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1967-1977

A Decade of Development in the Interlake



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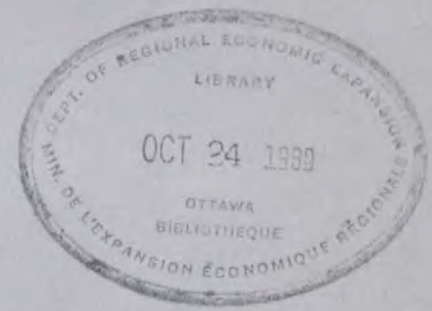
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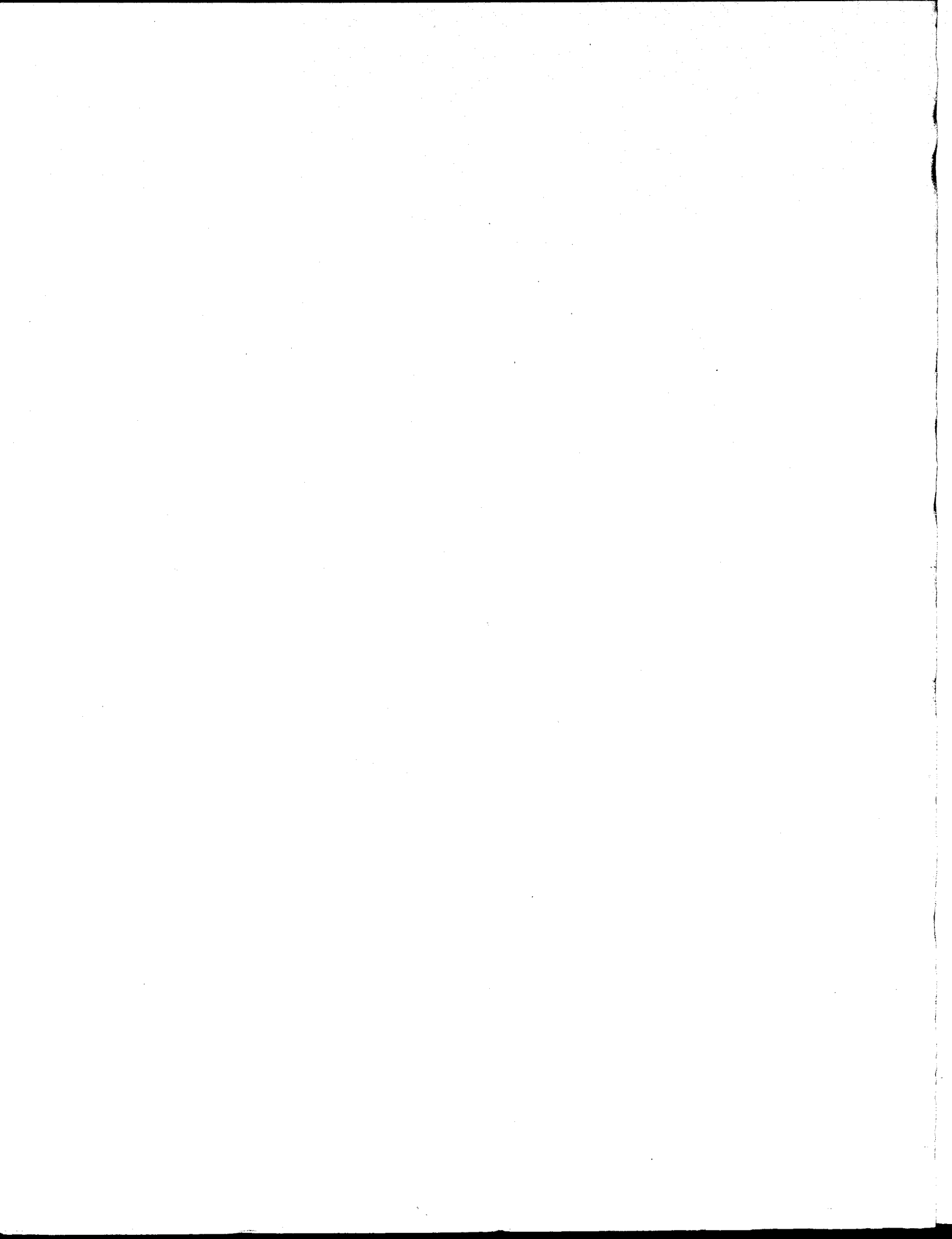


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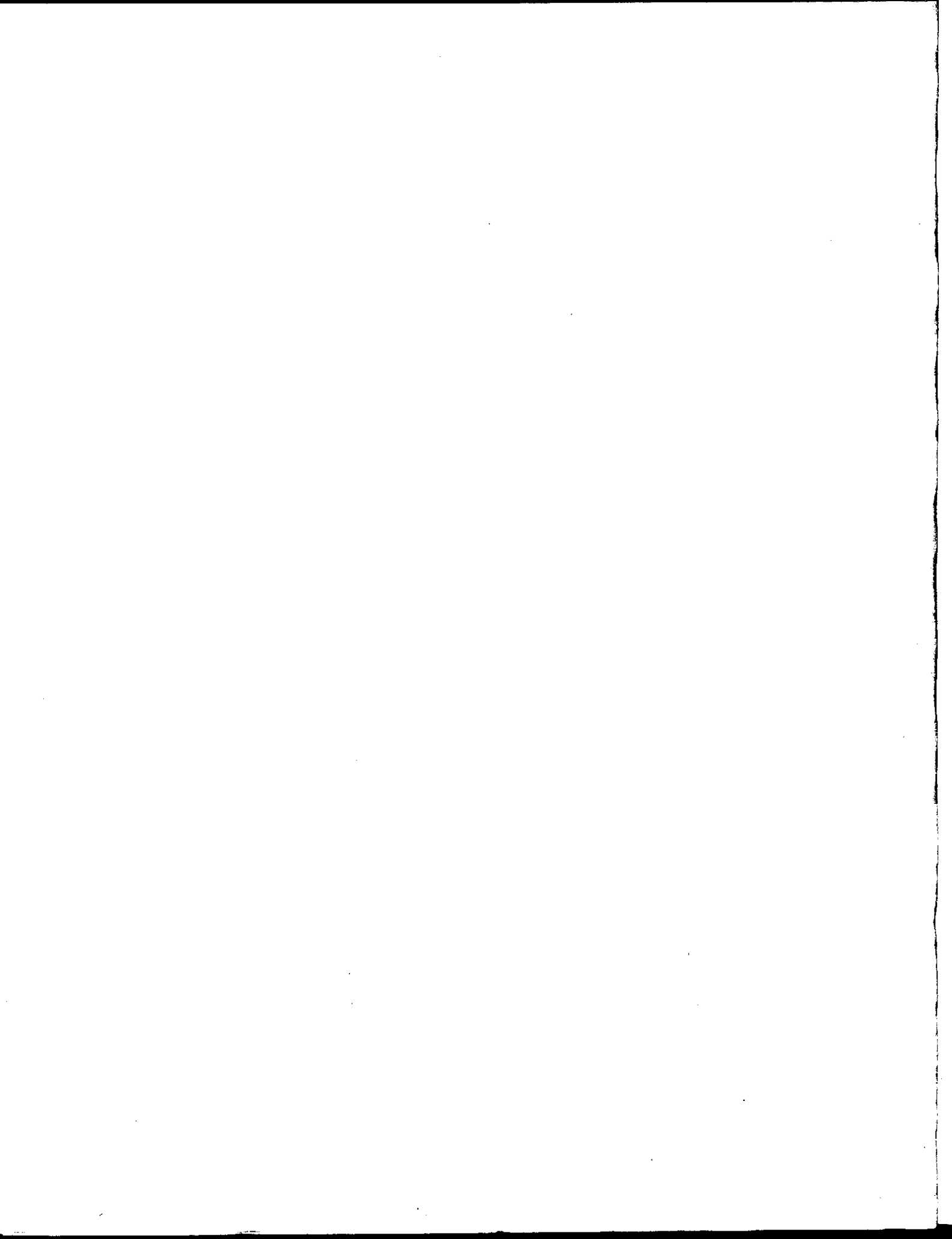
FRED: 1967-1977
A Decade of Development
in the Interlake





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foreword

Ten years ago, Canada and Manitoba signed a joint Fund for Rural Economic Development (FRED) agreement for the Interlake area of the province.

FRED was a new approach to Canada's rural development problems. Focusing on improved land use and productivity in Canadian agriculture had had a limited effect on Canada's geographical pockets of low rural income.

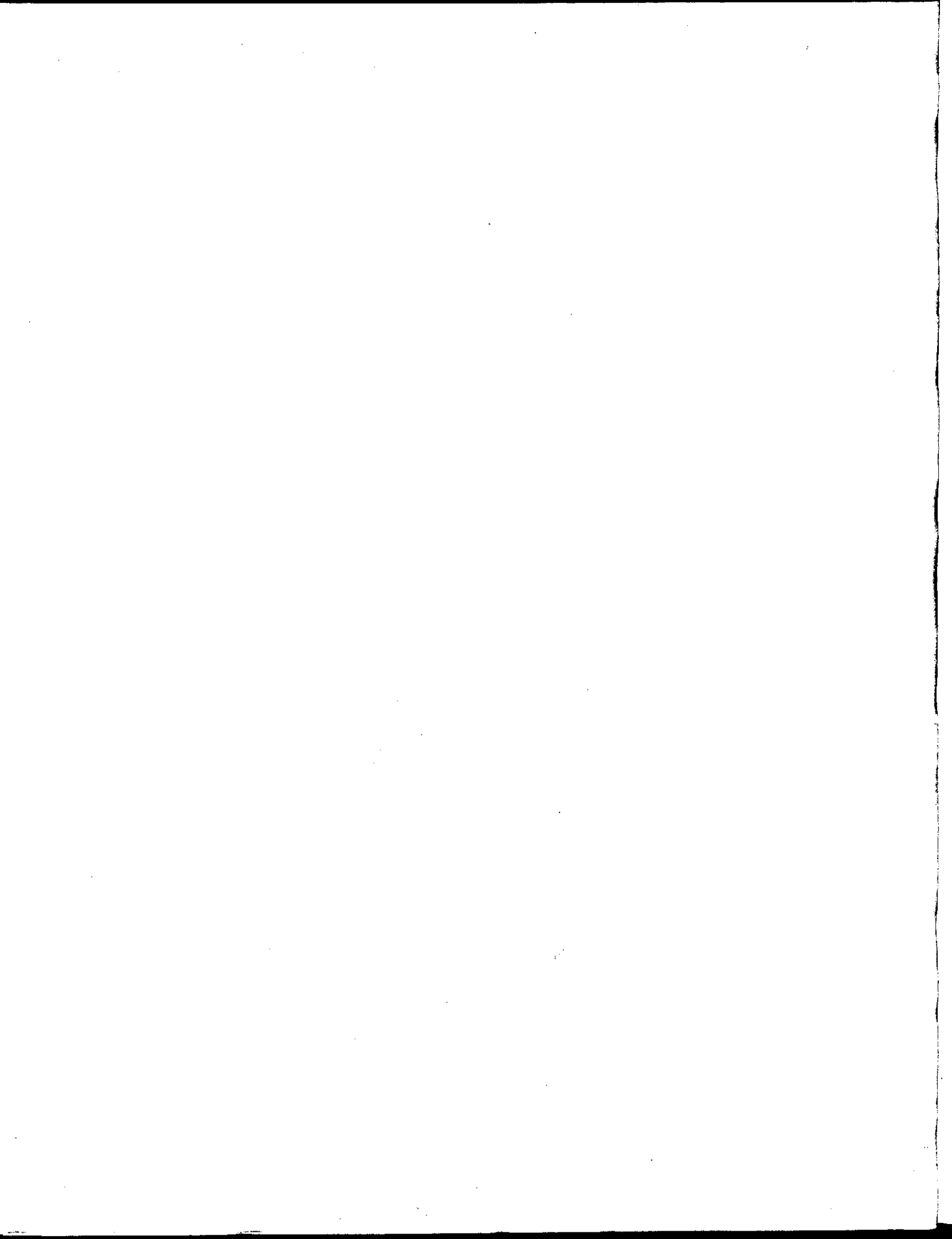
FRED concentrated on specific areas, and involved local, provincial and federal governments in joint programs to develop human resources (such as, manpower, education and counselling services) and public infrastructure (such as, roads, schools, veterinary clinics, parks and industrial parks) as well as natural resources. The underlying principle was that improvements in physical resources such as land and water are ineffective unless the people possessing the resources have developed their potential, and have sufficient public services to use them efficiently.

The FRED plan in the Interlake was a joint federal-provincial attempt to coordinate and enhance what was already being done in the area through public and private enterprise.

FRED money was provided to make people aware of what was possible and what was already being done, and to fill in the gaps. Innovative methods were used to try to stimulate economic development. The successful programs served as pilots, and the knowledge and experience gained in the Interlake is now being used directly and indirectly across the country. For example, courses similar to the farm management course pioneered in the Interlake are now being offered by the federal government in a number of other provinces.

FRED was a flexible plan, adapting to changing needs, and to changing perceptions of those needs.

This publication is a summary of what was done during more than 10 years of federal-provincial cooperation in the Interlake, why it was done, and the results. It is also a tribute to the people who made it a success — the residents of the Interlake.



messages from the ministers

It has been a satisfying experience for my Department to cooperate with the Province of Manitoba in the development of the Interlake area through a federal-provincial FRED agreement. I would like to congratulate and thank the people of the Interlake. Without their spirit and initiative the results summarized in this publication would not have been possible.

Marcel Lessard
Federal Minister of Regional Economic Expansion

Rural development in the Interlake during the past 10 years has been made more positive and enduring by the cooperative approach taken by local residents in working with the various government agencies under the FRED agreement. We can be proud of what has been achieved.

The Department of Agriculture and the Province of Manitoba wish to express appreciation to the Department of Regional Economic Expansion for its significant role in this agreement.

James E. Downey
Minister of Agriculture, Manitoba



section i

the land and its people

A creek spills over a limestone outcropping near Pine Dock.



The first inhabitants of the Interlake area of Manitoba were Indians, mainly Saulteaux and Cree. They followed the game and wild foods which grew, lived, and migrated through the area. Much of the southern Interlake was parkland, flat and studded with clumps of trees such as poplar and oak. The north was mainly a mixture of evergreens and bush dotted with many marshes and bogs.

By the mid-1960's, there were about 3 700 registered Indians living in the area, seven percent of the total Interlake population of over 53 000. Seven reserves — Peguis, Fisher River, Jackhead, Lake Manitoba, Fairford, Little Saskatchewan, Lake St. Martin — had been established as white settlement moved into the area.

Chief Peguis, the Saulteaux leader who helped Lord Selkirk's settlers survive when they arrived from Scotland about 1812, made his home near the modern town of Selkirk. Many of his descendents still live in the area, some at Selkirk, others on Peguis Reserve in the northern part of the Interlake.

The Metis were the second group to settle in the Interlake. St. Laurent, one of the oldest settlements in the province, was founded by Metis settlers in the 1850's. By the 1960's about 5 000 Metis lived in the Interlake, mostly in the Selkirk and St. Laurent districts.



A family of Giant Canada Geese, the official symbol of the Interlake, swim in one of the area's waterways.

Mundi Goodman is one of the Interlake's many fishermen.



Hecla Island's shoreline is typical of the northern part of Lake Winnipeg.



Many of the Indians and the Metis made their living by fishing in Lakes Winnipeg and Manitoba, the lakes which formed the east and west boundaries of the Interlake area. They were also the first trappers and farmers in this land corridor.

Between 1871 and 1875, some settlers from Ontario established farms and communities in the Teulon-Stonewall area where the soil was deep and fertile, although subject to slow drainage. These settlements, located on the northern tip of the Red River Plain, prospered.

As settlement pushed northward into less hospitable terrain, inexperienced settlers had to learn by trial and error how to survive in the Interlake. In 1875 came the first. A group of 285 Icelanders arrived in Winnipeg, boated down the Red River into Lake Winnipeg, and settled near the present site of Gimli. They were fishermen and herdsman who were dispossessed by a volcanic eruption of Mount Hekla in Iceland. They had been granted a nine mile-wide stretch of land along Lake Winnipeg, from Boundary Creek, just north of what is now Winnipeg Beach, to north of the mouth of the Icelandic River. Hecla Island was also included. The settlement was called New Iceland. These pioneers were followed by 1 226 settlers in 1876, and 220 more in 1877. Although some of these Icelandic settlers left the Interlake for other parts of the New World, most stayed. They added a unique flavour to the pattern of settlement in the Interlake area.

The Icelanders spent several difficult years adjusting to life in their new country. They were ocean fishermen, who had to learn new skills to catch fish in shallow Lake Winnipeg. Only 60 fish were caught between December and March of 1875-76. Inexperienced farmers, they had several crop failures before they learned to cope with the Interlake soil.

Within the first year these new Canadians had established a school and a handwritten newspaper. They had set up a provisional government, as their settlement was not part of the province of Manitoba, and in 1877 they drew up a constitution to provide for a system of taxation.

In 1881 the Interlake was absorbed into the growing province of Manitoba. By 1887, it was exhibiting the effects of federal government policies promoting settlement of the west. Advertisements for settlers throughout Europe drew Ukrainian, Polish, and German people to farms in the Interlake.

Lake Winnipeg fisherman pulls in his nets.



Since the south and east of the Interlake area, with the best soils and most easily developed lands, had been claimed, settlement moved north and west. A railroad built in 1912, from Winnipeg to Ashern, helped people settle that area.

Limestone ridges are a common feature of the Interlake. They lie under the whole region, and in many areas break through the soil. The soil itself, which varies greatly in depth, is often high in lime content and is generally low in essential plant nutrients. In places such as Stony Mountain, the limestone ridges rise abruptly above the landscape.

In some areas, the land was low and wet, and required extensive drainage to make it useful for farming. On the ridges, boulders, stones, cobbles and rock fragments of various shapes challenged the farmer trying to grow grain. Many areas were only suitable to grow forage for livestock. Long hard work was needed to clear the bushland and drain the marshes before they would support mixed farming.

The Interlake population reached its peak early in the 1920's. From then on, it remained fairly stable. However, although the total numbers remained stable, its make-up changed. From 1951 to 1961, the farm population declined from 61 percent of the total to 48 percent. By 1971 it had declined an additional nine percent of the 1961 figure. At the same time, the local urban population grew by about 59 percent of the 1961 total.

In the early 1960's, the Interlake's population was young as compared to the whole of Manitoba. In 1961, 44.7 percent of the Interlake's population was under 20, in comparison to 41.3 percent for the provincial average. However, this number was declining because of a high rate of out-migration by people between the ages of 20 and 39 years. In the same year, only 22.5 percent of Interlakings were between 20 and 39, compared to 25.9 percent of the provincial population.

One third of the 14 733 households in the Interlake in 1968 had an income of less than \$3 000 per year. Over 50 percent of the jobs in the Interlake were in agriculture, yet only about 30 percent of the total income was received from this industry.

In 1961, about 15 percent of the Interlake's school age population had secondary or high school education, in comparison to a provincial average of 25 percent and a Winnipeg average of almost 43 percent. The drop-out rate was high. Of 678 students enrolled in Grade IX in 1959, only 289 or 42.6 percent entered Grade XII in 1962.

Limestone breaks the surface near Stonewall.



Pressure ridges of ice snake along Lake Winnipeg.



In the 1960's the Interlake area was in trouble. Potential existed but the problems common to most rural areas — high out-migration, unemployment and underemployment, poor use of resources, low education levels and high drop-out rates, etc. — were prevalent. However the Interlake was fortunate enough to be chosen as a test area by the federal and provincial governments to see if these conditions could be overcome.

Federal-provincial agreements were signed under the Agricultural Rehabilitation and Development Act (ARDA), passed by Parliament in 1961, and the Fund for Rural Economic Development (FRED) Act, passed in 1966.

Results of more than a decade of development and research are impossible to evaluate in any exact form because there are too many variables. However, it is possible to describe what the Interlake was like before ARDA and FRED began, to describe the programs that were implemented, and to describe what is happening in the area today.

The final evaluation of the programs is being done by the people of the Interlake, the people who are living with the results.

Crater in the Interlake

A major geological discovery in the Interlake made during work on a small Manpower Corps construction project was one of the interesting side effects of the federal-provincial FRED agreement.

The discovery was a 225 million-year-old crater, about 14 miles in diameter and 2000 feet deep. Located north of Lake St. Martin, near Gypsumville, the crater is basically circular with a structurally uplifted rim of rock and a three-mile-wide central core rising from the crater floor. The area between the core and outer edges is filled with melted rock and breccia formed by extreme heat. The crater was probably formed by either a meteorite impact or a volcanic eruption. The impact theory is now favored by geologists.

The chain of events leading to the discovery began in 1967 during the construction of a community hall on the Little Saskatchewan Reserve near Gypsumville by the Interlake Manpower Corps. When pits for outdoor toilets were being dug, a workman discovered an interesting piece of ore about the size of a thumb nail, and turned it over to the corps instructor.

The instructor kept the ore sample and passed it along to the program coordinator in Winnipeg. It eventually found its way to the Department of Mines, Resources and Environmental Management geology lab where it was tested and found to be a type of "flote" similar to that found at Flin Flon. Combined with other interesting geological features of the area, the test results persuaded geologists to do some further study. This required some diamond drilling to retrieve core samples.

At that time, Canada had a shortage of diamond drillers and driller assistants, so the Manpower Corps decided to set up a Canada Manpower Training Program in the Interlake to train a group of local native people. By the spring of 1969, 19 holes had been drilled by the trainees in the Lake St. Martin area. Later, seven more holes were drilled at various points throughout the Interlake to provide a complete set of core samples for the region.

A total of 41 trainees completed the diamond drilling course in rotation, usually in groups of four, for a period of several weeks each. All were residents of the Lake St. Martin, Little Saskatchewan, Fairford and Peguis Reserves. When the program terminated in 1969, 24 per cent of the trainees were permanently employed, and 62 per cent were employed on a temporary basis.

In 1970, a geological report of the findings obtained from the core samples was published, confirming the existence of the Lake St. Martin crater and the geological maps of the Interlake were redrawn.

section ii

fund for rural economic development: fred

The Fund for Rural Economic Development (FRED), created by an act of Parliament in 1966, resulted from evolving ideas on how to solve the problems of rural poverty and development.

It had its beginnings when the Senate Special Committee on Land Use in Canada was established in 1957 to recommend effective measures to insure that Canada's land resources would be used for the benefit of the Canadian economy and the Canadian people; and in particular to increase both agricultural production and the income of people engaged in it.

The Senate Committee recommended three types of policies: those designed to create an economic climate to facilitate and improve off-farm income and employment; those intended to encourage better land use; and those directed towards increasing production on lands remaining in agriculture. It also emphasized the need for programs to reach the poorest farmers. Fundamentally the same recommendations were made by the Resources for Tomorrow conference in 1961.

These recommendations were the basis for the Agricultural Rehabilitation and Development Act (ARDA), passed by Parliament in 1961. It authorized agreements with the provinces, which provided for the development of alternative land use, income and employment opportunities in rural agricultural areas, and soil and water conservation activities.

The Act provided for Special Rural Development Areas, chosen by the provinces, which, after careful study, could receive special attention through intensive and co-ordinated ARDA programs. The areas were to be selected on the basis of unemployment rates and development potential.

Manitoba's Interlake was one of the first areas chosen. It had obvious geographic boundaries (See Fig. 1) and considerable natural and human resources that had not been developed to their full potential. It exhibited most of the socioeconomic problems found in rural Manitoba – high out-migration, low incomes, high unemployment and under-employment, poor use of resources, low education levels and high drop-out rates, high dependency ratios, low levels of public infrastructure, poor housing conditions, and generally low standards of living (See Fig. 2, 3 and 4). It was hoped that if these problems could be alleviated in the Interlake, solutions could be developed for use in other areas.

fig. 1 interlake rural development area

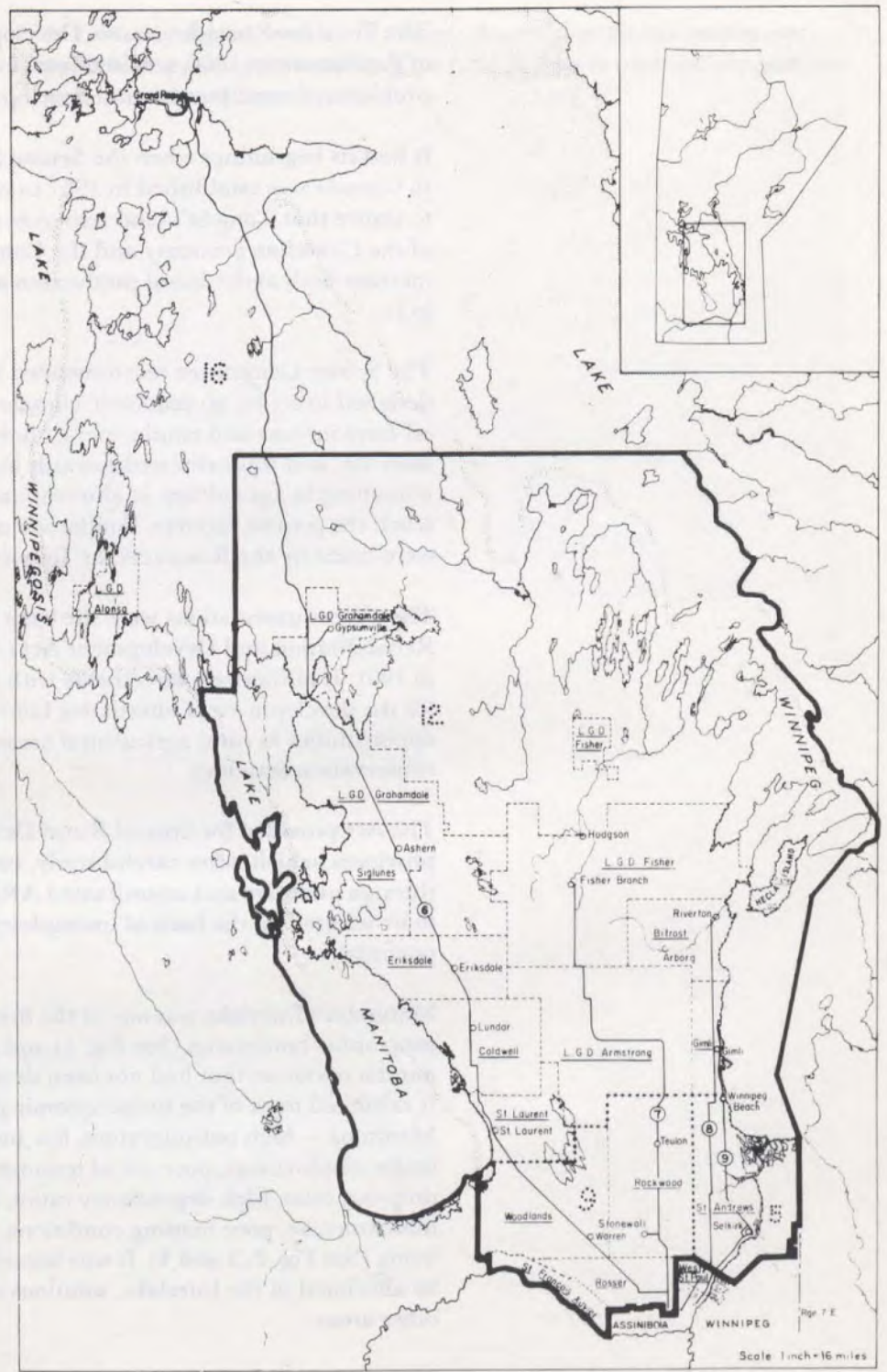


fig. 2 wage earner families — family earnings 1961

	MANITOBA		INTERLAKE	
	Number	Percent	Number	Percent
TOTAL FAMILIES	124 548	100.0	2,759	100.0
Under \$2 000	10 839	8.7	613	22.2
\$2 000-\$2 999	12 558	10.1	479	17.4
\$3 000-\$3 999	24 159	19.4	684	24.8
\$4 000-\$4 999	25 693	20.6	500	18.1
\$5 000-5999	18 581	14.9	238	8.6
\$6 000-\$6 999	12 606	10.1	115	4.2
\$7 000-\$9 999	15 115	12.1	106	3.8
\$10 000 and over	4 997	4.0	24	.9
AVERAGE EARNINGS		\$ 4 816		\$ 3,432

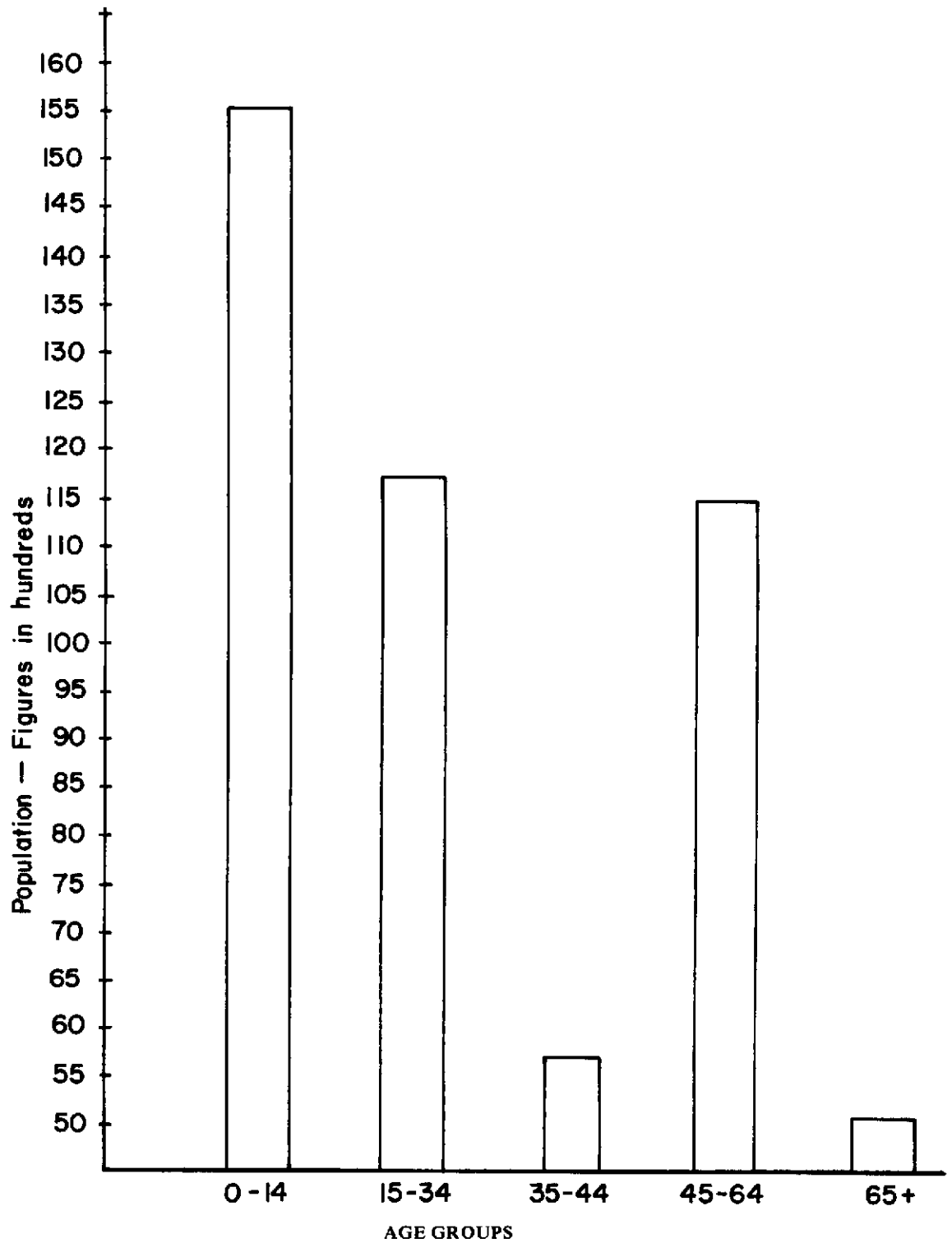
Source: Hedlin-Menzies, *Economic Survey of the Interlake Region of Manitoba*, p. 124.

fig. 3 infrastructure indicators, 1971

	Interlake Area	Southern Manitoba
Population	60 445	382 900
Number of Schools (Elementary and Secondary)	65	437
Population per school	930	876
Number of Hospitals (Including clinics)	8	92
Population per hospital	7 556	4 162
Number of Libraries	8	38
Population per library	7 556	10 076
Housing		
— Crowded dwellings as a percent of total dwellings	13.4	10.5
— No running water as a percent of total dwellings	27.2	21.4
— No bath or shower as a percent of total dwellings	32.8	26.3
— No flush toilet as a percent of total dwellings	35.2	29.8

Source: Manitoba Department of Industry and Commerce, Regional Planning and Development Branch, *Regional Analysis Program Southern Manitoba*, Working Paper #2, *Analysis of Community Functions and Relationships* (Winnipeg: Queen's Printer, April, 1974).

fig. 4 interlake population by age — 1968



Source: Charles F. Framingham, James A. MacMillan, David J. Sandell,
The Interlake Fact, November, 1970.

Local involvement was seen as an essential part of the program so eventual projects would evolve from, and be supported by, the people who were being affected.

First, information was given to local community leaders at seminars, workshops, and meetings about how “outsiders” saw the Interlake. Opportunities for development were investigated, and priorities developed, based on the needs and potential of each community.

Regional research and inventory projects (i.e. Hedlin-Menzies, *Economic Survey of the Interlake Region of Manitoba*; Lowry Nelson, *Rehabilitation: Needs of the Interlake Region*) were undertaken to provide more information on community structure and available resources. This information could be used to both develop and analyze programs.

Development of the known resources of the people, the land, and the water began, and the possibility of using currently untapped resources was studied. Rural area development committees made up of local representatives were organized to review information gathered by resource specialists and to develop priorities for community action programs.

Research focused on human resource problems and the natural resource base. It confirmed that many of the people had low incomes and were badly under-employed. Physical resources weren't being used properly. Little capital was being invested.

Studies suggested a reorganization of the agricultural and fishing industries, and recognized the need for substantial investments to improve the education and skills of Interlakers.

In 1966, data collected here, and in other parts of Canada, pointed out the need for change, resulting in amendment of the original ARDA legislation. The new legislation applied to all rural areas, including towns and villages, rather than just to agricultural sectors. The amended act was called the Agricultural and Rural Development Act. It reflected a change of the government's stance – from concentration on the development of physical resources to a focus on the problems of rural low income people.

In addition, an act creating the Fund for Rural Economic Development (FRED) was passed, giving financial support to new thrusts in regional

economic development. The FRED Act provided for federal-provincial agreements to implement comprehensive plans of social and economic development in areas with special and urgent needs.

On May 16, 1967, the Interlake was designated the third FRED area in Canada, with the signing of the federal-provincial Interlake Development Agreement at Arborg. The 10-year agreement called for action to promote the economic development of the area, to increase income and employment opportunities, and to raise the standard of living.

A total of \$85 085 000 was allocated by the two governments (See Fig. 5). A number of federal and provincial departments were to be involved (See Fig. 6), but the federal Department of Forestry and Rural Development and the provincial Department of Agriculture were to administer the agreement and coordinate the programs. In 1969, the newly-formed Department of Regional Economic Expansion (DREE) took over administration responsibilities for the federal government.

Area development committees, set up under ARDA in the early 60's, became area development boards under FRED in 1967 and continued to provide a vital link between the Interlake residents and the politicians and administrators. A regular newsletter, the *Interlake Flyer*, and additional information letters, when necessary, kept Interlakers informed of program developments, as well as providing a stimulus for local discussion, attitudinal changes and feedback.

Eleven boards were formed: Bifrost, Camper-Gypsumville, Central Interlake, Eriksdale, Fisher, Gimli, Hecla Island, Lundar, St. Laurent, Selkirk, South Interlake (See Fig. 7). They began meeting together regularly to discuss regional problems. The lines of communication and sense of community that evolved from these regional meetings were important factors in the successful formation of the Interlake Development Corporation.

As one of the members of the Corporation explained, "We were each struggling along alone, and that's where we were making our mistake. We were just one little voice in the dark. Now we're working together, and we're working for the Interlake, not just for the place in which we live."

One difficulty created by the kind of discussion and consultation generated by FRED is that each individual involved had his or her own expectations. Not all of them could be fulfilled.

Many Interlakers “knew” what was needed. However, FRED was an innovative pilot project, and documented evidence was needed as to why, and how, federal and provincial tax money should be spent on a small region. Sometimes priorities differed, but the goal remained the same – to make the Interlake a better place in which to live and work.

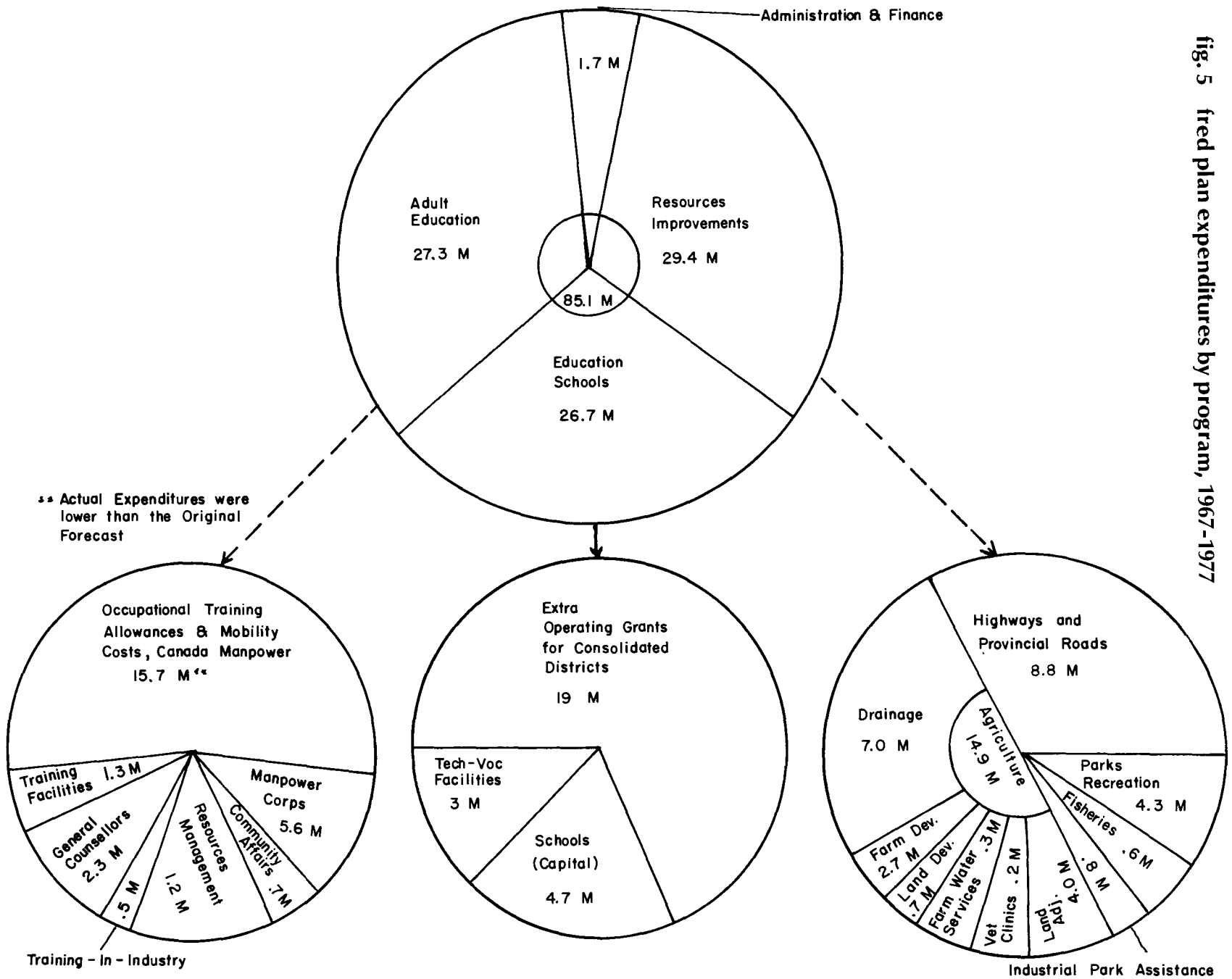


fig. 5 fred plan expenditures by program, 1967-1977

fig. 6 the organizational structure of the interlake fred plan

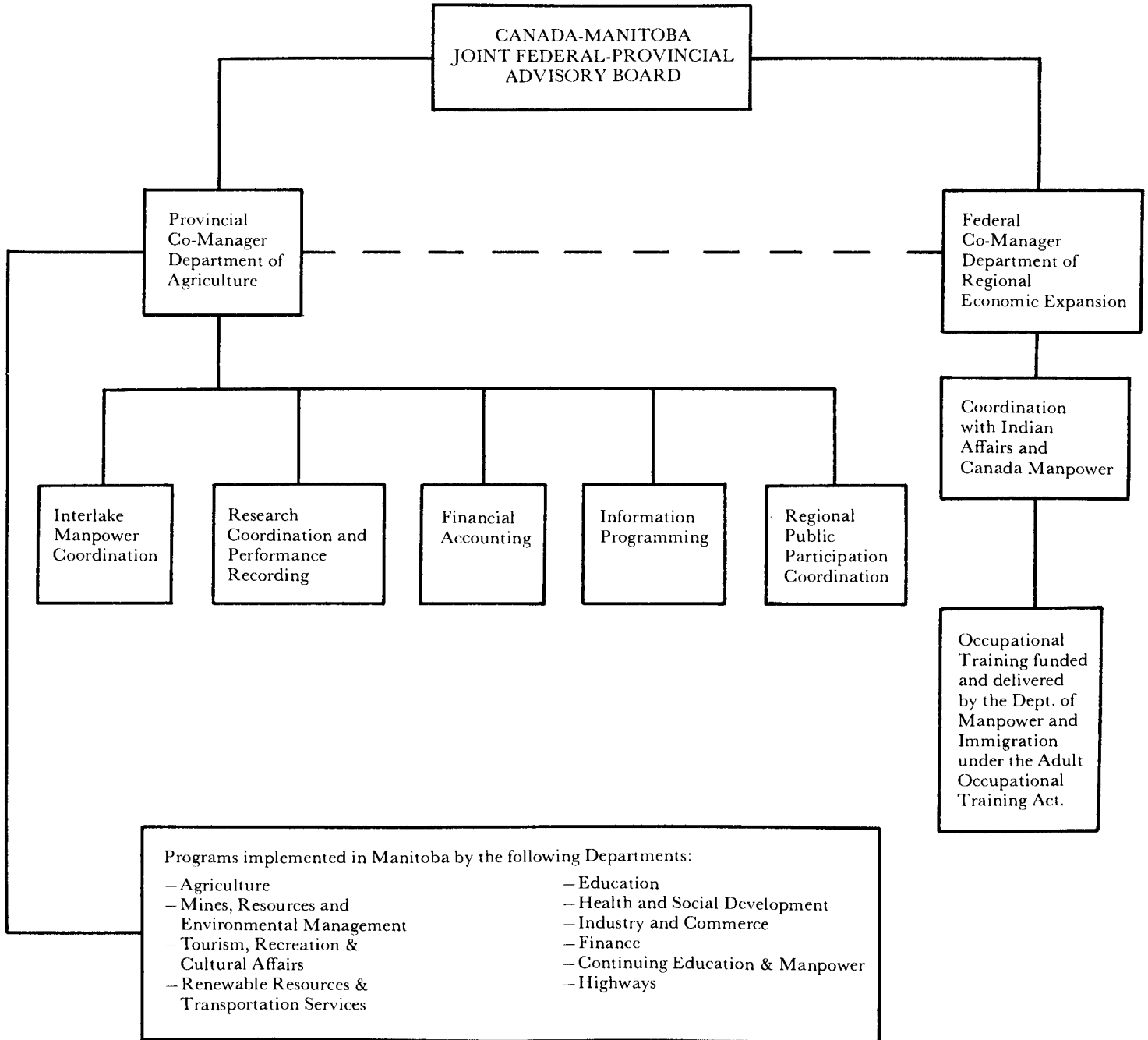
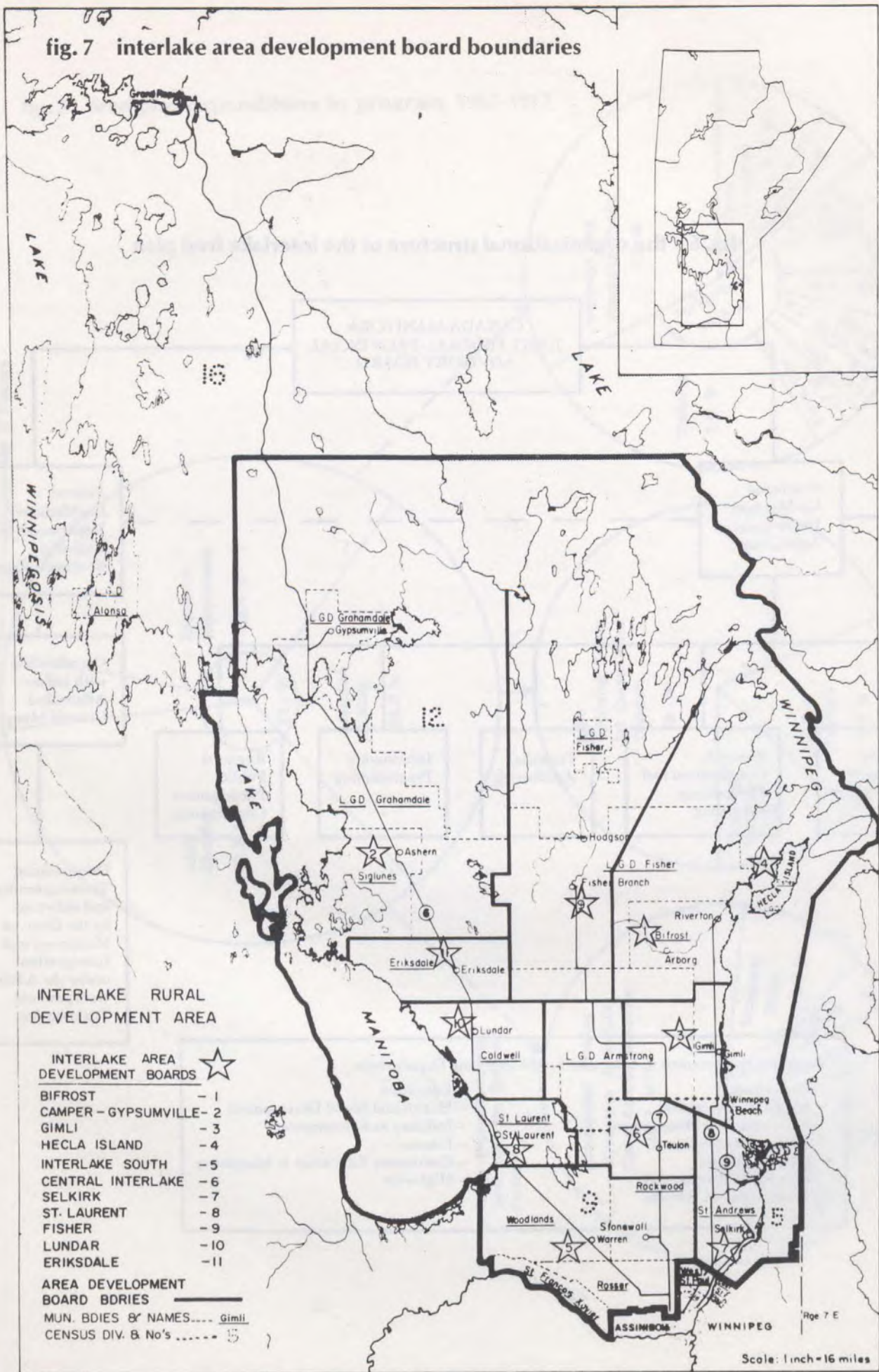


fig. 7 interlake area development board boundaries



section iii

expectations

What did people expect from FRED? In some cases, too much. One Interlaker, involved in FRED from the beginning, said people saw smokestacks in every little village.

“They thought all our problems were over, the money was going to do everything.”

Compared to the total production of the Interlake, and regular government expenditures in the area, the money allocated under the FRED agreement wasn't extensive. In 1968, production in the Interlake totalled \$152 million and expenditures by federal, provincial, and local governments totalled \$42 million. The FRED budget for that year was \$5 million.

The FRED funds, however, provided a vital lever. They were used to coordinate information and programs so that both public and private sector expenditures could be used to the best advantage. What was available? Where was it needed? What was missing? Who could provide it? New programs were developed, and existing ones were improved and expanded to meet special needs.

In addition to the financial impetus, FRED gave a psychological thrust to development in the Interlake. People became more aware of the Interlake's potential, and of the means available to develop that potential.

Statistics can show some of the stimulus imparted by FRED (See Fig. 8). No one can say, precisely, what the Interlake would be like without the impetus provided by FRED.

The late George Hutton, Manitoba's Minister of Agriculture when the Interlake was chosen as a Special Rural Development Area, described the area as overpopulated in relation to farming and the resource base.

“The pattern of development in the Interlake from the beginning was different from that of the more fertile areas. In the fertile areas, there was a natural consolidation that went on from the early homestead days. It was possible to start off with a quarter and end up with a section and a half or perhaps more. But in the Interlake, a guy could start out with a quarter and never have enough savings left to increase his holdings and respond to opportunities and demands.”

fig. 8 the interlake area economy
 1968, 1971, and 1976
 With and Without
 FRED Resource Development Expenditures (Estimated)

Selected Economic Development Indicators	1968	1971*		1976*	
	Without FRED	Without FRED	With FRED	Without FRED	With FRED
GROSS OUTPUT BY SECTOR		— millions of 1968 dollars —			
Agric. & Mining	44.5	50.2	63.3	59	77
Manufacturing	26.5	28.0	28.1	31	31
Non-Manuf.	9.8	11.0	11.9	14	14
Wholesale	15.1	17.0	20.0	21	24
Retail	42.0	44.1	47.4	49	53
Service	10.0	10.0	10.4	11	12
TOTAL	147.9	160.3	181.1	185	211
EMPLOYMENT		— thousands of man-years —			
Agriculture	6.6	6.1	7.4	5.1	6.2
Others	9.4	9.6	9.9	10.3	10.5
TOTAL	16.0	15.7	17.3	15.4	16.7
LAND IN PRODUCTION		— millions of acres —			
	1.5	1.6	1.7	1.9	2.0
HOUSEHOLD INCOME		— millions of 1968 dollars —			
Farm	20.1	22.6	28.5	26.4	34.8
Non-farm	55.0	58.4	59.8	67.8	69.7
TOTAL	75.1	81.0	88.3	94.2	104.5
AVERAGE INCOME PER FARM		— thousands of 1968 dollars —			
	3.4	4.1	5.1	5.3	7.0

*The results show effects of the 1967-73 program expenditures of \$6.8 million on drainage, \$0.7 million on land clearing, and \$0.9 million on farm management in 1971 and 1976.

Source: F. L. Tung, J. A. MacMillan and C. F. Framingham, "A Dynamic Model for Evaluating Resource Development Programs," *American Journal of Agricultural Economics*, 58:3, pp. 403-414, August 1976.



During the early 60's, low returns made expansion difficult for Interlake farmers.



Development under the federal-provincial FRED agreement replaced the many one-room schools in the Interlake region.

Statistics described the Interlake as an area that compared poorly with the rest of the province in terms of education, income, jobs and living standards. In 1961, over 22 percent of wage earner families in the Interlake had an annual income of less than \$2000, in comparison with less than nine percent in Manitoba as a whole. Less than 20 percent of the families in the Interlake earned more than \$5000, compared to over 40 percent in all of Manitoba.

Despite its problems, the Interlake had been chosen as a FRED area because it had the potential for improvement. Neither natural or human resources were being used to their full capabilities.



Old-style whitefish boats lie at anchor on Lake Winnipeg.

Opinions varied as to how the potential should be developed. “The federal government,” explained one observer, quoted in Paul E. Nickel’s *Confessions of Planners* “was particularly interested in manpower efficiency and mobility. The provincial government was concerned with developing the economic base and eliminating low-income problems. The community was interested in specific projects.

“Each of the three levels involved – federal, provincial, and community – had a different set of dynamics and a different set of reasons. On the first level, it was the economic efficiency of the area; the second, income distribution; the third, standards of living.”

The agreement was a synthesis of the three points of view. Its stated purpose was to give Interlakers a chance to participate fully in Canada’s economic life. Five methods were outlined:

section vi human resources: people programs

- extensive investment in public education
- increased training facilities, allowances and mobility grants to help employable adults take advantage of jobs available
- counselling to make Interlake residents more aware of the alternatives open to them
- development of the Interlake's renewable resources in such areas as agriculture and fisheries, as well as the encouragement of secondary industry
- development of such things as roads, parks and housing to both provide jobs and raise the standard of living

The programs developed can be divided into three sections: programs to develop the Interlake's human resources – people programs; programs to develop the natural resources; and programs to draw the other two together – infrastructure.



Many old-fashioned farming methods were still used in the Interlake in the 1960's.

section iv

human resources: people programs

Over 50 percent of the money allocated under the FRED agreement was earmarked for development of human resources. People were one of the principal resources of the area, and their positive attitude to the Interlake's potential was an essential factor in the success of the 10-year FRED plan.

Interlakers were convinced their region was a good place to live, and they took advantage of what was available to prove it.

As one resident explained, "At first, we were so naive we couldn't get it through our heads that anyone was willing to help us. We felt that if you worked hard, and deserved something, you got it. We'd heard of government programs in other places, but it took us a while to realize that this one was for us.

"Then one of the papers called us a depressed area. That made people mad. We felt we'd rather be poor in the Interlake than anywhere else on earth, but we also realized we had a chance to make things better. We learned how to ask for things, and who to ask. We were able to apply for, and get, various grants to finance community projects we felt were important.

"People used to try and get help from the government, and they'd go in one door and out another one without getting anywhere. They'd be frustrated, but they wouldn't know what to do about it. We're smarter now."

Improved educational programs for both children and adults were a top priority of the FRED agreement. About 68 percent of the adults in the Interlake had never been to high school, as compared to 42 percent for all Manitobans. Only slightly more than nine percent of Interlake adults had any post high school training.

The Interlake had a high rate of out-migration. If this out-migration was going to continue, the people leaving needed marketable skills.

Education

In the early 1960's, there were many one-room school districts scattered throughout the Interlake. Despite the nostalgia attached to the traditional "little red schoolhouse," many Interlake schools were finding it hard to attract and keep good teachers. They needed additional financial support and expanded facilities.

The FRED agreement committed over \$8 000 000 to improving school facilities and staffing, and consolidating the school systems in the Interlake. The provincial government provided \$19 million in extra operating grants to ensure a guaranteed level of financial support.

Consolidation of the 165 elementary school districts that existed in 1967 into five divisions raised considerable controversy and debate. Where the boundaries should fall, and where the schools should be located, were crucial questions for communities who believed the school meant the difference between survival and decline.



Students are bused to large consolidated schools in such centres as Gimli where they can take advantage of a wide range of subjects and extra-curricular activities.

In spite of the debate and the resulting delays, the process gradually succeeded. Five divisions were formed – Evergreen, Interlake, Lakeshore, Lord Selkirk, and White Horse Plains. By March 1975, 610 new classrooms had been added to Interlake schools, including a new comprehensive high school at Selkirk. Drop-out rates between elementary and secondary schools, and at every high school grade level, decreased in all divisions in the Interlake area.

“There’s a wider variety of courses available,” explained one Interlaker. “There are probably more students getting more out of their school years even if they’re not going any further.”

That much money spent in a region tends to have a ripple effect. It was estimated that in 1968, \$5 million out of the \$7.4 million spent

for primary and secondary education in the Interlake stayed in the area. Out of that \$5 million, \$4.6 million was spent on wages to school staff and \$.4 million was spent on purchases of supplies from local businesses. The \$5 million resulted in \$3 million gross sales for local business which provided 99 jobs.

Adult Education and Training

Not just children were considered in the FRED plan's educational programs. Approximately one-third of FRED monies was allocated for vocational training and education upgrading for adults.

The effects of these programs were far-reaching. As one citizen explained, "It not only up-graded the education of a lot of people, it widened their horizons tremendously. Adults started thinking, 'Hey, we can learn. There is something more we can do.' People got involved and all kinds of courses got started."

Upgrading courses, known as "basic training for skill development" or BSTD, were provided wherever there was a demand. Over the 10 years of the FRED agreement, 2 383 adults enrolled.

Regular Canada Manpower programs such as counselling services, training allowances, and mobility grants were applied with maximum flexibility and gained new visibility in the Interlake. Services were taken to clients instead of waiting for clients to come to Manpower offices. Over 7000 people received training under Canada Manpower Training Plan, more than double the original target set at the beginning of the 10-year FRED agreement. Over 2800 people received mobility assistance for various purposes. Special FRED efforts such as the Manpower Corps, various advisory services, and community affairs activities, were made to acquaint people with what was available to them.

Training and employment programs were established through the joint efforts of what are now the provincial departments of Agriculture, Continuing Education and Manpower, and Health and Social Development, in cooperation with the federal Department of Manpower and Immigration. Over 10 000 participants were recorded as using these programs. (See Fig. 9) The actual number of people was probably a little lower since someone could participate in basic training for skill development, and go on to skills training, or apprenticeship, although this was the exception rather than the rule.

fig. 9 employment and training statistics on registered clients by program

Interlake Region - Department of Agriculture

Program	67-68	68-69	69-70	70-71	71-72	72-73	73-74	74-75	75-76	76-77	Total
Vocational Skills	32	118	73	87	120	119	127	95	142	214	1 127
Apprenticeship	3	32	45	42	42	20	90	—	99	71	444
Vocational Preparation	194	409	485	321	207	117	62	66	179	155	2 195
Manpower Corps	36	241	122	249	331	398	262	218	232	203	2 292
Farm Management Course	49	29	320	80	20	16	—	13	80	—	607
Farm Business Planning	—	—	—	—	20	36	17	—	19	16	108
Farm Business Accounting	—	—	—	—	—	—	—	—	49	90	139
Crop Production	—	—	—	—	—	—	—	—	—	47	47
Beef Production	—	—	—	21	42	39	19	69	16	57	263
Hog Production	—	—	—	21	18	—	16	—	—	—	55
Fisherman Training	—	—	51	95	—	5	64	20	19	—	254
Basic Agriculture	—	—	—	—	—	—	—	—	12	—	12
Dairy Production	—	—	—	—	—	36	12	—	19	—	67
Special Courses	16	20	37	36	34	42	—	38	93	81	397
Rehabilitation Training	—	8	20	9	—	—	—	—	27	73	137
Training-in-Industry	—	—	—	—	19	—	—	—	265	235	519
CMC "888" (discontinued)	—	—	—	81	—	—	—	—	—	—	81
Farm PEP Projects (terminated)	—	—	—	—	—	219	83	—	—	—	302
Farm PEP Employees (terminated)	—	—	—	—	—	141	107	—	—	—	248
Farm Diversification Program	—	—	—	—	—	36	147	64	91	80	418
STEP Employees (terminated)	—	—	—	—	—	—	183	120	69	—	372
STEP Farmers (terminated)	—	—	—	—	—	—	177	99	53	—	329
TOTALS	330	857	1 153	1 042	853	1 224	1 366	802	1 464	1 322	10 413

The Beach Towers Restaurant at Winnipeg Beach was staffed by Manpower Corps trainees.



Manitoba Fisheries Training Centre at Hnaua was built by the Manpower Corps.



Interlake Manpower Corps

The Interlake Manpower Corps, established in 1967 under the FRED agreement, was designed for adults who lacked not only job skills and work experience, but who also needed help to develop self-confidence and steady work habits, demanded in today's competitive job market.

Types of projects varied widely, but they shared the basic objective of providing industrial life skills and technical training in conjunction with a real work setting. Management supervision came from a directorate of representatives from the federal departments of Indian Affairs and Northern Development, Manpower and Immigration, and Regional Economic Expansion, and the provincial departments of Agriculture, Continuing Education and Manpower, and Health and Social Development. This working committee ensured effective coordination of the variety of projects being planned and implemented in the Interlake area so that maximum benefit was gained from FRED expenditures.

The corps was aimed at individuals who didn't fit into existing training programs. As one former trainee described it, "I've got more confidence now. Before I joined the corps, I knew how to do most of the work,

but I was scared. Now I'm better able to accept the give and take of the job. I find it easier to talk to other people on the site, and that's important."

Approximately 2 200 people participated in corps programs over the 10 years of the FRED plan. A training plant in Selkirk manufactured park furniture and served as a development centre for people from remote rural areas making the transition to semi-skilled jobs in towns and cities. Housing and counselling was provided to help both trainees and their families make the adjustment.

The corps also provided training for local people on over 100 projects. The sponsoring department, agency or community group paid for the materials for such community services as parks, veterinary clinics, arenas, houses, band and community halls. The corps also supervised and paid the trainees who did the work. Trainees not only learned, and earned, but had the satisfaction of knowing they were improving their communities.

One of these local projects was a low-income housing development in the community of St. Laurent. A group of unemployed men from the community formed a construction crew and bid competitively on the construction contract. Working under a supervisor hired by the Interlake Manpower Corps, they built an initial group of 15 housing units, followed by an additional 19 units. Prospective tenants took an active part in the planning of the houses, and in the construction. Similar housing projects were built in Ashern, Vogar, Gimli, and Lake St. Martin, Fairford, Little Saskatchewan and Fisher River Reserves.

Manpower Corps construction crews not only built four veterinary clinics in the Interlake, they also built 13 others throughout the rest of the province. Working on a project away from home gave them a chance to gain realistic experience as part of an on-site construction crew.

Based on a study done by the University of Manitoba, it is estimated that the unemployment rate of trainees dropped from 80 percent to 19 percent, and that the weekly earned income rose from \$82.00 to \$149.00 in constant dollars after training. After eight years, benefits derived were twice the training cost. These benefits include government savings in unemployment and social assistance payments, as well as increased income from taxes.



Trainees work in the Interlake Manpower Corps Plant at Selkirk on furniture for provincial parks.



Low rental houses, such as these at Vögar, were constructed in various Interlake communities by the Manpower Corps.

One trainee described the effect of corps programs on his life, "It gives you a different viewpoint. Maybe it's the idea of an eight-hour work day, and being inside when it rains or snows. Maybe it's the idea of

and gives you something to aim at. You're never quite the same again."

Farm Development

The farm development program, initiated in the Interlake in 1972, was almost identical to the farm diversification program implemented at the same time throughout the rest of Manitoba under the ARDA agreement. The 1972 review and evaluation of the FRED agricultural programs in the Interlake, especially the experience gained from farm management courses, influenced the development of both programs.

Originally suggested by one of the area development boards, farm management courses gave working farmers a chance to learn the newest developments in farming techniques, including record keeping and evaluation.

They also gave farmers the opportunity to share knowledge they had gained over the years through trial and error. The courses were designed for lower to middle income farmers who were prepared to devote their energies to improving their operation. Canada Manpower paid for instruction costs and training allowances. Provincial authorities set up the courses. Canada Manpower, with the cooperation of the other provinces, have extended these courses to the rest of Canada.

development program were a recognition that farmers are the most important factor in agricultural production and in the Interlake economy. The farm development program was a unique attempt to meet the special needs of a non-average group. It was aimed at farmers missed by regular programming. It recognized that not everyone can learn to apply what they need to know from courses given in classrooms. Special outreach efforts contacted these people and encouraged them to get involved. Farmers accepted on the program agreed to set up a farm management plan involving livestock improvement, and follow this plan over a period of years.



This cattle demonstration was on a farm owned by an Interlaker enrolled in the farm development program.



Cattle belonging to a participant in the farm development program weigh in.

In addition to the continuing farm management courses, which had become available throughout the province, the farm development program included intensive on-the-farm consultation and follow-up provided by the Manitoba Department of Agriculture. On-the-farm training workshops were geared to individual farmers' needs, and involved demonstrations of farm practices, through visits to other farms; discussions among farmers facing similar problems; group efforts to learn farm record keeping and other techniques to improve efficiency in livestock production and management.

Conversion grants of up to \$2 000 were available to farmers to assist in preparing and improving land, and building new facilities directly related to livestock production and management. Examples of such

projects were pasture and hayland renovation, permanent hay and silage facilities, permanent livestock handling and feeding facilities, and waste disposal systems.

Loans, up to \$10 000, were provided by the Manitoba Agricultural Credit Corporation for farmers who didn't qualify for regular loans to buy land, or livestock, or both, in accordance with their farm management plans. The only security required was the asset purchased with the money.

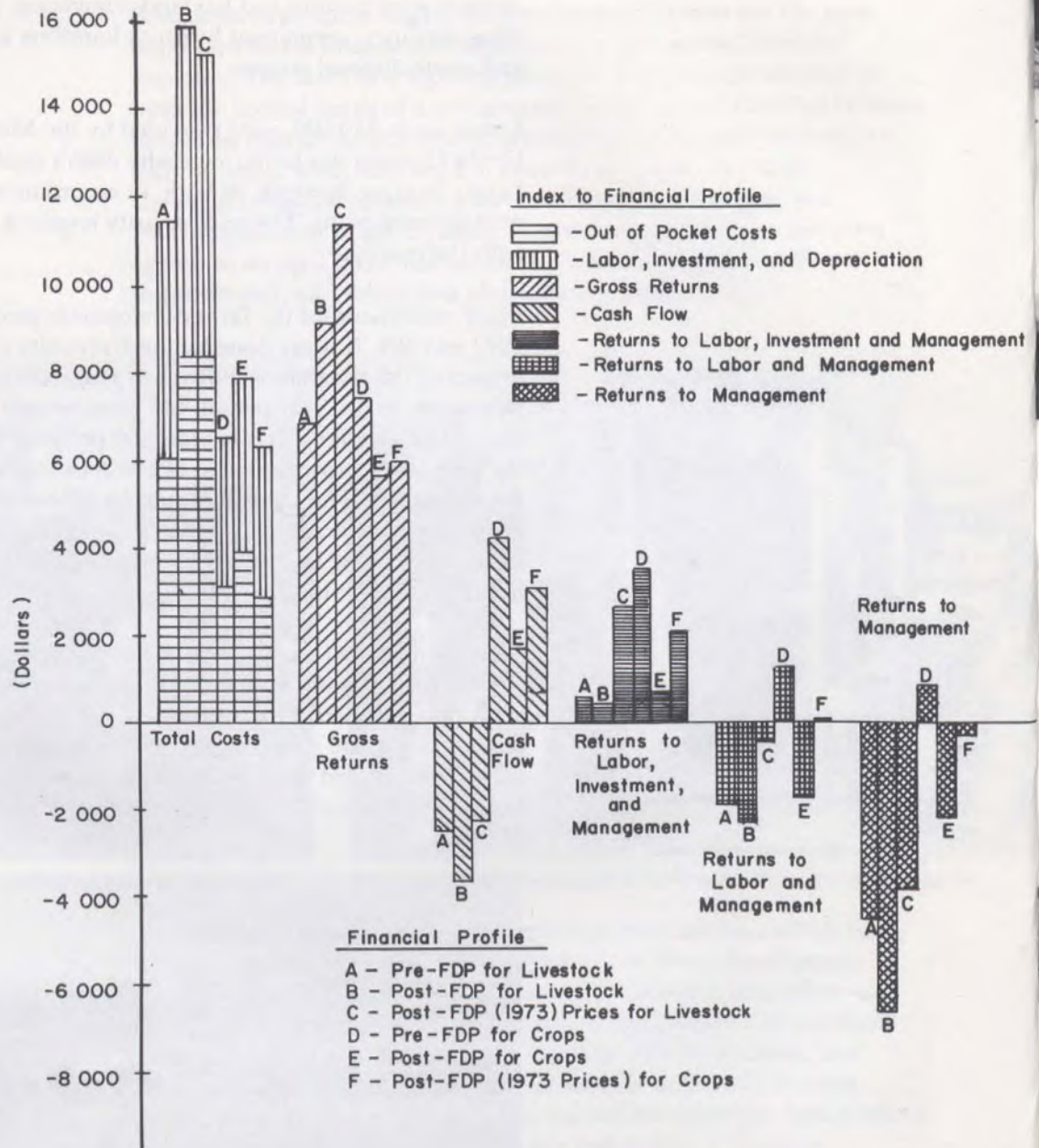
Total enrollment for the farm development program between 1972 and 1977 was 384. A study done by the University of Manitoba said the impact of the program is difficult to judge since data, as yet, covers only a one or two year period, but gross returns for livestock producers showed an average increase of \$2 200 per year, probably because of the program's encouragement of livestock intensification and diversification. The increase would have been even higher (\$4 400 per year more on average) if livestock prices had not fallen. Poor weather caused a decrease in gross returns for crops despite increased use of fertilizers and herbicides. (See Fig. 10).

More farmers had a positive cash flow, as compared to before they started the program, although the average cash flow for both livestock and crops declined. This is probably due to the fact that farmers tended to withhold their animals when prices were low. These farmers however produced more livestock and improved the quality of their herds. The average livestock inventory increased from \$12 683 to \$17 045.



The farm development program emphasized work with livestock producers.

fig. 10 average financial performance for livestock and crop enterprises for all clients



Source: D. Ford, M. Senkiw, J.A. MacMillan and C.F. Framingham, *An Evaluation of Farm Development Program in the Interlake Region of Manitoba*, Winnipeg, Faculty of Agriculture, University of Manitoba, draft, 1976.



Many Interlakers have participated in farm development and fisheries training courses sponsored by Canada Manpower.

Fisherman sets his nets on Lake Winnipeg.



Fisheries Development

Ever since the first settlers arrived in the Interlake, fishing has been an important part of its economy. The FRED agreement recognized this importance. It provided for a thorough study of the area's fishing industry which resulted in a number of extension and education programs as well as on-going research into improved methods and equipment.

In 1972, a five-year Management Development Program for Fishermen was organized. Its aim was to make fishermen aware that to fish commercially, attention must be given to such things as expense, production, fishing techniques, and labour inputs. It helped fishermen upgrade their technical skills through the testing and evaluation of innovative fishing equipment.

A total of 235 participants attended extension courses operated at the Manitoba Fisheries Centre at Hnausa, or at their own harbours. They agreed that these courses were beneficial, especially at income tax time. Practically none of them had kept records prior to joining the program.

The fishermen development program is being continued by the provincial government in a decentralized form, placing special emphasis on the development of local resources for individual communities. The Manitoba Fisheries Centre continued to offer educational programs and to experiment with new fishing equipment and circulate the results to Manitoba's fishermen.

Fish are removed from a trap net.



Fisher Branch Youth Camps: An Experience with Nature

In 1970, a group of parents from the community of Fisher Branch were looking for a way to teach their children to appreciate and understand nature. They remembered their own childhood days—perched behind teams of horses with harness tinkling, the musty smell of horses filling their nostrils from one direction, and the sweet smell of fresh hay from the other.

They felt their young people were only concerned with power-tobogganing and television. Even farm children, driving tractors in fields, had little opportunity to commune with nature.

An opportunity was provided by the federal government's Local Initiatives Program (L.I.P.) that encouraged local groups to create jobs.

The Fisher Branch group formed a job corps to develop an outdoor classroom in the Mantagao Lake area, which had been designated a wildlife management area through the land acquisition program set up under the federal-provincial FRED agreement. The corpsmen cleared a site near the lake; cut, peeled and skidded jack pine logs to the site; cut 12 miles of hiking trails; developed a beach area; prepared a number of camping sites; drilled a well; built picnic tables and barbeque pits; and placed garbage cans to keep the area clean.

Then the money ran out.

The people went to the Rural Development Counsellor at the local Department of Agriculture office who had helped them apply for the L.I.P. grant. He helped them to apply to the Interlake Manpower Corps to construct two log cabins, to be used as a base for the outdoor classroom. (Both the Rural Development Counsellor position and the Interlake Manpower Corps were cost-shared by the federal and provincial governments under the FRED agreement.)

The application was approved and six young people, all recent drop-outs from the local school, were employed to build the cabins under the supervision of a local tradesman. The art of building log cabins had nearly been lost, but the foreman searched through an old trunk at home and found a book on construction methods.

Many of the necessary tools—picaroons, adzes, right-and-left-handed hatchets, and axes—weren't available from suppliers, so what couldn't be bought had to be improvised. No electricity was available at the site, so the only power tool used was the chain saw. Most of the work was done by hand.

After two months of back-breaking work, experimenting, improvising, the cabins were ready. That fall the students and teachers of Fisher Branch Collegiate began using them for overnight and weekend instruction in wilderness lore.

As winter approached, the opportunity to teach winter survival was considered. For the safety of the students, however, the cabins had to be insulated and a heating system installed. The Manpower Corps assisted again by hiring a local stonemason to supervise the building of field stone fireplaces in each of the cabins. Under his supervision, the industrial arts class made the cabins habitable for winter months and learned the masonry trade at the same time.

The cabins are now used year-round. During the school year students receive outdoor instruction in survival, cross-country skiing, snow shoeing, hiking and nature studies. During the summer vacation, the cabins are used for individual tutoring of students experiencing difficulties with school subjects. This is a cooperative effort between the Lakeshore School Division, the Department of Agriculture Rural Development Division, the Youth Secretariat of the Department of Manpower and Continuing Education, and the Department of Health and Social Development.

For the past two years, a dozen Grade 12 students from Fisher Branch, Ashern, Eriksdale, and Lundar have been hired under the Student Temporary Employment Program (S.T.E.P.) to work with elementary school children. In 1977, a native guide instructed in the ways of the wild.

The Mantagao Lake program is continually expanding. Thanks to their parents, the children of Fisher Branch have an opportunity to learn about and experience the outdoors.

section v natural resources programs

Part of the rationale for the FRED agreement, when it was signed in 1967, was to develop the full potential of the Interlake's natural resources. Development programs were created to make the most of the area's physical assets.

Potentially productive land was cleared of bush and drained of water. Land unsuitable for agriculture was converted to other uses. The area's many beaches were developed and promoted to attract visitors from within and outside of Manitoba.

Land Development

Several hundred thousand acres of potentially productive pasture land were covered with bush. A program of incentives, set up under ARDA to encourage farmers to clear this bush, was continued under FRED.

From 1968 to 1973, \$2 to \$4 per acre was paid for clearing bush from 126 346 acres of land suitable for forage and pasture production. The program was terminated in 1973.



Brush clearing was an important part of the land development program.

An analysis showed that it took approximately three years for a farmer's increased income from cleared land to equal the cost of the work. In 1970, after three years of continuous production on the initially cleared land, the farmers involved were realizing average gross returns of \$14.34 to \$27.45 per acre.

The program was of particular benefit to low income farmers; 70 percent of the farmers taking part had gross receipts of less than \$10 000 per year. It also had a ripple effect. As Interlakers saw the benefits of land clearing generated by FRED incentives, many of them began clearing land on their own.

Drainage

Many acres of high capability cropland in the Interlake are low-lying; therefore stable crop production, primarily grain, depends on adequate drainage.

To improve crop production and thus increase both productivity and total farm income in the area, the FRED agreement provided for cost-sharing of drainage works that would have maximum impact. Most of the work was completed by 1973.



A breakwater was constructed at Winnipeg Beach.

The seven projects chosen — Upper Grassmere, Sturgeon Creek, Long Lake, Boundary Drain, Icelandic River, Fisher River, and Birch Creek — were the largest and most expensive projects involving drainage (See Fig. 11). They carried most of the runoff water from the high quality land. Almost \$7 million was spent by the federal and provincial governments on a 60-40 cost-shared basis.

A detailed analysis of the work in the Icelandic River Watershed estimated a net income of \$3 million from a \$1 million investment. Benefits, in the form of additional acres of crops and improved pasture, were greatest for farmers with over \$10 000 in receipts. The larger the farm, the more land there was to be drained, and therefore the greater benefits achieved.

Effects of the drainage program took three forms. First, approximately \$7 million was spent between 1968 and 1973 on construction. This provided jobs and income for Interlakers. Second, the reclaimed land, resulting from the improved drainage system, made increased agricultural production possible. Third, increased production meant farm families had more money to spend on goods and services in the area.

Land Acquisition (Adjustment)

Under the land adjustment program, the provincial government, using funds cost-shared by the federal and provincial governments, bought some areas of land classified as poor agricultural land by a soil capability study. Some of the land was located where the cost of providing services such as roads, utilities and drainage was too great a financial burden for the local taxpayer to bear. Some land was unproductive because of excessive stoniness, infertility, and frequent flooding.

This land was converted to uses other than agriculture. Hecla Island was developed into a year-round recreation area. Oak Hammock, 20 miles north of Winnipeg, was converted to a waterfowl management area and a marshland observation area. Upland game management areas were created at Chatfield-Narcisse and Sandridge (See Fig.12).

By the end of 1977, landowners had sold a total of 51 144.8 acres. Some farmers sold only their low quality land while others sold the whole farm. A study carried out in 1973 revealed that 83 percent of those contacted felt that purchase of their land made little difference to their

livelihood or was of benefit to them. The program has converted some marginal farm land into valuable wildlife and recreation areas which are being protected and conserved for the future.



This nesting site is located in the Oak Hammock Waterfowl Management Area.



Waterfowl management areas, created with the assistance of the FRED land acquisition program, provide excellent breeding grounds for Giant Canada Geese.

Recreation

Lake Winnipeg was recognized in the FRED agreement as a major component of any resource-based tourist industry in the Interlake. If a viable tourist industry was to be developed to enhance the economy of the region, major investment was required along Lake Winnipeg where thousands of tourists could be handled at a time.

The aim of the FRED parks recreation program was to promote the development of a major dollar contributing industry in the Interlake area. It is a stable, rapidly growing industry that attracts visitors, preserves natural resources, encourages local business, and provides jobs. In the short run, parks development also meant labour intensive effort and thus construction jobs and job training opportunities.

Almost \$4 million was spent under FRED for parks development at Winnipeg Beach and in the Hecla Island area. Some funds were also used for shoreline acquisition to assure that the public continued to

have access to the lakeshore. Besides the funds for parks development, \$500 000 of land acquisition program money was used for purchase of Hecla Island property, and \$800 000 of Manpower Corps training funds were used for parks development Manpower projects.

Gimli, Lunder Beach, Watchorn Beach, and Steeprock Beach have been developed as day-use resorts in addition to Winnipeg Beach. Hecla Island Provincial Park has been created with a causeway across to the mainland.

A study conducted after Hecla Island Provincial Park opened in July, 1975 found that visitors spent an average of \$8.85 per day-use party and \$16.07 per camping party per night. It is estimated that the economic impact of the park on the area will reach almost \$1 million annually by 1980. Its impact will be concentrated on the municipality where the park is located.

The effects are already being felt. "On a summer Friday afternoon at about five or six o'clock," said a Riverton merchant, "this store is nearly wall-to-wall people. I can walk around and I hardly know anyone. We have Monday closing, but we're starting to think we may have to have a six-day week to accommodate our tourists."

An appraisal of the Winnipeg Beach economy done in 1971, indicated a sharp improvement in the upkeep of the business section, cottages, and permanent residences. One business man, a drug and general store proprietor, estimated that his sales had tripled since the beginning of construction in 1967.



The causeway to Hecla Island Provincial Park, funded under FRED, provided easy access to the recreation facilities.



Waves crash against the Lake Winnipeg breakwater.

fig. 11 drainage projects

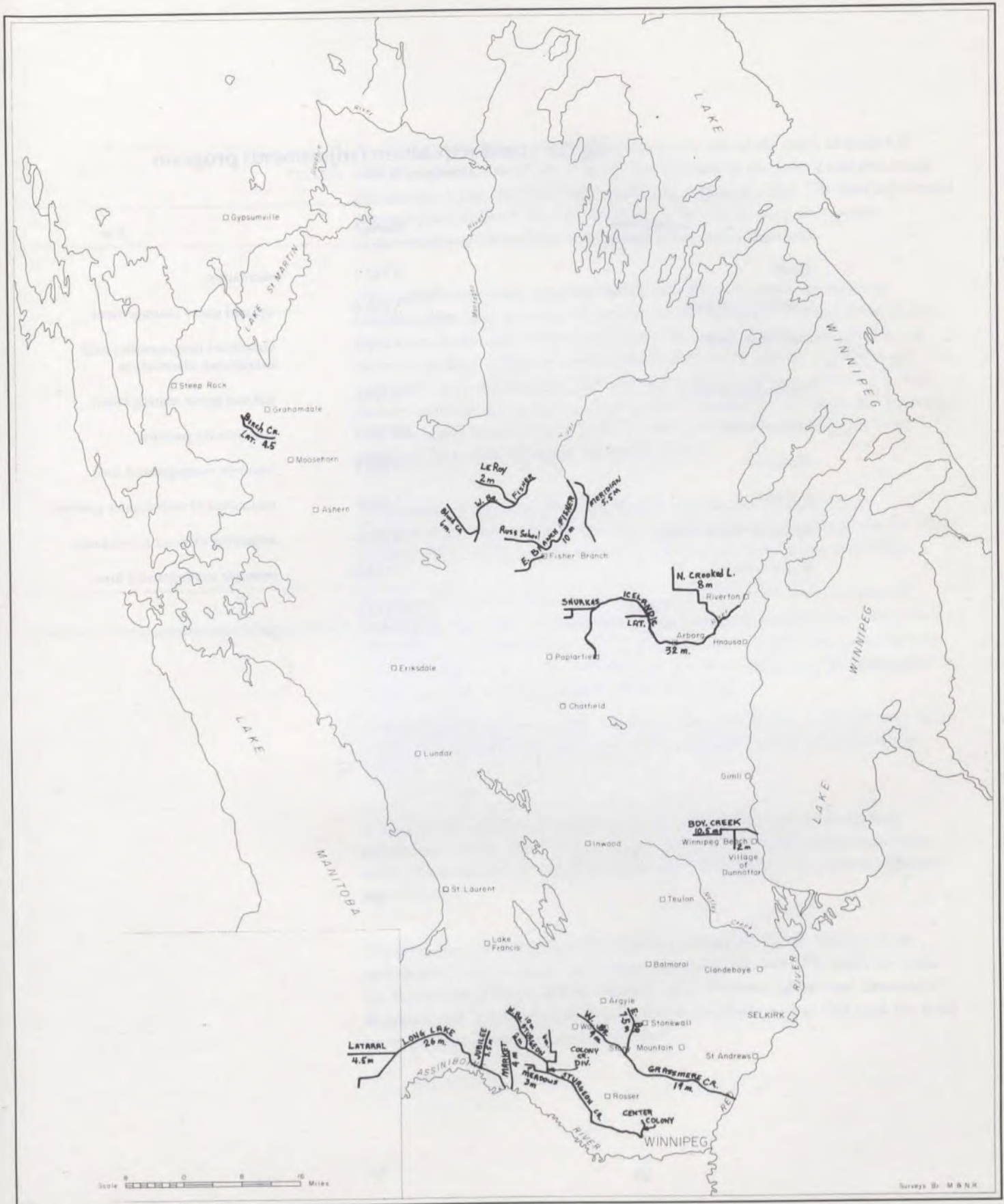


fig. 12 land acquisition (adjustment) program
Interlake FRED — 1967-77

Activity Area	Acreage	Use
Hecla	3 747.7	recreation
Chatfield-Narcisse	5 858.9	upland game management
Oak Hammock	7 612.7	waterfowl management and marshland observation
Sandridge-Clematis	6 447.8	upland game management
Libau-Netley	20 354.3	community pasture
Mantagao	2 228.9	resource management area
Sylvan	1 460.0	expansion of community pasture
Riverton-Washow Bay	3 271.4	acquiring of flood prone areas
Miscellaneous	164.0	resource management area
TOTAL	51 145.7	

Wildlife and People

Preserving and monitoring wildlife resources was one of the needs identified by area development committees set up in the Interlake by the federal and provincial governments before the FRED agreement was signed in 1967. The land adjustment program provided for in the agreement was used over the next seven years, in the creation of 19 wildlife management areas in the Interlake.

Unoccupied crown land, supplemented in some locations by the purchase of marginal farm land, provided the acreage for the management areas. Most of the areas were on the central ridge of the Interlake, where thin soil and shrub brush cover a rocky base. Others are suitable for multiple uses, and both wildlife and agriculture are benefiting from hay and alfalfa seed production carried on by local farmers under the supervision of the provincial Department of Renewable Resources and Transportation Services. By 1977, there were 2800 acres of alfalfa being produced in Interlake Wildlife Management areas.

Development of the Oak Hammock Marsh, near the village of Stonewall, was geared to waterfowl. The marsh is now one of Manitoba's key production areas for ducks. It is widely used by naturalists and others studying marsh wildlife.

Montagao Lake Management Area, close to the community of Fisher Branch, was specifically established to maintain big game populations of deer, moose and elk. Since it was established in 1967, the populations of deer, moose and elk have risen considerably. By 1977, the number of elk, for example, had increased from 24 to 300, and the number of moose from 16 to 120.

The Marshy Point Goose Refuge, near the village of Lundar, is the main nesting site for the Giant Canada Goose, chosen as the official symbol of the Interlake region.

Annual surveys are carried out for big game animals. Grouse and waterfowl populations are monitored, and hunting is permitted in management areas only when species numbers are well above the level established to maintain a sufficient population.

The Area Development Boards kept in close contact during the creation of the management areas to ensure the original objectives were met. The areas are under the supervision of the provincial Department of Northern Affairs and Renewable Resources and Transportation Services which maintains a close link with the rural municipalities where the areas are located.

The establishment of the wildlife areas was an example of the planning for the future which took place under the FRED agreement. The areas provide permanent sites for the protection of wildlife and their natural habitat, and also public lands available for recreation and study.

section vi

infrastructure

In addition to helping the people of the Interlake get the education and training needed to make the most of their region, and developing the area's natural resources, the formers of the FRED agreement foresaw the need for essential infrastructure to draw the various elements together. The Interlake's physical base was to be developed during the first five years of the agreement, while resource development was to proceed throughout the full 10 years.

Roads were the most critical need, but training facilities, veterinary clinics, an industrial park, and farm water services played an important role in the overall FRED plan.

Roads

Almost \$9 000 000 was allocated for road improvement in the northern two-thirds of the Interlake. This element was directly linked to the school consolidation program since good, sound all-weather roads are essential for reliable school bus service. Over 402 miles of provincial roads were reconstructed. (See Fig. 13).

Highway No. 6, running north and south along the west side of the Interlake, and Highway No. 68, running east and west from Hnausa to Eriksdale, were both rebuilt.

The road element of the FRED agreement was completed in the 1973-74 fiscal year. Good roads have become an expected part of community services. It's easy to forget what the Interlake was like before reliable roads made easy communication a normal part of life.

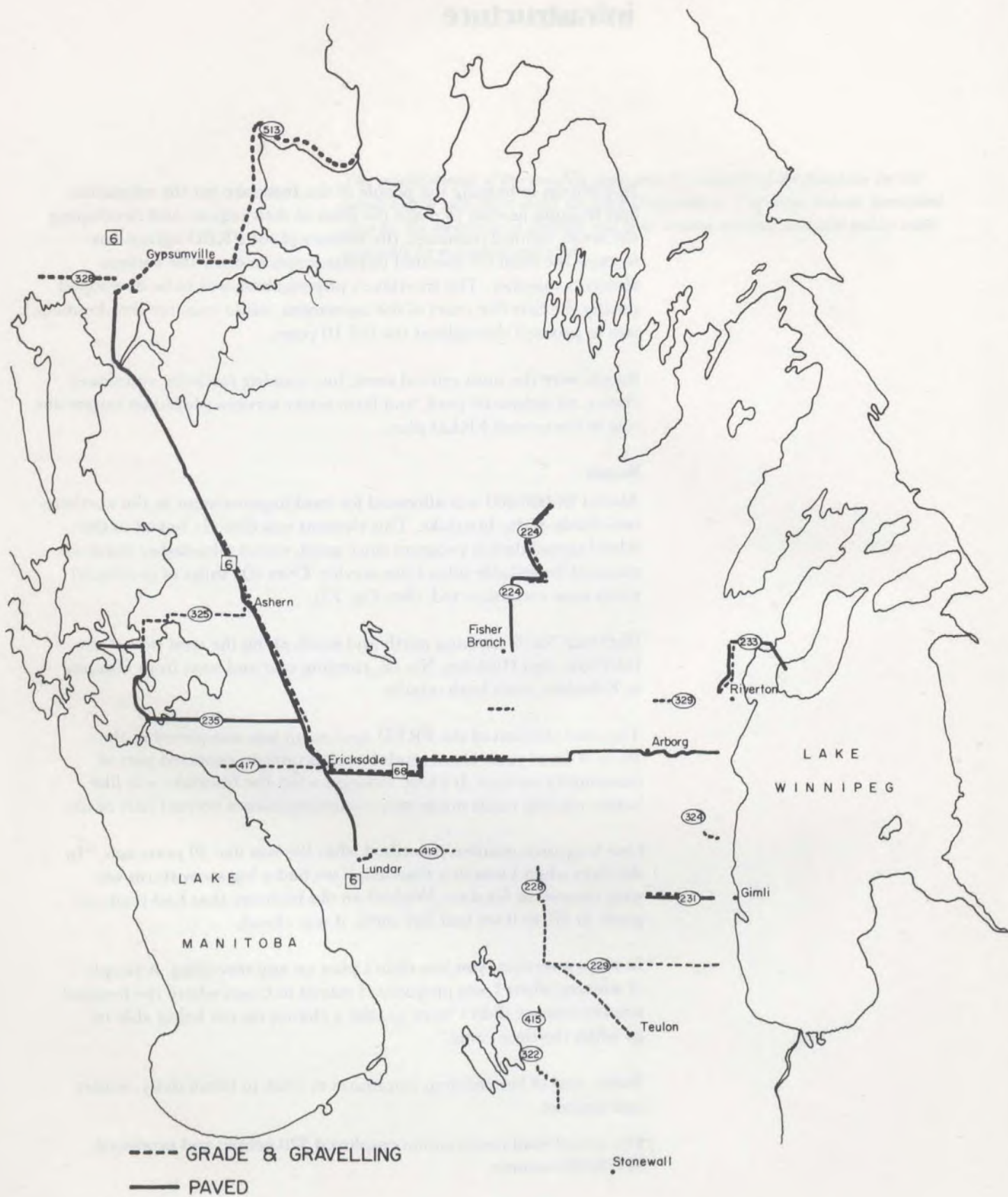
One long-time resident described what life was like 30 years ago. "In the days when I was first married, if we had a big snow storm we were snowed in for days. We had an old highway that had really no grade at all, so if we had any snow, it was closed.

"In the wintertime, you just didn't plan on any travelling. A couple of winters, when I was pregnant, I stayed in Gimli where the hospital was because we didn't want to take a chance on not being able to go when the time came."

Today, one of her children commutes to work in Gimli daily, winter and summer.

The actual road construction employed 320 people and produced \$4 800 000 income.

fig. 13 reconstruction of roads in the interlake



Training-in-Industry

The Training-In-Industry program was designed to provide capital assistance for facilities to develop jobs for native people under the Canada Manpower Training Program. An allocation of \$500 000 was used on three construction projects: the Manpower Corps Training Plant in Selkirk, where up to 50 trainees now work at making furniture, picnic tables, benches, barbecues, comfort stations, and signs for Manitoba's provincial parks; the Manitoba Fisheries Training Centre in Hnausa, where Canada's only fresh water fisheries training station offered training to Manitoba fishermen; and the Peguis Garment Plant on the Peguis Reserve.



Manitoba Fisheries Training Centre at Hnausa, shown under construction, was Canada's only fresh water fisheries training centre.

Veterinary Clinics

Maintenance of healthy animals is an essential part of a large livestock industry. In a region such as the Interlake where livestock herds are scattered over a large area, veterinary services are difficult for the veterinarian and especially for the farmer who has to pay mileage fees.

The quantity and quality of available veterinary service was a concern in all of rural Manitoba in the late 60's. The provincial and municipal governments, with cooperation from livestock producers, organized veterinary service districts. Each district was responsible for establishing clinic facilities and hiring a veterinarian. Fees for service

and mileage were standardized; and, operational costs, including salaries, were subsidized.

In the Interlake under the FRED agreement, costs of building veterinary clinics capable of handling large and small animals were shared 60-40 between the federal and provincial governments. Four clinics were constructed, at Arborg, Ashern, Lundar and Selkirk, by trainees of the Interlake Manpower Corps. During 1976 the four existing clinics handled a total of 11214 calls—3239 on-farm and 7975 in-clinic.



Veterinary clinics, such as this one at Arborg, were built with FRED assistance to improve service to the Interlake livestock industry.

Farm Water Services

Modern water services are a vital part of farming particularly for livestock production. The labour saving aspect makes it possible for the individual farmer to expand his operation to its full potential; and, the animals themselves perform more efficiently when fresh, cool water is available.

A farm water services program for Interlake residents was initiated under the FRED agreement in 1971 to provide technical advice, incentive grants, and, the benefits of a central bulk purchasing agency. Over 1 400 farmers received help to install farm water services for their livestock. A similar program was provided at the same time in the rest of Manitoba under the federal-provincial ARDA agreement.

Section VII Program Co-ordination



Many modern farm water and sewage systems were installed under the farm water service program.

Modern manufacturing facilities were constructed in Selkirk Industrial Park.



Once a water source has been tapped and a distribution system constructed, the extra effort to extend the water supply to the farm home is minimal. Many farm families took advantage of the opportunity to install modern plumbing. Anyone who, as a child, carried pails of water for house and barn appreciates what this program has meant to Interlake residents in terms of comfort and efficiency.

Selkirk Industrial Park

When the FRED agreement was signed in 1967, secondary industry in the Interlake was concentrated in the Selkirk area. A steel mill and a foundry provided the town with a basic industrial environment.

Selkirk was seen as an urban, industrialized centre that could provide a choice to people who wanted to live in the Interlake. Selkirk also acted as a transition point for people making the jump from a rural community to the city.

To fulfill this role, Selkirk needed more industry. The FRED agreement made provision for \$400 000, shared equally by the federal and provincial governments, to help support a serviced industrial park. In 1976, an additional \$400 000 was allocated, under similar conditions, to further develop the park. Selkirk was responsible for its actual development.

Electro-Knit Fabrics Ltd. was one of the businesses that located in Selkirk's industrial park.



Approximately 100 acres of the 150-acre industrial park have been subdivided and serviced. At first, attraction of industries to the park was slow, but eight firms, employing over 200 people, are now located here. It has been an important centre for these people, who are now able to earn a good living in the rural community where they prefer to live.

“I prefer working in Selkirk rather than in Winnipeg,” said one employee who works in the industrial park. “I grew up on a farm and I prefer living in quiet, peaceful places. I wouldn’t want to move to Winnipeg. It’s too crowded. I’m used to open spaces.”

section vii

program co-ordination

Management of the Interlake FRED agreement was 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.

Rarely had the various levels of government worked so closely together on a long-term project, involving so many components of a sub-region's socioeconomic structure. The scale of organized citizen involvement prior to any development scheme, and active citizen participation in a formal manner throughout the course of the plan was unique in the west.

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 appointment of a federal manager and a provincial coordinator, and the establishment of an active federal-provincial advisory committee. In fact, the mechanism worked because adjustments were discussed openly and candidly before they were undertaken; and, a substantial degree of trust was established and honored among all levels of government.

The management unit was small and did not have the staff to carry out actual work. It coordinated the work of various existing agencies and government departments responsible for carrying out the projects.

Management's role was to ensure that the monies budgeted were committed properly and were accountable. As well, the management group undertook a general information program and oversaw management research contracts involving impact evaluation of the FRED plan as a whole and as individual programs.

The organizational structure of the FRED plan management component is depicted in Fig. 6.

Program delivery was the responsibility of the Manitoba Departments of Agriculture; Continuing Education and Manpower; Education; Finance; Health and Social Development; Highways; Industry and Commerce; Mines, Resources and Environmental Management; Recreation and Cultural Affairs; Renewable Resources and Transportation Services; and Tourism. The Minister of Agriculture reported to the Legislative Assembly on FRED matters.

Federal departments carrying out projects included Indian Affairs and

Northern Development, and Manpower and Immigration. The coordinating role for the federal government was DREE's responsibility; and, its minister reported to the House of Commons on FRED matters.

Under the agreement, an active, continuous and objective study of the effectiveness of the Interlake FRED programs and its management techniques was encouraged. An overall impact report *The Interlake Experience: An Evaluation of Rural Development Programs, 1967-1977*, by James A. MacMillan and Shirley Lyon, (Winnipeg: Department of Agricultural Economics and Farm Management, University of Manitoba, 1977) was published, drawing on numerous studies of specific programs. Most of these studies were carried out under a contract with the Agricultural Economics Department of the University of Manitoba.

