namely Agriculture; Mines, Resources, and Environmental Management; Public Works; Co-operative Development; Attorney General; and Municipal Affairs. Major acts administered by these departments are identified;
- federal-provincial programs, namely, ARDA, FRED, PFRA, Small Farm Development Program;
- land ownership, foreign land ownership, and control of land ownership in Manitoba.

LAND AVAILABILITY

Table 6 is included in this report to provide a comparison of farmland among the Canadian provinces in 1971. In terms of farmland as a percentage of the total provincial area, the figure for Manitoba is 14.0 per cent or

TABLE 6
FARMLAND IN CANADA, BY PROVINCE, 1971

	Total Land Area (x 10 ³ Acres)	Total Area: Farms (x 10 ³ Acres)	Farm Area Total Area	Total Population (x 10 ³)	Acres of Farmland Per Person	Value of Agricultural Products Sold (\$x 100)
Canada	2,278,552.3	169,668.6	7.4%	21,568.3	7.9	4,147,550.7
Newfoundland	91,833.6	62.7	0.1%	522.1	0.1	8,100.5
Prince Edward Island	1,399.0	774.6	55.4%	111.6	6.9	39,286.5
Nova Scotia	13,057.3	1,328.9	10.2%	789.0	1.7	50,222.2
New Brunswick	17,685.1	1,339.1	7.6%	634.6	2.1	46,886.2
Quebec	355,521.9	10,801.1	3.0%	6,027.8	1.8	531,864.5
Ontario	266,702.7	15,963.1	6.0%	7,703.1	2.1	1,376,567.2
Manitoba	135,340.8	19,008.3	14.0%	988.2	19.2	338,059.6
Saskatchewan	140,878.1	65,056.9	46.2%	926.2	70.2	707,728.8
Alberta	157,710.7	49,506.3	31.4%	1,627.9	30.4	832,558.3
British Columbia	220,682.9	5,823.2	2.6%	2,184.6	2.7	209,598.0

Source: 1971 Census of Canada: 96-701 Vol: IV - Part: 1

TABLE 6A
FARMLAND IN CANADA, BY PROVINCE, 1971

	Total Land Area (x 10 ³ Ha.)	Total Area: Farms (x 10 ³ Ha.)	Farm Area Total Area	Total Population (x 10 ³)	Ha. of Farmland Per Person	Value of Agricultural Products Sold (\$x 100)
Canada	911,420.9	67,867.4	7.4%	21,568.3	3.1	4,147,550.7
Newfoundland	36,733.4	25.1	0.1%	522.1	0.1	8,100.5
Prince Edward Island	559.6	309.8	55.4%	111.6	2.8	39,286.5
Nova Scotia	5,222.9	531.6	10.2%	789.0	0.7	50,222.2
New Brunswick	7,074.0	535.6	7.6%	634.6	0.8	46,886.2
Quebec	142,208.8	4,320.4	3.0%	6,027.8	0.7	531,864.5
Ontario	106,681.1	6,385.2	6.0%	7,703.1	0.8	1,376,567.2
Manitoba	54,136.3	7,603.3	14.0%	988.2	7.7	338,059.6
Saskatchewan	56,351.2	26,022.8	46.2%	926.2	28.1	707,728.8
Alberta	63,084.3	19,802.5	31.4%	1,627.9	12.2	832,558.3
British Columbia	88,273.2	2,329.3	2.6%	2,184.6	1.1	209,598.0

Source: 1971 Census of Canada: 96-701 Vol: IV - Part: 1

fourth highest behind Prince Edward Island, Saskatchewan, and Alberta. For the acres of farmland per capita, Manitoba ranks third among the provinces with a figure of 19.2 ac. (8 ha.) per person.

From Table 7, the amount of arable land, classes 1, 2, and 3, totals 11,632,000 ac. (4,652,800 ha.) or 55.8 per cent of all land with agricultural potential. Class 1 land accounts for 2.3 per cent of the total.

Table 8 provides statistics on the use of farmland in Manitoba between 1921 and 1971 and in Canada in 1971.

Table 9 illustrates changes in the farm population and area of farmland between 1921 and 1971. During these 50 years, the percentage of the provincial population on farms and the number of farms decreased but the amount of farmland expressed as a percentage of the total area, the average area per farm, and the amount of improved farmland expressed as a percentage of the total farm area all increased. From these data, the 50-year trend has been towards fewer but larger farms with more improved acreage operated by fewer farmers. Thus, the 'stay option' is seeking to provide employment opportunities in the smaller urban centres located within rural Manitoba for those persons who leave farming and/or do not pursue an agricultural occupation.

LAND PRICES AND AGRICULTURE²⁶

Between 1949 and 1972, farmland prices in Manitoba rose at a compound rate of 3.75 per cent per year.²⁷ The most rapid increases in land prices occurred between 1962 and 1968, namely, 75 per cent. They dropped by 15 per cent between 1968 and 1972 and rose by about 30 per cent in 1973.

²⁶Department of Agriculture, In Search of a Land Policy for Manitoba, pp. 47-61.

²⁷Ibid, p. 53.

TABLE 7

LAND WITH AGRICULTURAL POTENTIAL IN MANITOBA

<u>Class</u>	<u>Acres</u>	<u>Ha.</u>	<u>% of Land in each Class</u>	<u>Remarks</u>
Class 1	494,000	197,600	2.3	No limitations for use of crops.
Class 2	5,926,000	2,370,400	28.2	Moderate limitations for range of crops or require moderate conservation practices.
Class 3	5,212,000	2,084,800	24.8	Moderately severe limitations restricting range of crops and requiring special conservation practices.
Class 4	4,103,000	1,641,200	19.5	Severe limitations for crop use; not continuously arable but suitable for cultivated forage use.
Class 5	3,438,000	1,375,200	16.4	Not suitable for arable crop production - may be cultivated to grow forage and grass crops.
Class 6	1,859,000	743,600	8.8	Not improvable by cultivation; material production of forage as grass only.
TOTAL*	21,032,000	8,412,800	100.0	

*The total includes Crown and other lands not presently farmed.

Source: Department of Agriculture, In Search of a Land Policy for Manitoba, p. 38

TABLE 8

USE OF FARMLAND IN MANITOBA, 1921 to 1971, AND IN CANADA, 1971

<u>USE (ACRES)</u>	<u>1921</u>	<u>1931</u>	<u>1941</u>	<u>1951</u>	<u>1961</u>	<u>1971</u>	<u>1971 (CANADA)</u>
Improved Land	8,057,823	8,521,930	9,829,174	10,761,810	11,963,994	12,803,988	108,148,877
Under Crops*	5,858,683	5,846,030	6,327,967	7,335,184	7,688,728	9,122,474	68,765,678
Pasture	417,329	411,924	455,487	584,722	719,819	730,499	10,225,464
Summer Fallow	1,642,021**	2,069,944	2,767,335	2,519,264	3,230,095	2,655,197	26,740,727
Other Improved Land	139,790	194,032	278,385	322,640	325,352	295,818	2,417,008
Unimproved Land	6,558,021	6,609,755	7,062,148	6,968,583	6,205,957	6,204,271	61,519,737
Woodland	1,889,363	2,018,520	1,529,648	1,812,209	1,490,673	960,183	11,514,171
Other Unimproved Land	4,668,658	4,591,235	5,532,500	5,156,374	4,715,284	5,244,088	50,005,566

* Includes field, vegetable, fruit, and nursery crop land.

** Includes idle land.

Total Manitoba land area was revised in 1971 from 135,536,000 to 135,340,800 acres.

Sources: Statistics Canada, 1971 Census, Cat. No. 96-708, May 1973, Table 2.
 Statistics Canada, 1971 Census, Cat. No. 96-701, Table 30.

TABLE 8A

USE OF FARMLAND IN MANITOBA, 1921 to 1971, AND IN CANADA, 1971

<u>USE (HECTARES)</u>	<u>1921</u>	<u>1931</u>	<u>1941</u>	<u>1951</u>	<u>1961</u>	<u>1971</u>	<u>1971 (CANADA)</u>
Improved Land	3,223,129	3,408,772	3,931,670	4,304,724	4,785,598	5,121,599	43,259,551
Under Crops*	2,343,473	2,338,412	2,531,187	2,934,074	3,075,491	3,648,990	27,506,271
Pasture	166,932	164,770	182,195	233,889	287,928	292,200	4,090,186
Summer Fallow	656,808**	827,978	1,106,934	1,007,706	1,292,038	1,062,079	10,696,291
Other Improved Land	55,916	77,613	111,354	129,056	130,141	118,327	966,803
Unimproved Land	2,623,208	2,643,902	2,824,859	2,787,433	2,482,383	2,481,708	24,607,895
Woodland	755,745	807,408	611,859	724,884	596,269	384,073	4,605,668
Other Unimproved Land	1,867,463	1,836,494	2,213,000	2,062,550	1,886,114	2,097,635	20,002,226

*Includes field, vegetable, fruit, and nursery crop land.

**Includes idle land.

Total Manitoba land area was revised in 1971 from 54,214,400 to 54,136,320 hectares.

Sources: Statistics Canada, 1971 Census, Cat. No. 96-708, May 1973, Table 2.
 Statistics Canada, 1971 Census, Cat. No. 96-701, Table 30.

TABLE 9

FARMLAND IN MANITOBA 1921-1971

DATE	Provincial Population		Area							Value of Agricul- tural Products Sold (\$ x 1000)
	Total	% on Farms	Number of Farms	Total Land Area (x10 ³ ac.)(x10 ³ ha.)	Farmland As % of Total Area	Average Farm Area (Ac.) (Ha.)	Improved Farmland As a % of Total Farm Area			
1921	610,118	-	53,252	135,536	54,214	10.8	274	110	55.1	-
1931	700,139	36.6	54,199	135,536	54,214	11.2	279	112	56.3	-
1941	729,744	34.2	58,024	135,536	54,214	12.5	291	116	58.2	59,978.4
1951	776,541	28.2	52,383	135,536	54,214	13.1	338	135	60.7	168,817.2
1961	921,686	18.8	43,306	135,536	54,214	13.4	420	168	65.8	186,836.4
1971	988,247	13.3	34,981	135,536	54,136	14.0	543	217	67.7	337,659.6

Source: 1971 Census of Canada, Cat. 96-708, Vol. IV - Part 3

LAND PRICES, LAND TENURE, AND AGE OF FARMER

The current economic conditions of high land prices and high interest rates make it very difficult for young people wishing to begin a farming career. Since the agricultural industry has had little or no power to adjust prices to changing costs of production, the costs incurred by a young farmer will severely limit his disposable income for many years.

Table 10 provides data on the age of farmers and land tenure in 1971. Complete land ownership is more prevalent among older farmers, 76 per cent, than among younger farmers, 49 per cent. Also, less than 2 per cent of the older farmers rented all of their land as compared to 11 per cent of the younger farmers. Farmers who rent land are more immediately affected by rising land prices. Except for Crown lands, rental or lease agreements in Manitoba are usually established for short time spans, between one and three years. Thus, land owners usually adjust rents in accordance with land values. In 1974, land near Portage la Prairie used for growing sugar beets rented for \$55 per ac. (\$22.27 per ha.). Land south of Winnipeg used for cereal crop production rented for between \$20 and \$40 per ac. (\$8 and \$16 per ha.). In addition, about one-half of all rental agreements in Manitoba are set up on a sharecrop basis and therefore the lessee not only pays high rental charges but also must give up part of his crop.

TABLE 10
CENSUS FARMS BY AGE AND TENURE
MANITOBA 1971

<u>Age of farmer</u>	<u>Total</u>	<u>Owner</u>	<u>Tenant</u>	<u>Part Owner Part Tenant</u>
Under 45 years of age (percent)	13,147 100	6,404 48.7	1,482 11.3	5,261 40.0
45-54 years of age (percent)	10,196 100	6,400 62.8	384 3.8	3,412 33.5
Over 55 years of age (percent)	11,638 100	8,804 75.6	323 2.8	2,511 21.6

Source: Statistics Canada, 1971 Census Cat. No. 96-708, Vol. IV - Part 3, Table 13.

However, farmers who own all of their land are affected by rising land values through higher assessments and higher taxes. In Manitoba, 'equalized assessment' is applied to all agricultural land and a standard mill rate is used to finance provincial educational programs. Farmers in municipalities with high land values pay higher taxes but if a municipality decides to keep its total revenue constant over a period of time, a farmer pays lower taxes.

Table 11 provides figures related to land tenure and the number of acres and hectares used by owners, tenants, and part owner/part tenant.

TABLE 11

CENSUS FARMS CLASSIFIED BY TENURE
MANITOBA 1971

Farmland owned by operators	14,063,306 ac. (5,625,322 ha.)
Farmland rented	4,944,953 ac. (1,977,981 ha.)

	<u>No. of Operators</u>	<u>Total Ac.</u>	<u>Total Ha.</u>	<u>Average Size</u>		
				<u>Total</u>	<u>Owned</u>	<u>Rented</u>
Owner	21,608	8,848,728	3,539,491	410	410	-
Tenant	2,189	917,059	366,824	419	-	419
Part owner, part tenant	11,184	9,242,472	3,696,989	826	466	360

Source: Statistics Canada, 1971 Census, Cat. No. 96-708, Vol. IV - Part 3, Table 54.

Land competition among farmers causes economic rent or productivity gains to be reflected in higher land prices. Further increases in economic rent tend to accrue to the land owner rather than to the farm operator if the

two are separate. High and rising land prices hinder young persons from becoming established farmers and such prices also make it difficult to transfer a farm from one generation to the next. High land prices also favour the large farmer in bidding for additional land. Farm incomes are depressed by rising land prices unless the increased costs can be passed on to consumers in the form of higher food prices.

SUMMARY OF AGRICULTURAL LAND USE²⁸

In 1971, the total of land in census farms (hereafter referred to as farms) was 19,008,259 ac. (7,603,304 ha.). There were 34,981 farms with an approximate average size of 543 ac. (217 ha.). A census farm is defined as an agricultural holding of at least one acre with sales of agricultural products of \$50 or more during a 12-month period. Improved land comprised 67 per cent, an average of 366 ac. (146 ha.) per farm of the total farmland in 1971, and is rising yearly as new land is broken. Between 1971 and 1974, 357,900 ac. (143,160 ha.) of land have been broken and transferred from unimproved to improved land.

Capital investment in land and buildings, as reported by farmers, averaged \$39,285 per farm in 1971. The average investment per farm is increasing annually because of the increasing size of farms. Between 1971 and 1974, the value of farmland, including buildings, rose from \$83 to \$121 per ac. Farm operators owned 14,063,306 ac. (5,625,322 ha.) and rented an additional 4,944,953 ac. (1,977,981 ha.) in 1971.

The farm population of Manitoba has been decreasing in recent years because of farm consolidation. In 1971, the farm population totaled 131,202 or 13.3 per cent of the provincial total. About 13 per cent of the farmers did not live on the farms they operated; 1.1 per cent lived on their farms

²⁸Department of Agriculture, 1974 Yearbook, Manitoba Agriculture, 116 pp.

four months or less; and 2.0 per cent eight months or less. Approximately 9.9 per cent of the operators were over 65 years of age, 33.4 per cent were over 55 years, 29.2 per cent were between 45 and 54 years, 37.6 per cent were under 45 years, 15.9 per cent were under 35 years, and 3.0 per cent were under 25 years.

Table 12 provides a comparison of agricultural resources in Manitoba as related to the national situation.

PROVINCIAL GOVERNMENT DEPARTMENTS AND LEGISLATION RELATED TO AGRICULTURE

Departments responsible for policies and programs related to agriculture are Agriculture; Mines, Resources, and Environmental Management; Public Works; Co-operative Development; Attorney General; and Municipal Affairs.

DEPARTMENT OF AGRICULTURE (DA)

Major acts administered by the DA as related to land use are:

- Department of Agriculture Act
- Crown Lands Act
- Agricultural Credit Corporation Act
- Land Rehabilitation Act
- Manitoba Water Services Board Act
- Agricultural Productivity Council Act

The Department of Agriculture Act establishes the department and permits the Minister to acquire lands for agricultural purposes. He may also enter into agreements with the governments of Canada, other provinces, municipalities, and public bodies.

The Agricultural Credit Corporation Act establishes this Corporation whose objectives are to provide credit to farmers, to assist farmers in obtaining credit, and to assist in the development of farms. Credit is provided to farmers for:

TABLE 12

AGRICULTURAL RESOURCES AND INCOME IN MANITOBA AND CANADA

<u>Item</u>	<u>Year</u>	<u>Canada Quantity</u>	<u>Manitoba Quantity</u>	<u>Per Cent of Canada</u>
				%
Resources				
Land in Farms	1971	169,668,614 ac. (67,875,446 ha.)	19,008,259 ac. (7,603,309 ha.)	11.2
Improved Land	1971	108,148,877 ac. (43,259,551 ha.)	12,803,988 ac. (5,121,595 ha.)	11.8
Farm Numbers	1971	366,128	34,981	9.6
Farm Population	1971	1,489,565	131,202	8.8
Income				
		(thousand dollars)		%
Farm Cash Income	1971	4,548,003	378,415	8.3
Cash and Overhead Expenses	1971	3,600,583	282,051	7.8
Farm Net Income	1971	1,680,228	186,301	11.1
Farm Cash Income	1974	8,448,140	819,981	9.7
Cash and Overhead Expenses	1974	5,829,025	476,436	8.2
Farm Net Income	1974	3,297,260	355,552	10.8

Source: 1974 Yearbook, Manitoba Agriculture, p. 48

- diversifying farming operations, or
- maintaining or improving a farming operation, or
- relocating on new land where farming is more viable, or
- establishing or developing a farming operation that will assist other farmers in their operations.

The Land Rehabilitation Act provides for the rehabilitation or development of agricultural areas within municipalities by municipal governments. Development includes systems of farm practice, tree culture, water supply, land utilization, and land settlement that will benefit the economy of a municipality. Through a by-law, a municipality may regulate and control farming practices that could cause rapid soil deterioration through wind erosion.

The Manitoba Water Services Board Act provides financial and information services to municipalities or water districts for the development and transmission of domestic water supplies.

The Agricultural Productivity Council Act establishes a council that advises the government on further development of the provincial agricultural industry.

Following is a discussion of the major programs and sub-programs of the DA that have land use consequences.²⁹

- Planning and Management Program
 - Planning Secretariat
- Farm Management Program
 - General farm management

²⁹ Department of Agriculture, Annual Report 1974-75, 61 pp.

- Farm diversification
- Crop Production Program
 - Crop production
 - Agricultural Crown lands
 - Soils
 - Grassland
- Employment and Training Program
 - Rural counselling

PLANNING AND MANAGEMENT PROGRAM

Among the objectives of this program are:

- to plan the policy and program thrusts for the DA.
- to provide for co-ordination and analysis of such federal-provincial plans and agreements as the Interlake FRED plan, ARDA Agreement, and the Small Farms Development Agreement.

The Planning Secretariat is responsible to the Deputy Minister. Its function is to support planning activities as they relate to:

- the development of new major programs;
- the evaluation of major activities in terms of effects on the agricultural economy; and
- negotiations and discussions relevant to joint inter-departmental and intergovernmental projects and agreements.

During the 1974-75 fiscal year, the Secretariat staff was involved in studies related to land use and development and in formulating a methodology for leasing Crown lands on a grazing fee basis.

FARM MANAGEMENT PROGRAM

The objective of this program is to increase farm income through improvement of farm business management, by providing farm business management advisory services to the Manitoba Agricultural Credit Corporation (MACC) Land Lease and Small Farm Development referrals.

The general farm management sub-program involves the federal-provincial Small Farm Development Program and the CANFARM program, both of which are discussed later in this chapter. A farm diversification sub-program is administered with the objectives of increasing the incomes of low- and middle-income farmers (\$5,000 to \$15,000 gross sales) through upgrading managerial skills and diversifying into livestock or expanding present livestock enterprises. A second objective is to improve the stability of the agricultural industry. Farm diversification loans of up to \$10,000, for a maximum period of twenty years, may be used to purchase livestock, machinery, buildings, etc. but not to purchase land or consolidate debts.

CROP PRODUCTION PROGRAM

The objectives of this program are to increase crop production efficiency through increased crop output related to the expansion of livestock and livestock products; and to increase special crop outputs related to crop processing and export market development.

For the 1974 growing season, wheat production was reduced by 100,000 ac. (40,000 ha.) to 2.9 million ac. (1,160,000 ha.). About 61 million bushels were produced, a reduction of about 10 per cent from the previous year. Oat production in 1974 was 43 million bushels from 1.2 million ac. (480,000 ha.). Barley was grown on 1.8 million ac. (720,000 ha.). Flax acreage increased from 600,000 ac. (240,000 ha.) to 750,000 ac. (300,000 ha.). Major special crops of rapeseed, sunflowers, buckwheat, field peas, mustard, and sugar beets accounted for a total acreage of 676,931 ac. (270,772 ha.).

AGRICULTURAL CROWN LAND SECTION

The Agricultural Crown Land Section was created by Order-in-Council 317/73 on April 1, 1973 when the administration of the agricultural use of Crown lands in Manitoba was transferred to the Minister of Agriculture from the Minister of Mines, Resources, and Environmental Management (DMREM). The DA

administers the agricultural use of Crown land but the control of land use remains vested with the DRRTS. Thus, the DA requests permission from the DRRTS to designate the type and extent of use and development that the DA can authorize.

In addition to administering the agricultural use of Crown lands, the agricultural Crown Lands Section administers the agricultural use of various other provincial lands, such as the Winnipeg Floodway and the Portage Diversion, which are not designated under the Crown Lands Act. The sequential functions of the section are threefold; namely,

- to identify lands that have agricultural uses, both present and potential,
- to administer the disposition of these lands, and
- to improve their productive capacity.

The Crown Land Classification Committee, discussed in chapter III, identifies lands to be used for agriculture.

Phase One: Once lands are identified as suitable for agricultural use, the type and intensity of use are determined. The DRRTS must approve the intensity and type of use of all agricultural land before a permit or lease is issued or any other form of agricultural use is permitted. Likewise, the DRRTS must approve the improvement and development of land for agricultural purposes.

Phase Two: This involves the administration of dispositions on Crown lands, the issuance of leases and permits. There are three types of leases and permits, namely, grazing leases, hay permits, and crop leases.

As of March 31, 1974, 2,656 grazing leases were in effect covering 1,376,967 ac. (550,787 ha.). Between March 1973 and March 1974, the number of leases decreased by 13 and the acreage decreased by 4,064 ac. (1,626 ha.).

Hay permits totalled 2,619 in 1973-74 and covered 368,721 ac. (147,488 ha.). This was an increase of 185 permits and 32,425 ac. (12,970 ha.) over the previous year.

Crop leases include cash rental agricultural leases, crop share leases, and lease options. These totalled 161 in 1973-74 and covered 25,265 ac.

(10,106 ha.). This was an increase of 5 leases but a decrease of 869 ac.(348 ha.) over the previous year.

Revenue gathered from the rental of Crown lands for agricultural uses is deposited in the general provincial revenue fund. Local taxing authorities also receive funds in the form of tax refunds. For Local Government District lands, which are administered by the province, total revenue and taxes are refunded to the local authority, less an administration fee.

Phase Three: This phase involves the improvement of productivity of leased Crown lands. Such improvements include the removal of bush, the breaking of the land, and seeding to improve forages.

The Soils Section represents the department and agriculture generally in questions related to land allocation, land planning, land servicing or development, lake and river level adjustment and control, and environmental control, as these may potentially or immediately affect the quality or quantity of the agricultural soils base. This is an inter-agency, inter-department, and inter-government role. Potential land development and adjustment programs such as the Garrison Dam, Roseau River Basin study, Patterson Dam, and the General Development Agreement proposals are part of the Soils Section's work program. The need for land use planning and control is receiving increased attention at all levels of government. The Soils Section reviews municipal development plans and emphasizes the preservation of agricultural lands within such plans.

The Soils and Crops Branch provides the chairman and secretary for the Resource Conservation District Commission, which advises the Minister of MREM on the administration of this program. This Commission is discussed under the DMREM later in this chapter.

The Soils and Crops Branch also provides expertise to the Watershed Conservation District program. This program is also discussed under the DMREM.

The grassland program has as its objective to develop a sound forage basis for the expansion of the beef, dairy, and sheep industries. There are five regional grassland projects in Manitoba.

EMPLOYMENT AND TRAINING PROGRAM

The objective of this program is to provide direct income improvement opportunities to unemployed rural people. A community affairs program has been established to assist rural people by making them aware of the existence, benefits, and limitations of government programs, such as farm diversification and Water Conservation Districts. With the ARDA III agreement of April 1972, community affairs personnel were placed in the five regional offices of the DA.

The major involvements of the rural development counselling program are the Farm Diversification and Small Farm Development (SFD) programs. SFD is discussed under federal-provincial programs.

DEPARTMENT OF RENEWABLE RESOURCES AND TRANSPORTATION SERVICES (DRRTS)

Major acts related to agricultural land use administered by this department are the Crown Lands Act and the Wildlife Act.

Under the Crown Lands Act, the Lands Branch of the DRRTS was established to manage and administer non-agricultural Crown lands. This Act outlines the powers of the Lieutenant-Governor in Council and the Minister of RRTS to lease Crown lands and to issue permits of occupation or use of Crown lands. Statutory reservations, such as water and mineral rights, made to the Crown when disposing of Crown lands are outlined. Methods of collecting arrears of rents and fees and the repossession of land adversely held are described. A micro-film record is maintained of all Crown lands administered under the Crown Lands Act.

Sections of the Wildlife Act relating to agriculture concern hunting, compensation, and licencing. A provincial wildlife certificate is needed for all species and a federal migratory game bird permit for ducks and geese. Hunting is forbidden on posted lands without the consent of the owner or lawful occupant. Through a recommendation by the Minister of RRTS, the Minister of Finance may pay compensation for livestock killed by accident.

Guidelines are developed by the DRRTS for the use of Crown lands and include integrated resource programs on both provincial and planning zone scales. The DRRTS has four administrative zones, namely, southern, eastern, western, and northern. Two agriculturally oriented programs are the Alternate Land Program and the Land Adjustment Program. Both programs are identical in purpose and operation. Low capability agricultural lands are purchased from farmers and then converted to an alternate use according to capabilities such as wildlife, recreation, forestry, and forage production. The Alternate Land Use Program falls under ARDA and operates in Agro-Manitoba, except the Interlake region. The present program began in 1972 and terminates in 1977. The Land Adjustment program is a program under FRED and operates only in the Interlake. Both programs are administered by the DRRTS but Alternate Use of Land is the vehicle for the purchase of marginal agricultural land in the Whitemud Watershed Conservation District, which is administered by the DMREM.

DEPARTMENT OF MINES, RESOURCES AND ENVIRONMENTAL MANAGEMENT (DMREM)

Major acts related to agriculture and administered by the DMREM are:

- The Clean Environment Act
- The Dyking Authority Act
- The Ground Water and Water Well Act
- The Rivers and Streams Act
- The Resource Conservation District Act
- The Watershed Conservation District Act
- The Water Resources Administration Act
- The Water Rights Act
- The Water Supply Districts Act

As previously mentioned, marginal agricultural lands are purchased in the Whitemud Watershed Conservation District.

Under the Clean Environment Act, regulations are established relating to the preservation and improvement of the environment and the prevention and control of its contamination. Regarding agriculture, this act establishes regulations for livestock, the use of pesticides, and the protection of food and water.

The Resource Conservation Districts Act establishes the Resources Conservation Commission and authorizes the establishment of resource conservation districts. Each district has a board. The aims and objectives of such a board are to promote conservation and control resources within a district. Resources include the land, soil, and the land uses of forestry, wildlife, and recreation. General powers of a board include developing systems of farm practice, tree culture, and land utilization; developing farm and local water supplies; retiring land to permanent or temporary forage cover; and adopting practices to prevent soil deterioration.

DEPARTMENT OF PUBLIC WORKS (DPW)

This department administers the Land Acquisition Act under which the Minister of PW can acquire land through the Land Acquisition Branch by purchase, lease, or expropriation, for any work or program constructed or engaged in by the government. Terms of the act cover, for example, acquisition costs, acquisition of more land than is required, acquisition of land by more than one authority, and costs of and possession of excess land. The powers of the Land Value Appraisal Commission are described in the Land Acquisition Act.

DEPARTMENT OF CO-OPERATIVE DEVELOPMENT (DCD)

The Wheat Board Money Trust Act is administered by the DCD. The Manitoba Wheat Board administers surplus monies of the Canadian Wheat Board. The Co-operative Promotion Board encourages and develops co-operation among consumers, producers, and marketing. The Promotion Board also makes grants to co-operative and agricultural organizations to promote the general welfare of rural residents. The Minister of Agriculture is on the board.

ATTORNEY GENERAL

The Attorney General administers the Expropriation Act, which relates to the acquisition of title to land without the consent of the owner.

DEPARTMENT OF MUNICIPAL AFFAIRS

The Municipal Act has several sections related to agriculture. Municipal councils may pass by-laws related to land use control, vacant land, drainage, fodder financing, and regulation of animal and plant diseases.

Within the Winnipeg Study Region, an inventory was made of intensive agricultural land uses.³⁰ Both present, 1975, and historic, 1945 figures were compiled. Approximate land use changes over the 30-year period were noted. Presently, there are 2,288,394 ac. (915,358 ha.) of intensively used agricultural land which represents 81.2 per cent of all land uses in the region. Since 1945, the amount of intensively used agricultural land has increased by 264,767 ac. (105,907 ha.) or by 13 per cent.

FEDERAL-PROVINCIAL PROGRAMS

Federal legislation related to agriculture in Manitoba includes the following Acts and Programs:

- Experimental Farm Stations Act
- Agricultural and Rural Development Act (ARDA)
- Fund for Rural Economic Development Act (FRED) which was repealed in 1968-69 and superseded by the ARDA
- Prairie Farm Rehabilitation Act (PFRA)
- Farm Credit Act
- Small Farm Development Program
- Farm Improvement Loans Act
- Farm Syndicates Credit Act
- National Housing Act
- Prairie Grain Advance Payments Act
- Prairie Grain Producers' Interim Financing Act
- Agricultural Stabilization Act
- Crop Insurance Act

³⁰"An Historic and Present Land Use and Open Space Inventory of the Winnipeg Region" op.cit., p. 101.

- Prairie Farm Assistance Act
- Agricultural Products Board Act
- Agricultural Products Co-operative Marketing Act
- Canada Grain Act
- Canadian Wheat Board Act
- Wheat Co-operative Marketing Act.

Following is a discussion of the ARDA, FRED, PFRA, and Small Farm Development Program. A discussion of the other acts listed above is provided in a publication of Agriculture Canada.³¹

ARDA

This Act, assented to in 1961, provides for the rehabilitation and development of rural areas in Canada. It is administered by the federal Department of Regional Economic Expansion (DREE).

The first two ARDA General Agreements were signed for the periods 1962-65 and 1965-70. On June 9, 1971 Manitoba signed a new five-year ARDA agreement known as ARDA III. The time period spans five years, from 1972 to March 31, 1977. The agreement generally supports the 'stay option principle' outlined in "Guidelines for the Seventies". Seven programs totalling \$23 million have been developed to accomplish a federal-provincial rural development strategy. Programs apply to all rural regions in southern (agricultural) Manitoba except the Interlake region, which is funded under the FRED Agreements.

The ARDA III agreement emphasizes farm income improvement through diversification to livestock production. Preference is given to farmers with gross farm sales between \$5,000 and \$15,000. Three programs provide the impetus to income-through-livestock diversification, namely, farm diversification, farm water supplies, and veterinary clinics. The programs are implemented

³¹ Agriculture Canada, Federal Agricultural Legislation Up to 1975, 63 pp.

through Manitoba Agriculture. The second strategy of ARDA III focuses on physical resource improvement. This multi-dimensional effort focuses on specific rural areas; for example, the Soil and Water Program involves an inter-relationship of land, water, and soil on a watershed basis. Details of the ARDA III program are contained in the publications list found in the selected bibliography of this report.

FRED

As previously mentioned, the FRED Act was repealed in 1968-69 and superseded by ARDA. Within Manitoba, the Interlake region was designated as a special rural development area. Research and organization began in the Interlake in 1963 under ARDA whereby a comprehensive rural development plan was drawn up. The Interlake plan was completed in May 1966 and the 10-year FRED agreement was signed on May 16, 1967. Money allocated by both federal and provincial governments was to amount to \$85 million for the decade.

Interlake projects related to land use studies involve:

- programs of land acquisition where owners voluntarily agree to sell land that should be converted to another use;
- assistance to farmers for bush clearing and piling;
- development of a major recreation area on the west shore of Lake Winnipeg; and
- a comprehensive housing study.

The Interlake region was chosen since it was well-defined and lagged behind other regions in net farm and per capita income. The region has a favourable natural environment that is conducive to development. There is good lake recreation potential with wide beaches and ease of road access. One-half million ac. (200,000 ha.) of bush land could be converted to regular cropping or used to support an expanded beef cattle population. Land unsuitable for agriculture could be used as wildlife habitat and is accessible to hunters.

Agriculture is the dominant industry in the Interlake region. Farming

accounts for 35 per cent of the incomes to Interlake residents and represents 11 per cent of the provincial farm cash receipts. Since 1967, about 91,000 ac. (36,400 ha.) of bush have been cleared and converted for the most part to pasture and hay fields. A detailed discussion of agriculture and FRED is contained in a publication produced by DREE and Manitoba Agriculture entitled "FRED Four", the fourth year of the program.

As previously mentioned, the FRED agreement was signed in 1967. In 1970, the third year of the program, it was assessed and evaluated. In year four 1971, the evaluation was discussed and future programs decided upon for the remaining six years. During the first three years, special studies were conducted on the costs/benefits of land drainage, models for planning local government, and economic change indicators. During year four, studies were initiated on the impact of highway development, costs/benefits of land clearing and development, and levels of incomes and standard of living.

PFRA³²

The PFRA was passed in April, 1935 to deal with problems of drought and depression affecting agriculture on the Canadian prairies. The major objective of the legislation is better use of water and more efficient use of land in relation to soil and climatic conditions. The Act applied to the three prairie provinces and a sum of \$4.75 million was allocated for the first five years of the program. In 1937, the Act was amended to include land utilization and resettlement. In 1939, the five-year limitation on finances was removed and additional funds granted.

The essential feature of the PFRA was to encourage farmers to solve their

³²Agriculture Canada, Prairie Resources and PFRA, 78 pp.

own problems and thus three programs were devised:

- the teaching of tillage and cropping practices that would enable farmers to farm successfully under a variety of physical and economic circumstances;
- land utilization programs to avoid crop production on poor land and to promote the use of land for grazing by planting permanent grass;
- water development policies to make better use of limited supplies for the benefit of agriculture. Additional details of PFRA irrigation projects in Manitoba are found in chapter XI.

SMALL FARM DEVELOPMENT PROGRAM (SFDP)

The agreement initiating this program was signed on March 31, 1972 by the federal and provincial ministers of Agriculture. It terminates on March 31, 1977. The SFDP provides increased opportunities for operators of small uneconomic farms to participate in the major features of the program which are:

- special credit to small farmers who wish to increase their incomes through the purchase of additional land;
- assistance grants to other small farmers who wish to sell their land and retire or to take advantage of opportunities in other employment;
- a listing service so that small farms may be bought and sold more easily; and
- farm management and rural development services to help small farmers and their families develop more profitable farm businesses, or take advantage of other opportunities.

LAND OWNERSHIP

Total land and water area expressed in acres, square miles, and square kilometers plus respective public and private ownership figures are presented in Table 13. Public (Crown) and private ownership represent 84 per cent and 16 per cent of the total land area, respectively.

TABLE 13

LAND OWNERSHIP IN MANITOBA

	<u>Total Land and Water Area</u>	<u>Public Ownership (Crown)</u>	<u>Private Ownership</u>
Acres	160,640,000	126,500,000	34,100,000
Square Miles	251,000	197,656	53,281
Square Kilo- meters	652,600	513,906	138,531

FOREIGN LAND OWNERSHIP

Ownership of farmland by non-farmers reached a total of 1,348,579 ac. (539,432 ha.) as of July 1975,³³ or about 1 per cent of the provincial land area. Between July 1974 and July 1975, about 210,000 ac. (84,000 ha.) were purchased by persons living in Winnipeg or out of province. American interests hold 152,500 ac. (61,000 ha.) of farmland, an increase of about 7,000 ac. (2,800 ha.). U.S. residents account for 75 per cent of all foreign-held farmland in Manitoba with West German interests accounting for 57,942 ac. (23,177 ha.), more than double the 25,544 ac. (10,218 ha.) they held in 1974. Land purchased by West German interests is generally of better than average quality and is mainly located in the central and eastern regions of Manitoba.

Winnipeg-based land acquisition companies purchased an additional 40,000 ac. (16,000 ha.) of land in the year ending July, 1975. These companies now own 113,459 ac. (45,384 ha.) of farmland in Manitoba with 40 per cent of these holdings located in the Interlake region.

³³Manitoba Government News Service, "Non-Resident Farmland Ownership Pace Steady", Jan. 2, 1976, 2 pp.

The above figures do not include the 127,500 ac. (51,000 ha.) of farmland purchased by the Manitoba Agricultural Credit Corporation (MACC) since this land may be leased only by resident farmers and not by non-farmers or non-residents of Manitoba. The farmland sold to the MACC was generally of poorer quality than land sold to non-residents. The MACC land lease program began on October 1, 1973.

The majority of recreational lands are owned by the province and development is on a lease basis. Cottage lot development on Crown land is on a 'Canadians first' basis.

These statistics were prepared for the special legislative committee on land use and ownership which held hearings in January and February 1976. Citizens presented views on the use and ownership of agricultural and recreational lands.

CONTROL OF LAND OWNERSHIP IN MANITOBA

Aliens or non-residents of Manitoba are not prevented from purchasing private lands. Crown land dispositions are made only to Canadian citizens or people who ordinarily reside in Canada. Currently, the provincial policy is not to sell Crown land. Ranch and farm grazing permits on Crown land and certain timber cutting rights are restricted to Canadian citizens, residents of Canada, or companies incorporated under federal or provincial laws. Oil and natural gas leases are limited to companies incorporated or licenced and registered under Manitoba law. The major concern regarding land ownership in Manitoba is use of the land rather than ownership.

VI

FORESTRY

The natural resources of Manitoba, lands, forests, water resources, and fish (but not fur and game) were administered by the federal government from July 15, 1870 to July 15, 1930.³⁴ It was recognized that forests were not a permanent and self-sustaining resource and therefore a forestry branch was established. A major concern was the reclamation and preservation of ecologically fragile lands. Homesteading was permitted on lands unsuited for agriculture and many such lands were later reclaimed by the Crown for forestry development. Following is a review of the timber administration of the Department of the Interior as it affected the federal administration, as well as post-1930 administration by the province, since much of the federal timber legislation, regulations, and administrative practices have not changed. Forestry programs administered by the Department of Renewable Resources and Transportation Services are discussed. Forestry policies contained in 'Guidelines' are outlined.

Federal Regime, 1870 to 1930

The first Dominion Land Act was enacted in 1872. Between 1872 and 1907, the Dominion Lands Branch of the Department of the Interior administered all aspects of forestry. In 1907, the administration of forest reserves was transferred to the Forestry Branch of the Interior Department, under the Forest Reserve Act of 1906. With the enactment of the Forest Reserves and Parks Act in 1911, the technical staff of the Forestry Branch was increased.

Prior to 1900, land in forest reserves totalled 2,562 sq. mi. (6,661 sq. km.). Reserves were located at Turtle Mountain, Spruce Woods, and Riding Mountain which were closed to settlement plus an area west of Lake Manitoba which was subsequently reopened for settlement. With the passing of the Forest Reserve Act in 1906, two more reserves were created, namely, Duck Mountain and Porcupine Mountain, followed by Sandilands in 1923. Table 14 lists the forest reserves and respective land areas in 1925 and 1975.

³⁴Gill, Manitoba Forest History, p. 3 and The Forest of Manitoba, p. 13.

TABLE 14

MANITOBA FOREST RESERVES

<u>Forest Reserve</u>	<u>Sq. Mi.</u>	<u>Ac.</u>	<u>Ha.</u>	<u>Sq. Mi.</u>	<u>Ac.</u>	<u>Ha.</u>
Turtle Mountain	109	69,760	27,904	70	44,800	17,920
Spruce Woods	224	143,360	57,344	232	148,480	59,392
Porcupine Mountain	767	490,880	196,352	807	516,480	206,592
Duck Mountain	1,426	912,640	365,056	1,451	928,640	371,456
Sandilands	189	120,960	48,384	584	373,760	149,504
Cormorant	-	-	-	575	368,000	147,200
North West Angle	-	-	-	280	179,200	71,680
Agassiz	-	-	-	275	176,000	70,400
Belair	-	-	-	54	34,560	13,824
Whiteshell	-	-	-	1,087	695,680	278,272

Source: The Forests of Manitoba, p. 13.

Thus, on July 15, 1930, the day when the jurisdiction of natural resources was transferred from the federal government to the provincial government, there were five forest reserves. Riding Mountain had been designated a national park prior to the date of transfer.

Under the Dominion Lands Act, timber was disposed by two methods, by lease or licence, and by permit. The Crown retained title to the land in both cases. The policy for granting licences was to select operations that would have a long-term duration. The general, but not exclusive policy for issuing permits, was to select operations with a life span of between one and four years.

PROVINCIAL REGIME, 1930 -

The Forestry Branch of the Department of Mines and Natural Resources was formed in 1930 when the province assumed control of its natural resources. The Forest Service, created under the Forestry Act of March 12, 1930, administered forested areas on Crown lands both within and outside forest reserves. This administration included fire protection, timber disposal, reforestation,

summer resorts, and other uses (in forest reserves only). Rights granted by the Government of Canada regarding timber administration were maintained by the province after 1930 for as long a period as was stated in the original contracts. By 1935, all short-term portable sawmill and cordwood berths granted by the Dominion had lapsed. Only long-term licenced and permit berths remained. The Manitoba government gradually acquired all of the timber berths awarded by the federal government.

After 1930, new forest reserves were established and others expanded. A new name, Provincial Forests, was adopted in 1964. There are presently ten Provincial Forests encompassing 3,465,600 ac. (1,386,240 ha.) or 5,415 sq. mi. Provincial Forests are managed under the Forest Act on a multiple land use concept. Generally speaking, a greater degree of intensive forest management is practiced in these forests. Sections of seven Provincial Forests are provincial parks or provincial recreational area. These are discussed in chapter VII, recreation.

Forestry activities such as road building, reforestation, and harvesting are conducted so as to ensure the maximum protection and/or enhancement of all resources, with an emphasis on aesthetics. Careful cutting practices are followed around lakes and along rivers, streams, and public access corridors.

Present-day timber allocation methods, as outlined in the Forest Act, are forest management licence, timber sale, or timber permit. Presently, no timber cutting rights are issued under forest management licences. Timber sales and timber permits may be awarded by public competition or by agreement between the minister and person(s) currently involved in timber operations or intending to enter such operations. Special allocations may also be granted by the minister to companies wishing to expand existing operations. Prior to 1965, Crown timber sales were awarded to the highest bidder. However, this system did not provide timber operators with any security of tenure since they were obliged to compete for timber each time their own supply had been used. Thus, to stabilize the forest industry and to provide long-term tenure, operators with timber cutting rights (sales and permits) from 1962 to

1965 were granted timber quotas effective until 1980. The volume and species allocated is based on average production between 1962 and 1965. As of March 31, 1974, there were 294 quotas allocated under timber sales and 608 quotas under timber permits.

The total area of Manitoba is 251,000 sq. mi.; 160,640,000 ac. (652,600 sq. km,) of which 84.1 per cent is land and 15.0 per cent is water. On the basis of land productivity for forestry, productive forest land is 29.4 per cent of the total area, non-productive forest land is 33.9 per cent, and non-forested land is 36.7 per cent. The permanent forest zone, where commercial forestry could be the major or one of the major uses, has an area of 25,422,000 ha. (99,305 sq. mi.; 63,555,000 ac.). Productive forest land represents 52.3 per cent, non-productive forest land 38.4 per cent, and non-forested land 9.3 per cent.

Approximately 49,688 sq. mi.; 31.8 million ac. (12,720,000 ha.) of provincial Crown land within the forest zone are classified as productive forest land. There are also 2,969 sq. mi.; 1.9 million ac. (760,000 ha.) of provincial Crown productive forest land within the agricultural zone where timber utilization is of minor importance.

Forest products harvested on provincial Crown lands between 1963 and 1972 were as follows: 64 per cent pulpwood; 31 per cent lumber ties, mining timber, poles, etc.; and 5 per cent fuelwood and posts. Minor deviations of up to 5.2 per cent occurred in any one year.

Department of Renewable Resources and Transportation Services (DRRTS)

The forestry programs in Manitoba are administered by the DRRTS through the Planning Division, Operations Division, and Administrative Services Division. The forestry planning activities of the Planning Division relate to an overview of forest resources on a provincial as well as a community basis. Forestry planning activity reports, dealing with overview analyses and macro planning studies, have been prepared for the forestry areas of northern Manitoba, Lake Winnipeg Basin, and South Eastern Manitoba. Preliminary work has been

completed for a report on western Manitoba.

An interdepartmental Forestry Task Force has been established to review provincial forestry sector activities. An analysis of development opportunities and a study to develop a method of appraising stumpage rates are being conducted. Resource development feasibility studies are being made in areas of resource growth potential. Associated with these studies are the promotion of employment opportunities for local people and pilot projects to encourage the expansion of northern resources.

The Planning Division has prepared preliminary plans delineating major blocks of land important to forestry for the next 50 to 60 years. Maps showing ownership, productivity, and existing commitments to other resource uses were overlaid in order to prepare a map delineating blocks of land of primary and secondary importance for long-term forestry. Lands that do not appear to have long-term forestry use were also mapped.

Seven land blocks of major forestry potential were identified, namely,

- Area south from the Winnipeg River,
- Lake Winnipeg East and southern Interlake,
- Grand Rapids area,
- Western Region,
- The Pas to Lynn Lake,
- Sipiwesk Lake area, and
- Island Lake area.

Factors used in selecting these seven blocks were concentration of timber, location, transportation possibilities, and location of existing or possible forest industry plants. Such data are being used to facilitate land use allocation and orderly development of Manitoba's forestry resources.

The Operations Division develops standards, quotas, regulations governing the allocation and utilization of resources, and specific programs. Forestry programs are related to reforestation, silviculture, timber management, and timber utilization and disposal. This division is also responsible for the field management of forestry resources. The province is divided into four administrative regions for this purpose. The Administrative Services

Division is responsible for the day-to-day issuance of leases, licences, and permits pertaining to forestry activities.

"GUIDELINES FOR THE SEVENTIES"³⁵

'Guidelines' recommends a review of forest resource allocation policies in order to determine the options and benefits for people residing near these resources. Local resources provide the optimum possibilities for gainful employment for residents and thus ease of access to these resources should be provided. The Manitoba government believes that the forest industry can provide a stable employment base. A governmental goal is to plan the harvesting of forest resources so as to enhance local employment in the harvesting areas.

³⁵Guidelines for the Seventies, Volume 1, p. 102.

VII

RECREATION

'Guidelines' discusses recreation policies for the province as they relate to urban, rural, and northern Manitoba. These policies will be outlined and followed by a discussion of the policies, programs, and legislation of the major provincial departments that administer recreation. These departments are Tourism, Recreation, and Cultural Affairs; Mines, Resources, and Environmental Management; Municipal Affairs; and Renewable Resources and Transportation Services.

"GUIDELINES FOR THE SEVENTIES"

Within urban Manitoba, 'Guidelines' recommends planning open space to permit a diversity of activities and to eliminate activity conflicts through the use of special zones. Recreation development would be assessed in terms of service capacity and quality. For cottage developments, the following design criteria were recommended:

- protection of both the physical and visual environment;
- assurance of public access to the water front;
- assessment of rental charges to recognize the full cost of development and servicing; and
- a capability, where possible, of servicing a wide range of income groups.

Considerations should be given to providing special programs and facilities within designated areas. Examples of such programs and facilities include:

- more extensive nature interpretive programs;
- additional hiking trails, tent and trailer facilities, boat launches and marinas where deficiencies exist;
- public transit access to recreation areas;
- eliminating or reducing costs for use or entry to facilities; and
- renting equipment at minimum possible cost.

Recreation in the Winnipeg Region is discussed later in this chapter under the Department of Municipal Affairs.

Within rural Manitoba, 'Guidelines' proposes the provision of a satisfactory level of recreational services that would contribute to the 'stay option', the ability and desire of residents to stay in rural Manitoba. In 1970, there was a large disparity in the recreational and cultural facilities between urban and rural centres. Eighty-five percent of the general recreational spending by municipalities was done in Winnipeg. Average per capita spending on recreational and cultural projects was about \$16 in Winnipeg compared to \$1 to \$4 in rural Manitoba.³⁶ Increased leisure time plus increasing demands for a wider range of recreational opportunities will necessitate the expansion and further development of rural recreational facilities and programs. 'Guidelines' principles of improving the general well-being, greater equality, and effecting the 'stay option' will be attained only by providing improved access to local and regional cultural and recreational opportunities.

For northern Manitoba, 'Guidelines' recommends that a recreation policy must first satisfy northern needs, followed by the needs of other Manitobans, and lastly the needs of visitors to Manitoba. Opportunities for recreational activities centre on the use of natural resources. Visitors are attracted to the north by:

- the fall goose migration from Kaskattma or York Factory and the beluga whales at the Nelson estuary;
- canoe routes down the Nelson, Hayes, and Gods Rivers;
- lakes and rivers producing trophy fish;
- woodlands inhabited by moose, black bear, and caribou; and
- marshes and mudflats where waterfowl abound.

There is a dilemma in northern recreational development between the recreational needs of northerners and demands of visitors on a limited range of facilities. Trade-offs must be made between opportunities for northerners

³⁶Guidelines for the Seventies, Volume 3, p. 45.

and visitors. Such trade-offs are made more complex by the fact that low incomes are predominant in the north. This situation could be rectified by employment in recreational activities where other economic opportunities are limited.

'Guidelines' recommends that the quality and quantity of future northern recreational developments (their size and location) must be based on social and ecological criteria. The clean air, water, natural beauty, and wildlife must be preserved. There must be a diversity of recreation facilities and programs to accommodate people of different ages, places of residence, economic situations, and specific interests. The historical heritage of the north must be preserved and enhanced. Wherever possible, employment resulting from recreational development must accrue directly to northerners.

Recommendations are also made in 'Guidelines' with respect to the growing demand for outdoor recreation and commercial development and the simultaneous concern for the preservation of natural areas. Such recommendations are:

- The government should designate, zone, and plan major development areas.
- Resource inventories should be compiled and strict anti-pollution laws and quotas on hunting and fishing should be enforced.
- Licencing, leases, and standards for cottage and commercial developments should ensure maximum and optimum control plus social and economic return. Future developments should recognize the employment needs of northerners, especially native settlers. Community Development Corporations and co-operatives would be favoured. Northerners should receive training assistance in the management of hotels, motels, and lodges.
- Provincial parks, campgrounds, and cottage subdivisions should provide facilities and activities to eliminate underutilization of these resources.

DEPARTMENT OF TOURISM, RECREATION, AND CULTURAL AFFAIRS (DTRCA)

Within the DTRCA, there are five branches that are responsible for programs related to recreation. These branches are the Provincial Parks Branch, Recreation Branch, Tourist Branch, Sports Directorate, and Research and Planning Branch. The programs, policies, and legislation related to each branch are discussed.

PROVINCIAL PARKS BRANCH

The Parks Branch is responsible for the administration of the Provincial Parks Land Act, 1972. The Act states that park lands shall be established, developed, and maintained:

- for the conservation and management of flora and fauna;
- for the preservation of specified areas and objects of geological, cultural, ecological, or other scientific interest; and
- to facilitate the use and enjoyment of outdoor recreation.

This branch has jurisdiction over 12 different types of recreational areas. These types, encompassing over 3,000 sq. mi. (7,800 sq. km.), are as follows:

- provincial natural parks,
- provincial wilderness parks,
- provincial recreation parks,
- provincial recreational trailways,
- provincial parkways,
- provincial recreational waterways,
- provincial heritage parks,
- wayside parks,
- marine parks,
- access sites,
- information centres, and
- seasonal dwelling areas.

Criteria for these recreational areas are contained in "Criteria for Provincial Park Lands".

In recent years, the Parks Branch has been concerned with increased environmental pollution, the quality of urban life, and the growing needs of Manitobans and tourists for expanded and improved recreational opportunities. Thus, the branch is conducting an assessment of areas currently under its jurisdiction so as to determine the degree of misuse or overuse, and to search for new lands that might be reserved for recreational purposes. Several land purchases have been made and facilities such as wayside parks and beaches are being developed thereon.

The Parks Branch conducts both long and short term planning so as to prevent the haphazard development of recreational lands. Orderly development in each major park and recreation area is accomplished through master plans. Such a plan outlines the desired development approach while incorporating a flexible zoning system, which permits changes as uses dictate. Master plans are being prepared for Grand Beach, Assessippi, Duck Mountain, and Whiteshell Provincial Parks.

Planning by the Parks Branch is conducted on a regional basis. As of April 1, 1974, there are three regions (formerly four) namely, Northern, Western, and Eastern. District boundaries were amended to conform to the new regional boundaries and thus data gathering and administrative functions would also conform.

The Parks Branch closely co-ordinates with the DRRTS and the Manitoba Forestry Resources Incorporated (MFRI) with regard to forests. Several provincial parks and recreation areas are included within or lie adjacent to provincial forests. Since the branch is responsible for developing new provincial recreation areas, it is concerned with the construction of forestry roads, which can enhance recreation potential, especially in northern Manitoba. Close co-operation exists between the Parks Branch, Forestry Branch (DRRTS), and the MFRI. The MFRI has three major operations, namely pulpmill, sawmill, and woodlands. This last division is responsible for the transport of raw timber to the mills. The Forestry Branch establishes 10 year allowable cuts based on conservation criteria. The MFRI then plans the roads it must build. Such road plans are checked by the Parks Branch from a recreational perspective and the branch can recommend road routings that will enhance the recreational benefits for future outdoorsmen.

Hunting in provincial parks is a growing issue in Manitoba. It has been the policy of the Parks Branch to reconcile hunting with other forms of outdoor recreation such as hiking, canoeing, photography, bird watching, cycling, snowshoeing, and cross-country skiing. The branch recognizes hunting as a

viable wildlife management technique and an enjoyable form of recreation, but the current branch policy is to gradually phase hunting out of provincial park lands, which cover only 2 per cent of the total provincial area. Thus, park lands will be wildlife sanctuaries where people may pursue their interests in wildlife as long as such interests are compatible with the park purposes of preservation, education, and recreation.

RECREATION BRANCH

This branch is oriented towards community recreation and cultural programs. Branch offices have been established in all regions of the province at The Pas, Thompson, Dauphin, and Brandon.

TOURIST BRANCH

The function of this branch is to encourage both out-of-province visitors and Manitobans to spend their vacations in Manitoba. In 1973, 3.4 million visitors spent \$285.3 million.³⁷ The branch advises prospective tourist accommodation developers on all aspects of the industry including recommendations as to precise locations based on joint studies with the Parks Branch and the DMREM. For environmental reasons, new establishments, especially in the northern region, must be located so as not to adversely affect the beauty of the natural surroundings or deplete the natural resources.

SPORTS DIRECTORATE

This branch was established in 1973 and co-ordinates all amateur sports programs throughout the province.

³⁷ Department of Tourism, Recreation, and Cultural Affairs, Annual Report 1973-74, pp. 37 and 41.

RESEARCH AND PLANNING BRANCH

The objective of this branch is to assist all branches of the CTCRA in meeting government policies and population needs with respect to recreation, sports, cultural affairs, parks, and tourism. In recent years, there have been increasing demands on recreational facilities as leisure time and incomes have increased. The DTRCA has a Policy, Planning, and Development Committee, which is co-ordinated by the Research and Planning Branch. This Committee includes the Minister, Deputy Minister, and three Assistant Deputy Ministers.

In 1974, the branch completed the Red and Assiniboine Rivers Tourism and Recreation Study. A conceptual plan provides a preliminary identification of the resources for recreation, history preservation, and tourism development. This plan also recommends programs to achieve balanced development of these resources. In co-operation with the Department of Highways, the branch conducted a more detailed study of the potential for an historic parkway on the River Road, north of Winnipeg.

A major policy paper on tourism was completed in 1974. This document is an initial master plan for tourism development on a provincial basis. Its main purpose is to serve as a guide for the various regions of Manitoba.

DEPARTMENT OF RENEWABLE RESOURCES AND TRANSPORTATION SERVICES (DRRTS)

Two divisions of RRTS - Resources Planning and Resources Management- have programs related to recreation. Following is a description of the recreation-oriented programs of each division.

RESOURCE PLANNING DIVISION

This division develops guidelines for the use of Crown land and water including integrated resource programs at the planning zone and provincial levels. Since 78 per cent, 164,590 sq. mi. (427,934 sq. km.) of the land

area of Manitoba is Crown land, the Resource Planning Division is designing a comprehensive multiple use land use program for the province. This program allocates land to uses such as recreation and cottaging based on estimated current and future demands, land use capabilities, and environmental quality. Land uses are integrated, development opportunities identified, and guidelines for future development outlined in the planning program.

As outlined in chapter III, an interim land use plan has been prepared by the Resource Planning Division for the East Lake Winnipeg area.³⁸ The recreation potential of the area is described in relation to land use capability and recreational land uses. Recreational capability ratings are provided. Land demands related to recreation that have been identified are land suitable for park designation, for 'wilderness' type recreation centred on canoeing and camping, for cottages, and for tourist lodge development.

The East Lake Winnipeg Plan is a comprehensive Crown land use allocation plan. Recreation is one of five major land use zones identified. The other zones are resource protection and extraction, education and research, transportation and communications, and mixed uses. Recreation is defined as the use of land primarily for outdoor, voluntary, leisure time activities such as camping, canoeing, angling, commercial tourism, hiking, hunting, snowmobiling, skiing, and cottaging. Land use conflicts between recreation and each of the other land uses are discussed in the report.

This division participated in the Winnipeg Region Study, which is discussed in this chapter under the Department of Municipal Affairs.

The Resource Planning Division also administers the Resources for Tomorrow-Land Access Program. The objective of this program is to provide future

³⁸DRRTS, East Lake Winnipeg Interim Land Use Plan, pp. 17,19, 21a.

public access to key natural resource areas through an active policy of land acquisition. Four elements comprise the land acquisition program, namely:

- Identification of resource areas presently under private ownership which will be required to meet future public recreation demands.
- Appraisal and offer to purchase will be made to a landowner of identified land. In critical situations, expropriation may be recommended. Acquisition of easements will also be examined.
- Acquired lands will be developed, maintained, and made accessible for specified public use in accordance with a program strategy and land use plan.
- Access to acquired lands and additional key Crown lands will be further increased through public information programs.

Justification of this program is as follows:

- Many key resource areas will become available to meet public needs and unless acquired by the Crown may be lost for public use.
- Acquisition of key areas will help to reduce the problems of non-national land ownership related to constraints on public access to such areas.
- Present cost-shared (ARDA/FRED) land acquisition efforts will be complemented by this program, which will permit the purchase of land with high resource use capability rather than being restricted to lands with low agricultural capability.
- Acquisition of land represents a Crown investment in an appreciating capital item.
- As a follow-up to Crown land purchases, public access to such lands will be facilitated through the development of trails, picnic areas, roads, landings and information sources.

There are four provincial programs that are complementary to the Land Access Program. The Winnipeg Additional Zone-Greenbelt Program has as its objective to preserve a greenbelt in the Winnipeg Additional Zone, within approximately five miles of the city limits. The main activity of the program is the acquisition of trees and watered areas for which \$1 million was made available during the 1973-74 fiscal year. The objective of the Winnipeg Region Planning

Study is to optimize land use through the identification of resources and need. This program is conducted by the Department of Municipal Affairs and is discussed later in this chapter. The objective of the third program, the River Corridor Study, is to conduct an intensive study of the Red River corridor from St. Adolphe to Lake Winnipeg and the Assiniboine River from Poplar Point to the Red River for the purpose of inventorying recreation and historic resources and of identifying recreation need. The long-term objective is to develop historic parks and parkways along these corridors. The Parks Branch of the Department of Tourism, Recreation, and Cultural Affairs conducted this study, which was completed in mid-1974. The fourth program is the ARDA Alternate Uses of Land Study. The objective is to acquire lands of low capability for agricultural use and to convert Crown lands to an alternate use more compatible with capability. The program is most active in southwestern Manitoba.

RESOURCES MANAGEMENT DIVISION

This division is responsible for the field management of wildlife, fisheries, and forestry resources, all of which have recreational uses. Wildlife programs have the objective of maximizing for all Manitobans both the recreational and economic benefits of the province's wildlife resources. Hunting, wildlife viewing, and interpretation programs are supervised. Sports fishing is a popular recreation past-time; over 160,000 angling licences were issued in 1974. The province operates five fish hatcheries.

Provincial Forests are managed for recreational uses. Sections of seven Provincial Forests have become Provincial Parks or Recreational Areas. Six Provincial Parks are involved, namely, Grand Beach, Duck Mountain, Turtle Mountain, Spruce Woods, Whiteshell, and Clear Water. Recreational Areas include William Lake, Birch Point, and Moose Lake - the total area involved is 1,928 sq. mi. (5,013 sq. km.). Within the forest zone, there are two more Provincial Parks and 19 Recreational Areas covering 1,080 sq. mi. (2,808 sq. km.).

DEPARTMENT OF MINES, RESOURCES, AND ENVIRONMENTAL MANAGEMENT (DMREM)

Two divisions of MREM - Water Resources and Environment Management - are responsible for programs related to recreation. The Water Resources Division provides technical services to the Watershed Conservation Districts and Resource Conservation Districts. The Environmental Management Division has regulatory responsibilities under the Public Health Act and Clean Environment Act. Field programs are conducted in each of five regions - Northern, Western, Southern, Eastern, and Winnipeg. Programs oriented to recreation are environmental pollution surveys and action programs in Provincial Parks and other recreational areas.

DEPARTMENT OF MUNICIPAL AFFAIRS

On behalf of the Winnipeg Region Study Group, the Department of Municipal Affairs hired a consulting firm to prepare a report entitled "An Historic and Present Land Use and Open Space Inventory of the Winnipeg Region". The importance of the Winnipeg Region, an area within a thirty-mile (48-km.) radius of Winnipeg, was discussed in chapter IV of this report. The above-mentioned report has six basic objectives:

- to document historic land use patterns in the study area;
- to document present land use patterns in the study area;
- to document the nature and extent of existing open space resources of the study area;
- to provide a general assessment of the change in the nature, location, and magnitude of the open space resources of the study area, over time;
- to provide an overview of the study area open space needs;
- to provide an overview of the relative quality of existing open space resources in the study area as they relate to open space needs.

The historical basis of this study is land use changes over the past three decades. Wooded land within the study area decreased by approximately one-quarter million ac. (100,000 ha.), or 43 per cent. Much of this formerly wooded land has been converted to more intensive agricultural use. Difficulties were encountered assessing changes in wetland resources and permanent pasture lands related to annual variations in precipitation. Bearing such difficulties in mind, wetland resources decreased by 3 per cent, about 4,000 ac. (1,600 ha.), and rough pasture lands decreased by 35 per cent, about 19,000 ac. (7,600 ha.). The total acreage losses of open space were about 288,000 ac. (115,200 ha.) or a reduction of 37 per cent.

However, with respect to wetland resources, some of the losses have been offset by the establishment of the Oak Hammock Marsh Wildlife Management Area. Decreases in rough pasture reflect changing agricultural practices towards more intensive use of land. For the entire study area, there have been only minor losses of open space to residential developments except in that portion of the Red River Valley immediately north of Winnipeg. Abandonment of rural farm residences associated with farm consolidation has almost been balanced by rural non-farm development.

INTERDEPARTMENTAL RECREATION STUDY, ST. MALO RESERVOIR

The "St. Malo Reservoir Recreation Potential Study" was prepared by the Parks Branch, DTRCA; Water Resources Branch and Environmental Control Branch of the DMREM; and the Municipal Planning Branch of the DMA.

An earth-filled dam was built in 1959 on the Rat River near St. Malo under the Prairie Farm Rehabilitation Act. The principal purpose of the dam was for water conservation in order to provide a dependable water supply for urban and agricultural uses. Recreation was not considered a major use of the reservoir. However, recreational land use began to establish itself in 1960. In June 1961, the Department of Tourism and Recreation designated the St. Malo Recreation Area to provide overnight camping and day use

facilities. In 1965, the rural municipality of De Salaberry implemented planning and development regulations that covered the entire designated reservoir area. Lands adjacent to the shoreline were designated for recreational development. By 1972, private development within the St. Malo Designated Reservoir Area had created 134 registered lots, 52 of which were developed. The main recreational uses of these lots are seasonal homes and trailer sites with some scattered permanent home development. In 1972, the government raised concerns as to the environmental impact of continuing private and public development upon the St. Malo reservoir. In April 1973, the municipality of De Salaberry endorsed a 15 month environmental impact study by an interdepartmental ad hoc task force. The purpose of this study was to conduct an environmental analysis that would determine the carrying capacity of the reservoir and the potential benefits of further development, private or public.

Following are the conclusions of the St. Malo study:

- The backshore physical resource base has a relatively high capability for recreation. In other words, suitable cottage and camping sites are available in excess of current demand.
- Shoreline areas other than the Parks Branch beaches do not at present have a high capability to accommodate future recreational uses. However, some beach areas and water access areas could be created by modifying the existing shoreland at certain points.
- Boating on the reservoir has greatly exceeded the desirable levels based on capabilities of the resource base. Some potentially dangerous situations likely exist at present and user satisfaction is probably not as high as it should be at certain times.
- Water quality, while not immediately a problem, will become a problem in the future because of the nature of the reservoir and drainage basin. Further development could accelerate the deterioration in biological water quality.
- Based on an analysis of each of the resource components, water quality is probably the most sensitive and has the lowest capacity of the four factors

examined. Boating follows closely in terms of the remaining available capacity.

- Based on the foregoing analysis, the St. Malo Reservoir Area has reached the limits of its capacity for recreational usage. The resource components, because they function as a system, are only capable of sustaining development to the degree of the weakest component in the resource base. In other words, although more cottages and campsites could be built, and new beaches created, the fact remains that the water resource component has reached its capacity in terms of human use. Any further influx of users into the backshore of the shoreline areas will only hasten the deterioration of water quality and add more boaters to the already crowded reservoir.
- If the probable future water quality problem could be alleviated and if motor boats are eliminated, the possibility of some further development on the reservoir could be considered.

VIII

FISH AND WILDLIFE

Within this chapter, the policies, programs, and legislation affecting fish and wildlife resources are discussed. Policies contained in "Guidelines for the Seventies" are outlined, followed by the programs and policies of the Departments of Renewable Resources and Transportation Services; and Mines, Resources, and Environmental Management.

"GUIDELINES FOR THE SEVENTIES"³⁹

Two basic principles related to the multiple use of Crown lands as expressed in 'Guidelines' are:

- no Crown land will be sold whether suited for agriculture or not;
- an active land acquisition policy will be pursued to facilitate future public access to key resource areas.

FISHERIES

Regarding fisheries management, policies have been outlined by the government for both commercial and sports fishing. Commercial fishing represents a full and part-time income for about 3,500 persons. It is complementary to other sources of income, for example, to farming along Lake Manitoba, certain sections of Lake Winnipegosis, and southern Lake Winnipeg.

In northern Manitoba, commercial fishing complements trapping, forestry, and the recreation industry. The recreation industry combines both commercial and sports fishing for the benefit of local people and communities. During the tourist season, sports fishing generates the majority of employment opportunities whereas commercial fishing is the major basis of employment during the off-season.

The popularity of fishing in Manitoba may necessitate the zoning

³⁹Volume 1, pp. 99-102.

of some lakes for commercial, sport, or a combination of both. This zonation would depend on biological factors plus the economic return to residents of the area. Since fisheries is a federal responsibility, federal-provincial fisheries programs would have to be developed in the context of multiple resource use.

WILDLIFE

'Guidelines' policies for wildlife centre on the non-consumptive use of this resource. Areas in southern Manitoba which have been identified by the provincial government as wildlife preserves include Oak-Plum Lakes, Delta Marsh, the Bald Hills south of Carberry, the Duck and Porcupine Mountains and other provincial forests, plus key deer wintering grounds such as near Woodlands Community Pasture. In northern Manitoba, wildlife areas are being identified by the province in the forest zone and barred lands.

In these wildlife areas, the policy will be a gradual decline in consumptive uses such as forest extraction, hay removal, and hunting in favor of non-consumptive uses such as nature interpretation tours, picnics, and camping. Such non-consumptive uses can result in better planning and management of multiple resource use such as wildlife preservation which can enhance an area's recreational potential.

Consumptive and non-consumptive uses of wildlife are being established in the same area, especially if local employment is increased. For example, wildlife management areas would be used both for production and harvesting as well as for recreational uses such as ecological interpretation and camping. The same policies could be applied in provincial forest reserves and in unsettled Crown land forest areas.

DEPARTMENT OF RENEWABLE RESOURCES AND TRANSPORTATION SERVICES (DRRTS)

A major wildlife oriented project, administered by the DRRTS is the Resources for Tomorrow-Land Access Program.

RESOURCES FOR TOMORROW-LAND ACCESS PROGRAM

This program is described in detail in chapter III. The objective of the program is to provide future public access to key natural resource areas through a policy of acquisition of these natural land areas and facilitating access to them. Areas under consideration are major river corridors such as the Assiniboine, Souris, Pembina, and Red River, and prime provincial wildlife habitats.

The major wildlife problem to which the program is oriented is that the majority of wildlife production, namely, waterfowl, upland game birds, and deer as well as non-consumptive wildlife, occurs on private land. As wildlife habitats are destroyed on private land, the direct result will be reductions in wildlife populations.

Elements of the program related to wildlife include the following:

- privately-owned resource lands sustaining a growing public recreation demand are identified by the DRRTS.
- the identified lands are appraised and an offer to purchase made to the owner. The use of expropriation and easements is also investigated.
- acquired lands are developed, maintained, and made accessible for specified public uses according to a program strategy and land use plan.
- access to acquired lands and current Crown lands will be increased.

Criteria for acquiring lands for wildlife habitats centre on guidelines for priority and site application of priorities, not necessarily in order of listing. Guidelines for priority reflect public resource use demands for high wildlife capability lands which are situated on shorelands,

uplands, marshes and wetlands, ecological sites, and specific wildlife habitats. These habitats include waterfowl staging areas, deer wintering habitats, key wildlife production habitats, and animal habitats in conjunction with other wildlife uses.

Resource planners of RRTS identify land to be acquired and develop a program strategy and land use plan. General guidelines for development are also formulated and overall co-ordination is provided. The DRRTS records and administers details related to acquisition. Actual land acquisitions are made by the Attorney General. Within the regions, the DRRTS is responsible for site planning, implementation, and maintenance. However, if a parcel of land is acquired for an activity that is not the responsibility of RRTS, other departments, for example, the Department of Tourism and Recreation, would be responsible for site planning and implementation.

Other programs complimentary to the Land Access Program include the Winnipeg Additional Zone-Greenbelt, Winnipeg Region Planning Study, River Corridor Study, and ARDA - Alternate Use of Land. All of these programs have wildlife sectors. Following is a brief discussion of wildlife in the Winnipeg Region.

WILDLIFE IN THE WINNIPEG REGION⁴⁰

The purpose of this study is to present a broad view of wildlife and their habitats in the Winnipeg region for planning purposes. The report discusses the potential impact of proposed developments on wildlife and their habitat. The various uses of wildlife within the Winnipeg region are discussed, for example, recreational uses of viewing or hunting, economic use such as trapping, educational or scientific use, development of wildlife, and environmental management. The report provides an initial and broad information source for the management, use, preservation, and development of wildlife and wildlife habitat. For wildlife planning purposes, more in-depth

⁴⁰DMREM, Wildlife and Wildlife Habitat in the Winnipeg Region, 24 pp.

studies will be necessary.

DEPARTMENT OF MINES, RESOURCES, AND ENVIRONMENTAL MANAGEMENT (DMREM)

The DMREM is responsible for regional wildlife programs under the Wildlife Act. The four regions administering wildlife programs are southern, eastern, western, and northern. Each region has professional resources management staff and conservation officers. Regional staff members implement programs such as predator control, issue fishing and hunting licences, and enforce the Wildlife Act. An objective of wildlife programs in Manitoba is to maximize the recreational and economic benefits of wildlife resources. The DMREM develops use and maintenance programs for wildlife throughout Manitoba.

The programs of the DMREM include Agro-Manitoba habitat preservation, Delta Marsh, Cape Tatnam, wild fur development, furbearing animals, big game animals, deer and moose herds, polar bears, waterfowl, wildlife depredation control, and amphibians and reptiles. Table 15 provides a summary of the area of Manitoba's wildlife lands.

The DMREM is also responsible for Incorporated Watershed Conservation Districts and Incorporated Resource Conservation Districts.

INCORPORATED WATERSHED CONSERVATION DISTRICTS

Watershed Conservation Districts (WCDs) have been formed in Manitoba under the Watershed Conservation Districts Act to treat soil and water problems as part of a watershed system. Spring and autumn flooding occurs in various watersheds throughout the province and affects numerous land uses such as agriculture, wildlife, recreation, transportation, and industry. The WCD program is discussed more fully in chapter 11 of this report. Regarding wildlife, natural wetlands are an integral part of watershed management. Such wetlands slow down run off, assist wildlife, and maintain the ground-water supply. Wildlife areas help to vary the rural landscape, encourage tourism, and assist in water and soil erosion control.

TABLE 15

MANITOBA'S WILDLIFE LANDS

<u>LAND CLASSIFICATION</u>	<u>AC.</u>	<u>AREA</u>	
		<u>SQ. MI.</u>	<u>HA.</u>
Wildlife management areas	2,612,726	4,082	1,045,090
Public shooting grounds	126,858	198	50,743
Refuges	520,763	814	208,305
- wildlife refuges	43,185	67	17,274
- fur bearing refuges	71,040	111	28,416
- game bird refuges	326,699	510	130,680
- goose refuges	79,739	125	31,896
Total	3,781,010	5,907	1,512,404

Source: Department of Mines, Resources, and Environmental Management,
"Manitoba Wildlife Lands Book", p. 2.

The first WCD was formed in 1972 in the Whitemud River watershed. A local board controls, develops, and preserves water and related resources in the district. Landowners within a WCD can appeal through their local board for assistance to re-establish, develop, or preserve wildlife habitat.

INCORPORATED RESOURCE CONSERVATION DISTRICTS

The Resource Conservation Districts (RCD) Act is administered by MREM. To date, there are two RCDs, namely, Alexander and Turtle Mountain. RCDs have land based programs emphasizing soil conservation and related land use problems. A major aspect of the RCD program is the preservation and development of wildlife habitats as they pertain to soil and water conservation.

IX

ENERGY RESOURCES, MINING, AND QUARRYING

Topics discussed in this chapter are:

- the Manitoba Energy Council;
- the history of Manitoba government mineral policies;
- electricity;
- "Guidelines for the Seventies" - policies for metallic and industrial minerals;
- mineral industry;
- the programs of the Department of Mines, Resources, and Environmental Management (DMREM); Highways; and Industry and Commerce.

MANITOBA ENERGY COUNCIL

This council was created by an order-in-council in February 1973 and is responsible for developing and co-ordinating energy policy in Manitoba. Members of the Council are the Minister of Industry and Commerce, chairman; the Deputy Ministers of Industry and Commerce, and Mines, Resources, and Environmental Management; and representatives of Manitoba Hydro, and the Public Utilities Board. Other duties of the Council include:

- evaluating short- and long-term needs for energy in Manitoba;
- recommending policies to be followed regarding the supply of indigenous and imported energy sources;
- developing positions for federal-provincial energy conferences;
- generally ensuring that the needs of Manitobans are met with respect to energy.

THE HISTORY OF MANITOBA GOVERNMENT MINERAL POLICIES

Policies are outlined for industrial minerals, metallic minerals, and fuels.

Industrial Minerals

Industrial minerals in Manitoba are currently being explored and evaluated under a joint Federal-Provincial General Development Agreement with the Department of Regional Economic Expansion. The Industrial Minerals Evaluation Project is part of the Canada-Manitoba Subsidiary Agreement on Mineral Exploration and Development. The objectives of this project are to accelerate the assessment of the industrial mineral potential of Manitoba and to provide for the effective long-term utilization of such minerals in the context of urban development. This evaluation not only concentrates on aggregates for construction, namely sand and gravel and limestone deposits, but also involves further assessment of peat deposits. The project commenced in 1975 and a report was completed in June, 1976.⁴¹

The Pleistocene Geology Unit within the Mineral Resources Division is currently assembling data on the availability of and demand for granular materials to provide a basis for sand and gravel resource management plans. Such management plans are necessary for land use planning near urban centres in the province in order to minimize adverse zoning and development of areas with sand and gravel resources.

Metallic Minerals

Under the terms of the Manitoba Act, 1870, administration of the mineral resources of the newly-formed province was placed under federal jurisdiction. Between 1870 and 1930 provincial government involvement was minimal and federal government policies stemmed from the need to regulate the mining industry, rather than from an intent to develop it. In 1930, the mineral resources were transferred from the Dominion to the province and from then on mineral development was actively promoted and substantial incentives offered to mine operators. Since 1970, the provincial government has become more directly involved in the mining industry and has increased mining revenues by eliminating tax concessions.

⁴¹ The Aggregate Resources of Winnipeg Region, June 1976, 70 pp.

The Manitoba Mineral Resources Limited, a Crown Corporation, was created in 1971 with the objective of discovering mineral deposits that will return a profit to Manitoba. The annual exploration budget is \$500,000. This corporation can compete with private companies and enter into joint agreements with them.

Mineral development will take place only after all private and public costs and benefits are considered. More emphasis will be placed on minimizing the environmental effects of mining development. In northern Manitoba, the government is increasing the existing infrastructure and social amenities of mining towns. New townsites will be constructed only after social and economic objectives are outlined. A major difference between Leaf Rapids and Lynn Lake is that Leaf Rapids has a diversified economic base that will help ensure the town's viability after the non-renewable resources have been exhausted. On September 21, 1976, Leaf Rapids, formerly a Local Government District, became a town.

Fuels

Like metallic minerals, oil and natural gas production has undergone a transition from private development to more active government involvement. In 1973, Manitoba entered into an agreement with a private Alberta oil company whereupon the province obtains 10 per cent of the oil or natural gas discovered in return for contributing Crown lands to the program and providing 5 per cent of the exploration funds.

ELECTRICITY

In contrast to fossil fuels, electricity consumed is generated almost entirely within Manitoba. For 1970, the federal Department of Energy, Mines, and Resources estimated that over 96 per cent of all provincial electricity requirements were generated either by Manitoba or Winnipeg Hydro systems.

The rate of growth for electricity in Manitoba was 175 per cent between 1961 and 1971, compared with 179 per cent for Canada. Such demands for electricity are supplied by the Nelson River and related hydro developments.

The hydro-electric potential of Manitoba is based on harnessing the water of the Churchill and Nelson rivers. Water diversion and control structure programs will result in a joining of the two waterways and a quadrupling of the electric power delivery capability of the province to 8 million kilowatts from its present 2 million. As previously mentioned, supplies of fossil fuels in Manitoba are almost non-existent. Hydro-electric power is very important to the provincial economy as a renewable, non-polluting resource.

"GUIDELINES FOR THE SEVENTIES" - POLICIES FOR METALLIC AND INDUSTRIAL MINERALS

Mineral policies discussed in 'Guidelines' include metallic and industrial minerals. The four 'Guidelines' principles are maximizing the well-being of Manitobans, greater equality of the human condition, enforcement of the 'stay option', and wider participation. Each of these principles as related to minerals is as follows.

Benefits from mineral developments should accrue to the people of Manitoba. Planned mineral developments will consider all social costs as related to the long-term interests of Manitobans.

The provincial government seeks a fair rate of return from mineral exploration and redistributes the benefits to all Manitobans through social and economic policies and programs.

Nearly all mineral resources are found in northern Manitoba and thus the 'stay option' applies to ensuring local employment opportunities in northern communities. Efforts are made to diversify the economic base of mining towns so as to promote long-term viability.

Greater participation in mineral policies can be gained by ensuring that all Manitobans benefit from mineral resource developments. Such benefits accrue directly from the profits of the Manitoba Mineral Resources Limited, the Crown-owned exploration company. Greater participation is also achieved through ensuring employment opportunities for residents near mining developments.

MINERAL INDUSTRY

In 1971, employment in mining accounted for 8,000 out of a northern Manitoba labour force of about 45,000, and a total population of about 77,000.⁴² Three major corporations account for about 95 per cent of the total Manitoba primary metal production. These three and their locations are Hudson's Bay Mining and Smelting Company, Flin Flon; International Nickel Company, Thompson; and Sherritt Gordon Mines, Lynn Lake. All three companies are non-resident owned and constitute a very large proportion of the value of total output of goods and services in northern Manitoba. The amount of secondary manufacturing in Manitoba based on provincial minerals is almost negligible. Only nickel from INCO and zinc from Hudson's Bay Mining are refined in Manitoba. Sherritt Gordon has no in-province refining operations.

Between 1970 and 1972, the value of metallic mineral production in Manitoba remained steady at about \$300 million. In 1974, the total rose to approximately \$414 million. The estimated value in 1975 was \$458 million.

DEPARTMENT OF MINES, RESOURCES, AND ENVIRONMENTAL MANAGEMENT (DMREM)

The Mineral Resources Division of the DMREM is responsible for the management, exploration, and development of Manitoba's mineral resources. These responsibilities are within the provisions of the Mines Act and its regulations. The main functions of the Branch are:

- maintaining a record of exploration for and deposition of Crown mineral rights (metallic, non-metallic, and fossil fuels);
- gathering, compiling, and distributing geological data of Manitoba;
- overseeing the operation of mines and compiling information regarding mining activities;
- overseeing the exploration, development, and production of oil in Manitoba;
- overseeing the rehabilitation and abandonment of lands affected by mining operations.

Two major regulations under the Mines Act with land use oriented functions are related to mineral disposition and quarrying minerals. These are the

⁴²Guidelines for the Seventies, Volume 1, p. 110.

Mineral Disposition Regulation, 1974 (Regulation 328/74) which came into effect on January 1, 1975, and the Quarrying Minerals Regulation, 1976 (Regulation 226/76) which will come into effect on January 1, 1977.

Under Part II of Regulation 328/74, an owner of a mineral disposition (holder) must file a detailed description of any proposed program estimated to cost more than \$10,000 with the DMREM. Such a program relates to a mineral disposition other than a production lease or explored area lease. A program description must include a cost estimate, a detailed schedule of activities, and any other information relevant to the program.

Also under Regulation 328/74, the Minister of the DMREM may make enquiries and investigations into the exploration, development, and production of minerals. To accomplish this task, the Mining Conservation and Development Committee was established. This Committee makes reports and recommendations to the minister on the exploration and/or development of a mine or the production of minerals.

Under Regulation 226/76, the subjects of the disposition of certain Crown minerals and the rehabilitation of commercial quarries are addressed. Rehabilitation applies to all quarry minerals except peat whether owned by the Crown or not. A rehabilitation plan must be updated every three years and must make provision for the distribution of overburden over the sloped quarry walls and the quarry floor. Vegetation appropriate to the environment of the quarry must be planted on the surfaces covered by overburden. Quarry walls standing below water level must be contoured to minimize any danger to the public. This regulation also requires that a minimum work commitment be fulfilled under an exploration permit, for at least one year, prior to a lease being issued. The work commitment emphasizes the acquisition and submission to the DMREM of appropriate geological data. Part of the commitment may include feasibility studies.

CLEAN ENVIRONMENT COMMISSION

This Commission reports to the Minister of the DMREM under the Clean Environment Act. Mining operations can pollute the air, soils, and waters of Manitoba. Related to air pollution, the Commission is investigating the long-term effects

of sulphur dioxide and trace metals from the smelter operation at Thompson. Such emissions can also have toxic effects on vegetation.

Related to mining, the Commission places limits on the discharge of effluent, controls the deposition of tailings and slimes on or in the soil, and the possible disfiguration of the landscape. The current policy regarding waste disposal grounds is progressive rehabilitation of the site as it is used up. For mining operations, the policy is the submission of a detailed proposal for eventual reclamation and rehabilitation. Mining operators must also provide the DMREM with monthly analyses of the effect of tailing effluent of various mining operations on the natural environment of an area.

The effects of mining operations on watersheds, particularly the deposition of solids and the release of effluents, are considered by the Commission. In northern Manitoba, the long-term effects on watersheds of tailings and tailings effluent disposal are being studied by the Commission.

DEPARTMENT OF HIGHWAYS

A geotechnical group within the Materials Section is assessing gravel deposits within the province to ensure that adequate resources are available to sustain valuable highway upgrading and development projects. This group has entered into a data sharing system with the Pleistocene unit of the Mineral Resources Division (DMREM). Two field crews and a gravel pit inspector are presently updating the inventory of gravel pits in southern Manitoba and evaluating construction methods pertaining to gravel pit development and usage. Exploration of gravel-poor areas has resulted in the discovery of about 0.5 million cu. yd. (0.4 million cu. m.) of new gravel sources.

Gravel sources are very important to the construction industry, especially in residential construction. Within the Winnipeg Region Study area, as of June 1975, 6,165 ac. (2,466 ha.) of land were used as quarries.⁴³

⁴³An Historic and Present Land Use and Open Space Inventory of the Winnipeg Region, p. 101.

Between 1945 and 1975, the acreage in quarries increased by 4,212 ac. (1,685 ha.) or 216 per cent. As previously outlined, provisions under the Mines Act require that quarry operators protect and rehabilitate surface lands that are mined.

DEPARTMENT OF INDUSTRY AND COMMERCE (DIC)

The Minister of IC is chairman of the Manitoba Energy Council, established in February 1973. Issues receiving council attention include natural gas export pricing, natural gas transmission rates, a national power grid, and energy transmission costing.

TRANSPORTATION

The major forms of transportation in Manitoba are road, air, and water. The provincial highways and roads systems provide the main transportation link throughout Manitoba. The government views road construction in rural areas as a high priority since it enables Manitobans to reside in smaller communities and on farms and to have access to modern facilities found in larger centers. The government gives high priority to the development of a provincial road system that will meet the needs of people in every region, that will encourage the lucrative tourist traffic, and that will assist in the development of natural resources. Following is a description of transportation policies and programs as outlined in 'Guidelines'. This is followed by a description of policies, programs, and legislation administered by the Departments of Highways, Industry and Commerce, Northern Affairs, and Renewable Resources and Transportation Services.

In "Guidelines for the Seventies", Volume 3, transportation policies and programs are outlined for each of urban, rural, and northern Manitoba. For Winnipeg, the government's transportation policy is as follows:

- It should support the improvement of the city as a place to live.
- It should be oriented to movement in and around the city.
- It should support an efficient and rational land use pattern and should preserve the city's environmental and aesthetic quality.
- It should be developed in conjunction with urban planning and land uses to realize its full potential as a major Canadian urban centre.

Two major studies have been completed in the 1970s, namely, the Winnipeg Rail Rationalization Study and the Winnipeg Area Transportation Study.

Within rural Manitoba, 'Guidelines' recommends that in order to rationalize the road system and be responsive to users, there should be greater local input into the planning and administration of provincial roads. As the desires and needs of local residents are more directly expressed to local administrators, movement to and from district centres could be better adapted to serve municipalities, school districts, and the movement of agricultural

produce, especially grain. Better transportation linkages should be established between trade and service centres so as to strengthen rural centres by providing better transportation to industries within the region as well as better access to Winnipeg.

Economic opportunities in rural areas centre on the availability of transportation facilities. Such availability helps to offset economic stagnation. A provincial government transportation system goal is to provide the rural areas with access to large urban centres as well as between communities in a rural region.

For northern Manitoba, the development of an adequate transportation system is a complex problem because of the climate, terrain, and settlement pattern. Over 50 per cent of the population is located in six major centres with the remainder scattered in small, remote communities. The population pattern in the north is a 'point development' versus the 'area development' in southern Manitoba. Population is concentrated at major distribution centres in the transportation network, where natural resources are located, and at historic Indian and Metis communities. Transportation is a major infrastructural component for northern development. It permits increased employment opportunities, recreation, shopping facilities, educational, and social services.

'Guidelines' suggests the following priorities, in order of importance, for transportation in the north.

- Air facilities should be improved and accompanied by a rational program of winter roads, possibly constructed and maintained by a Crown corporation.
- The second priority would be all-weather roads and then rail development. Exceptions might occur, for example, if the discovery of a large mineral deposit dictated the early construction of a rail line.
- The above priorities are compatible with the current government program of providing facilities for year-round air service in all northern communities of 100 or more persons lacking all-weather road access. Key regional airports are being upgraded to handle passenger and freight traffic on a

24 hour, year-round bases. Also, graded sand or clay airstrips will be constructed in all centres with over 100 people.

The growing importance of Churchill as a seaport is gaining priority. It lies at the head of a rail line and is the prairies only port. With increased emphasis in the Canadian Arctic, Churchill may grow as a re-supply centre. The mainstay of the port will likely continue to be grain but other prairie exports such as potash, rapeseed oil, livestock, minerals, and manufactured goods could be routed through Churchill. As western economic opportunities increase, Churchill should develop into a key transportation link.

DEPARTMENT OF HIGHWAYS

This department has three divisions with programs related to land use. These divisions are Planning and Design, Materials and Research, and Surveys and Titles.

The Planning and Design Division provides advice related to highway development to other government departments. For example, subdivision proposals are reviewed and comments sent to the Department of Industry and Commerce during their preparation of regional development plans. A provincial Urban Transportation Task Force meets monthly to examine current issues, identify problems, and make recommendations regarding urban transportation.

The Planning and Design Division has been involved in three federal-provincial programs with land use implications. The Western Northlands Agreement between DREE, the federal Ministry of Transport (MOT), and the provincial Department of Northern Affairs has the intent of co-ordinating social, economic, and physical development in northern Manitoba. The Department of Highways is involved in a "start-up" road construction program. The East-West Transportation Access Study was initiated by MOT to determine the need for improved

access and additional capacity along the east-west transportation networks between Ontario and British Columbia. The Manitoba Department of Highways compiled a physical inventory plus construction and maintenance cost figures for MOT. The third program is the Brandon Area Grains Study. It was commissioned by the Canada Grains Council and co-ordinated provincially by the Department of Industry and Commerce. The purpose of this study is to examine the grain handling, transportation, and storage system in an area north of Brandon and to determine the cost of alternate grain collection and distribution systems. The Department of Highways evaluated the impact of possible increases in commercial grain handling on road networks in terms of additional costs for highway construction and maintenance.

Regarding land use and access control, this division reviews subdivision plans, proposed planning schemes, and district development plans at the request of the Department of Municipal Affairs. Beginning in 1974, a Highways representative sits on the Subdivision Advisory Committee, which assists the Municipal Board in reviewing applications for new subdivisions and in hearing subdivision appeals. Representatives from the Planning and Design Division work with the Highway Traffic and Motor Transport Board to advise municipal officials with regard to various control areas adjacent to limited access highways under the Highway Protection Act. Applications for proposed subdivisions along limited access highways are reviewed by the Board under the Highway Protection Act and recommendations are made to the Subdivision Advisory Committee.

Information on future highway plans is provided to other government departments. These departments are Municipal Affairs; Industry and Commerce; Tourism, Recreation, and Cultural Affairs; and the Planning Secretariat.

The Materials and Research Division is involved in the development of the gravel resource management and availability study program. This program is discussed in chapter IX.

The Surveys and Titles Division conducts legal surveys along provincial roads such as between Lynn Lake and Leaf Rapids. These legal surveys provide the basic framework on which future surveys such as roadside parks, camping grounds, service stations, motels and spur roads to local recreational areas can be based. The Survey Section prepares survey plans for full or forced expropriation of land for rights-of-way.

DEPARTMENT OF INDUSTRY AND COMMERCE (DIC)

Within the DIC, the Transportation and Distribution Systems Branch operates programs related to all modes of transportation. The branch has representatives on the Manitoba Transportation Economics Council and the Manitoba Transportation Advisory Committee. The objective of the Transportation Economics Council is to co-ordinate the transportation activities of various government departments such as Industry and Commerce, Highways, Agriculture, Northern Affairs, and the Highway Traffic and Motor Transport Board. The Transportation Advisory Committee provides input to policy making from the private sector and includes representatives from industry, labour, agriculture, local government, and other transportation oriented organizations. The DIC has representatives on WESTAC, the Western Transportation Advisory Council. This Council consists of representatives of the western provinces, the railways, and other interest groups with the aim of improving transportation in western Canada.

The Transportation Branch is active in the incorporation of the Port Churchill Development Board, established to promote the Port of Churchill. This Board is financed by the three prairie provinces. Its objective is to reduce Churchill's dependence on the grain export trade and to encourage the growth of other exports, imports, and coastal trade.

Urban transportation is a subject receiving increased attention by the Manitoba government. The Urban Transportation Task Force was established to evaluate future mass urban transportation systems and to maintain liaison with the federal government.

DEPARTMENT OF NORTHERN AFFAIRS (DNA)

Under the Northern Affairs Act, the DNA is responsible for transportation facilities in northern Manitoba including ferries, wharves, docks, and aircraft landing facilities.

DEPARTMENT OF RENEWABLE RESOURCES AND TRANSPORTATION SERVICES (DRRTS)

The DRRTS is responsible for government air services.

XI

WATER

The water area of Manitoba is 39,987 sq. mi. (25,592 ac.; 103,966 sq. km.) or 15.9 per cent of the total area of the province. Water is discussed under the following:

- Department of Mines, Resources, and Environmental Management.
- Watershed Conservation Districts.
- Manitoba Water Commission.
- Manitoba Water Services Board.
- Department of Agriculture.
- Major statutes affecting water use.
- Federal-provincial programs.

GOVERNMENT AGENCIES AND LEGISLATIONDEPARTMENT OF MINES, RESOURCES, AND ENVIRONMENTAL MANAGEMENT (DMREM)

This department has the major role of developing and managing Manitoba's water resources. The Water Resources Division operates under the authority of the Water Resources Administration Act.

Responsibilities of the division include:

- short-range planning, design, construction, and maintenance of provincial waterways, and provincial dams and reservoirs;
- issuance of water rights licenses;
- sub-division approvals;
- flood forecasting and flood fighting, maintaining and operating flood control works; and
- providing technical services to Watershed Conservation Districts and Resource Conservation Districts in order to aid the districts in developing planning schemes concerning land, water, and related resources.

WATERSHED CONSERVATION DISTRICTS

Watershed districts were formed in Manitoba to deal with soil and water problems, especially the effects of spring and autumn flooding. When a watershed is incorporated under the Watershed Conservation Districts Act, it assumes jurisdiction over man-made waterways within the watershed. The district may also control natural waterways within its jurisdiction. In general, a watershed district manages all resources that influence water within the watershed. Thus, the use and development of land, forests, wildlife, recreation, and water are managed.

An incorporated watershed is governed by a Board which devises a resource plan for a watershed. Powers granted to a Board to augment a plan are:

- sole jurisdiction over man-made waterways;
- the right to enter into agreements with individuals to implement good land treatment practices such as tree planting, land retirement, and erosion prevention programs;
- building dams and drains plus taking over control of existing dams;
- buying and selling land; and
- regulating the use of all resources so as to protect the watershed from further soil and water erosion.

A Watershed Conservation District is run by local representatives. Each district is divided into a number of sub-watersheds, each of which is governed by a Committee. Two representatives from each municipality and incorporated town within the sub-watershed are appointed to a committee. The chairmen of all sub-watershed committees form the Board of the Watershed Conservation District. The district chairman is appointed by the province.

Program costs of water districts are partially covered through taxes levied by the district. A district may levy a tax of up to five mills to pay for its projects. However, at least one mill must be levied by the district.

Such levies are collected by member municipalities through an assessment of land or of land and buildings.

MANITOBA WATER COMMISSION

This commission was established in 1966-67 under the Water Commission Act. It is composed of not more than five persons appointed by the Lieutenant-Governor in Council, one of which is appointed chairman. One member may be an elected member of the assembly and/or member of the Executive Council.

The commission studies projects, problems, and schemes related in any way to water that are referred to it by the minister. Reports and recommendations to the minister aim at maximizing the provincial benefits from the use, allocation, and conservation of water.

WATER DISTRICTS

Water districts are established under the Water Supply Districts Act. A water district is established by an order-in-council and is composed of all inhabitants of the land area comprising the district. The aims and objects of a district are to obtain a water supply for the use of the inhabitants of a district and to construct, maintain, and operate a waterworks for water transportation to the district and distribution throughout the district. A water district is subject to the Water Rights Act and the Watershed Conservation Districts Act. A water commission is established for each district to assess water supply and demand.

MANITOBA WATER SERVICES BOARD

This board functions under the Manitoba Water Services Board Act. The objectives of the board are related to the procurement, development, transmission, distribution, and control of water supplies for domestic use. A second objective is the collection, treatment, and disposal of sewage. The board is composed of not more than five persons appointed by the Lieutenant-Governor in Council.

DEPARTMENT OF AGRICULTURE

The Soils and Crops Branch provides the chairman and secretarial functions to the Resource Conservation District Commission which advises the minister of the DMREM. The branch also makes direct input to the Watershed Conservation District program. The department provides advice on rural water services and helps to co-ordinate DREE programs.

MAJOR MANITOBA STATUTES AFFECTING WATER USE

- Water Resources Administration Act
- Water Supply Districts Act
- Water Commission Act
- Watershed Conservation Districts Act
- Rivers and Streams Act
- Manitoba Water Services Board Act
- Water Rights Act
- Clean Environment Act

FEDERAL-PROVINCIAL PROGRAMS

The major federal-provincial water agreements in Manitoba are the Saskatchewan-Nelson Study Agreement; the Lake Winnipeg, Churchill, and Nelson Rivers Agreement; the Prairie Provinces Water Apportionment Agreement; the Churchill River Study Agreement; the Roseau River Basin Study; and the Souris River Study. The Prairie Farm Rehabilitation Administration (PFRA) is another joint federal-provincial agreement.

SASKATCHEWAN - NELSON STUDY AGREEMENT (SNSA)

A potential solution to the water resource problems of the prairies is water storage and diversion. The SNSA provided a study of the water resources of the Saskatchewan Nelson basin by the three prairie provinces and the federal government. The study included the potential additional supply by diversion

or storage, covered six years (1967 to 1973), and involved an expenditure of \$4.6 million with the federal government paying 50 per cent of the cost.

The final report stated that the environmental consequences of storage, regulation, and diversion works could not be predicted at that time, 1973.

LAKE WINNIPEG, CHURCHILL, AND NELSON RIVERS AGREEMENT

This agreement was signed in 1971 between the federal government and Manitoba. It was a three-year \$2.9 million agreement providing for studies to determine the effects of the regulation of Lake Winnipeg, diversion from the Churchill River, and development of hydro-electric potential of the Churchill River diversion route on water and related resource uses. The aim of the studies is to enhance the benefits of the Lake Winnipeg regulation as related to environmental protection. The cost was equally shared between the federal and provincial governments. A final report was published in April, 1975.

PRAIRIE PROVINCES WATER APPORTIONMENT AGREEMENT (PPWAA)

The divided political jurisdiction over river basins has been a major constraint in developing comprehensive water management plans. The Prairie Provinces Water Board was created in 1948 to determine the best use of water with the Saskatchewan - Nelson basin. However, the Board was unable to develop long-range development objectives acceptable to all three provinces. In 1969, the three provinces and the federal government signed the PPWAA, which constituted the Prairie Provinces Water Board and provided for the equitable apportionment of all eastward flowing rivers among the prairie provinces. The federal government finances 50 per cent of the operating cost of the Board.

This agreement and subsidiary agreements ensure that 50 per cent of the natural eastward flow of waters arising in Alberta reach Saskatchewan. Likewise, 50 per cent in Saskatchewan is assured for Manitoba. Comprehensive water planning, water quality management, and other related matters will also be studied under this agreement. Termination of the agreement will occur upon written cancellation by the four parties.

CHURCHILL RIVER STUDY AGREEMENT

This agreement was signed in 1973 between Manitoba, Saskatchewan, and Canada. The objectives of the agreement are to assess the social, economic, and environmental impacts of developing hydro-electric sites and the effects of such sites on developing provincial parks in the Manitoba portion of the basin. The total study cost is \$2.5 million, 50 per cent of which is paid by Canada.

ROSEAU RIVER BASIN STUDY

This is a joint federal-provincial study of the Canadian portion of the Roseau River basin. The major purpose of the study was to assess the impact on Canada of proposed channel improvements in the U.S.A., and the estimated cost of remedial works in Manitoba to accommodate the increased flow. The study was completed in 1975.

SOURIS RIVER STUDY

The agreement to launch this study was signed on October 28, 1974 between Manitoba, Saskatchewan, and Canada. The study duration is 3 years, from 1974 to 1977. Total funding is \$1.05 million with Canada contributing 50 per cent; Saskatchewan and Manitoba contribute 29 and 21 per cent, respectively. The objective of the study is to formulate a framework plan for the management of the water and related resources of the basin.

PRAIRIE FARM REHABILITATION ADMINISTRATION (PFRA)

The PFRA Act was passed by the Parliament of Canada in April, 1935, to deal with the problems of drought and depression on the prairies. The aim of the water development programs of the PFRA is to make better use of limited prairie water supplies for the benefit of agriculture. The major feature of the Act related to land utilization is to divert crop production from poor land and to use these lands for grazing by allowing them to return to permanent grass. Farmers are encouraged to leave submarginal areas and are helped to

resettle on more suitable farm land. Land utilization schemes concentrate on developing community pastures.

A 1937 amendment to the PFRA Act permitted the PFRA to broaden its rehabilitation program to include land utilization and land settlement. Manitoba passed enabling legislation to permit lands unsuitable for cereal crop production to be transferred to the federal government for development by the PFRA into community pastures. The province selects the area and obtains control of the land, which is leased to the federal government for the PFRA to construct, maintain, and operate community pasture facilities.

The PFRA has been involved in two major water oriented projects in Manitoba. These are the Northwest Escarpment Reclamation Project and the Assiniboine River Development Project.

Since 1909, flooding, sedimentation, and erosion problems have occurred on streams originating on the east slopes of the Riding Mountains. The area contains over 252,000 ac. (100,800 ha.) of valuable agricultural land at the foot of the slopes. The PFRA has undertaken extensive investigations in the Riding, Duck, and Porcupine Mountain areas and the Whitemud River watershed, where the most serious flooding and erosion problems exist. Reclamation work costs are shared equally between Canada and Manitoba.

Flooding on the Assiniboine River, especially between Portage la Prairie and Headingly, has been a threat to farmers and communities since 1900. Beginning its work in 1950, the PFRA has increased its role of investigating floods and developing solutions. Dyke construction and channel improvement have been the major PFRA flood-control activities. Flood prevention studies were begun and in 1963 the Shellmouth Dam - Portage Diversion Project was agreed upon. Construction of the dam began in 1965; costs are shared equally between the federal and provincial governments. Improved river regulation has resulted in more efficient use of water for agricultural, municipal, and industrial uses.

RED RIVER VALLEY COMMUNITY DYKING AGREEMENT

This ad hoc agreement between Canada and Manitoba came into effect after the 1950 Red River flood. Federal-provincial cost sharing is 69:31 per cent. The agreement provided for the construction of dykes in the greater Winnipeg area. The Red River Floodway was completed in 1968 and other projects became operational in 1970, at a total cost of \$90 million. These projects provide flood protection not only for the City of Winnipeg but for seven towns and numerous farm communities.

XII

CONCLUSIONS

Less than 20 per cent of Manitoba is in private ownership and most of these lands are located in the southern part of the province. Thus, the Crown owns more than 80 per cent of the land, the majority of which is located north of Duck Mountain and the central Interlake region. The entire eastern one-third of Manitoba, east of Lake Winnipeg, including the south-east corner, is primarily Crown-owned.

Crown lands are managed by many government agencies. The Department of Renewable Resources and Transportation Services administers large blocks of Crown land in the form of provincial forests and wildlife management areas. The DRRTS issues leases, permits, transfers, and easements for the right to occupy Crown lands. The Department of Tourism, Recreation, and Cultural Affairs manages large acreages of parklands. The Department of Mines, Resources, and Environmental Management administers Water Conservation Districts and Resource Conservation Districts. The Department of Highways controls large acreages of highway rights-of-way. Other large right-of-way acreages are managed by the CNR and CPR, Manitoba Hydro, and the Water Resources Division of the DMREM.

"Guidelines for the Seventies" is discussed in detail in this report. There are three basic objectives of 'Guidelines'. First, the 'stay option' emphasizes the availability of economic opportunities within provincial regions. The second objective is to provide greater equality between the various provincial regions in terms of social goods and services. The third objective is to ensure that government programs meet the needs of local communities.

The new Planning Act enables Manitoba municipalities to co-ordinate land use and development plans with provincial policies and plans. The Lieutenant-Governor may, upon recommendation of the Minister of Municipal Affairs, establish provincial land use policies; special planning areas; planning

districts; and development plans for special planning areas, planning districts, or municipalities. A Provincial Land Use Committee and Interdepartmental Land Use Planning Board have been established to co-ordinate federal, provincial, and municipal land use policies. With provisions made under the new Planning Act, the policy and planning of various land uses are co-ordinated. Such co-ordination will help to ensure the social, environmental, and economic well-being of the citizens of Manitoba.

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