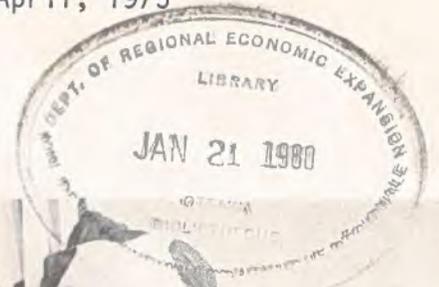
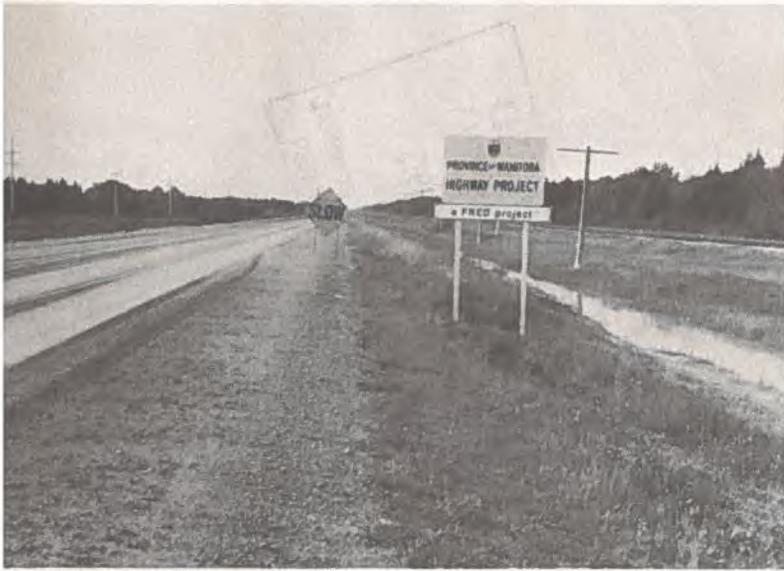
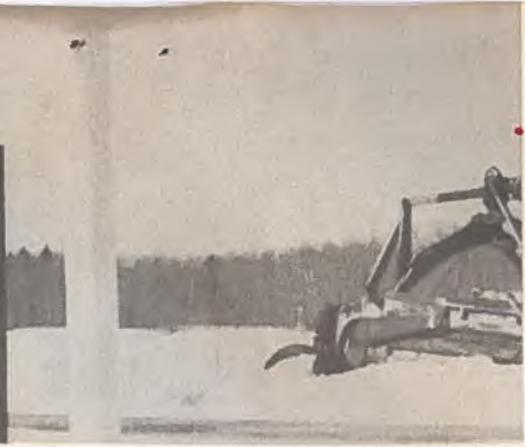


INTERLAKE FLYER

F.R.E.D. ADMINISTRATION, BOX 2000, ARBORG

April, 1975





EDITORS NOTE

Over the past eight years, Interlakers have been exposed to dozens of "FRED Project" signs. The signs have been located in virtually every corner of the region and have identified an almost unbelievable variety of projects. The projects themselves have ranged from building geese nesting boxes and highways to training people for the farming, fishing or construction industries.

But the important thing, really, hasn't been the FRED signs or the projects or the dollars spent. The important thing has been the effect on the people of the Interlake. That's why the Fund for Rural Economic Development was set up in the first place - to have a positive effect on the people of the Interlake. And that's also why the people in the region were consulted and given a voice in determining what the priority needs were and what could best be done about them. Who should know better what the Interlake needs than an Interlaker?

Regular FLYER readers have been kept abreast on the various FRED projects since the late 1960's. Hopefully, the reader will have gained some insight into the effect that the FRED program has had. By reading the regular Area Development Board minutes readers have also been kept aware of what people in the region have been thinking and how they've reacted to the inputs.

In this special FRED review issue, we have attempted to go back to the pre-FRED days of the early 1960's and give our readers a general overview of what has taken place since then. You might say that we've written a brief FRED history.



Interlake In Perspective

"Whoever decided that we needed any Fund for Rural Economic Development in the Interlake anyway? How come this rich uncle FRED came to our region instead of some other place? Whatever happened to all that 85 million dollars we were promised back in '67? Wouldn't most of this development have taken place anyway?"

Those are only some of the many questions Interlakers ask about their eight year old FRED Program. The community leaders and area development board members that have consciously kept track of the FRED Program already know the answers to most of those questions. After all, they're the people who helped decide that the Interlake needed FRED and they're also the same people who told the government how to spend the money.

Back in the late 1950's and early 1960's it was becoming increasingly evident to the federal government that some rural areas in Canada were developing at an acceptable rate while other areas were nearly dormant. In June of 1961 the House of Commons passed the ARDA legislation (now known as the Agricultural Rural Development Act). The purpose of the act was to provide an incentive for economic and social growth in rural areas. This is the legislation which provides the basis for all federal-provincial cost-sharing development projects in all rural areas of Canada.

The ARDA legislation provides for a variety of special agreements which may be signed between a province and the federal government. These special projects can range from population and employment studies to the Canada Land Inventory. The Interlake was the subject of many such studies in the early 1960's. When the research, surveys and data collecting was completed, it was found that the Interlake was eligible for something more than just studying under the ARDA legislation.

Section VI of the 1965 ARDA Agreement states that a province can designate a Special Rural Development Area for intensive inputs. Such an overall program would involve four major components:



Underwater research under ARDA prior to signing of FRED Agreement.

- Physical, economic and social research to determine the potentials and problems of the designated region.
- Involvement of local people through the establishment of advisory committees.
- The preparation of a Comprehensive Rural Development Plan in conjunction with the residents of the region.
- The undertaking of a broad range of projects for the development of the region to increase income opportunities and raise standards of living.

On the basis of the studies that had been done from 1962 to 1965, the Interlake was considered eligible to be a Special Rural Development Area. For example, 2,243 households survived on annual incomes of less than \$1,500 and an additional 1,185 households had annual incomes of less than \$254. However, before any money could be spent out the Fund for Rural Economic Development, the second two criteria must be met.

ARDA advisory boards, now called Area Development Boards, were established as a means of gaining deeper insight and advice on problems affecting the region. Meetings, seminars and conferences were held in 1965 and 1966 to keep the government informed on the thoughts and feelings of Interlake residents as well as keep the people of the Interlake aware of what the government planners were doing.

The Interlake FRED plan that evolved during these two years was designed to meet the needs of the region according to the way the residents of the region, and the government experts, saw them. Interlakers at that time saw three main areas of concern.

- Education and schools.
- Adult education and training.
- Development of the available resources.

Most specific needs, such as drainage, employment, roads, fishing and recreation, fell under one of these three main headings.

By 1967 the Comprehensive Development Plan was complete and ready for signing. Interlake residents and the federal and provincial planners were agreed that the FRED plan, in its current form, was pretty much what the region needed. In May of 1967, the Agreement was signed in Arborg by members of both governments and the ceremony was witnessed by hundreds of Interlake residents.

The fourth step, actually carrying out the broad range of projects, would take the next decade to complete and would require the cooperation and man hours of both government workers and people of the Interlake. Step four is the FRED story.

Adult Education and Training

Lack of adequate employment and income was probably one of the most obvious problems facing Interlake residents back in the mid-60's. It didn't take the researchers or the residents long to recognize the fact that lack of education was preventing people from reaching their full potential.

The education situation was somewhat representative of the overall Interlake situation: That is, the problem was basically one of under utilized resources. The land and water was abundant and the people were more than willing to work hard. Yet, the region really didn't seem to be prospering. The point was made in meeting after meeting, by countless Interlakers, that they could take better advantage of what was available in the region if only they had the necessary skills, knowledge and opportunity. As of 1965, half of the adult population had never had the chance to attend high school and only 20 percent had completed grade 11 or 12.

It was for these reasons that the largest portion of the ten year FRED budget, \$28.6 million, was to be allocated for Adult Education and Training. These funds were to be used in a number of different ways for over a half dozen different programs. Approximately \$16 million of this amount was to be federal Canada Manpower money and the remaining \$12 million was to be spent on federal-provincial cost-shared programs.

Manpower Corps

The most conspicuous program in the area of Adult Education and Training is probably the Interlake Manpower Corps. Conspicuous, because the labor on many of the major FRED projects and dozens of community projects was provided through the Corps. But building parks, halls and houses is really only a secondary aspect of Manpower Corps. The primary purpose is to give people a chance to acquire the basic job skills necessary to enter the mainstream of the employment market.

The Manpower Corps is an on-the-job training program for adults of all ages who can use basic skill and vocational training, confidence building, education upgrading and maybe a bit of guidance toward finding the career or occupation that they desire.

Since 1967 a total of 1,608 Corpsmen have worked on 96 different projects with the total labor expenditure exceeding four million dollars. The Manpower Corps will pay only the training and labor costs on any project. All materials costs are paid by the sponsoring department, agency or community group. That means that over four million dollars worth of pay cheques for labor and training have been pumped into the Interlake in the last eight years.

A list of the Manpower Corps projects to date can give a better idea of the scope and range of the Corps:

- Heavy Equipment Training and bush clearing on the Peguis Indian Reserve - 15 men.
- Renovation and restoration of the Winnipeg Beach shoreline and park area - 78 men.



Carpentry training has always been one of the prime areas of Manpower Corps activity. Many of these projects have been run in conjunction with the Manitoba Housing and Renewal Corporation with the result that much needed houses have been built and the region has gained skilled craftsmen.

- Construction of band halls and community halls at Berens River, Jackhead Harbour, Fairford Reserve, Lake St. Martin Reserve, Anama Bay, St. Laurent, Lake Manitoba Reserve, Little Saskatchewan Reserve, Peguis Reserve, Fisher River Reserve, Fraserwood, Arnes and Meadows - 208 trainees.
- Diamond drilling training at St. Martin, Oak Point and Peguis - 56 men.
- Construction of the Hnusa Fisheries Training Centre - 34 men.
- Landscaping Hanusa Fisheries Centre with labor provided by Youth Corps students from Evergreen School Division - 14 Interlake Young people.



The Hnusa Fisheries Training Centre, constructed as a Manpower Corps project, has played an important role in revitalizing Manitoba's fishing industry.

- Louis Riel Cooperative at St. Laurent. Initial training of skilled woodworkers for the local ladder and furniture factory as well as continuous support of training and management by employing a plant manager and instructor.
- Construction of 17 veterinary clinics located at Selkirk, Lundar, Ashern, Arborg, St. Pierre, Steinbach, Lac du Bonnet, Gladstone, Shoal Lake, Minnedosa, Notre Dame, Pilot Mound, Souris, Neepawa, Virden, Killarney and Dauphin.
- Production of special veterinary tables for provincial vet clinics - 14 men at Little Saskatchewan Reserve.
- Development of Hecla Island Park. Under supervision of the provincial Parks Branch, Manpower Corps trainees provided labor to construct park buildings, clear bush, mark trails, build 18 hole golf course, assist in causeway construction and perform other functions in the overall development of the park - 70 trainees, many from Hecla and immediate area.
- Install adult education centres at Fisher Branch and Ashern - 38 men.
- Road clearing on Grindstone Point - 38 men.
- Community organization and leadership training at Pine Dock - 14 persons.



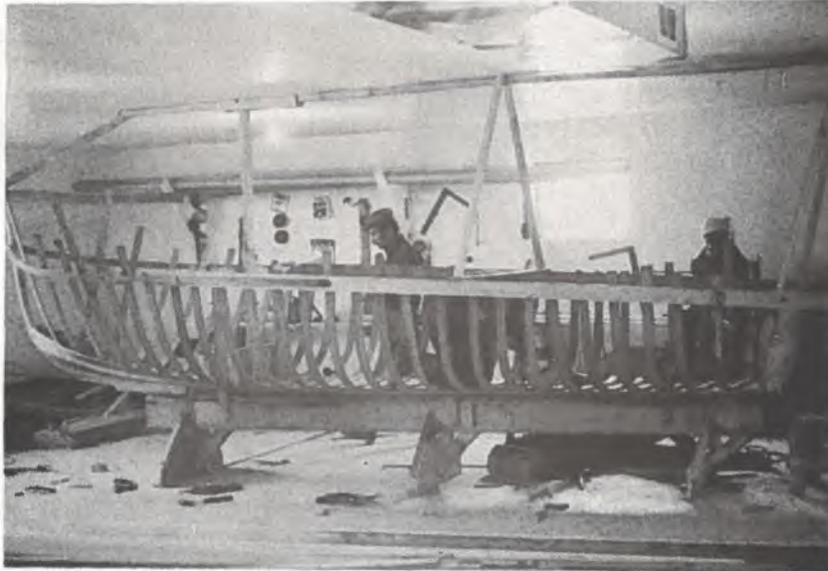
The Louis Riel Cooperative at St. Laurent got off the ground building ladders with the help of Manpower Corps and has received minimal outside support from Manpower Corps since then.

- Landscaping Gimli Training Centre with labor provided by Youth Corps from the area - 14 young people.
- Guide training and teaching skills necessary to be a professional guide - six men.
- Operation retrieval at St. Laurent. A self confidence and group dynamics project - 22 people.
- Summer operation of provincially owned Beach Towers Restaurant at Winnipeg Beach - 89 Interlake youth.
- Youth Corps employing young people to carry out improvements to community parks and recreation areas as well as actually carrying out recreation projects at Gimli, Selkirk, Teulon, Komarno, Mantagao Lake, Hecla Island - 146 Interlake Youth.
- Construction of the Selkirk Manpower Corps Training Plant - 17 men as workers for the general contractor.
- Ongoing training in the Selkirk plant. Building furniture for Manitoba's parks in conjunction with Parks Branch. The plant serves as the first step for workers coming from isolated areas moving toward full time urban jobs. Housing, counselling and a Home Visitor program are available for trainees with families.
- Construction and renovation of Provincial Leadership Training Centre at Gimli - 55 men.



Winter projects on Hecla Island have provided Manpower Corps trainees with invaluable experience in winter construction. The Sewage treatment plant was excavated and all concrete work finished in sub-zero temperatures.

- Experimental basic literacy course at Little Saskatchewan Reserve - 18 adults.
- Heavy duty equipment training at Selkirk - 12 unemployed fishermen.
- Cabinet construction course at Fairford Reserve - eight men.



Fabricating wooden fishing yawls at Lake St. Martin is only one of the many varied projects undertaken by Corpsmen.

- Construction or renovation of rinks at Peguis, Lundar, Ashern, Vogar and Fisher Branch - 33 men.
- Housing construction, finishing and painting at St. Laurent, Lake St. Martin Reserve, Gimli, Fairford Reserve, Little Saskatchewan and Fisher River Reserves - 136 people.
- Construction of fisheries building at Jackhead Harbour, Hole River and Fisher River - 45 men.
- Construction of wooden fishing yawls at Lake St. Martin Reserve - nine men.

Since its introduction into the Interlake in 1967, the Manpower Corps concept has spread to other areas of Manitoba. Manpower Corps projects are one important way of providing both training and employment for those who need it and at the same time construct a facility that can benefit the region.

BTSD Upgrading

In 1968, almost three out of every five male adults in the Interlake had less than grade eight education. Courses for academic upgrading were deemed necessary in almost every area of the region.



Upgrading classes were held in the Interlake wherever 15 or more adults showed an interest. The facilities weren't always the fanciest, but the learning process went on.

The BTSD, or basic training for skill development, courses were held in halls, trailers, rinks and schools - wherever 15 or more people showed an interest. In the first eight years of the FRED Program over 2,000 adults enrolled in BTSD classes. The courses range from pre-elementary to grade XI equivalency and the students ranged in age from 18 to over 50.

Successful completion of the course made most of the students eligible for further training or better jobs. Many of the students went on to advanced training programs available through the FRED Agreement.



Reading, writing and arithmetic - that's what upgrading is all about.

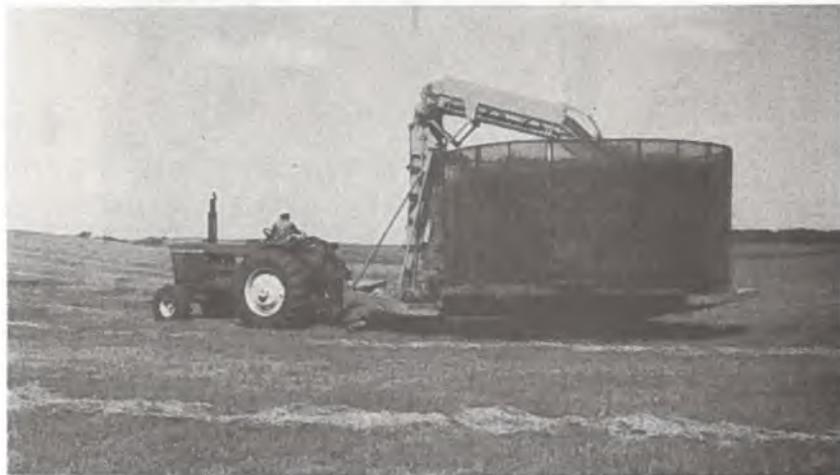
Farm Management

In the mid-60's the Area Development Boards decided that under utilization of the natural resources was the major problem. Agriculture was one of those resources that wasn't being used to its fullest potential. It was agreed that if the level of farm management was improved, the region as a whole would be better off.

One means of improving the situation was to offer courses in modern agricultural techniques. The Eriksdale Area Development Board led the way by initiating the first courses. These first classes were winter-long, in-depth courses dealing in the business and technical aspects of farming. The FRED administrators recognized that a farmer has a business to run and that he can't be away five days a week for half a year without financial compensation. Canada Manpower recognized that fact also and agreed to pay training allowances and costs.

The full five month courses proved to be so successful that four week specialty courses were eventually offered in beef and hog production as well as in other fields.

A follow up study conducted in 1969 shows that a random group of farm management students each increased their net farm income by \$3,070 in the single year after their course. Another random representative group of farmers showed a net income decrease of \$376 in the same year. The farm management courses pioneered in the Interlake have since spread to other areas of the province.



Modern and efficient farming techniques will increase the Interlakes agricultural capability. Farm Management Courses are held to make farmers aware of these techniques.

Fisheries Training

Fishing for a living is like farming in the sense that good management combined with efficient technique is bound to increase the individuals productivity. Again, as with the farm management courses, the Interlake provided the test area for a new approach to helping boost the standard of living for fishermen.

Starting in June of 1969, six week courses were offered to Interlake fishermen who wanted to improve their level of productivity. The courses covered every aspect of commercial fishing from bookkeeping to outboard motor repair with some fish biology and first aid thrown in.

The Fisheries Training Courses, which now include fishermen from every part of Manitoba, are held on the west shore of Lake Winnipeg at Hnaua. The training centre itself was built as a Manpower Corps project. Under the new licensing system for commercial fishermen, graduates from the course receive more points towards acquiring a license than a person who hasn't completed the course.



Modern fishing techniques can save time and increase productivity. Fisheries Training has been important in making commercial fishing viable in the Interlake.

Vocational Training

Many of the graduates from upgrading and Manpower Corps decided that they needed a definite vocation or profession if they wanted to achieve a higher standard of living. It would mean going away to a school in Winnipeg, Brandon or The Pas to gain the necessary advanced training. This was financially impossible for many. A living or training allowance was necessary.

Since 1967, Canada Manpower has responded to its FRED commitments in the Interlake by assisting 1,893 adults in vocational training. Over a thousand more Interlakers have enrolled in vocational courses without the advantage of outside assistance.

Additionally, Canada Manpower statistics also show that 145 adults were provided assistance while studying toward their apprenticeships, 380 received training-on-the-job allowances and 1,059 received Training-In-Industry allowances. Provision has also been made for special courses and Interlakers have responded by taking such varied subjects as ship navigation, forest technology, hairdressing and diploma courses in Agriculture.



In all, over 5,500 Interlake residents have had some form of job training or education assistance through FRED and Canada Manpower commitments.

General Counsellors

In order to ensure that people in the region had every possible chance to take advantage of the human development programs offered, the FRED Agreement called for 15 counsellors to work closely with individuals in the Interlake. The special FRED programs, as well as the regular provincial and federal programs, would be of no benefit if people didn't know how to use them.

Seven staff persons, originally known as Community Education Officers and Vocational Rehabilitation Counsellors, were assigned to the Department of Health and Social Development. Their jobs are to assist low income and isolated persons in making adjustments in acquiring better jobs and higher, more stabilized levels of living. Many Manpower Corps trainees are referred by these workers.

The Department of Agriculture was assigned three Home Economists, one 4-H and Youth Specialist, one Home Visitor Program Coordinator, seven Home Visitors and three Rural Development Counsellors.

The Home Visitor Program operates in Selkirk in conjunction with the Manpower Corps Training Plant. The purpose of the program is to help families from isolated Interlake areas adjust to an urban life style when they relocate to Selkirk.

The general counsellors at Ashern, Teulon and Fisher Branch help rural residents determine their employment goals and guide them through the maze of programs designed to help them achieve those goals. Whether the best strategy is through mobility grants, prevocational or vocation courses, Manpower Corps training, farm management, fisheries training, university entrance or special employment programs such as PEP, STEP and LIP, the general counsellors from both departments act as the first step for literally thousands of Interlakers.



The Home Visitor Program employs local residents to work with newly arrived families to help them adjust to an urban life-style.

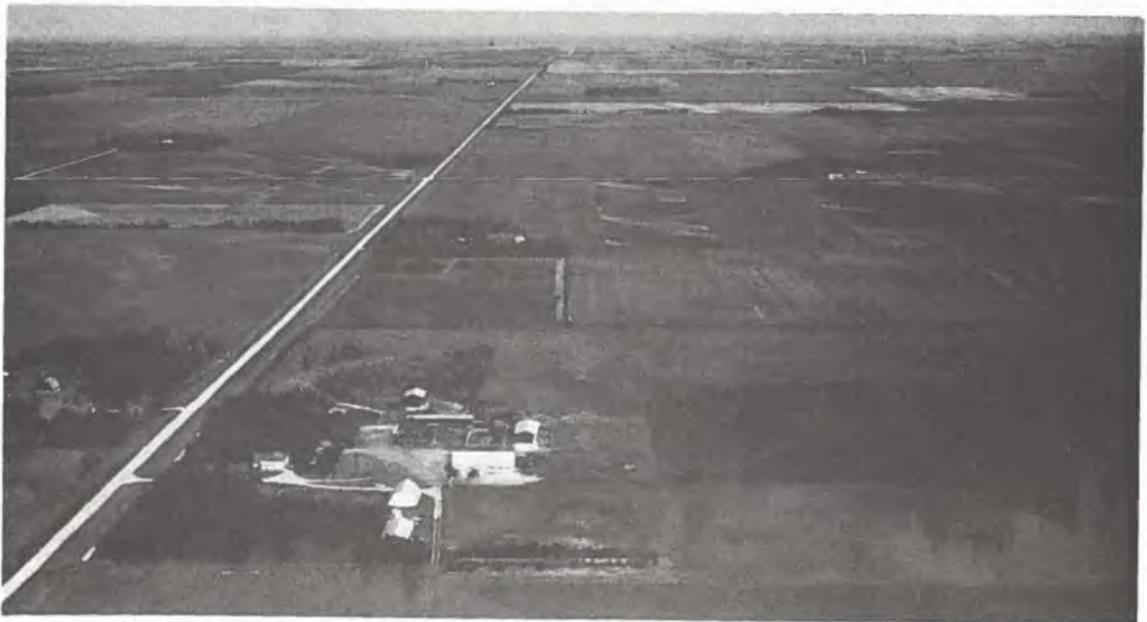
Resource Development

The Interlake is not lacking in natural resources. However, the economy has suffered in the past because what was available wasn't always used to its fullest potential. The Interlake citizens who got involved with FRED back in the mid-60's recognized and pointed out to the government planners the true potential of the region under good management. As a result, a number of physical resource development programs were included in the FRED Agreement to allow Interlakers to take advantage of the basic wealth creating characteristics of the region. Agriculture, fisheries, recreation and industry were designed as the main areas of development.

Agriculture

LAND ADJUSTMENT

Settlers moving into just about any area of western Canada found, after a number of years, that some land was "good" and other land was just plain "bad". There was really no way of telling which was which until the sweat, toil and tears had already been invested. The Interlake was really no different. Inevitably, some farmers found they were trying to make a living on land that wasn't worth working with traditional methods.



Although some of the Interlakes land ranks as the best in western Canada, there are other areas that may never be productive.

The soil capability study of the Interlake that was carried out prior to the signing of the FRED Agreement indicated that about 1,000 farmers in the region owned nearly 150,000 acres of "poor" land. This was land that wouldn't bare crops and simply wouldn't respond to all the normal agricultural inputs. These acres formed all or part of 1,000 farm units. Some of these farm families were scattered about in acres where the cost of providing services such as roads, utilities and drainage was an excessive burden on the local tax base. Others had acquired more accessible land which was unproductive because of excessive stoniness and infertility. Still others found their farm subject to flooding. Most of these 1,000 farm families found it difficult to make a living on their land and impossible to sell it to anyone else.



The Oak Hammock Marsh, located east of Stonewall, will provide breeding grounds for waterfowl and will also serve as a means for controlling spring runoff in the area. Land for the Wildlife Management area was purchased through the FRED Land Adjustment Program. The Oak Hammock area was considered unsuitable for agriculture because of continuous flooding.

Under the Land Adjustment Program the provincial government could use FRED funds to purchase unproductive land and convert it to other uses than agriculture. For the most part, land was only purchased from willing vendors and every effort was made to locate the farmer on better land or train him for a different vocation if he chose. Five million dollars were originally set aside for the Land Adjustment Program. By 1972, when the review of the FRED Agreement was under way, it was evident that the land adjustment program could be reduced and the money allotted to other programs. After six years, 316 land owners had accepted offers involving a total of 38,758 acres. Some farmers sold just their lowest capability land while others sold their entire farm and relocated.

At Hecla Island, all privately owned land is being purchased from the resident and non-resident land owners for the purpose of converting the island into a major year-round recreation site. Land in the Washow Bay-Riverton and also Libau-Netley Marsh area is prone to periodic flooding by Lake Winnipeg. Cost of providing adequate dike protection for these two areas is excessive relative to the potential productivity of the areas. Consequently, farmers in these areas have the option of selling their low lands to the government. Under the direction of Mines, Resources and Environmental Management, upland game management areas have been developed on former farm land in the Chatfield-Narcisse and Sandridge areas. The Oak Hammock Marsh, located 20 miles north of Winnipeg, has been converted to a waterfowl management area. The marsh will also be utilized as a marshland conservation area with good recreation potential for the nearby urban population.



In 1973, a limited study was carried out on the reactions of farmers who had sold their land to the government under the Land Acquisition Program. Eighty-three percent of the farmers contacted felt that the purchase of their land by the government was of direct benefit to them or else made little difference to their livelihood. Over half of the Hecla Island property owners indicated they were better off or no worse off as a result of the sale of their lands. The fact that expropriation was applied on Hecla Island may have injected a negative note into some reactions. On the average, financial returns to the individual were not high.

Hecla Island may eventually prove to be one of the most significant purchases under the Land Adjustment Program. When the park is complete it will provide employment for 100 people.

DRAINAGE

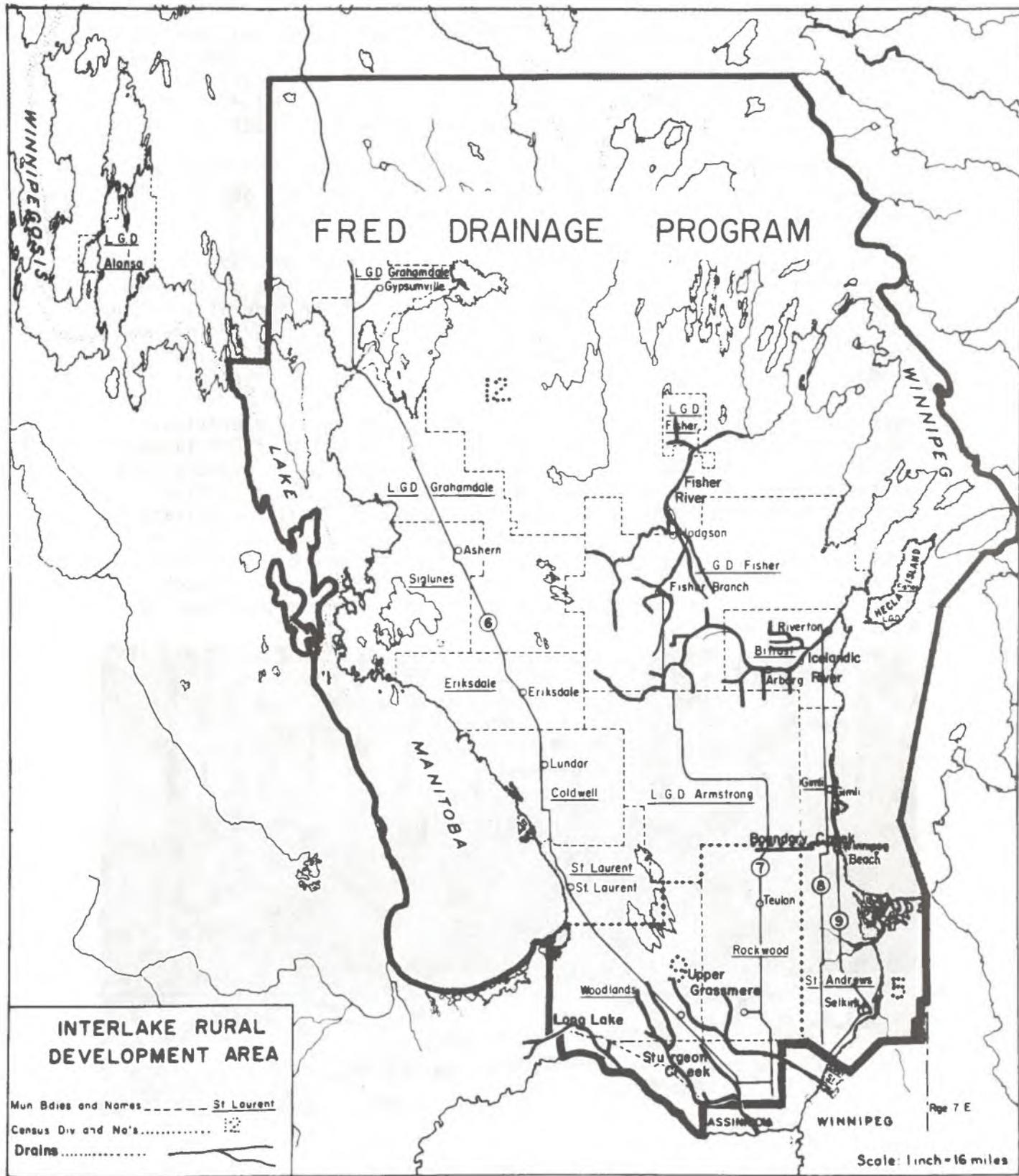
Most of the Interlakes best farm land was once marsh or prone to constant flooding. Several hundred thousand acres of high capability crop land is naturally low lying. Maximum utilization of this vital agricultural resource depends upon adequate drainage.

The FRED Agreement provided for federal-provincial cost-sharing of drainage works that would have a maximum impact. The seven designated projects were the largest and most expensive of all those considered and they would carry the greatest volume of runoff from high quality land. Up to \$7 million was to be expended on a 60-40 cost-shared basis for these provincially controlled drains.

Reconstruction and improvement of primary and secondary channels has been completed on the Upper Grassmere, Sturgeon Creek, Long Lake, Icelandic River, Boundary Creek and Fisher River. Birch Creek Extension plans have been shelved.



FRED drainage projects have helped stabilize crop and forage production in all corners of the Interlake.



LAND DEVELOPMENT

Prior to the signing of the FRED Agreement it was recognized that while much poor land was being farmed and much good land was not adequately drained, there was also another half million acres of potentially productive land that was covered with bush. Why grow poplar, people asked, when the same ground can support a beef herd instead?

The previous ARDA program for clearing bush was stepped up. The land development program provided an incentive of four dollars per acre for clearing bush from land capable of forage and pasture.

At the time of the 1972 FRED revisions, a conflict of interest arose between the province and the federal government and the land clearing came to a halt. Canada had a surplus of grain and the federal government was paying farmers to take land out of production. It therefore seemed inconsistent to pay farmers in the Interlake to put more land into production, even though the new land was to be used for livestock.

Over the six years that the land clearing program was in operation, 126,346 acres of bush were knocked down by approximately 2,000 farmers and a total of \$451,384 in grants were paid. Based on an average cost at the time of \$18 per acre for clearing and piling, the incentive program theoretically generated about two and a half million dollars worth of work in the region. The land clearing program can also be credited with encouraging contractors to operate in the region and showing farmers the feasibility of developing their land. Through intensive management, some of these acres can now graze ten times as many head of cattle for a longer season.



Beneath all that bush lay thousands of acres of potentially productive pasture. The Land Development Program under FRED has helped put some of that land into use.

VETERINARY CLINICS

The health of Interlake livestock herds is important if that industry is to become a significant factor in the regions economy. In a region such as this where livestock herds are dispersed over great distances, veterinary service is a problem both for a private practitioner and the producer who must pay mileage fees for service.

Local municipal governments and surrounding livestock producers, in conjunction with the province, organized veterinary service districts. These districts are responsible for establishing clinic facilities and hiring a veterinarian. Fees for service and mileage were standardized and operational costs and salaries were subsidized.

Under the FRED Agreement, the cost of building veterinary clinics was shared by the federal and provincial governments on a 60-40 percent basis. Four clinics have been built to date and a fifth is anticipated. All 17 vet clinics built in Manitoba have been constructed by crews of Interlake Manpower Corps trainees.

FARM WATER SERVICES

Another important Interlake resource that hadn't been fully tapped prior to the mid-60's is the abundant supply of fresh, clean water that lies below the surface. Expansion of the livestock industry and improving the standard of living for people meant that more of the subterranean liquid would have to be brought up to the surface.

While the Farm Water Services Program is directed toward installation of services for livestock, most families are taking advantage of the effort to extend the pipes to the farm home. Once a water source has been tapped and some distribution lines laid, the extra effort and expense to modernize the house isn't too great.

Grants are available to individuals for obtaining water in the first place and for installing systems to use it. A technical advisory service is available and rural residents have the benefit of a central bulk purchasing agency operated by the province. Close to 1,200 farmers have taken advantage of the program so far with a total of \$52,600 having been paid out in grants. Many of the area development boards have sponsored plumbing courses over the past several years to help local residents who want to install their own sewer and water.

FARM DEVELOPMENT

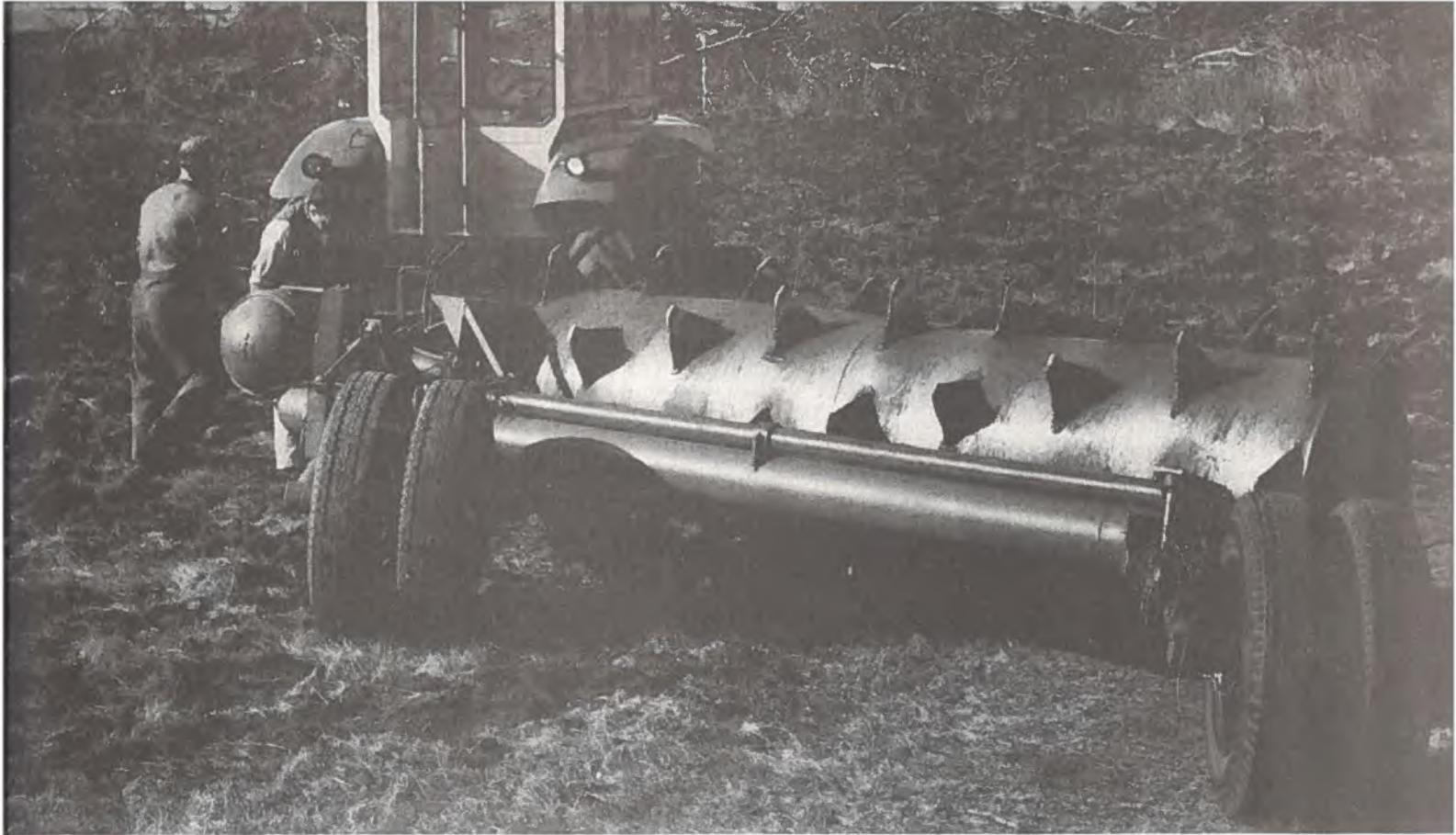
The intent of the Farm Development Program is to help low to middle income farmers raise and stabilize their incomes. As a result, the migration of farm families to larger communities might be stemmed and the entire rural economy bolstered. Basic to the program is the idea that diversification of farming, involving a heavy livestock emphasis, will ensure higher farm income over the long run. In the Interlake, all regular extension services of the Department of Agriculture are also funded by FRED.

The Interlake Farm Development Program includes the Farm Diversification Program which is outlined under the ARDA III Agreement. Farmers accepted on the program agree to set out a farm management plan involving livestock improvement and to follow this plan over a period of years. In turn, the Manitoba Department of Agriculture agrees to provide intensive farm management advisory services. Farmers are eligible for a \$2,000 grant and have access to loan capital of up to \$10,000 from the Manitoba Agricultural Credit Corporation. Since the program was initiated in 1972, a total of 144 Interlake farmers have enrolled. It's expected that as many as 500 farmers will take advantage of the program by 1977.

Since 1971 the Interlake Grassland Society has been actively involved in developing pasture management techniques. By stressing summer grassland weight gains instead of feedlot weight gains, the society has shown how it's possible to greatly reduce production costs and raise more cattle on less acres.



The Manitoba Department of Agriculture extension service in the Interlake forms a integral part of the Farm Development Program in the FRED Agreement.



Land Development not only cleared 126,000 acres, but it also brought machinery and contractors into the region, and gave other farmers a chance to see how it's done.

Interlake Grassland Society demonstration plots, such as this one on the Gordon Reed farm at Teulon, have shown farmers that their class IV land can give them a better living with livestock.



Vet clinics, constructed by Manpower Corps, are vital to the operations of thousands of Interlake farmers.



Fisheries

At the time the FRED Agreement was signed, the fishing industry in Manitoba was not healthy. Too many fishermen were trying to catch too few fish. The four main problem areas were defined as marketing, credit for fishermen, inefficient techniques and an over abundance of people trying to harvest the fish.

The Freshwater Fish Marketing Corporation did materialize and provide stability and predictability to the market. The Manitoba Agricultural Credit Corporation instituted a credit program for fishermen who needed capital to modernize their operations. Although these two moves were not funded under the FRED Agreement, the initial recommendations for these actions were outlined in the agreement. The two areas in which FRED was active were Fisheries Adjustment and Fisheries Development.

In 1967, 2,000 fishermen harvested Lakes Winnipeg and Manitoba. The Fisheries Adjustment program was intended to assist as many as 1,500 fishermen to leave the industry and find more stable vocations elsewhere. This would provide the remaining fishermen with the opportunity to expand their operations and stabilize their income.

However, two things happened which redirected the adjustment program. The Fisheries Adjustment Study which was carried out pointed strongly to the fact that fishermen were loyal to their occupation and most had no intention whatsoever of taking up another trade. Secondly, mercury contamination on Lake Winnipeg closed the lake for commercial fishing. Contrary to most predictions, the majority of the fishermen chose to stick out the crisis rather than use the opportunity to retrain for other jobs.



The number of fishermen, the techniques and just about everything else about Manitoba's fishing industry has changed since 1960. One thing remains the same - men still go out on the lake to catch fish with nets.

In view of these facts, the 1972 revised FRED Agreement expanded upon the developmental aspect of the original agreement by introducing the Fisherman Management Development Program. The Fisheries Development work had, until this time, been restricted primarily to the continuing courses held at the Hnaua Fisheries Training Centre. The new program provided a maximum of \$698,000 in 75-25 percent cost-shared funds to be used for intensive management education and extension work. This program replaced the fisheries adjustment program and the proposed Lake St. Martin control structure. It recognizes that fishermen intend to stay in their occupation in spite of the existence of higher paying, full time jobs off the lake.

Under the program, a team of extension workers from the Department of Mines, Resources and Environmental Management are assigned to help individual fishermen develop good business techniques and improve their fishing practices to boost their volume of harvest.

The extension workers visit the fishermen regularly during the season to record the catch in detail and occasionally between seasons to provide production information. As a result the fishermen discover how they perform in relation to their colleagues, learn to make decisions on the basis of their own accounts and they get the chance to try out different routines and new equipment. So far 108 fishermen on Lakes Winnipeg, Manitoba and Winnipegosis have participated in the program for one or more seasons. It's hoped that at least 300 fishermen will participate in the program before the FRED Agreement terminates in 1977.



Fishing is a way of life and livelihood for many Interlakera. When the lakes were closed due to mercury contamination, most fishermen simply pulled their boats up and said "We'll wait, things'll get better."

Recreation

If under utilization of existing resources was the problem facing the Interlake, then it was only natural that the planners and the residents took a look at the tourist possibilities of Lake Winnipeg.

With the potential of becoming the only major marine-recreation centre on the North American prairies, Lake Winnipeg was considered to be a prime target for further development under the FRED Agreement. If a viable industry were to emerge that would contribute to the regions economy, then major investment was required along the west shore of Lake Winnipeg.

The aim of the parks recreation budget item in the FRED Agreement was to promote the development of a major, high-dollar, permanent industry in the region. The development would also provide short-term training and employment opportunity for hundreds of Interlakers through the Manpower Corps.



Construction of the causeway onto Hecla was one of the first steps in the island's development. Manpower Corps trainees learning to operate heavy equipment did much of this work.

Initially \$2,960,000 of federal-provincial funds were to be made available for parks at Winnipeg Beach and Hecla Island. An Additional \$600,000 was available for land acquisition. A share of the Manpower Corps training budget was also allotted to the parks projects which meant the parks monies could be stretched that much further. In 1972, another one million dollars was apportioned to the Hecla Island development. By the time Hecla Island Provincial Park reaches its final state, it will include a high capacity recreational marina, historical fishing village, 18 hole golf course, hotel and lodge, plus camping accommodations and other recreational activities for thousands of tourists annually. The Hecla Island Park complex will create approximately 100 permanent jobs after all the construction is complete and will attract new tourist dollars into the region from all parts of North America. Although the park won't be complete for several years, the official opening will take place this summer.

The Winnipeg Beach recreation area was completed in 1970 at a total cost of \$981,257 for construction and development. Most labour was provided by Manpower Corps trainees. The Parks Branch of the Manitoba Department of Tourism and Recreation operates the seasonal Beach Towers Restaurant on the waterfront. Young people working at the restaurant are hired under the Youth Manpower Corps. Red River Community College provides the young workers with training and practical experience in the restaurant business.



The Beach Towers Restaurant employs Interlake youth and also gives them a chance to learn about restaurant management.



An 18 hole golf course and a large scale recreational marina, located upper-right at Gull Harbour, will be two of Hecla's main attractions. The natural beauty of the area will still remain the most significant feature.

The Winnipeg Beach of yesteryear....





Lodging for tourists will be available on Hecla for those who aren't campers. Cottages like these have been designed to fit into the island's natural environment.

....is nothing like the Winnipeg Beach of today. But tourism is still the name of the game.



Industry

The Interlake has never been a highly industrialized region. Except for the recent development of an industrial park and large distillery at Gimli, most labor intensive industries have been located in Selkirk. A steel mill and a foundry in the town are the core enterprises that provided Selkirk with the basic industrial setting which might attract other firms and manufacturers to the region.

The role of Selkirk within the Interlake FRED Agreement was to provide an industrialized urban centre. This centre could absorb those Interlakers from other parts of the region who had decided to leave fishing or farming and retrain for more stable types of jobs. Selkirk would serve as a vital first step, but only if it could attract more industry. To help the town fulfill its role, the federal and provincial governments, under the FRED Plan, agreed to provide up to \$400,000 to develop a serviced industrial park in the town's northwest corner.

Approximately 100 acres of the 150 acre park have been subdivided, fenced and serviced. The town has recently completed a one million dollar water treatment plant which, along with planned sewage system improvements, will provide the park with yet another industry attracting asset. Unfortunately, only four firms have set up operations in the park so far, although two more firms have established plants in the adjacent municipality. The Manpower Corps Training Plant was the first plant to set up in the park. This plant provides industrial training and also an employment opportunity for graduate trainees. The production part of the plant is operated by the Parks Branch of Tourism and Recreation.

An integral part of the industrial development section of the FRED Plan is Training-In-Industry. This half million dollar program is intended to provide training and work experience for Indian and Metis people who will later move into the regular job market. Again, activity was concentrated in Selkirk with 17 men employed in the actual construction of the Manpower Corps Training Plant. Some of these people later joined as Corpsmen making furniture and facilities for Manitoba parks. Training-In-Industry funds were used in the northern part of the region to buy materials for the construction of the Hnaua Fisheries Training Centre and also the Peguis Garment Plant.

Education and Schools

Improvements to the public education system headed the list of priorities set by Interlake residents when they helped design the original Interlake FRED Agreement. The existing schools were small and in need of better financial support. Many districts found it difficult to retain good teachers and the general quality of education was recognized as being below average compared to other areas of the province.

The original FRED Agreement included commitments by the province to reorganize the 165 existing school districts into five divisions and provide more funds to operate the improved schools. The new system was to be introduced immediately upon signing of the FRED Agreement.

Understandably, such a development caused considerable controversy concerning school division boundaries, location of schools, calculation of grants and school board representation. Debate continued in two districts for over six years during which time school facilities could not be permanently provided. Most of the controversies have now been settled and the divisions in the region are making good use of available grants.

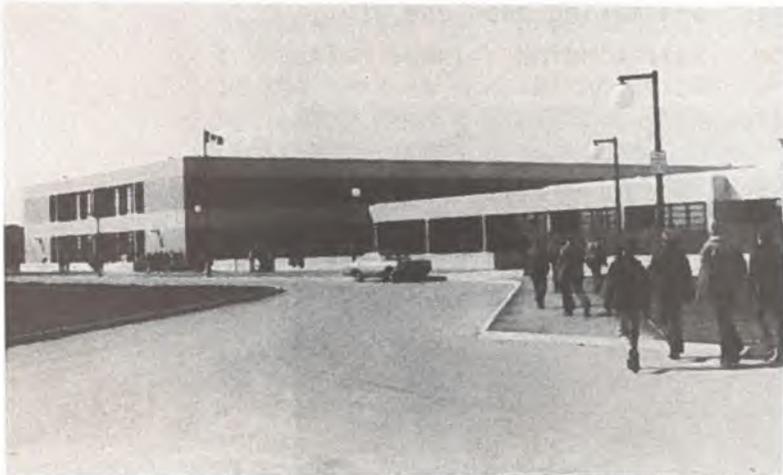


Consolidation of the Interlakes 165 school districts was the first step in improving the standard of education.

School district consolidation was not unique in the Interlake, but was offered to and accepted by other regions of the province as well. The commitment of \$19 million in "extra" operating grants to the Interlakes five divisions simply represented a promise by the province to ensure that level of financial support no matter what alterations the future would hold.

Reorganization has been one of the significant factors in raising the level of education among Interlake youth. Dropout rates between elementary and secondary schools and at every high school grade level have declined in all divisions since 1967. As a consequence, the graduation percentages have improved and more Interlake students are qualifying for advanced occupational training and educational opportunities such as university entrance.

In terms of improvements to physical facilities the agreement noted that at least 250 new primary and secondary classrooms would be provided. A residential technical high school was proposed, but later modified to take the form of a comprehensive high school in Selkirk. By November of 1971 a total of 330 new classrooms had been installed or were under construction. This figure includes classrooms in the Lord Selkirk Comprehensive High School which offers a variety of vocational classes as well as other courses for the public.



The Lord Selkirk Comprehensive High School was built to meet the original FRED requirement for a vocational school in the region.

Courses offered to the public at the Lord Selkirk School range from automotive classes to commercial art.



Roads and Highways

The roads program was directly linked to the education program. If school consolidation was to work, it was vital that all weather roads could dependably carry school buses. Thus, the first question asked when a provincial road project was proposed was, "How many school buses will use this road?" In this sense, road construction under FRED was more of a social program than a public works effort. It's also significant that all road improvements carried out under the FRED Agreement were intentionally concentrated in the northern two-thirds of the region where population is relatively dispersed and the transportation network underdeveloped.

Another consideration in the roads program was the obvious need for a major east-west link across the region. All major highways ran north-south tightly linking the regions major communities to Winnipeg. The result was a divided region with residents of communities on the west side having little to do with those on the east side. It was easier to take your business to Winnipeg than have dealings with your neighbors to the east or west. Consequently the conversion of Highway #68 from Hnusa to Eriksdale into an all weather, hard surfaced road was part of the FRED roads program.

Since Lakeshore School Division basically follow PTH #6, it was agreed that improvements on that axle-breaking road should also be carried out with FRED funds. Access roads, provincial roads and bridges were also built with FRED funds wherever it was shown that the route would be used for school buses. In all, \$8,850,000 was to be cost-shared on a 60-40 percent basis with the federal government paying the largest share.



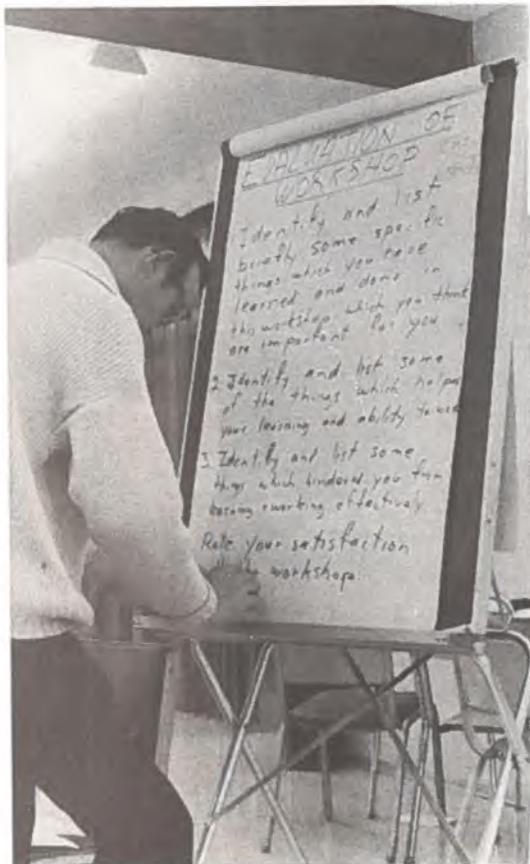
Although most of the FRED roads received graveling, grading and hard-topping, some major base work was also necessary.

Community Affairs

Citizen participation has been a basic part of the FRED Plan since the "research years" before the agreement was even signed. To a great extent, the success of the FRED Agreement has depended upon the initiative and energies of the people who live in the Interlake.

Within the overall FRED budget, \$800,000 was allocated for a special program intended to help facilitate this necessary exchange among the Interlakers and also between the citizens and the government. Community Affairs is the name of the program and the Area Development Boards, formerly ARDA advisory boards, operate as part of that program.

In the most general sense the regional Community Affairs Specialist works not only with the ADB's, but with any community or citizen group that might need a little advice or help getting things moving so they can reach their goals. The Community Affairs Specialist may work with youth and senior citizen groups, school divisions and Agricultural Societies or unorganized groups of people who have a common need that the specialist might help them meet. The success of the program is difficult to assess statistically. However, the fact that the province has since established Community Affairs programs in other regions of Manitoba would indicate that the program has been worthwhile.



The Community Affairs Program is intended to give Interlake residents the leadership and management abilities they need to get the most out of their surrounding community.



The Area Development Boards have provided a great deal of the initiative and creativity behind the FRED Plan. Here a group of Interlakers tour a vocational school to gain ideas that might be applied to their own region.

Area Development Boards

The Area Development Boards themselves have to be accredited with having had a lot to do with the development the Interlake has experienced over the past eight years.

The boards have provided a formal means for initiating local community action and communicating concerns to government officials. The frankness and objectivity of the boards has occasionally shocked and annoyed governments at all levels. The end result, however, has often been a more appropriate application of government programs to fit the situation. Recommendations from the boards have even found their way into programs that have benefited all of Manitoba.

Eleven Area Development Boards, composed of locally elected citizens, continue to operate in the Interlake. The Coldwell-Eriksdale Area Development Board has been reorganized into two separate boards in view of the fact that the concept of intercommunity cooperation was persistently under strain. The Hecla Island Area Development Board no longer meets regularly since most of its members have moved from the community. Ironically, it was members of that same board who recommended that the island be developed as a major tourist attraction.

The boards have promoted local improvements and services of all kinds, including libraries, museums, adult education and short courses, telephone and hydro services, fire and police protection, health services, need for tradesmen and other services, cable television and local property tax policies.

The boards also served as forums for debate on issues that were beyond the jurisdiction of local governments. Local, provincial and federal leaders could thus solicit community reactions that would otherwise not be expressed. For example, boards have commented on such issues as coordination of local services, quality of provincial roads, cattle rustling, land development and ownership programs, industrial development, recreational development, employment programs, housing and educational services for youth and adults.

The Area Development Boards were also instrumental in pointing out the need for, and helping to initiate the Interlake Development Corporation. Utilization and coordination of FRED programs has been enhanced by the work of the Interlake Development Corporation. Although not directly related to FRED, the Interlake Development Corporation has taken the initiative to identify needs and advise both provincial and federal governments on possible applications of FRED and other government programs.

The basic initiative and frankness of Interlake residents, combined with the opportunities offered through the FRED Community Affairs program, has caused the Interlake to be one of the fastest developing regions in Canada. The Interlake has a wide-held, well-deserved reputation of being aggressive, ambitious and very active.

F.R.E.D. Administration

The programs and projects carried out under the FRED Agreement are carried out by nine different provincial departments and three federal departments. Manitoba departments include: Agriculture; Colleges and Universities; Health and Social Development; Education; Finance; Mines, Resources and Environmental Management; Highways; Tourism, Recreation and Cultural Affairs; and Industry and Commerce. The main federal departments are Regional Economic Expansion; Canada Manpower; and Indian Affairs.

Administration of the FRED Agreement is the responsibility of the province with the Department of Agriculture assuming the largest part of that job. The provincial Minister of Agriculture is Manitobas head of the program with the federal Minister of Regional Economic Expansion being the senior-level counterpart.

The eight and one half million dollars expended each year through FRED Programs represents only one-sixth of the annual input of public funds spent in the region. Of the promised \$85 million, some monies have been 100 percent provincial, some 100 percent federal and some cost-shared on a 90-10, 75-25, 66 2/3-33 1/3, 60-40, or 50-50 basis with the federal government assuming the largest share. Expenditures for the first seven years of the FRED Program totaled \$68 million.

Administrators responsible for the FRED Plan have had their hands full. One noticeable characteristic of the plan all along has been its flexibility. If a specific program was functioning below expectations or if Interlakers recommended a switch in emphasis, the required changes usually did occur! The original FRED Program was designed to meet what appeared to be the needs of the region in the early 60's. If the needs changed, or if reassessment showed new areas requiring intensive inputs, the governments were willing to make these changes. This meant that appropriations and personnel allocated to one department sometimes were shifted to other departments and programs allocated to one corner of the region sometimes ended up in a different corner. The FRED Plan was intended to benefit the overall region. The shifts in emphasis that have occurred over the years have been made with the overall region, rather than specific areas, in mind.

A joint federal-provincial Advisory Board was established to examine the management of the plan, review financial matters, examine progress and recommend modifications to the plan. Additionally, the provincial Minister's Interlake Program Advisory Board, made up of Area Development Board members, meets annually to express their specific concerns to the Minister.

The original agreement also set aside a quarter of a million dollars for research and evaluation. Research, such as employment and transportation studies, have been carried out under this section of the budget. Results of these studies has been of value in assessing past effectiveness and in redirecting future programs.

The FRED Agreement also specifies a public information unit to ensure that residents of the region know what programs, alternatives and opportunities are available to them. It's difficult for residents of a region to react to government actions if they don't know what their government is doing. The Interlake FLYER, articles in local weekly papers, brochures and pamphlets, annual reports, documentary film productions, information centres, seminars and conferences have all been used to achieve this objective.



Exchange of ideas between Interlake residents and government officials has been one characteristic of the FRED Agreement since the start.

and NOW ...

The promise of the FRED Agreement was that there would be action on a wide, interlinked front to get the Interlake rolling. Areas of activity have included adult education and training, public education, agriculture, fisheries, transportation, recreation, industrial development and community affairs. The more noticeable physical works necessary to support greater productivity are drainage, roads, recreation areas, schools and land development.

Any government involved in regional development must decide how much money to put into human resources, how much to put into natural resources and how much into industrial incentives. The temptation, generally, is to invest heavily in obvious public works such as arenas, schools and other tangible monuments that will live on for generations.

Investment in human resource development, or people programs, are not as obvious, they take longer to materialize and they are easily subject to criticism. The Interlake FRED Plan is considerably different from other such regional development plans found around the globe...over half of the public capital expended was invested directly in human resource development programs.

This decision represents a gamble on the part of the people in the region and the two governments: Over time, and with newly acquired skills, better education and better organizational capacity, the people of the Interlake are creating a better region themselves. Other investments in capital works and natural resource improvements should pay off at higher than usual return because the people can better utilize these facilities and resources to their own ends. With most of the FRED money now spent and most projects terminated, it's now up to the people of the region to prove whether or not it's all been worthwhile.

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