

ARDA III 1972 & 1973

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ARDA III

1972 & 1973

MANITOBA/CANADA AGRICULTURAL
AND RURAL DEVELOPMENT AGREEMENT

DESCRIPTION AND PROGRESS REPORT



MANITOBA ARDA 1972 & 1973

On June 9, 1971 Manitoba signed a new, five-year agreement with the federal government under the Agricultural and Rural Development Act (ARDA). The new agreement is the third one in the ARDA series in Manitoba and covers a five-year period from 1972 to 1977.

The agreement in general supports Manitoba's concern for strengthening rural areas as outlined under the "stay-option principle" in Guidelines for the Seventies; similarly, national objectives for job creation and income improvement are recognized. The strategy in this agreement concentrates federal and provincial resources to achieve specific objectives throughout agricultural Manitoba. Seven programs totalling \$23 million have been developed to fulfill a federal-provincial rural development strategy.

As in previous agreements, the new ARDA programs were developed through a process of federal-provincial consultation. A continuing system of cooperative management ensures that both federal and provincial objectives are served. As in the past, Manitoba administers the programs and the costs are shared equally by both governments. The ARDA Agreements began in 1962. Under the first Agreement (1962-1965), development activities included projects for converting poor farmland to forest and recreational areas, building of water storage structures and construction of land drainage systems, plus rural development activities.

The second ARDA Agreement (1965-1970), allowed for a greater variety of activities and added research into rural resources to the list of physical improvement projects. New projects under the second Agreement included land utilization studies, fisheries and resources education and information,

training in cooperatives particularly for Indian and Metis people, rural development staff, and a variety of research efforts related to farm income. This second agreement provided for a broad attack on a multiplicity of problems. It encouraged innovation and acted as a catalyst to both provincial and federal governments in coordinating their resources in rural areas. One outcome of this broad approach was the establishment of a ten-year comprehensive development agreement for the Interlake Region, known as the FRED Plan.



ARDA III STRATEGY

The current ARDA strategy emphasizes farm income improvement by encouraging diversification to livestock. It is a selective approach both in terms of commodity emphasis, i.e. live-stock and in terms of target clientele. Preference is given to smaller, average farmers represented in the \$5,000 to \$15,000 gross farm sales range. Three programs provide the impetus to the income-through-livestock diversification strategy; Farm Diversification, Farm Water Services and Veterinary Clinics. Implementation of these is the responsibility of the Manitoba Department of Agriculture.

The second strategy under the new Agreement focuses on physical resource improvement. However, unlike former ARDA Agreements, the current thrust is a multi-dimensional effort limited to

selected target areas in rural areas. For instance, the comprehensive approach of the Soil and Water Program recognizes the inter-relationships of land, water and soil in a watershed context. Under this approach a variety of measures can be undertaken to improve some of the physical resources within well defined areas of rural Manitoba.

Three programs relate to the resource improvement strategy; Comprehensive Soil and Water Conservation, Wilson Creek Experimental Watershed and Groundwater Investigations. The Department of Mines, Resources and Environmental Management is responsible for carrying out the resource programs.

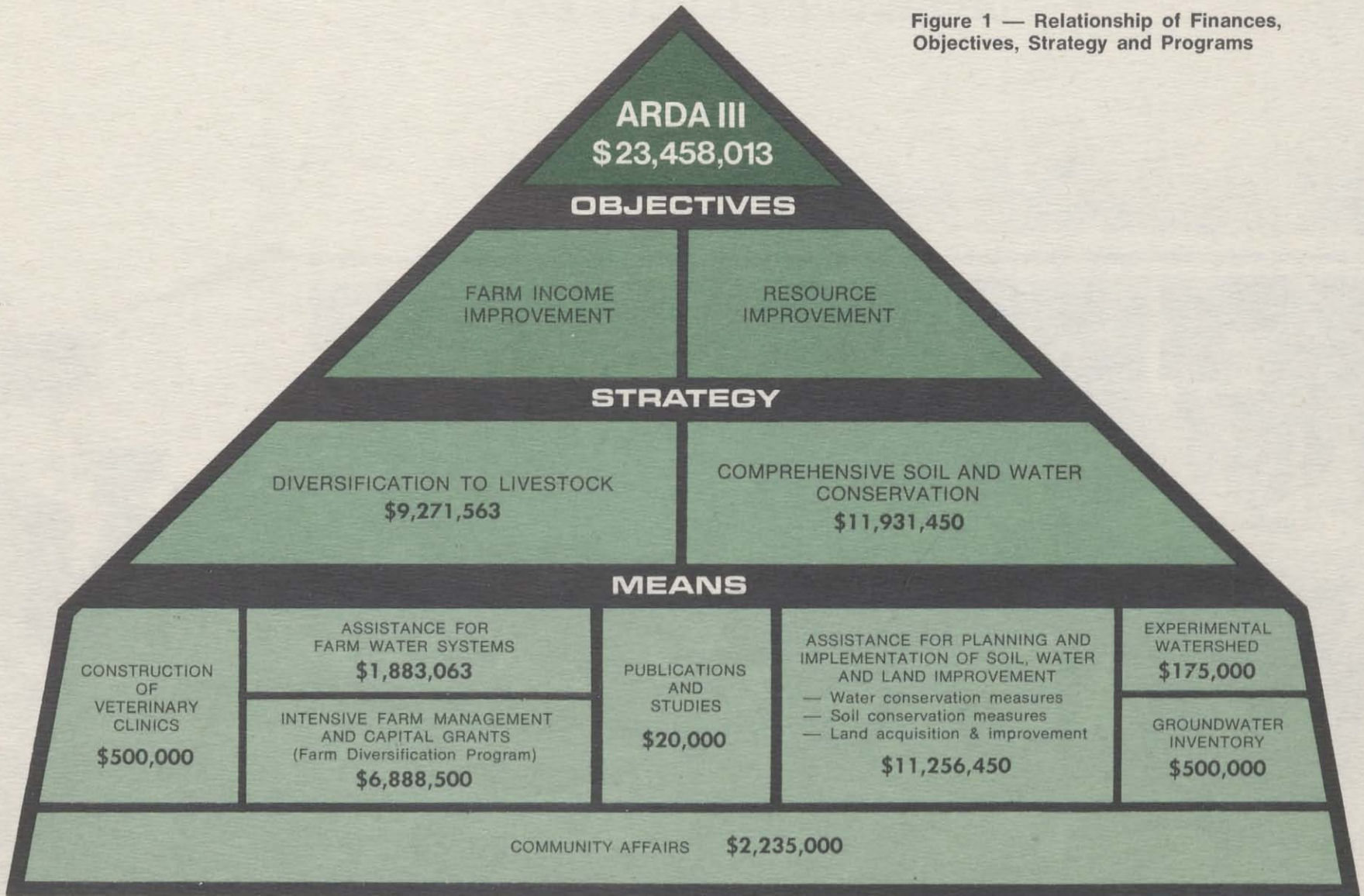
Both strategies are underpinned by activities which encourage participation and involvement of rural people in these programs and provide a communication support. The Department of Agriculture provides this service.

Under the new Agreement, a total of \$23.4 million has been approved. ARDA programs began operations in the fall of 1972 and will terminate on March 31, 1977. Programs apply to all rural regions in southern (agricultural) Manitoba except the Interlake region. The Interlake has similar programs which are funded

under the federal/provincial FRED Agreement. Progress reported in this report, therefore, does not include figures from the Interlake which are presented under separate cover.

Figure 1 illustrates the relationships between resources and strategies under the third ARDA Agreement.

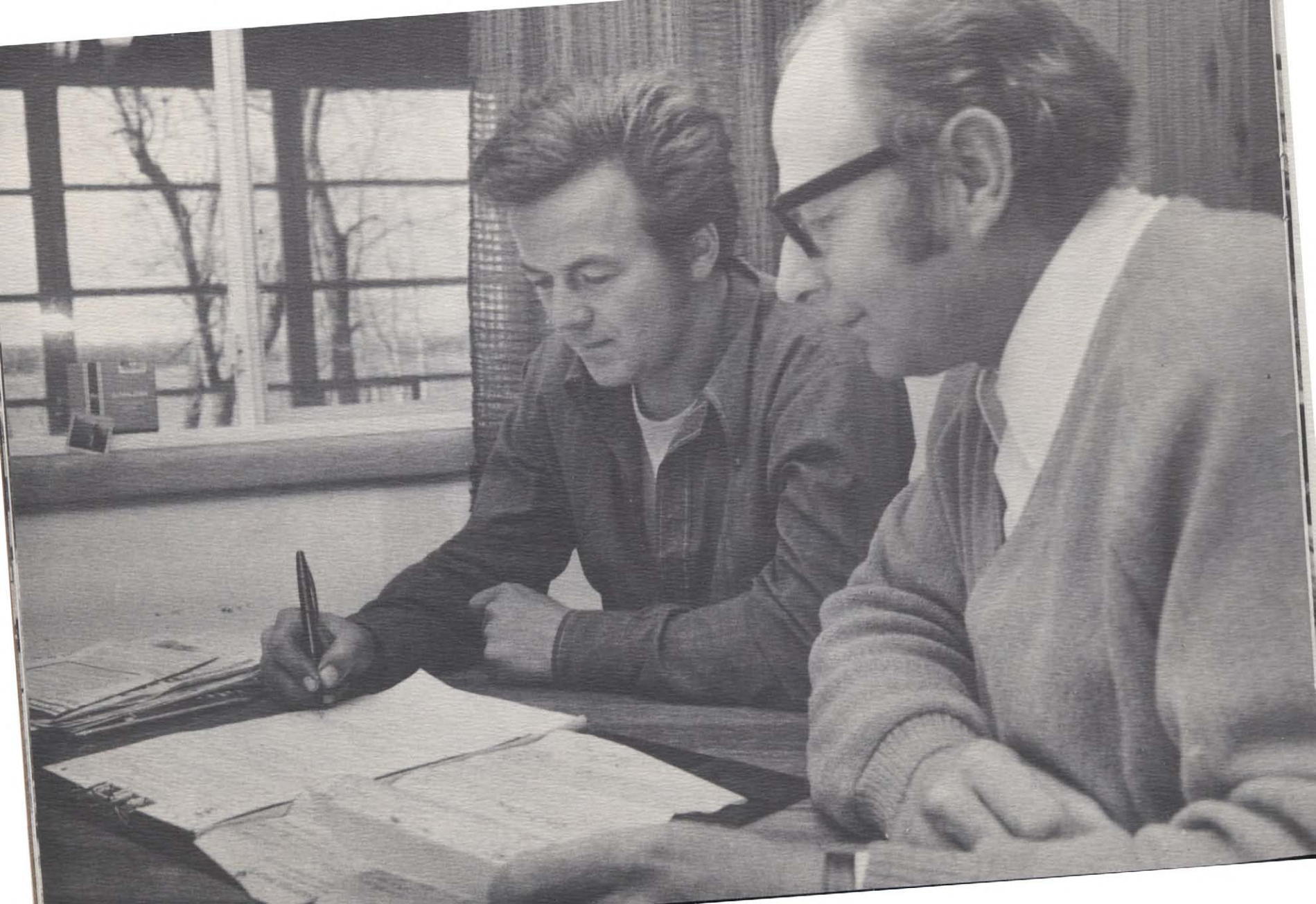
Figure 1 — Relationship of Finances, Objectives, Strategy and Programs





THE INCOME EMPHASIS

Diversification to livestock is the principal ARDA strategy. Livestock expansion in the long run will help to improve farm incomes and help stabilize the agricultural economy of Manitoba. In order to encourage this diversification, the Farm Diversification Program, the Farm Water Services Program, and the Veterinary Clinics Program encourage farmers to focus their attention on livestock opportunities.



THE FARM DIVERSIFICATION PROGRAM

Good management of farms means higher incomes to farmers. The Farm Diversification Program helps farmers by providing intensive, on-farm management assistance. The commitment to a personalized farm management service is backed up by a farm diversification grant of \$2,000 and access to special credit — up to \$10,000 — for livestock purposes.

Because the emphasis of ARDA is on livestock production, the program selects farmers interested in expanding their livestock herd or entering livestock production. Secondly, the program focuses on particular farmers, namely those whose gross sales fall between \$5,000 to \$15,000. Interested farmers are selected by a local selection process which includes farmer representatives on selection committees.

Once selected, farmers are eligible for a grant to improve their livestock facilities and loans for the purchase of livestock. A five-year plan, worked out by the farmer in consultation with a farm advisor, forms the central focus in the relationships between the farmer and his advisor. In addition, group activities such as on-farm workshops, seminars, and demonstrations offer supplementary management support.

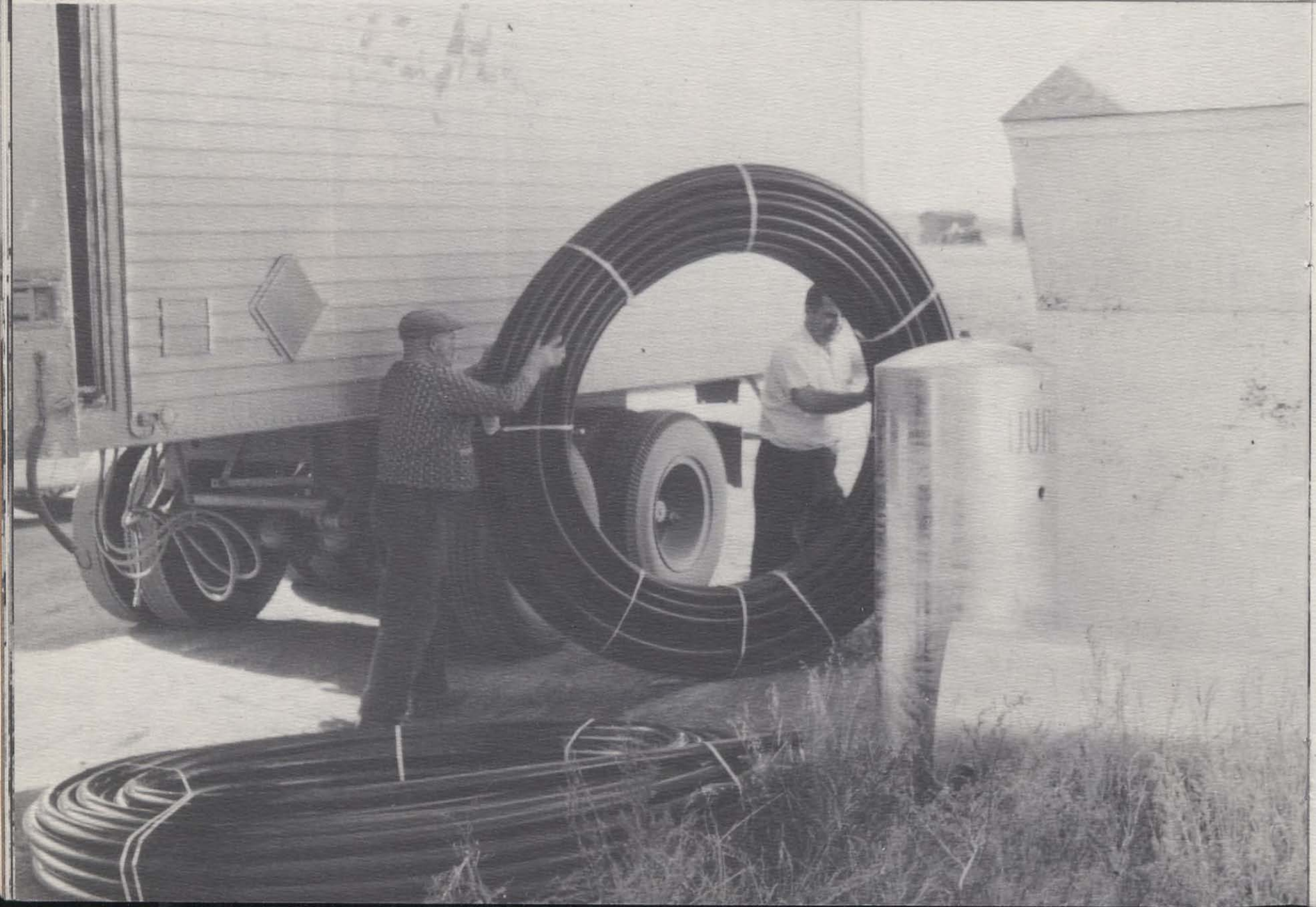


PROGRAM HIGHLIGHTS

- The total cost of the program is \$6,888,500.
- Grants are available up to \$2,000 for participating farmers.
- Farm advisors are provided for on-farm management assistance.
- Workshops, seminars and other group interaction provides management support.
- Eligible farmers are those with gross farm sales of \$5,000 - \$15,000 with livestock interest.
- Selection of clients is undertaken by regional selection committees.
- Access to special credit is available up to \$10,000 for livestock purposes under the Manitoba Agricultural Credit Corporation.

PROGRESS TO DATE

The Farm Diversification Program began in October 1972 and initial efforts were centered in counselling, interviewing and developing "farm plans" with farmers. As of August 31, 1973, only one year since the program began - 378 farmers have been selected. In terms of grants, \$172,478 were approved for 670 farmers. Training payments have been paid to 304 clients for a total of \$13,702. Loans have been approved for 87 farmers for a total of \$757,835. At present, there is considerable interest and many farmers are applying to participate in the program. Over the next five years, it is anticipated that about 3,600 farmers will receive full benefits from this program.



FARM WATER SERVICES PROGRAM

Modern water facilities on farms means a better standard of living for farmers. Expansion of the livestock herd requires, among other things, a good supply of water on farms.

Water needs are not new to rural Manitobans. For instance, the 1961 Census reported that 66 percent of Manitoba farms did not have running water. A survey in 1967 indicated that 50 percent of farms did not have pressurized water systems. This lack of facilities, coupled with problematic groundwater conditions, has encouraged a special effort to redress this problem.

The role of Farm Water Services is to encourage farmers to improve and modernize their farm water systems. Water technicians are available to aid farmers, to advise on water location, installation, design and generally advise on modernizing farm water systems. The technician usually consults the staff under the Groundwater Investigation Program

in order to estimate the location and best method of obtaining water. The Farm Water Services technician will advise on the actual design of the facility. He is backed up by a central warehouse which purchases supplies in bulk for water systems and sells these to farmers at reduced cost.

A grant is available to defray 15 percent of the costs of facilities which are approved by the farmer and the technician. Also available is a grant up to \$550 from the Prairie Farm Rehabilitation Agency (PFRA) for well development.

The key element in the program is the consultation between the farmer and the water technician who, together, discuss and develop a farm water system which best meets the need of the farmer.



PROGRAM HIGHLIGHTS

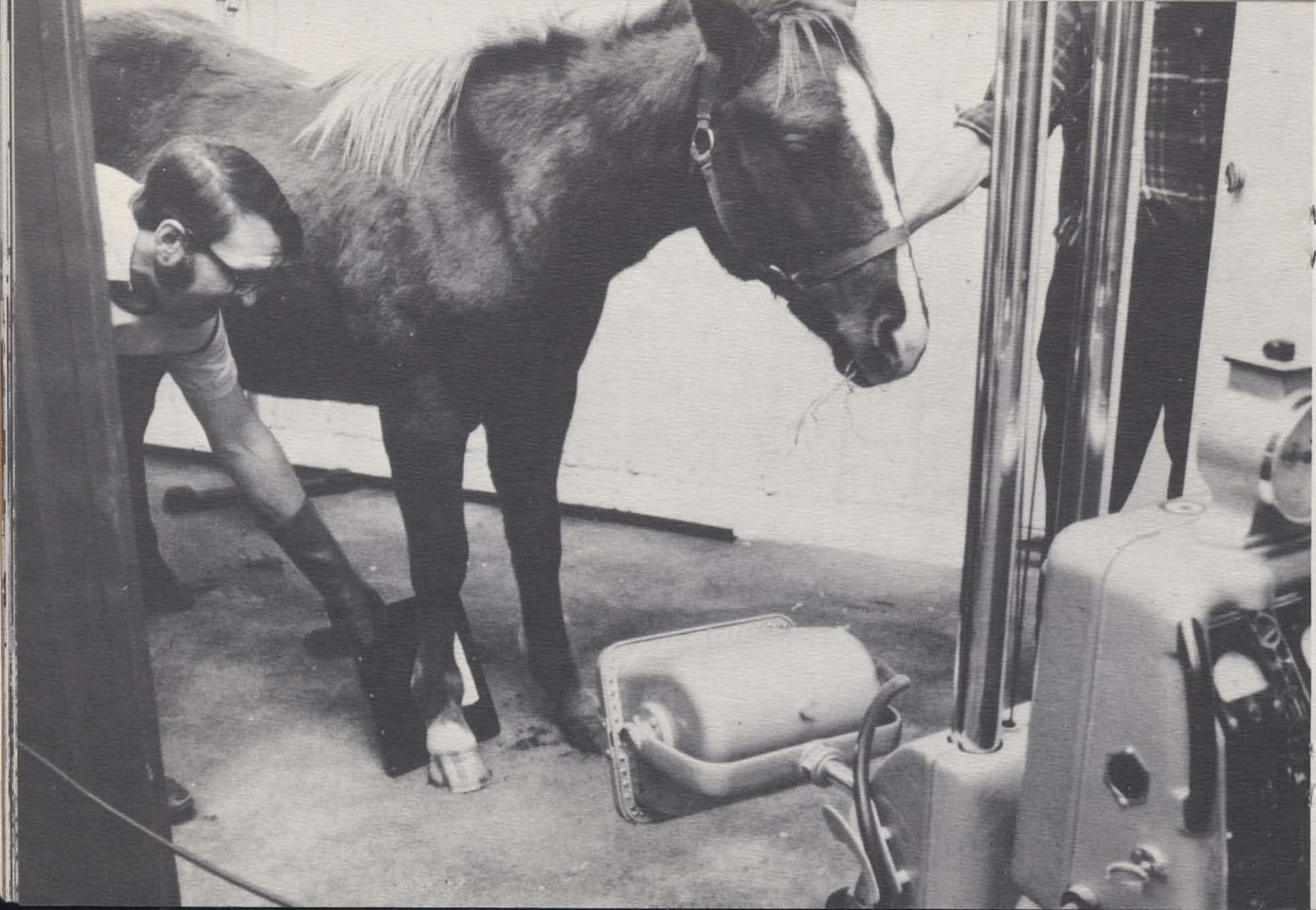
- The total program cost is \$1,883,063.
- It provides for water technicians in the field.
- Grants of 15 percent for the total cost of approved facilities up to a maximum of \$300 per farm are available.
- Research has been undertaken into new products for water systems.
- A provincial purchase order system for parts helps reduce costs of materials.

PROGRESS TO DATE

The program began assisting farmers in July 1971. During the final nine months of that year, 1,063 requests for technical assistance were made; 486 farmers received about \$70,000 in grants.

In the next fiscal year, 1972-1973, approximately 1,427 farmers received financial assistance for a total of \$196,351 for an average of \$138 per farmer.

During the current fiscal year, 1973-1974, demand for technical assistance is rising. From April 1 to September 1973, there have been 1,458 applications. It is evident that the Farm Water Services Program has support and is meeting important needs in rural Manitoba.



VETERINARY CLINICS PROGRAM

The Veterinary Clinics Program is a key component of the Manitoba livestock expansion strategy in that it has restored animal health services in those areas where livestock production is an important farm enterprise.

Prior to introduction of the program rural veterinarians were abandoning their practices because of high costs of operating private clinics. The results were a serious shortage of veterinarians and higher financial losses among livestock producers from livestock diseases. Losses exceeded \$20 million annually.

The Veterinary Clinics Program has not only reversed the trend towards fewer veterinarians, but has revolutionized animal care practices in the province and beyond. Not only does the program establish a series of clinics throughout the province in response to local demand, it ensures that both modern clinical facilities and services are present in every clinic.

The location of clinics is determined between municipalities who apply to become a Veterinary Services District. The cost of each clinic is shared by the Veterinary Services District, Manitoba and Canada. Clinics are designed to encourage farmers to bring large animals in for treatment whenever possible. These are equipped for treating and confining both large and small animals and have operating and laboratory facilities.

Back-up support to the Veterinary Clinics includes the Manitoba Agricultural Services Complex which provides a range of diagnostic services to veterinarians and producers. In addition, an active recruitment program for new veterinarians provides financial help to veterinary students who intend to practice in Manitoba.



PROGRAM HIGHLIGHTS

- The program provides \$500,000 for capital costs.
- A Veterinary Services District must be established before a clinic is built.
- Construction of clinics is undertaken by the Interlake Manpower Corps under the Federal-Provincial FRED Agreement. Clinics in the Interlake are paid under the FRED Agreement.

PROGRAM PROGRESS

Ten ARDA Clinics have been established since 1970. These are located at Roblin, St. Pierre, Shoal Lake, Pilot Mound, Notre Dame, Gladstone, Minnedosa, Steinbach, Lac du Bonnet and Souris. Clinics at Lundar, Arborg, Ashern and Selkirk are financed under the FRED Agreement and bring up the number of Manitoba Clinics to 14. Construction is presently underway at Neepawa, Killarney, Dauphin and Virden. Additional Veterinary Services Districts have been established at Melita and Ste. Rose du Lac.

This program was signed on March 30, 1971 and provided for cost/sharing for the fiscal year 1970/71. About \$400,000 have already been expended under the program.



RESOURCE IMPROVEMENT PROGRAMS


A second strategy of the new ARDA Agreement is concerned with the improvement and protection of particular rural areas in Manitoba. In terms of Manitoba geography, the emphasis is on specific areas adjacent to the Manitoba escarpment. The strategy is intensive and encompasses a multi-dimensional approach to resource protection and conservation. The programs include activities which are oriented towards the conservation of soil, water and land resources, investigate and map groundwater sources, and research new methods for soil and water conservation.

The resource improvement programs include a Comprehensive Soil and Water Conservation Program, a Groundwater Investigation Program and support to the Wilson Creek Experimental Watershed. ARDA assistance provides for planning and analysis and adds financial


assistance for the establishment of protective works and facilities.


Target areas are located near the Manitoba escarpment. Prominent features of the escarpment include the Turtle, Riding, Duck and Porcupine Mountains and the Tiger, Brandon and Pembina Hills. These features form a fairly continuous belt of high relief, extending from the Porcupine Mountains in the northwest to the Pembina Hills in the south. The physical presence of the escarpment, combined with damaging land practices, are the dominant factors causing soil erosion and related problems of sedimentation, flooding, loss of topsoil and productivity. These programs, in conjunction with other provincial and federal efforts for resource improvement, contribute to farm incomes in the short run and preserve our rural lands for the future.


**PROVINCE OF MANITOBA
TARGET AREAS FOR RESOURCE IMPROVEMENT**

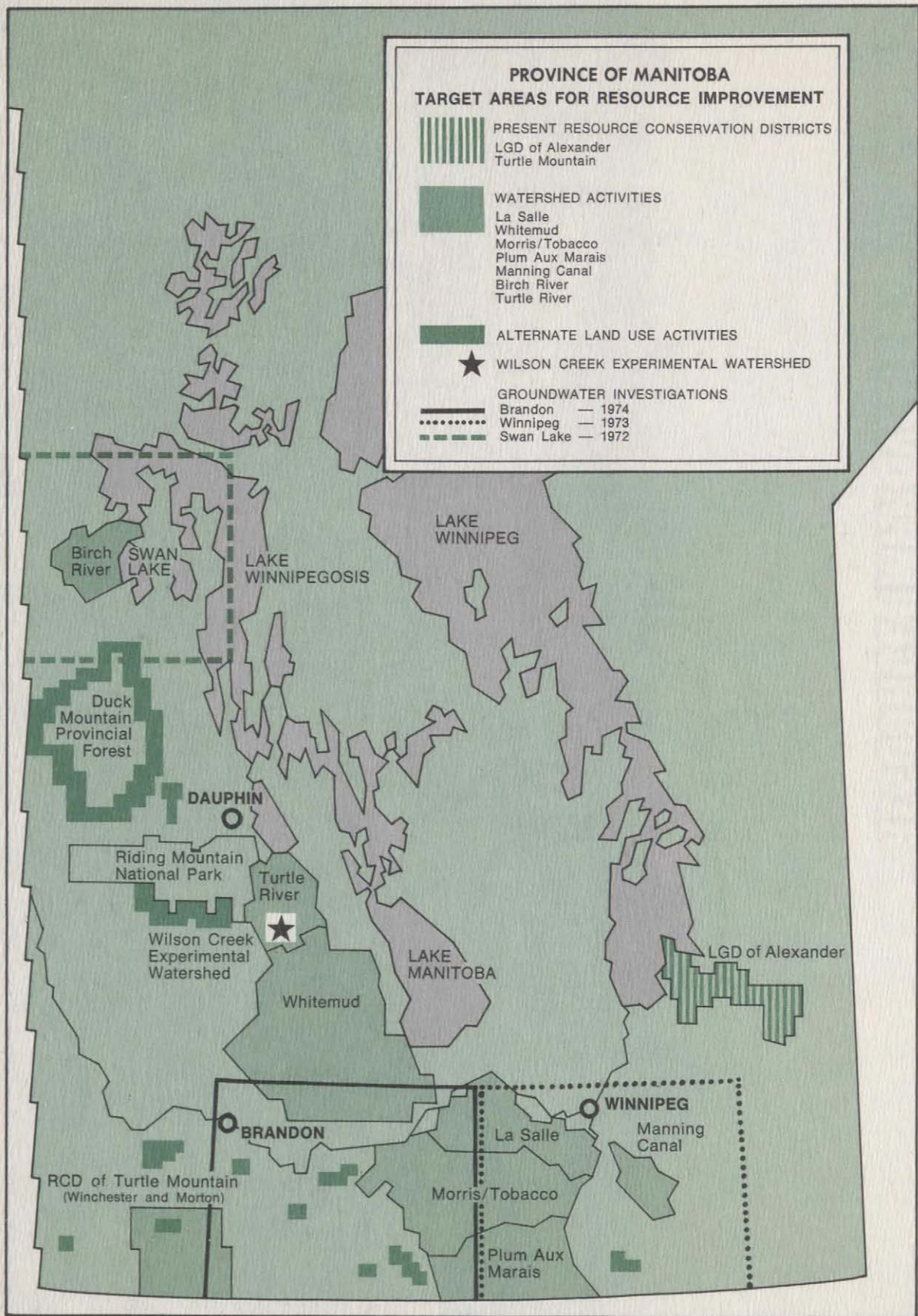
 PRESENT RESOURCE CONSERVATION DISTRICTS
LGD of Alexander
Turtle Mountain

 WATERSHED ACTIVITIES
La Salle
Whitemud
Morris/Tobacco
Plum Aux Marais
Manning Canal
Birch River
Turtle River

 ALTERNATE LAND USE ACTIVITIES

 WILSON CREEK EXPERIMENTAL WATERSHED

 GROUNDWATER INVESTIGATIONS
Brandon — 1974
Winnipeg — 1973
Swan Lake — 1972



COMPREHENSIVE SOIL AND WATER CONSERVATION PROGRAM

This program is the first priority under the resources improvement strategy. It provides for three different activities which can be combined in response to particular resource-based problems. The program encompasses water conservation activities, soil conservation activities, and alternate land use activities. Specific target areas, often on a watershed basis, provide a major focus for program delivery.

The objective is to deal with resource-based problems such as soil erosion caused by wind, water or improper land use. The general approach recognizes that damage to physical resources is caused by a human as well as natural forces. The recognition of the interplay of these factors allows for a multi-dimensional treatment of the problem. The benefits of dealing with these issues will result in the preservation of lands for future generations, improve

farmers' incomes through improved flood protection, and enhance rural areas for recreational and wildlife use.

The program is implemented by the Department of Mines, Resources and Environmental Management and through local Watershed Conservation Districts or Resource Conservation Districts where these are formed.



PROGRAM HIGHLIGHTS

Water Conservation Activity

- \$5,705,000 are provided for various works such as dykes, bridges, water control structures and similar works which control or reduce water erosion.
- Manitoba will construct these works in selected watersheds on its own authority or in cooperation with Watershed or Resource Conservation Districts where they are established.

Soil Conservation Activity

- \$1,651,450 is provided for soil conservation measures such as field shelterbelts, forage establishment on damaged lands, reforestation and ground cover control, gully stabilization and small water control structures.
- The province will implement these activities in target areas on its own authority or through Resource Conservation Districts where these are established.

Alternate Land Use Activity

- \$3,900,000 is provided to purchase marginal lands voluntarily offered for sale. These will be converted to more suitable purposes such as wildlife and recreation. Funds for planning and field work are included.
- This activity is undertaken both within target watersheds and to a lesser extent in specific areas outside of target watersheds.



PROGRAM PROGRESS

Alternate Land Use Activity

In the first fiscal year, 1972-1973, planning efforts were concentrated in the Whitemud and Morris-Tobacco River Watersheds, Lauder Sandhills (Wildlife Management Area) and the Souris River Bend (Wildlife Management Area), the south side of Riding Mountain and the periphery of Duck Mountain. This entailed site planning, appraisals and public meetings.

In the same year, about 1,800 acres were purchased and 451 acres were converted to wildlife habitat.

In the first six months (April to September) of 1973, 2,500 acres of low capability have been inspected and offers to sell have been accepted for about 6,600 acres.

Water Conservation Activity

During the first year, 1972-1973, approximately 12 miles of channel, 2 bridges, 7 erosion control structures and 4 other crossings were constructed. About \$500,000 were spent in the Whitemud River, Tobacco Creek, Turtle River, Plum River and Birch River Watersheds.

Progress from April to September 1973 includes 20 miles of channel improvement, 1 bridge, 7 erosion control structures and 10 other crossings. Additional works of various types are still underway and areas serviced will include Whitemud, Morris-Tobacco, Turtle River, Plum-Aux Marais, Birch River, La Salle and Manning Canal Watersheds.

Soil Conservation Activity

Major efforts under this program have centered in planning and development. To date, two Resource Conservation Districts have been formed. Turtle Mountain (includes the rural municipalities of Morton and Winchester) and Alexander (local government district of Alexander), the medium through which soil conservation activities will be undertaken. In addition, continuing soil conservation measures are in progress in the Whitemud River Watershed where the emphasis has been in re-shaping and seeding down grassed waterways. Assistance is also being offered for field shelterbelts, reforestation, forage establishment on eroded slopes and water retention structures.



THE WILSON CREEK EXPERIMENTAL WATERSHED

The Wilson Creek Watershed is located in Riding Mountain National Park and is a natural laboratory for research into water and soil conservation problems.

The Wilson Creek area was selected because it is typical of many of the watersheds along the Manitoba Escarpment with similar environmental problems. The action of weather on the slopes of the escarpment affects — in a detrimental way — the farmlands and areas adjacent to it by various forms of erosion and soil deposition damage. This means a loss of topsoil, damaged roads and lands, loss of farm income and higher costs for repairs and maintenance of public works.

The Wilson Creek area — since its inception in 1957 — investigates such matters as the relationship between rainfall and water run-off and hydro-meteorological parameters such as

soil moisture, groundwater flow and evaporation in the watershed. Practical engineering solutions are sought through measures such as flood detention reservoirs, channel clearing and straightening and river bank protection works.

In summary, the objectives of the Wilson Creek experiment contribute to two major water resource developments in Manitoba. One, an economic and physical assessment of drainage and flood control policies in the agricultural belt lying immediately eastward of the escarpment. Secondly, the development of fundamental indices of hydrologic behaviour on the escarpment.

The Wilson Creek Program was initially supported by the Prairie Farm Rehabilitation Agency in 1957 and Manitoba's Department of Agriculture.

In recent years, the second ARDA Agreement has continued federal support. Currently, ARDA provides \$175,000 or about \$35,000 every year.

The interest of any other government agencies in this program, federal and provincial, are represented on the Committee on Headwater Flood and Erosion Control. At the present time the following organizations have representatives on the Committee:

- Canada Department of Regional Economic Expansion
- Canada Department of Environment
- Canada Department of Indian Affairs and Northern Development
- Manitoba Department of Mines, Resources and Environmental Management
- Manitoba Department of Agriculture



GROUNDWATER INVESTIGATIONS

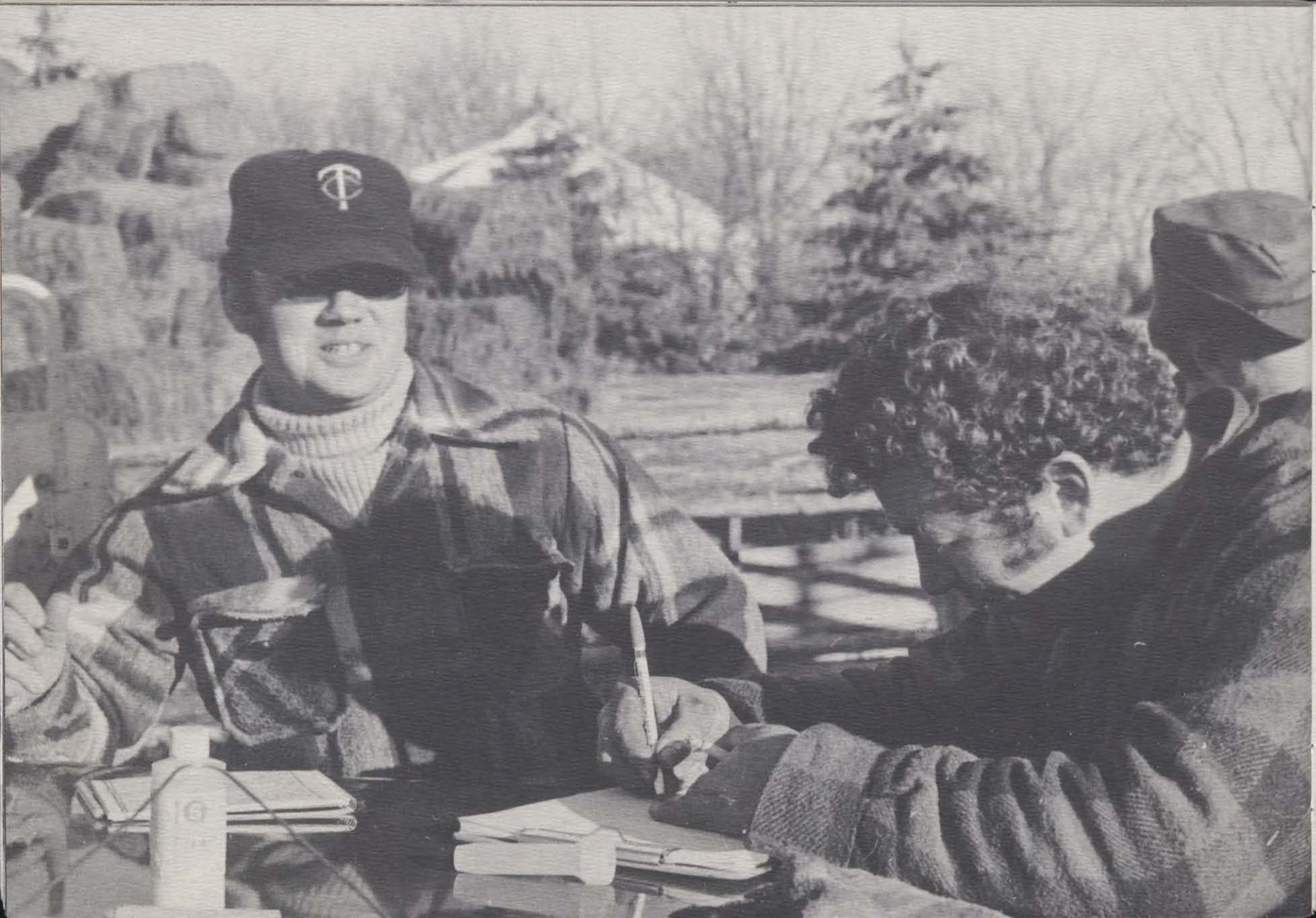
The objective of Groundwater Investigations Program is to establish accurate information on the availability, development potential and management of groundwater resources in rural Manitoba. Difficulties in locating groundwater and variations in water quality have been particular problems in rural Manitoba.

This can create a constraint on farming operations, affect health and the standard of living of rural people. Therefore, it is important to locate this resource and manage it wisely for human and industrial purposes.

There are initially two aspects to the program. The first is concerned with defining the location, extent and capacity of underground water deposits in rural Manitoba. The second relates to the cataloguing of information and interpretation of results.

Program operations include an inventory of selected wells, drilling and sampling of test wells, compilation of data and technical interpretation of results for water users, private well drillers and other government programs and agencies.

This program acts as a support to many other programs including ARDA Farm Water Services, Comprehensive Soil and Water Conservation and Farm Diversification. A fund of \$500,000 is provided for the Groundwater Program. Benefits will accrue to farmers and towns in rural areas.



PARTICIPATION, INVOLVEMENT AND COMMUNICATION

Since the early days of ARDA programs, the principle of involving and encouraging the participation of rural people in these programs has been emerging. Under the new agreement, a special emphasis has been developed to help rural people and communities pursue their interests more effectively, either through government programs such as ARDA or by the use of their own resources.

Opportunities in rural areas for resolving identified problems — or the pursuit of community needs — are often available but may remain unutilized because of lack of information. However, only some problems in rural Manitoba will be solved by ARDA programs, if people are aware

and utilize them. Many more problems, however, are beyond the resolution of these few programs but can be helped by other government programs, both federal and provincial. More important, people and communities can often help themselves best. A "Community Affairs" activity is included under the new agreement to help communities and people understand themselves, identify resources available to them, and develop an understanding of the opportunities under these new ARDA programs. Provision has been made under these programs for developing an understanding of ARDA and related programs; for helping communities develop leadership skills and assist them with their concerns. In addition, rural counsellors are available to consult with rural people concerning ARDA programs, particularly Farm Diversification, or on any related matter.

In order to carry out these activities, a community affairs specialist is located in each regional office of the Department of Agriculture, namely Dauphin, Brandon, Portage, Beausejour and Arborg. These officers relate principally to rural communities and organizations and can provide information, leadership development and training. Rural development counsellors are located in various rural communities and provide person-to-person counselling on a variety of issues of interest to rural people such as program information, i.e. application for Farm Diversification — advice on personal goals and objectives and referral services to other government programs. A total of \$2,235,000 is allocated for these activities.



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AND THE HONOURABLE DON JAMIESON, MINISTER OF REGIONAL ECONOMIC EXPANSION, GOVERNMENT OF CANADA