

MARCH, 1975

# F.R.E.D. PLAN MANITOBA'S INTERLAKE

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## INTRODUCTION

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Synthetic words are coined frequently by government and non-government agencies to denote special programs or particular groups. Most such words are short-lived or of significance only to a few involved people. Others persist and acquire a meaning broader and deeper than originally intended.

In the lexicon of the residents of Manitoba's Interlake region one such artificial term that has transcended its original meaning and claims widespread familiarity is "FRED," the contraction for Fund for Rural Economic Development.

"FRED" conjures up all manner of reactions among Interlakers. Almost universally it is known in the region as "that government program intended to make us better off." From that generality "FRED" means widely different things to different people, depending upon their individual or group encounter with the variety of programs within the Interlake FRED Agreement and with the provincial and federal staff persons responsible for their implementation. In few instances is the response neutral.

Hardly a family in the Interlake can claim to be unaffected or untouched by the range of programs and projects promised in and carried out under the

Interlake FRED Agreement:

- Few are the motorists from town or farm who have not driven their cars or trucks on some stretch of the 402 miles of trunk highways or provincial roads that have been rebuilt and/or paved with FRED funds. Communication within the region has significantly improved with the replacement of uncertain routes north of township 14.
- Few are the farm families who have not improved their own living standards or incomes, or do not have neighbours who did, by taking advantage of such agricultural development programs as the farm diversification program, rural water services, land clearing, forage improvement, veterinary clinics, major drainage works, farm management courses or expanded extension services. Average farm income and farm production have steadily risen in the region due to a combination of factors, not the least among them being FRED-financed programs. While many of these programs have been available to farmers in other regions of the province under the ARDA agreements, some were initiated in the Interlake. All were applied with unique emphasis within this region.
- Most Interlakers have relatives or acquaintances

who improved their income earning potential and their job skills through adult education courses supported by Canada Manpower or through Manpower Corps projects or training-in-industry projects. Since 1967 a total of 6,538 adult education and training spots of all types have been supported through commitments under the FRED Agreement.

- Most Interlake families with children in school over the past eight years have been involved directly or indirectly in community and provincial efforts to improve the elementary and secondary education system. The province has embarked on a major school and classroom building program that will result in 610 new schoolrooms by the termination of the agreement. Original commitment was provision of 250 classrooms.
- Long-term resource improvement programs destined to generate a stable improvement in the economy, such as recreation projects on Lake Winnipeg and land adjustment projects throughout the region, are completed or virtually completed. The impact of these projects is hardly confined to the region, as, indeed many an Interlaker will argue. The payoff comes most directly to those persons and communities involved in providing services to vacationers and hunters and to the vacationers themselves. The Interlake's reputation as the region with the only marine park on the prairies and with an abundance of wildlife to admire or harvest will continue to grow long after the FRED Agreement has expired.
- Intangible though it is, one of the greatest benefits from the FRED plan in the Interlake lies in the oft-expressed and widely exercised abilities of community leaders in organizing their fellow citizens in further developing their areas. An increasing number of residents have acquired a savvy for community development processes that has resulted in adroit use of government programs. Area development board members, regional development corporation directors and other local leaders have, over the past 11 years, participated in a host of planning meetings,

workshops and training sessions, and have candidly discussed issues with senior civil servants, specialists and politicians. Background information on issues and resources has been provided regional residents through a variety of channels, including field staff and special publications. The end result has been the emergence of well informed, capable leaders willing and able to plan and carry out the tasks necessary to further improve the region's economic and social well being. Once the FRED Agreement is terminated these talents will persist and will continue to be utilized to the benefit of the Interlake. The ultimate measure of success of the Interlake FRED Agreement focuses on the continuing success of these people on utilizing the available resources.





## INTERLAKE FRED OVER THE YEARS

Since the governments of Manitoba and Canada signed the Fund for Rural Economic Development Agreement in Arborg in May, 1967, the face and character of the 9,000 square mile area of the Interlake has changed significantly.

The physical resource base has been developed to the degree that the regional economy has a resilience and strength to better withstand periodic setbacks and to more quickly rebound and grow in times of economic promise. That resilience was lacking in the Interlake economy prior to 1967.

Community and regional facilities have been or are being built and improved and are contributing

toward accelerating social changes. Living in the Interlake promises as many amenities and poses no more hardships than life in any other rural area of the prairies. That was not always the case when educational, medical, recreational and public works facilities were more lacking.

Social changes in the Interlake persist, but are more atune to the desires and pursuits of Interlakers. Citizens of the region are playing a widely recognized active role in influencing their destinies and have acquired a greater regional awareness and solidarity over the past eight years.

Certainly all the changes in the Interlake are not

due solely to a single federal-provincial rural economic development contract. Economic and social forces prevailing in the nation over the past eight years have influenced the region's people and their activities as much as, and perhaps more than, anywhere else in Manitoba.

The approximately \$8 million expended per year in the region on programs identified in the Interlake FRED Agreement represents less than one-sixth the annual input of public funds provided the Interlake and its residents. Certainly general transfers of public funds plus the uncoordinated investment of private capital has an impact on the economy of the region although the effect may be more of a stabilizing influence than as a growth and development influence. The FRED plan, though, was designed as and functioned as a catalyst to initiate, accelerate and magnify changes in certain key economic and social sectors.

The promise of the FRED Agreement was that there would be action on a wide, but interlinked front to get the Interlake economy rolling. Areas of activity to receive a FRED focus have been manpower training and development, public education, agriculture, fisheries, transportation, recreation, industrial development and community affairs activities. Physical works necessary as basic support toward greater productivity or development activities — works such as drainage channels, roads and recreation areas — were phased in early in the plan in order to be functioning at later stages of the plan.

To the end of the fiscal year 1974-75 (Year 8 in the 10-year Interlake FRED calendar) a total of \$69,051,444 has been invested in the Interlake under the FRED Agreement. Of this total, \$38,690,988 has been spent on cost-shared development programs and projects. This is over 80 percent of the total cost-shared funds agreed to under the FRED arrangement. The Province of Manitoba has provided \$28,000,000 toward education programs. A further \$6,660,456 has been spent by the federal government for exclusively federal-supported manpower programs.







Over the past eight years of FRED in the Interlake the money expended on programs is as follows:

TABLE 1:

FRED EXPENDITURES — 1967-1975 (April 1)

Program	Programs Expenditure 1967-Apr. 1/75	Cost-Share Ratio Fed.-Prov.	Commitment
<b>EDUCATION</b>			
Regional Comprehensive High School	\$ 4,000,000	75-25	4,000,000
Schools (Capital)	4,700,000*	0-100	4,700,000
Schools (Operating Grants above 1967 formula)	19,000,000*	0-100	19,000,000
<b>MANPOWER</b>			
General Counsellors	1,720,636	90-10	2,340,000
Manpower Corps	4,195,468	90-10	5,058,000
Training-in-Industry	577,880	55-45	500,000
Community Affairs	495,493	75-25	803,000
Occupational Training Allowances	6,471,934	100-0	12,250,000
Mobility Costs	188,522	100-0	3,500,000
<b>DEVELOPMENT &amp; STRUCTURAL ADJUSTMENT</b>			
<b>Agriculture</b>			
Land Development	761,347	75-25	851,000
Drainage	6,840,445	60-40	7,000,000
Land Adjustment	3,710,567	75-25	3,995,000
Farm Development	1,507,068	75-25	2,970,000
Veterinary Clinics	120,000	60-40	150,000
Farm Water Services	164,685	60-40	420,000
<b>Fisheries</b>			
Fisherman Development	250,714	75-25	698,000
Fisheries Adjustment	78,306	75-25	698,000
<b>Roads</b>			
	8,850,000	60-40	8,850,000
<b>Recreation</b>			
	3,846,354	60-40	3,960,000
<b>Industrial Park</b>			
	400,000	50-25-25	400,000
<b>GENERAL</b>			
FRED Evaluation	172,000	2/3-1/3	250,000
Administration	1,225,725	2/3 / 1/3	1,750,000

\*All monies allotted under the agreement have been expended.

## **HUMAN RESOURCE DEVELOPMENT — PEOPLE PROGRAMS**

Any government involved in regional development must decide how much money to put into human resources, how much into natural resources and how much into social capital and industrial incentives.

The temptation is to invest heavily in more conspicuous public works such as school buildings and roads, and in tangible physical resource improvement programs such as farm land development and parks. Results of investments in human resource development — people programs — are not easily observable, take longer to materialize and are often the brunt of subjective criticism.

The Interlake FRED plan is unique among other, comparable plans in North America. Well over half the public capital being invested in the region has been allotted to human resource development. The decision represents a gamble on the people of the region that, over time and with newly acquired skills,

better education and organization capacity, the citizens will ensure the long term viability of the Interlake. Other investments in capital works and natural resource improvements should pay off at higher than usual returns because the people can better utilize these facilities and resources to their own ends.

### **EDUCATION — THE SCHOOL SYSTEM**

Improvements to the public education system headed the list of priorities set by Interlake residents when they helped design the original Interlake FRED Agreement. Schools were generally small and badly in need of better financial support. Many of the 165 school districts had difficulties attracting and retaining good teachers, and generally the quality of schooling was recognized as low relative to other regions of the province.



Thus the original FRED Agreement included commitments by the Province of Manitoba to reorganize the educational administrative structure by consolidating the local school districts into five divisions and providing more provincial funds to operate improved schools. The new system was to be introduced to the Interlake immediately upon signing of the FRED Agreement.

Such a development could not and did not take place without controversy concerning boundaries of the larger school divisions, location of school and the calculation and provision of operating grants. Indeed, debate continued in two districts for over six years during which time school facility needs could not be permanently provided.

The consolidation arrangements were not unique to the Interlake, but were offered to and accepted

by other regions of the province. Operating grants from the province were also increased in these areas. Commitment of \$19 million in "extra" operating grants to the Interlake's five divisions simply represented a promise by the province to ensure the divisions at least that level of financial support no matter what future alterations in organization of education may be devised.

Reorganization of the school system has been a factor in significantly raising the level of education among Interlake youth. Dropout rates between elementary and secondary schools and at every high school grade level have decreased in all divisions. As a consequence, the graduation percentages have improved and more Interlake students are qualifying for advanced occupational training and educational opportunities.

**TABLE 2**

**Total Operating Grants to School Divisions in the Interlake (\$000's):**

School Division	1966	1967	1968	1969	1970	1971	1972	1973
Evergreen	738	1,103	1,092	1,251	1,364	1,346	1,316	1,478
Interlake	709	1,150	1,239	1,346	1,438	1,636	1,752	1,915
Lakeshore	707	1,001	1,091	1,225	1,202	1,418	1,406	1,618
Lord Selkirk	1,039	1,421	1,488	1,672	1,859	2,387	2,526	2,911
White Horse Plains	460	658	723	801	810	908	958	1,052

### **New Classrooms**

In terms of school infrastructure, the agreement noted that at least 250 new primary and secondary classrooms would be provided. A residential technical high school was proposed, but later modified to take the form of a comprehensive high school in Selkirk.

By November, 1971 a total of 330 academic classrooms had been installed or were under construction although not all of these were permanent.

The figure includes classrooms in the then new Lord Selkirk Comprehensive High School. Internal differences within two school divisions in particular stalled provision of permanent classroom space for six years.

Including the figures for approvals for new school and classroom provision between April 1, 1971 and March 30, 1975 a total of 610 classrooms have been added to interlake schools since May, 1967. Approvals since spring 1971 were as follows:

TABLE 3

## New Instruction Areas — Interlake Schools — April 1/71-Mar. 30/75

Division	Year Approved	New School	Instruction Area (Sq. Ft.)	Addition	Instruction Area (Sq. Ft.)
LORD SELKIRK NO. 11	1971	—	—	Selkirk Central High	5,600
	1972	—	—	Happy Thought Elementary	13,150
	1972	—	—	Ruth Hooker	7,050
	1972	—	—	St. Andrews Elementary	14,900
	1973	—	—	—	—
	1974	—	—	—	—
WHITE HORSE PLAIN NO. 20	1971	—	—	—	—
	1972	—	—	—	—
	1973	—	—	St. Paul's Collegiate	11,350
	1973	—	—	St. Francois Xavier	2,250
	1974	—	—	—	—
INTERLAKE NO. 21	1971	—	—	—	—
	1972	Stonewall Collegiate	42,818	—	—
	1973	—	—	Stony Mountain Elementary	5,450
	1973	—	—	Teulon Elementary	6,170
	1973	—	—	Teulon Collegiate	18,800
	1973	—	—	Warren Elementary	6,800
	1973	—	—	Stonewall Collegiate	16,550
	1973	—	—	Warren Collegiate	8,275
	1973	—	—	Stonewall Centennial Elementary	7,125
	1973	—	—	Stonewall Primary	4,750
	1973	Woodlands	8,800	—	—
	1974	Grosse Isle	6,550	—	—
1974	Rosser	3,750	—	—	
EVERGREEN NO. 22	1971	—	—	—	—
	1972	—	—	—	—
	1973	—	—	—	—
	1974	—	—	—	—
LAKESHORE NO. 23	1971	—	—	—	—
	1972	—	—	—	—
	1973	—	—	Ericksdale Collegiate	10,550
	1973	—	—	Lundar School	13,450
	1973	—	—	Inwood School	4,150
1974	—	—	—	—	

The factor to convert square feet to classroom numbers was 750 square feet, a figure considered generous to compensate for gymnasium space.

## ADULT EDUCATION AND TRAINING

Better jobs, higher incomes and skilled, resourceful local leadership are the broad aims of a conglomerate of programs in the Interlake FRED Agreement that provide some form of adult education and training.

To achieve the aims, the various programs are mixed, matched and applied with uncharacteristic flexibility. It is in this area of FRED programming in which federal, provincial and local officials and local leaders have the greatest opportunities to share resources and ideas.

Adult education and training, as described in the Interlake FRED plan, encompasses Canada Manpower programs of counselling services, training allowances and mobility grants. Also part of the combination are provincially administered programs such as the manpower corps, rural counsellor advisory services, resource management advisory services and community affairs activities.

A total of up to \$28,625,000 was designated under the 1967 agreement for adult education and training — \$15,750,000 in federal Canada Manpower programs and \$12,875,000 in federal-provincial cost-shared programs. Achievement targets were initially set for those programs provided through Canada Manpower. About 450 adults per year were to receive occupational training while as many as 3,500 persons would be provided mobility assistance over the 10 years of the agreement.

The impact of these programs on the economic and social development of the Interlake is highly significant in the short run in terms of the individual adults who participate in them along with their immediate families. Over the longer run entire communities will progress measurably because the improved skills and experience of their citizens will be used to make better use of the resources and to develop the resources of the region.

### Academic Training

Almost three-fifths of the male labour force in the Interlake had less than grade eight education, according to a 1968 study. To qualify for higher paying,

skill-demanding jobs these wage earners can make best use of accelerated academic upgrading courses known as "basic training for skill development" (BTSD) courses.

An aggressive effort was launched in the region to provide such courses wherever there was sufficient demand. It was one of the few regions where BTSD courses were held in halls, trailers, rinks or old schools in communities of all sizes — wherever 15 people showed interest. Courses ranged from pre-elementary to grade XI equivalency and students ranged in age from 18 to over 50.

After an initial flurry of interest during the first three years of FRED, demand reached a plateau, then declined. An indication was increased difficulty finding sufficient students in many communities where once several levels of courses were held. Classroom trailer complexes were set up by manpower corpsmen in Fisher Branch and Ashern, and provided an upgrading course campus for students living within a 25-30 mile radius. Other course locations were Selkirk and Gimli, the largest centres in the region, with advanced courses in Winnipeg. Students were eligible for training allowances while in class. Over the first eight years of FRED 2, 184 adults enrolled in preparatory classes.

The pattern is as follows:

	1967- 1968	1968- 1969	1969- 1970	1970- 1971
No.	367	346	384	315
	1971- 1972	1972- 1973	1973- 1974	1974- 1975
No.	306	174	156	136

### Vocational Training and Assistance

Many of the graduates of the BTSD program have taken the next step toward obtaining better jobs, and that has been to enroll in vocational courses offered by community colleges in Winnipeg, Brandon and The Pas or to attend special trade Schools. Several hundred more young adults who have had



the academic standing, but already have had jobs are also eligible for Canada Manpower assistance. Since 1967 Canada Manpower has responded to its FRED Agreement commitments to the Interlake by assisting 2,359 adults in vocational training.

The pattern is as follows:

	1967- 1968	1968- 1969	1969- 1970	1970- 1971
No.	197	329	282	408
	1971- 1972	1972- 1973	1973- 1974	1974- 1975
No.	210	221	246	466

The figures, of course, represent only those Interlake students who obtained financial assistance through Canada Manpower. The total number of young adults from the Interlake who have enrolled over the past 10 years in vocational courses, but have not used Canada Manpower assistance would be estimated at nearly 1,500.

Canada Manpower records also show that 440 adults were provided assistance while studying toward their apprenticeships. Another 380 Interlakers received training-on-the-job allowance while 1,175 received training-in-industry allowances.

To date, according to Canada Manpower figures, 5,980 Interlake residents have had some form of job training assistance. Double accounting will account for part of this figure since several individuals enrolled in more than one course over the eight-year period.

### **Interlake Manpower Corps**

The interrelationships of FRED Agreement programs is particularly evident in the operations of the now widely adopted Interlake Manpower Corps. While the manpower corps program is primarily intended as an investment toward improving the opportunities of people to better make economic and social contributions to their region, the conspicuous evidence of the corps existence is in the new or improved recreation facilities and in a variety of buildings serving community needs.

The evidence to date includes two major new parks and improvements in three others, four veterinary clinics, three training plants, a recreation leadership centre, four arenas, 50 new houses, an 18-hole golf course, and 12 band halls on Indian Reserves. Besides this list of "meaningful monuments" are a number of less evident physical improvements such as landscaped public areas, nesting boxes for geese, and cleaner community picnic grounds.

Deeper than that, measurable principally by the corpsmen themselves, their families or their neighbours are the personal benefits from the manpower corps experience. They can be observed outwardly as renewed personal self-confidence, awareness of on-the-job routines, acquisition of new skills and a more positive, broader viewpoint toward the surrounding world.

Since 1967 a total of 1,877 persons enrolled in 109 manpower corps projects with a total expenditure of \$4,195,468 to April 1, 1975. Manpower corps pays only the training costs of a project, with the costs of materials being assumed by the sponsoring department, agency, or community group. Thus, nearly \$4 million of the expenditures to date have been in the form of salary cheques for Interlake residents.

A consolidated list of many of the manpower corps projects to date provides some insight into the scope of the program:

- heavy duty equipment training—bush clearing on the Peguis Reserve (15 men)
- renovation and restoration of Winnipeg Beach shoreline resort (78 men)
- construction of band halls and community halls at Berens River, Jackhead Harbour, Fairford Reserve, St. Martin Reserve, Anama Bay, St. Laurent, Lake Manitoba Reserve, Little Saskatchewan Reserve, Peguis Reserve, Fisher River Reserve, Fraserwood, Arnes and Meadows (208 trainees)
- youth corps—improvements to community parks, recreation areas and carrying out recreation projects at Gimli, Selkirk, Teulon, Komarno, Mantagao Lake and Hecla Island (162 young people)



- diamond drilling crew trainees—work done at St. Martin and Oak Point and Peguis areas (56 men)
- construction of Fisheries Training Centre at Hnausa (34 men)
- landscaping of Fisheries Training Centre site—a special youth corps from Evergreen School Division (14 young people)
- construction of Manpower Training Plant (Selkirk)—assistants to contractor (17 men)
- continuing training in parks furniture fabrication—Parks Manpower Training Plant (Selkirk). The plant serves as stage one to wage earners from remote areas who are moving toward semi-skilled jobs in the city. Housing and counselling is provided where families are involved.
- construction and renovation of Provincial Leadership Training Centre (Gimli) (55 men)
- landscaping of the grounds at the Provincial Leadership Training Centre—a special youth corps during summer months (14 young people)
- guide training—special training session in sportsmen guides (6 men)
- Operation Retrieval—St. Laurent—a self-confidence building and group dynamics project involving 22 adults
- Beach Towers Restaurant—Winnipeg Beach—since the opening of the provincially owned resort restaurant in 1971, students from the region have been trained in restaurant operations and service—a summer project involving 108 young people
- Louis Riel Cooperative—St. Laurent—initial training of skilled woodworkers for the local factory producing step ladders, play school furniture and contract furniture items. Continuous support of training and management through employment of the plant instructor. Purchase of initial wood-working equipment through Manpower Corps budget.
- construction by Interlake manpower corps construction crews of 17 veterinary clinics across Manitoba. Clinics are located at Selkirk, Lundar, Ashern, Arborg, St. Pierre, Steinbach, Lac du Bonnet, Gladstone, Shoal Lake, Minnedosa, Notre Dame, Pilot Mound, Souris, Neepawa, Virden, Killarney and Dauphin.
- production of veterinary tables for installation in provincial veterinary clinics—Little Saskatchewan Reserve (14 men)
- development of Hecla Island Park. Under the supervision of the provincial Parks Branch the labour required to develop the park is provided through manpower corps. Trainees have constructed parks buildings, cleared brush, marked trails, developed the 18-hole golf course, assisted in causeway construction, installed services and renovated buildings. Many of the corpsmen and corps foremen are former residents of the Island (75 corpsmen).
- adult education centres established at Fisher Branch and Ashern. 38 corpsmen installed services.
- road clearing—Grindstone Point recreation area (38 men)
- community organization and leadership training session—Pine Dock (14 persons)
- basic literacy course—a special experimental course for adults who had not had the opportunity to develop reading and writing skills—Little Saskatchewan Reserve (18 adults)
- heavy duty equipment school—Selkirk—a special session for unemployed fishermen in 1971 (12 men)
- a cabinet construction school—a six-week training course at the Fairford Reserve (8 men)
- construction of or renovations to rinks at Peguis, Lundar, Ashern, Vogar and Fisher Branch (33 men)
- housing construction, finishing and painting—training sessions ranging from five weeks to one year at St. Laurent, Ashern, Lake St. Martin Reserve, Gimli, Fairford Reserve, Little Saskatchewan and Fisher River Reserve (160 training spots)
- construction of fisheries buildings—Fisher River, Jackhead Harbor and Hole River (45 men)
- construction of fishing yawls—Lake St. Martin (9 men)
- making of hoop nets for rough fish harvesting near Fisher Branch (14 men)



## General Counsellors

In order to ensure an intensification of certain social improvement advisory services within the Interlake region, and to ensure integration of these services with other human resource development programs, counselling services available through the provincial government were included within the FRED Agreement.

Included among the counsellors were up to seven staff persons with the Department of Health and Social Development.

These persons, known as community education officers and vocational rehabilitation counsellors, assisted low-income persons and residents of more isolated communities in making individual adjustments in acquiring better, more regular jobs or stabilizing incomes. Many manpower corps trainees are referred by these staff persons.

Within the provincial Department of Agriculture were eight full-time staff persons — three general counsellors (formerly called rural manpower agents), three district home economists, one youth specialist, and one home visitor program coordinator. Five to seven home visitors also operate under this program serving as advisors to the families of trainees in the Manpower Corps Training Plant in Selkirk.

The general counsellors at Ashern, Teulon and Fisher Branch help rural residents determine their job goals and guide them through the maze of programs designed initially to help the career seekers achieve their goals. Whether the best strategy is through mobility grants, prevocational or vocational courses, manpower corps projects, special farm management or fisheries management courses or special employment programs such as PEP, STEP or LIP, the general counsellors from both departments act as the first stop for hundreds of enquirers.

## FARM DEVELOPMENT

The Interlake Farm Development Program is identical to the farm diversification program under the ARDA III Agreement except in some administrative details. In the Interlake the federal government





assumes 75 percent rather than 50 percent of the program costs and client advisory services are provided by the agricultural representative staff rather than a complimentary staff.

The intent of the farm development program is to help low to middle-income farmers both raise and stabilize their incomes. As a result the migration of farm families to larger communities might be stemmed, while the entire rural economy will be bolstered. Basic to the program is the belief that diversification of farming, involving a strong livestock enterprise, will, over the long run, ensure higher farm income.

Farmers accepted on the program agree to set out a farm management plan involving livestock improvement and to follow this plan over a period of years. The provincial Department of Agriculture guarantees intensive farm management advisory services. Farmers are eligible for a \$2,000 grant and have assured access to loan capital of up to \$10,000 from the Manitoba Agricultural Credit Corporation.

Since this program was initiated in 1972 a total of 213 farm managers have been enrolled up to March 30, 1975. The target for enrollment by 1977 is 500 farmers.

### **COMMUNITY AFFAIRS**

Impartial observers of citizen interest and involvement in public affairs regularly single out the Interlake region as being a most noteworthy example of activist expression in Manitoba.

Interlakers are vocal, irreverent, aggressive and among the best informed in their responses toward policies and programs devised by local, provincial and federal governments purportedly for the area or region's benefit. They are also among the best organized in terms of local formal and semi-formal associations through which public affairs can be handled and issues debated. Such openness and organization has, from time to time, shocked and annoyed governments at all levels, but the end result has usually been more applicable resolution of problems and some far reaching programs of benefit to all Manitobans.

The Interlake FRED Agreement encouraged and fostered persistent citizen participation in regional development through the Community Affairs program. It is under this program area that local area development boards are assisted and maintained. Also community affairs specialists whose roles are to develop improved community organization and assist in leadership training are hired under this program by the provincial Departments of Agriculture and of Health and Social Development.

Eleven area development boards composed of locally elected citizens continue to operate in the Interlake. One board — the Coldwell-Eriksdale Area Development Board — has been reorganized into two separate entities since the concept of inter-community cooperation was persistently under strain. The Hecla Island Board no longer meets as most of its members have moved from the community.

The 11 area development boards in the Interlake are:

- Bifrost
- Camper-Gypsumville
- Central Interlake
- Eriksdale
- Fisher
- Gimli
- Hecla Island
- Lundar
- St. Laurent
- Selkirk and District
- South Interlake

Each area development board continues to reflect the concerns, prejudices and interests of the communities they represent, and thus each displays varying operating styles reflecting these community differences. In the case of Fisher, St. Laurent, and, to a partial extent, the Gimli Area Development Board, members assumed some responsibilities of local governments since all or parts of the areas served were under appointed administration. All areas now have either local government advisory committees or municipal councils.



All boards could serve as forums for debate of issues that were beyond the expressed jurisdiction of local governments. Thus local leaders could solicit community reaction that otherwise would not be expressed. For example, boards commented strongly on such issues as coordination of local services, quality of provincial roads, rustling of cattle, land development, employment programs and educational services for youth and adults. Resolutions on such items could be and were circulated to all boards in order to obtain regional consensus that warranted serious recognition.

All boards promoted local services of various kinds, thus forcing local community formal or informal response. Among the areas of interest were

local libraries, museums, adult short courses in the schools, telephone and hydro services, fire and police protection, health services, need for tradesmen, cable television services and local property tax policies.

The Interlake Development Corporation comprised of representatives from local governments in the region has persistently demonstrated an aggressiveness and willingness to act in an organized fashion that makes it stand out among all such corporations in the province. While the Interlake Development Corporation is not a creature of the FRED Agreement, members nevertheless work closely with Interlake FRED Administration staff to ensure widest application of FRED programs.

## **NATURAL RESOURCE PROGRAMS**

The Interlake is not shy of productive natural resources, but the economy has suffered in the past from under utilization or mismanagement of the land and the lakes. Interlake citizens interested in regional development and those government representatives involved in drawing together the FRED plan recognized the potential of the resources under good management. As a result a number of physical resource development programs were included to take advantage of the basic wealth-creating attributes of the region.

### **LAND DEVELOPMENT**

Land use specialists who were assessing the productivity of Interlake lands prior to the negotiation of the FRED Agreement recognized that several hundred thousand acres of potentially productive pasture land lay under aspen poplar bush. A program of incentives had been set up under the

ARDA Agreement of the day to encourage farmers to clear the bush and open up the land. Under FRED this program was to be continued and, indeed, accelerated. A potential of 50,000 acres of bush clearing per year was to be supported through incentive grants. And this was only the most productive bush covered land ...

The land development program providing an incentive of \$4.00 per acre for clearing bush from land capable of forage and pasture production was terminated in March, 1973. At the time five-year revisions were being made to the FRED Agreement, a conflict of interest between the province and the federal government existed. Canada at the time had a glut of grain on farms and in elevator and terminal storage while world demand did not appear to be bullish. National policy, then, was not only to discourage opening up of new land in the west, but to encourage taking existing grain land





out of production. Even though most recently cleared land in the Interlake was being used for livestock production, it appeared inconsistent to pay farmers in one area of the prairies to clear land and pay others in other areas to retire land. In the view of the province, with a perspective for agricultural development in a relatively small area, such a deviation from national policy was not inconsistent in terms of practicality.

On the other hand, the bulk of land clearing in the Interlake between 1968 and 1970 was undertaken outside the policy, and applications for clearing incentive payments were sluggish.

The land clearing program can be credited, however, with encouraging contractors to operate in the region and thus making clearing more feasible. Over the six years that the individual land clearing program was in operation 126,346 acres of bush were knocked down and piled based on 2,300 farmer authorizations (double accounting enters here since some farmers applied seasonally for grants on several small tracts). A total of \$451,384 in grants was paid. Based on an average cost of \$18 per acre for clearing and piling the program, theoretically, generated \$2,274,228 in expenditure within the region for the purpose of clearing land under FRED alone. By the end of the third year of continuous production on cleared land, Interlake farmers were realizing average gross returns per acre of land in production of \$14.34 to \$27.45 (in 1970).

## DRAINAGE

Stable farm production in the Interlake is dependent upon adequate land drainage since several hundred thousand acres of high capability crop land is naturally low lying. Indeed, much of the best land was once extensive marsh.

As a means towards stabilizing grain production and thus increase productivity and total farm income in the region, the FRED agreement provided for federal-provincial cost-sharing of drainage works that would have a maximum of impact. The seven projects selected were the largest and most expensive of the drainage works carrying the greatest volume of run-off water from high quality land. Up to \$7 million was to be expended on a 60-40 federal-provincial cost-shared basis for the Upper Grassmere, Sturgeon Creek, Long Lake, Boundary Drain, Icelandic River, Fisher River and Birch Creek drainage systems.

Reconstruction of a total of 140.25 miles of primary and secondary channel has been completed on all project sites except the Birch Creek extension drain. This final project involves control of run-off with consideration of both agricultural use of land and waterfowl management strategy. While surveys have been completed resolution of conflicts of land use still remains an issue. Designs for the project water control works are being drawn.

The drainage program summary as of the end of the 1973-74 fiscal year is as follows:

TABLE 4

Interlake FRED Drainage Project			
Drain	Miles	Cost	Completion
	Reconstructed		
Upper Grassmere	11.25	\$ 417,000	
Sturgeon Creek	43	1,460,000	1972
Long Lake	25	1,100,800	1972
Icelandic River	26	1,928,000	1973
Boundary Creek	11.5	375,775	1972
Fisher River	23.5	1,645,300	1973
Birch Creek Extension	Some improvements only		

## Land Adjustment

Over the past 20 years, land use specialists have devised a number of standardized systems of assessing the productivity of agricultural holdings—that in some measure formalize what farmers have reasoned since settlement began. Any farmer will tell you there's "good" land and there's "poor" land. What is "good" and what is "poor" is, of course, a relative evaluation based upon the type of agriculture predominantly practiced in the general area.

For a variety of reasons, settlement is not limited to the "good" or even "average" lands as inevitably some farmers find themselves trying to wrest a living from the "poor" lands. The Interlake was hardly an exception.

A soil capability study of the Interlake prior to the signing of the FRED Agreement indicated that about 1,000 farmers in the region owned nearly 150,000 acres of "poor" land that formed part or all of their farm unit. Some of these farm families were scattered about in areas where the cost of providing services such as roads, utilities and drainage was an excessive burden on the local taxpayer. Others

had acquired lands that were unproductive for cereal crops because of excessive stoniness and infertility. Others discovered, after purchase, that their land was subject to frequent flooding. Whatever the limiting factor, the owners found that not only was it extremely difficult to survive financially on their land, but that they could not readily sell the land to another private buyer.

Under the land adjustment program, the provincial government, utilizing cost-shared funds, was prepared to purchase parcels of this "poor" land to convert it into uses other than agriculture. A fund of \$5,000,000 was allotted for the purpose.

By 1972, when the review of the programs in the FRED Agreement was underway it was evident that the land adjustment program could be reduced and the money allotted to other programs. When revisions were being studied, 256 landowners had sold 32,856 acres of land to the province. After six years of the FRED plan 342 landowners had accepted offers involving a total of 43,820 acres. Some farmers sold that part of their land that was of lowest quality while others sold their complete units. The performance of the program in the major land adjustment areas is as follows:



TABLE 5

## Land Acquisition (Adjustment) Program

Interlake FRED — 1967-75 (Years 1-8)

Activity Area	Year	Offers Accepted	Total	Acreage Accepted	Total
Hecla	1967-71	44	76	2,612	3,078
	1971-72	5		135	
	1972-73	26		254	
	1973-74	<u>1</u>		<u>77</u>	
Chatfield-Narcisse	1967-71	13	28	2,873	6,010
	1971-72	7		1,579	
	1972-73	4		930	
	1973-74	3		474	
	1974-75	<u>1</u>		<u>154</u>	
Oak Hammock	1967-71	24	39	4,634	6,459
	1971-72	—		—	
	1972-73	11		1,345	
	1973-74	3		236	
	1974-75	<u>1</u>		<u>244</u>	
Sandridge	1967-71	2	13	800	3,861
	1971-72	—		—	
	1972-73	7		1,343	
	1973-74	3		1,112	
	1974-75	<u>1</u>		<u>606</u>	
Libau-Netley	1967-71	89	8	10,000	16,419
	1971-72	38		5,060	
	1972-73	7		980	
	1973-74	<u>4</u>		<u>379</u>	
Mantagao-Sleeve Lake	1967-71	—	8	—	1,850
	1971-72	—		—	
	1972-73	5		1,050	
	1973-74	2		640	
	1974-75	<u>1</u>		<u>160</u>	

TABLE 5 (continued)

Sylvan	1967-71	—	—	—
	1971-72	—	—	—
	1972-73	—	—	—
	1973-74	4	654	—
	1974-75	<u>2</u>	<u>326</u>	980
			6	
Riverton-Washow Bay	1967-71	22	3,405	—
	1971-72	8	958	—
	1972-73	—	—	—
	1973-74	—	—	—
	1974-75	<u>—</u>	<u>—</u>	4,363
			30	
Miscellaneous	1967-71	4	800	—
	1971-72	—	—	—
	1972-73	—	—	—
	1973-74	—	—	—
	1974-75	<u>—</u>	<u>—</u>	800
			4	
GRAND TOTAL			342	43,820



At Hecla Island all private land has been or is in the process of being purchased from residents and landowners living off the island for the purpose of converting the island into a major year-round destination recreation site.

Land in the Washow Bay-Riverton and the Libau-Netley Marsh area is prone to periodic flooding by Lake Winnipeg. Cost of providing adequate protection is considered excessive relative to the productivity of the land. Oak Hammock, located 20 miles north of Winnipeg, has been converted to a waterfowl management area and a marshland observation area. At Chatfield-Narcisse and Sandridge upland game management areas have been developed.

A limited study carried out in 1973 on the reactions of farmer-vendors to the land acquisition program indicated that 83 percent of those contacted felt that purchase of their land either made little difference to their livelihood or was of benefit to them. Slightly over half the Hecla Island property holders indicated they were better off or no worse off as a result of the sale of their lands. In the Hecla Island case, the application of expropriation on lands required for development of a destination park could have injected a negative role to the reactions.

Returns to the total region from this program of purchasing lands of limited agricultural value are expected to be significant depending on the alternative use to which the land has been put.

## FISHERIES

Manitoba's fishing industry can be likened to a heavily loaded Lake Winnipeg barge as it wallows along through rough seas, responding only grudgingly to the persistent pull of a long towline. Observers studying its low profile image get the impression that the structure suffers from a lack of design; that no one cares about its shape so long as it's functional and can remain afloat. There is the temptation to suggest a radical streamlining, bordering on a complete restructuring and refitting,

in hope that clean lines will make it a more efficient craft. Yet, as the vessel flounders along in its awkward, ponderous style, critics have to admit that it does the job year after year.

Under the Interlake FRED Agreement of 1967 the fishing industry was to be the object of some major overhaul, at least concerning those fishing and handling the product from Lakes Winnipeg, Manitoba, Winnipegosis, Waterhen and St. Martin. A new centralized marketing structure was blessed, a concentrated effort was to be made in improving incomes of fishermen partly through rationalizing their numbers, and the fisheries would be enhanced with an environmental improvement to the whitefish spawning grounds in Lake St. Martin.

The Freshwater Fish Marketing Corporation did materialize and provide a stability to a market once rife with disorganization. The fishermen on the lakes realized fairer prices and for the first time, knew in advance what these prices would be. A government-controlled credit program was established through the Manitoba Agriculture Credit Corporation. These developments were outside, but complementary to the FRED fisheries programs.

Within the clauses of the FRED Agreement, improved fisheries extension and education programs were launched and the industry at the basic level — the fisherman and his family — was thoroughly studied.

A dramatic change in the level of Lake St. Martin scuttled plans for a control structure on the lake to improve the whitefish spawning grounds. Discovery of mercury contamination of Lake Winnipeg and revelation, through the study, of fishermen's pragmatic loyalty to their occupation rendered the fisheries adjustment program of relocation and retraining much less functional than previously planned. The mercury pollution forced many out of business, and the remainder insisted on staying in.

The 1972 revised Interlake FRED Agreement concentrated economic improvement efforts under a "Fishermen Management Development Program"



providing up to \$698,000 of 75:25 federal-provincial cost-shared funds to support an intensive management education program. The program replaced fisheries adjustment and the Lake St. Martin control structure.

Indeed, the Fishermen Management Development Program represents an about face in the technique to be focussed upon in the efforts to improve the fishermen's income. It recognizes that fishermen intend to stay in their occupation, if at all possible, in spite of the existence of higher-paying full-time alternative jobs elsewhere.

Under the program, a team of three extension workers, a program supervisor and an analyst from the Department of Mines, Resources and Environmental Management, help fishermen from selected

areas develop good record keeping techniques and improve their fishing practices to boost their volume of harvest. The extension workers visit the fishermen weekly during the fishing season and less frequently between seasons to provide production information and to record the catch in detail. As a result, the fishermen discover how they perform in relation to their fellows, learn to make decisions on the basis of their own accounts, and try out different routines and new equipment.

In total, 166 fishermen fishing Lake Winnipeg, Manitoba and Winnipegosis have participated in the program for one or more seasons. It is hoped that at least 300 fishermen will join before the FRED Agreement terminates. Expenditures to date total \$248,722.



## RECREATION

Lake Winnipeg is at once the Interlake's greatest outdoor recreation asset and, at times, its most spectacular tourist liability. To a very large degree, the lake is the variable that influences the flow of summer visitors to the region. When the water levels are normal to low and the beaches are broad, the tourists are attracted to the resorts along the shore

and are tempted to travel other interior highways. When water levels are high, the beaches wash and the waves threatening, tourists look to more stable points of interest and miss the rest of the Interlake.

The dominant lure of Lake Winnipeg as a major component of any resource-based tourist industry in the Interlake was recognized in the FRED Agreement. If a viable tourist industry were to emerge that would enhance the economy of the region, major investment was required along Lake Winnipeg for it was here where thousands of tourists at a time could be handled.

The aim, then, of the parks recreation budget item in the FRED Agreement was to promote the development, in time, of a major dollar contributing industry in the region. In the short run, parks development means labour intensive effort and thus construction jobs and job training opportunities.

Initially \$2,960,000 of cost-shared funds were earmarked for parks development at Winnipeg Beach and in the Lake Winnipeg narrows area. Some funds were also to be used for shoreline acquisition before all access to the lake fell into individual developers' hands. Besides the funds for parks development, \$500,000 of land acquisition program money was available for purchase of Hecla Island property, and \$800,000 of Manpower Corps training funds would be used for parks development Manpower projects. In 1972, an additional \$1 million was apportioned to Hecla Island development.

By the end of 1975 all cost-shared parks development funds under the FRED Agreement will have been utilized. Approximately half of this balance was committed for development work during the summer of 1975.

Thus, by the end of Year Eight of the FRED Agreement, development work on Winnipeg Beach resort site was completed and a dramatically altered recreation area opened, approximately 700 acres of shoreline access land had been purchased and work was well advanced on Hecla marine park. An official opening of Hecla Park took place in July, 1975.

## REGIONAL INFRASTRUCTURE

A very tangible legacy of the Interlake FRED Agreement will be some functional and often sorely needed "hardware" to be utilized by Interlakers long after the agreement has expired. Included among these combinations of structures, public works, community facilities and private facilities are schools, roads, training plants and adult education facilities, an industrial park and four veterinary clinics. Thanks to the Manpower Corps Program there also exist several community halls, hockey rinks, the Provincial Recreation Leadership Training Centre at Gimli, private homes constructed for the Manitoba Housing and Renewal Corporation and fisheries buildings.

None of these works or structures bears any indication of FRED contribution to their existence, but that it is not by accident nor oversight. In none of the projects was there any intention to construct a "Monument" to any particular government, but rather the concern was to provide a functional regional or community asset.

### ROADS

The roads reconstruction program in the Interlake FRED plan was intended as more than a public works effort. All road improvements cost-shared under the plan were concentrated in the northern two-thirds of the region where population is rela-





tively dispersed and the transportation network was not well developed.

The roads program was directly linked to the education program. If school consolidation was to work, it was vital that all-weather roads be in place to dependably carry school buses. Thus the first question considered when a provincial road project was considered was "Is this to be an important school bus route?"

Another consideration in the roads program was the obvious need for a major east-west link across the region. All major highways ran north-south, tightly linking the region's major communities to Winnipeg. The result was a region divided, with the residents of communities on the west side having little communication with those living on the east side. It was easier to take your business to Winnipeg than have dealings with neighbours to the east or west. Thus conversion of provincial trunk highway #68 from Hnaua on the west shore of Lake Winnipeg to Eriksdale on P.T.H. #6 50 miles west, into an

all hard-surfaced route was a part of the FRED roads program.

Finally P.T.H. #6 that runs from Winnipeg to the hydro electric generation centre of Grand Rapids and now to the Nickel City of Thompson was added to the list. One of the worst stretches of that once axle-breaking highway, the 87 miles between Lunder and Gypsumville junction, was to be widened and paved. The highway is now the major freight and tourist route to the northern terminus of Thompson. Some day it may reach to Churchill, on Hudson's Bay. Even on this route, school consolidation was an issue, since the new Lakeshore School Division largely follows #6 highway and it is on this route that most buses traverse.

A total of \$8,850,000 was to be cost-shared 60:40 federal-provincial on roads projects. The last of this money was spent in the 1973-74 fiscal year on a total of 402 miles of roads improved.

Since the Interlake FRED Agreement was signed the work completed is as follows:

TABLE 6

Interlake FRED Road Projects			
P.T.H. #6	P.T.H. #68—South	Base and Bituminous Pavement	\$ 442,475.72
	P.T.H. #68—Moosehorn	Grade Widening and Gravelling; Base and Asphalt Surface Treatment	1,355,850.95
	Moosehorn—P.R. #513	Base and Asphalt Surface Treatment	729,884.55
P.T.H. #68	Eriksdale—Poplarfield	Grading and Gravelling; Base and Asphalt Surface Treatment	1,062,282.65
	Poplarfield—P.T.H. #8	Base and Asphalt Surface Treatment	587,733.04
	At Eriksdale	Base and Bituminous Pavement	36,123.49
P.R. #228	Teulon—P.T.H. #16	Grading and Gravelling	709,909.82
P.R. #229	P.T.H. #416	Grading and Gravelling	379,431.25
P.R. #231	Fraserwood—East	Grading and Gravelling	54,052.64
	Fraserwood—Gimli	Base and Asphalt Surface Treatment	137,877.03
P.R. #329	P.R. #326—East	Grading and Gravelling	16,434.20
P.R. #224	P.T.H. #16—Hodgson	Base and Asphalt Surface Treatment	223,555.69
& #325	Hodgson—South of Dallas	Grading and Gravelling; Base and Asphalt Surface Treatment	317,539.43

P.R. # 325	P.T.H. # 6—P.R. # 235	Grading and Gravelling	236,528.57
P.R. # 322	North Boundary of Township 14—North	Grading and Gravelling	103,121.15
P.R. # 328	P.T.H. # 6—Basket Creek	Grading and Gravelling	183,981.18
P.R. # 513	P.T.H. # 6—Gypsumville East of Gypsumville— Anama Bay	Grading and Gravelling Grade Improvements and gravelling	149,162.37 36,726.82
P.R. # 235	P.T.H. # 6—Lake Manitoba Narrows	Base and Asphalt Surface Treatment	592,972.16
P.R. # 234 & # 233	P.T.H. # 8—P.R. # 233	Grading and Gravelling; Base and Asphalt Surface Treatment	461,403.40
P.R. # 417	P.R. # 234—Hecla Causeway	Base and Bituminous Pavement	
P.R. # 324	P.T.H. # 6—West	Grade Improvements and Gravelling	73,856.33
P.R. # 415	P.T.H. # 8—West	Grading and Gravelling	60,450.76
P.R. # 419	P.R. # 322—North	Grade Improvements and Gravelling	25,531.23
P.R. # 419	Lundar—NE Corner of Section 11-20-3W	Grading and Gravelling	332,291.64
Access Roads	Eriksdale	Base and Bituminous Pavement	28,449.97
	Ashern	Base and Bituminous Pavement	71,752.92
	Lundar	Base and Bituminous Pavement	21,704.41
	Meleb	Base and Bituminous Pavement	9,425.78
	Hilbre	Base and Asphalt Surface Treatment	12,632.19
	Grahamdale	Base and Asphalt Surface Treatment	4,673.76
	Fairford	Base and Asphalt Surface Treatment	25,515.73
	St. Martin	Base and Asphalt Surface Treatment	18,958.68
	Hodgson	Base and Asphalt Surface Treatment	14,589.97
	Moosehorn	Base and Asphalt Surface Treatment	13,202.52
	Broad Valley	Grade Improvements; Base and Asphalt Surface Treatment	41,278.04
	Arborg	Grade Improvements; Base and Asphalt Surface Treatment	30,305.92
Bridges	Gimli R.M.	Bridge Construction	6,626.01
	Bifrost R.M. (P.R. # 234)	Bridge Construction	23,674.44
	Fisher River (P.R. # 325 & # 233)	Bridge Construction	56,649.02
	Basket Creek (P.R. # 328)	Bridge Construction	22,138.00
	L.G.D. Grahamdale (P.T.H. # 6)	Bridge Construction	24,510.20
	Arborg (P.R. # 326)	Bridge Construction	114,736.37
			<u>\$8,850,000.00</u>

## TRAINING-IN-INDUSTRY PROJECTS

A total of 71 Indian and Metis people have acquired on-the-job skills and regular incomes through the FRED agreement.

At the garment factory on the Peguis Indian Reserve 20 seamstresses in the community piece together children's clothing, while at Selkirk 17 men helped construct the Manpower Corps Training plant and later joined as trainees in making furniture, picnic tables, benches, barbecues, comfort stations and signs for Manitoba parks. Construction of Canada's only fresh water fisheries training station at Hnusa occupied a further 34 men. The training-in-industry budget of \$500,000 was completely utilized on construction at these three project sites although all the facilities continue to operate and provide jobs. The most recent expenditure was for an expansion of the Manpower Corps Training Plant at Selkirk, to provide a total of 21,000 square feet of working space.

Costs of each project was as follows:

Total cost, Manpower Corps	
Training Plant — Selkirk	\$390,726*
Manitoba Fisheries Training Centre	
— Hnusa	\$177,000
Peguis Garment Plant —	
Peguis Reserve	\$ 10,153

\*\$77,879 of this total consists of 100 percent provincial funds.



## VETERINARY CLINICS

Maintenance of herd health is an essential adjunct to a large scale livestock industry and in a region such as the Interlake where livestock herds are dispersed over great distances, veterinary service is a problem both for a private practitioner and the livestock producer who must pay mileage fees for service. In the Interlake, and, in fact, across Manitoba, the standard of health care and the retention of veterinarians was a growing matter of concern. In conjunction with the province, local municipal governments and livestock producers organized veterinary service districts responsible for

establishing clinic facilities and hiring a veterinarian. Fees for service and mileage fees were standardized and operational costs, including salaries, were subsidized. Under the FRED Agreement, the costs of building veterinary clinics capable of handling large and small animals were cost-shared 60:40 by the federal and provincial governments. Four clinics have been built.

To date 24 clinics built in Manitoba, both within and outside the Interlake, have been constructed by specially trained crews of Interlakers enrolled in the Interlake Manpower Corps. Most recently construction of the clinics have been the task of non-Interlakers who are training under an arrangement copied from Manpower Corps.

With the revisions in the FRED Agreement some programs in the original agreement relating to agricultural development were retained while others were terminated.

#### **SELKIRK INDUSTRIAL PARK**

Industries are not widespread in the Interlake region. At the time the FRED Agreement was signed most of the labour-intensive industries were concentrated in and around Selkirk. A steel mill and a foundry in the town were the core enterprises that provided Selkirk with a basic industrial environment that offered promise for attracting other firms and manufacturers to the region.

The role of Selkirk within the context of the Interlake FRED Agreement was to provide an urban, industrialized centre capable of absorbing surplus and basically trained labour from other areas of the Interlake where farming or fishing could not offer full-time employment. If rural adults were to be trained and oriented towards the industrialized urban centres, then Selkirk could serve as a vital first base — if it could attract more industries. To help the town fulfill its role, the federal and provincial governments, under the FRED plan, agreed to financially support a serviced industrial park. A grant of \$400,000 was to be shared 75-25 federal-provincial-Town of Selkirk.

Approximately 100 acres of a 150-acre industrial park have been subdivided and serviced. Lines were laid and services provided during the 1969-70 fiscal year to largely complete the task started the previous year. The town has also completed a one million dollar water treatment plant and is in the process of making major alterations to the community sewage system.

Attraction of industry to the park has not been dramatic. Total number of firms now occupying industrial park land now stands at seven. Town taxes relative to surrounding municipal taxes and concessions, provision of industrial incentives to Winnipeg and a current shortage of housing in Selkirk have hurt the ability of the park to attract industry, although firms held temporary options and continue to investigate the location.

#### **FARM WATER SERVICES**

By classic definition of "social capital" or "community infrastructure" water pressure systems on farms hardly fits. Yet, in terms of economic payoff and social benefits, the returns to the region of the FRED-financed farm water services program could be significant. Livestock production not only becomes easier and thus can be expanded by individual farmers, but cattle perform better as well when fresh water is readily available.

While the farm water services program is directed toward installation of services for livestock, many farm families are taking advantage of the effort to extend the pipes to the farm home. Once a water source has been tapped and some distribution lines laid, the extra effort is not much.

The program provides incentive grants to individuals plus the benefits of a central bulk purchasing agency operated by the province, plus the advisory services of a competent technician. To the end of the fiscal year 1974-75 a total of 1,282 farm operators had applied for the service.

Total budget allotted for this program is \$420,000 shared on a 60-40 basis. To the end of the fiscal year \$126,721 had been paid out in grants.

## PROGRAM CO-ORDINATION

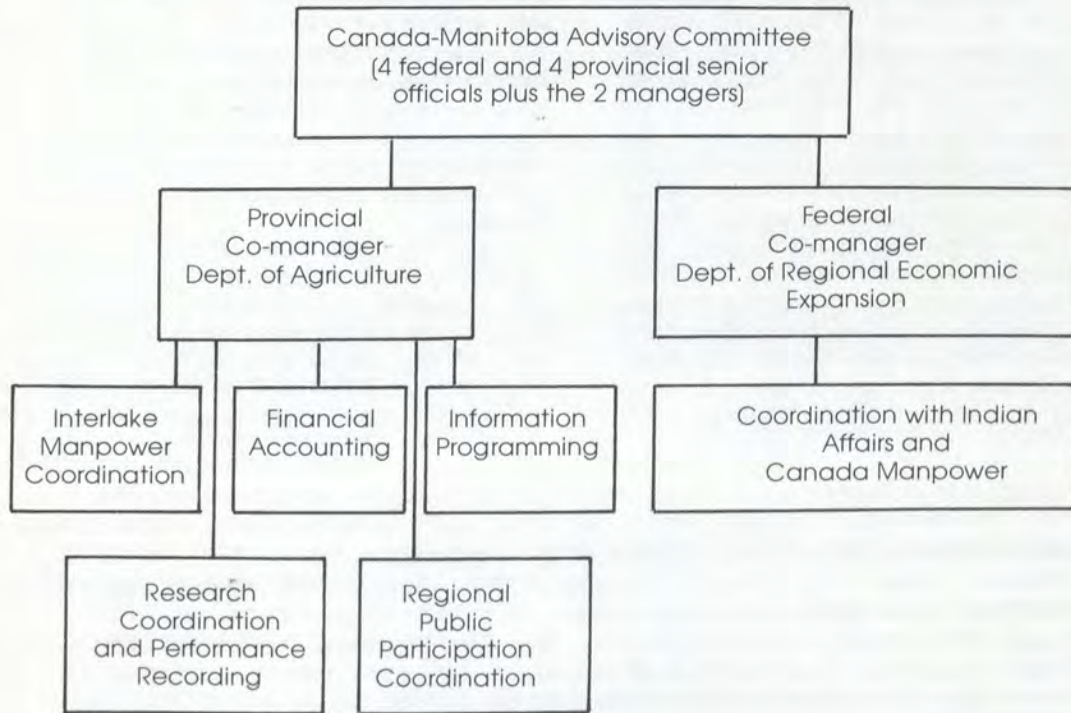
Management of the Interlake FRED Agreement has been an exercise quite unprecedented among federal-provincial development arrangements in the Prairie region. Indeed, in some aspects the management operation was considered unique in Canada.

Never before had the various levels of government worked so closely together on a long term project involving so many components of a sub-region's social and economic structure. Organized involvement of citizens prior to any development scheme and persistent citizen involvement in a formal manner throughout the term of the plan had never before been tried in the west on the scale it was in the Interlake. Noteworthy, too, was the degree of flexibility exercised by a province in managing cost-shared programs. Cooperation between the federal and provincial governments was assisted by the appointments of a federal government coordinator and a provincial government manager and the establishment of an active,

but enlightened federal-provincial advisory committee. In actual fact the mechanism worked because regular adjustments were discussed openly and candidly before they were to be undertaken, and a remarkable degree of trust was established and honored among all levels of government.

Unlike some other regional development programs, the management unit was kept to a small size and, in itself, did not have the staff capacity to carry out actual work on the project. The job of the management unit was to coordinate the work of various existing agencies and government departments actually responsible for carrying out the variety of projects. Management's role was to ensure that the monies budgeted were committed in the approved manner and were accounted for, when necessary. As well, the management group was to undertake a general information program, and oversee management research contracts involving analysis of the efficacy of the resource development process and procedures.

The organizational structure of the FRED plan management component could be depicted as follows:



In Manitoba, actual program "delivery" was provided by these departments:

- Agriculture
- Mines, Resources and Environmental Management
- Tourism, Recreation and Cultural Affairs
- Education
- Health and Social Development
- Industry and Commerce
- Colleges and Universities Affairs
- Finance

The Minister of Agriculture for the province reported to the Legislative Assembly on FRED matters.

Federal departments carrying out projects included:

- Manpower and Immigration
- Indian Affairs

The coordinating department was Regional Economic Expansion with the minister of this department reporting on FRED matters to the House of Commons.

## Information

Initially the Interlake FRED Information Program was designed to disseminate as widely as possible within the region, the details of the FRED Agreement. The aim was to encourage those who wished to become involved in discussing development programs in their region by informing them of plans and projects. As well, a number of projects in the agreement such as land clearing, manpower corps projects and adult training courses, required widespread participation and thus widespread awareness and support. As the period under FRED continued the information program assumed additional functions of assisting Interlakers in getting to know the resources of the region, in encouraging regional pride and in promoting the Interlake to "outsiders."

Since the Interlake is not served by a regional radio station or a regional television station (Winni-

peg stations are the main broadcast carriers), the printed word was relied on most as the means of information dissemination. Notable among the publications prepared and distributed was the **Interlake Flyer**, a newsletter mailed directly to Interlake residents. Apart from this newsletter, articles in newspapers and magazines, booklets, films, tours, television programs and seminars have been used to convey information on the Interlake.

## Research

Under the agreement, an active and continuous objective study of the effectiveness of the Interlake FRED programs and the FRED management techniques was encouraged. Most of this research was carried out under contract by the Agricultural Economics Department of the University of Manitoba. Reports prepared on separate studies include:

### INTERLAKE FRED PLAN EVALUATION PAPERS AND PUBLICATIONS AVAILABLE

1. Jerald R. Barnard, James A. MacMillan, and Wilbur R. Maki, "Evaluation Models for Regional Development Planning," *Regional Science Association Papers*, 23:117-140, 1969.
2. James A. MacMillan, "Evaluation of Regional Development Programs: The Role of Local Government Expenditures," *Proceedings of the 16th Annual Conference of the Mid-Continent Research and Development Council*, Bloomington, Minneapolis, September, 1969, pp. 144-155.
3. \_\_\_\_\_, and C. F. Framingham, eds. *Seminar on the Evaluation of the Interlake Area Development Plan*, Occasional Series No. 1 (Winnipeg, Manitoba: Department of Agricultural Economics, University of Manitoba, 1969), 81 pp.
4. Wilbur R. Maki, and James A. MacMillan, *Regional Systems for Development Planning in Manitoba*, Research Bulletin No. 70-1 (Winnipeg, Manitoba: Department of Agricultural Economics, University of Manitoba, 1970), 98 pp.



5. G. A. Norton, and James A. MacMillan, "Maintenance and Reconstruction Costs and Benefits: A Watershed Analysis," *Canadian Journal of Agricultural Economics*, 18:56-63, No. 3, November, 1970.
6. James A. MacMillan, "A Framework for Simulation of Area Economic Growth with Urban Consolidation," *Regional Science Perspectives*, 1:121-143, No. 1, 1971.
7. \_\_\_\_\_, "Regional Development Theory and Practice," *Transportation and Regional Development Conference Proceedings* (Winnipeg, Manitoba: Center for Transportation Studies, University of Manitoba, May, 1970), pp. 10-38.
8. \_\_\_\_\_, "Evaluation of Resource Development Programs: Application of Planning, Programming and Budgeting, Benefit Cost and Systems Analysis," *Proceedings of the Engineer and Resource Management Conference*, Winnipeg, Manitoba, October, 1970, pp. 131-154.
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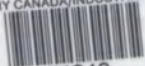
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