



# St-Pierre-Jolys 2020

## Municipal Strategic Plan

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# Acknowledgments

This Municipal Strategic Plan has been prepared for the Village of St-Pierre-Jolys by Richard + Wintrup Planning and Development. We would like to thank the numerous stakeholders and residents that provided valuable insight throughout the planning process. This includes, but is not limited to:

- CAO, Tina Bubenzer
- Mayor, Raymond Maynard
- Members of Council
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  - Justin Kehler
- Open House Attendees, Stakeholder Interviewees, and residents that completed the online surveys
- St-Pierre-Jolys youth that completed the Preference Survey

The willingness shown by the community to engage and support this planning process is proof of the Village's strength and spirit. These conversations made it easy to identify a clear and collective vision for the future. This Plan is one of many steps that will help St-Pierre-Jolys thrive for years to come.



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# 1.0 Introduction

## 1.1 Purpose

This Municipal Strategic Plan – and the process to achieving this Plan – provides the framework for future direction and growth in the Village of St-Pierre-Jolys (the Village). It is a road map that will serve Council and management on desired strategic direction, aligned actions and the necessary allocation of resources – human, fiscal, physical and environmental.

It lays out where the Village is now, where residents want to go, and most importantly, how to get there. It has been developed with input from residents, businesses, and Council through an inclusive consultation process that included community conversations, online surveys, and telephone interviews.

The Plan seeks to prioritize key actions based on the needs, values and aspirations of all community members and the strengths of the Village. It balances desired actions against service delivery parameters. A detailed action plan provides direction for the next 10 years that will assist the Village in the implementation, and will also ensure that the agreed upon vision and pillars are accomplished.

The actions cannot be achieved alone. The Plan must be implemented through partnerships, as well as support from residents and community organizations.

## 1.2 Strategic Planning Process

An important component from the beginning of this planning process to the final Plan is community engagement. The expertise and insight from residents, business owners, and members of council are vital to creating a Plan that the community believes in and that will work for their best interests. Therefore, multiple forms of engagement activities were conducted to gather as much qualitative (i.e. experiential) information as possible. Parallel to these activities was an analysis of the quantitative data (i.e. demographic trends, infrastructure, ‘hard data’, etc.).

Once this information was gathered, the **Vision for the Village** could begin to take shape, followed by the **Municipal Pillars** that best describe the desired direction of the Village. These two components are the foundation for the strategies and actions, and emphasizes the expressed priorities for the 10-year timeframe.

Finally, with this strategic planning framework in place, the Plan integrates regional and provincial trends to create actions that can grasp present and future opportunities (i.e. what can be achieved now and what is possible in the near future). It extends to internal municipal decisions, as well as relationship-building initiatives with various sectors. It will give the Village greater confidence to carry out actions moving forward.

## 2.0 Vision for the Village

A vision statement represents the future desired state of the Village. Based on input from residents, businesses, community organizations, municipal staff and members of Council, the following comprehensive vision was created for the community.

### 2.1 Vision

The Village of St-Pierre-Jolys strives to grow sustainably while preserving and celebrating our Francophone culture and heritage. We are prepared to act on new opportunities that further establish our community as a place to live, work, and play.

When we achieve this vision, the following outcomes will be realized:

- Population increase on pace with the previous 10-year trend
- Expanded housing stock that offers greater opportunities for residents of all ages
- New commercial and light industrial development that provide more local job opportunities
- A well-maintained and attractive trail network
- Updated infrastructure throughout the Village, including increased broadband coverage, and a plan for managing Village assets into the future

### 2.2 Municipal Pillars

Municipal Pillars contained in the plan build on the vision established through community engagement and input. The Pillars set the direction of the Village, as a corporation, and will guide both decision-making and operations over the tenure of the plan (i.e. the next 10 years). A number of specific actions will guide the Village in achieving its goals and objectives over the longer term and are outlined in detail in **Section 5: Municipal Pillar Action Plan**.

The following Municipal Pillars bring community priorities to the forefront of the Plan. They help to ground the intent of the Vision in a way that reflect the needs, values, aspirations and goals of the community at large. The following sections in this Plan will take the Pillars further towards an achievable set of actions that can bring this vision to life.



## **Municipal Pillar 1**

***Create the conditions to support coordinated economic development across all sectors***

**Strategic Objective:** Identify and support economic development opportunities and attract new business, investment, and residents

## **Municipal Pillar 2**

***Promote a culture that generates and supports open communication and collaborative opportunities within the Village and the broader region***

**Strategic Objective:** Create open and transparent communication platforms that share timely and accurate information between residents, businesses and community organizations.

## **Municipal Pillar 3**

***Increase the Village tax base through responsible growth and tap into funding opportunities to develop and maintain amenities and infrastructure important to sustaining a high quality of life***

**Strategic Objective:** Develop and lead initiatives that address community needs, reflect sustainable planning practices and future demand considerations, with a commitment to fiscal responsibility

## **Municipal Pillar 4**

***Preserve our identity***

**Strategic Objective:** Establish and lead initiatives that celebrate and sustain the Francophone and Métis history and identity of the Village

## 3.0 Context for Change

### 3.1 Previous Strategic Planning Efforts

A considerable amount of planning work has been conducted for St-Pierre-Jolys and the broader region over the last 20 years. A large portion of this work began with a focus on the Chaboillé Region between 2000 and 2003. This region includes the Village of St-Pierre-Jolys and a majority of the RM of De Salaberry. A Heritage Corridor Report and a CDC Vision Development Proposal were the culmination of this work, initiated by the Chaboillé Community Development Corporation (CDC). The CDC, however, is not currently active. The communities included in these studies also included: Otterburne, Carey, St-Pierre-Jolys, Dufrost, La Rochelle, and St-Malo.

In the 2003 CDC Vision Development Proposal, the analysis done for St-Pierre-Jolys provides a good base of knowledge for the Village and should be looked at for inspiration on how to move forward. The vision and strategy for the Village was as follows:

The vision for Saint-Pierre-Jolys is to celebrate the Francophone and Métis heritage through cultural events and art, as well as to expand and promote the village as a Regional Bilingual Services Centre. The strategy to achieve this vision is to develop projects that promote heritage tourism and to build upon the existing bilingual health and service industry.

Opportunities presented in the proposal included:

- promote and expand on the existing health industry for the area
- develop the tourism potential of the village
- improve the appearance of the village
- provide better access and parking to the businesses in the Village
- provide activities for youth
- celebrate the history of the area
- develop low impact camping and nature trails throughout the community and along Joubert Creek
- develop RV camping
- develop additional accommodation and residences in the area
- promote use of the river system for canoeing and cross-country skiing
- coordinate the existing harvest of Maple sugar and other local crafts and heritage related activities into a major regional tourist attraction;
- coordinate the Trans Canada / Crow Wing Trail into a circuit to attract tourism and outdoor enthusiasts to the area
- develop and promote artists in the region
- new businesses, investment and infrastructure related to all uses





Suggested Development Categories in the proposal included:


1. Tourism and recreation
2. Residential accommodation
3. Village Image
4. Regional health services
5. Light Industry / Commercial

Fast forward to 2009 and 2010, when the current Development Plan and Zoning By-law for St-Pierre-Jolys were adopted. The U of M City Planning Department conducted a Background Study for this Plan, which represents an excellent middle point in the Village's modern planning history. In this Study, some key findings included:

- Interest in Industrial development for job creation, which has been noted as a community discussion point for 30 years (now 40). Environmentally-friendly industries were seen as more suited to the Village due to the proximity to the river systems.
- The importance of an urban design that reflects identity and is accessible and safe for pedestrians. Many safety concerns were focused on Highway 59, and the need for safe pedestrian crossings and low traffic speeds. The trail networks were a priority for residents during this process as well.
- Greater culture connections with the Franco-manitobain community throughout the Province.
- Interest in more affordable options for housing, including rental properties, that are able to accommodate people at every end of the age spectrum (i.e. young families and aging residents). Due to the waiting list for the Manoir, the Village should look at exploring the construction of another seniors housing facility.
- Explore ways for graduating students to stay in the community to pursue higher education. This could include a Collège Universitaire Saint-Boniface satellite training program.

Over the last 3 years (from 2017 to 2020), two separate engagement exercises were conducted on the themes of Arts & Culture and Age-Friendly Communities. The Arts & Culture exercises were conducted by Les Arts et La Ville in 2017, who then submitted an Activity Report with proposed actions. The report also highlights social, economic, and cultural issues in the community during that time, which have been echoed in other engagement processes. Some of the key priority actions in this report include:

- Opening a multi-purpose cultural centre that is a community hub
- Creating a new strategic plan (\*this Plan)
- Create more public art and promote the built environment and heritage components of the Village
- Organize a committee to handle arts and culture



Age Friendly Manitoba conducted their Age-Friendly Communities Consultation in 2018, which provided insight from residents on their priorities for supporting an aging population in St-Pierre-Jolys. Priorities were summarized as follows:

1. Manage Traffic Speed through the Main Street
2. Enhance Greater Social Participation within the Community
3. Buildings and Public Spaces
4. Housing

Some of the least age-friendly aspects noted in the Village included:

- Poor quality pedestrian infrastructure that is not adequately accessible
- Lack of seniors housing and subsidized housing for low-income seniors
- Lack of public washrooms
- Lack of resting areas along paths or trails
- Lack of meal delivery services
- Isolated residents

Through a brief analysis of planning in the Village over the last two decades, it is clear the community has been frequently engaged about their priorities and values. The amount of continued participation in these activities demonstrates a strong desire for community building and a resilient community spirit. Many of the recommendations and identified priorities are still relevant today, and will be brought forward wherever possible.

Working off of previous planning efforts in the Village is crucial to a good planning process, especially when community priorities remain relatively consistent. The following section, including the Voice of the Community, will demonstrate how the Village looks today, to help understand what actions will be crucial to achieving the Vision for the Village.

## **3.2 Our Community Today**

The goal of this section is to answer “Where are we now?” as clearly as possible to better understand the existing trends and narratives that define the Village. In 2019, St-Pierre en Boom Inc. created a Community Profile document that summarized Census Canada statistics, infrastructure, utilities, and amenities information. To avoid duplicating efforts, this document will be used as the basis for the following community analysis that highlights the key areas of interest for the Village.

### **3.2.1 Population Change**

St-Pierre-Jolys has been growing significantly from 2006 to 2016, the most recent Census year. The 4% annual growth rate during this time period is four times the average Provincial rate. The surrounding RM of De Salaberry is also experiencing steady growth, however, both the volume and relative change to the population is significantly higher in the Village. While the current conventional narrative is that people are moving to big cities, there is a large group of people deciding to move away from urban centres and capitalize on the lifestyle that many smaller towns have to offer. Specifically, this includes a variety of benefits such as: connection to nature, home ownership, community spirit, safety, and simplicity.

Location	2006	2011	2016	2006 to 2016	Change	Yearly Avg.
<b>St-Pierre-Jolys</b>	839	1,099	1,170	+331	+39.5%	+4.0%
<b>RM of De Salaberry</b>	3,349	3,450	3,580	+231	+6.9%	+0.7%
<b>Manitoba</b>	1,148,401	1,208,268	1,278,365	+129,964	+11.3%	+1.1%

Table 1: Population Change Comparison

Source: Statistics Canada

### 3.2.2 Aging Demographic

Another trend of note is the shifting age demographic, where senior residents are becoming a larger portion of the population. This is observed across all regions, but particularly in rural areas. It means that accommodating an aging population is critical to sustaining a healthy municipality and has been appropriately branded as 'aging-in-place'. Aging-in-place is a major component to planning efforts today and should be a priority for the Village in this Plan. Key questions to ask are: How is your housing market set up for the aging population? Are your community services adequate to support the increase in demand? How well do your current health care services work for residents, and are they capable of receiving increased growth?

The most recent recording of the Village's 65+ age demographic (18%, shown above) reflects the aforementioned trend. Even though there is an obvious shift from the last Census, the median age has remained relatively stable. It demonstrates that while the population is aging, there is a sufficient younger population helping to offset the severity of this age shift in the community. Still, aging-in-place actions will be important to the growth of the Village.

Age	2011	2016
<b>0 to 14 years</b>	23.6%	22.6%
<b>15 to 64 years</b>	68.6%	59.4%
<b>65 years and over</b>	10.9%	18.4%
<b>85 years and over</b>	3.6%	4.3%
<b>Median age of the population</b>	34.2	35.5

Table 2: Age Demographic Trend

Source: Statistics Canada



### 3.2.3 Housing

There are already a well-represented proportion of renters in the Village. Home ownership usually outweighs the number of renters in rural areas approximately 90:10. The 66:34 split in St-Pierre-Jolys demonstrates that the community is capable of accommodating rental dwellings and residents are willing to embrace this type of tenure. These rental properties are most likely in the form of low-density apartment units, row houses or semi-detached dwellings. The 60-unit Manoir St-Pierre Inc., for example, would be counted among the ~85 total apartment units.

Dwelling Type	Total	Percentage
Owner-occupied	305	66%
Rental	155	34%

Table 3: Housing Ownership Comparison

Based on the current size of the Village, there has been a sustainable amount of construction starts for private dwellings in recent years. The ~100 new dwellings from 2006 to 2016 are able to support a 2% annual growth rate (assuming 2.1 persons per dwelling unit). However, as noted in the population growth data, the Village has been growing at a high 4% annual growth rate in this time. It is difficult to expect the Village to continue growing at this pace, and a reduced growth rate of 2% (twice the provincial average) would be more easily accommodated. It is also important to consider the reduction in available developable land that will impact overall growth and lead to further questions about annexation.

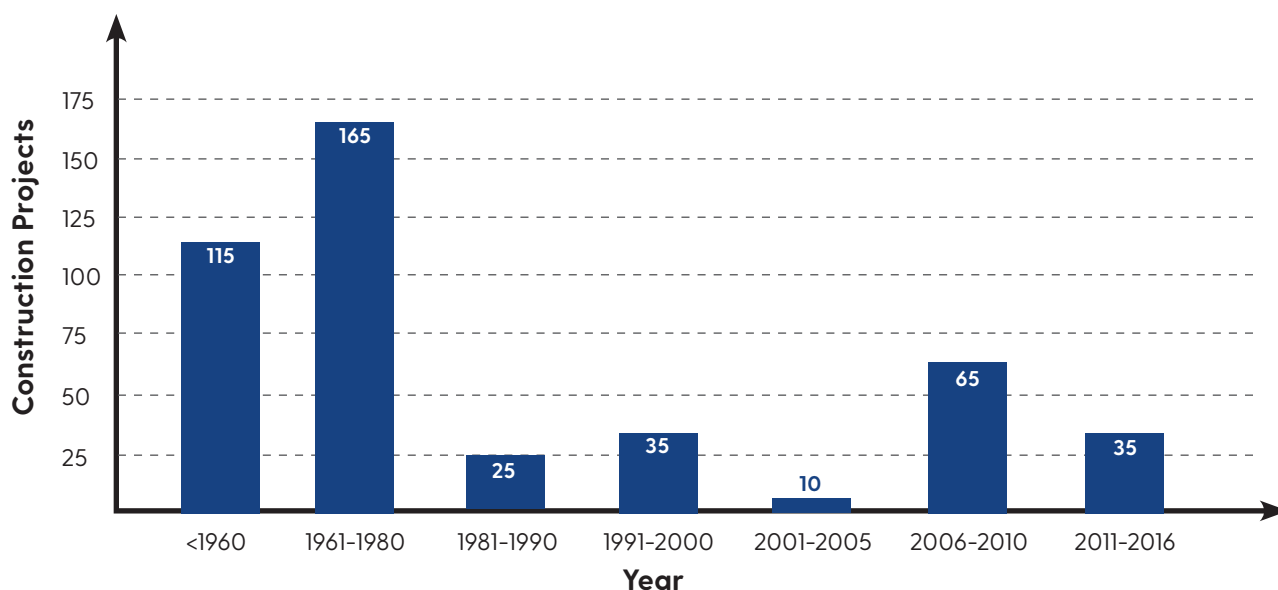


Figure 1: Housing Starts by Year

Source: Statistics Canada

### 3.2.4 Household Income

Household income is trending up in the past 10 years, well beyond provincial average. This is observed in the percentage of households that recorded an income between \$0 and \$50,000 in 2005 (55.5%) compared to 2015 (40.8%). The income category that saw the biggest jump was households with an income of \$100,00 & up (+33.2%).

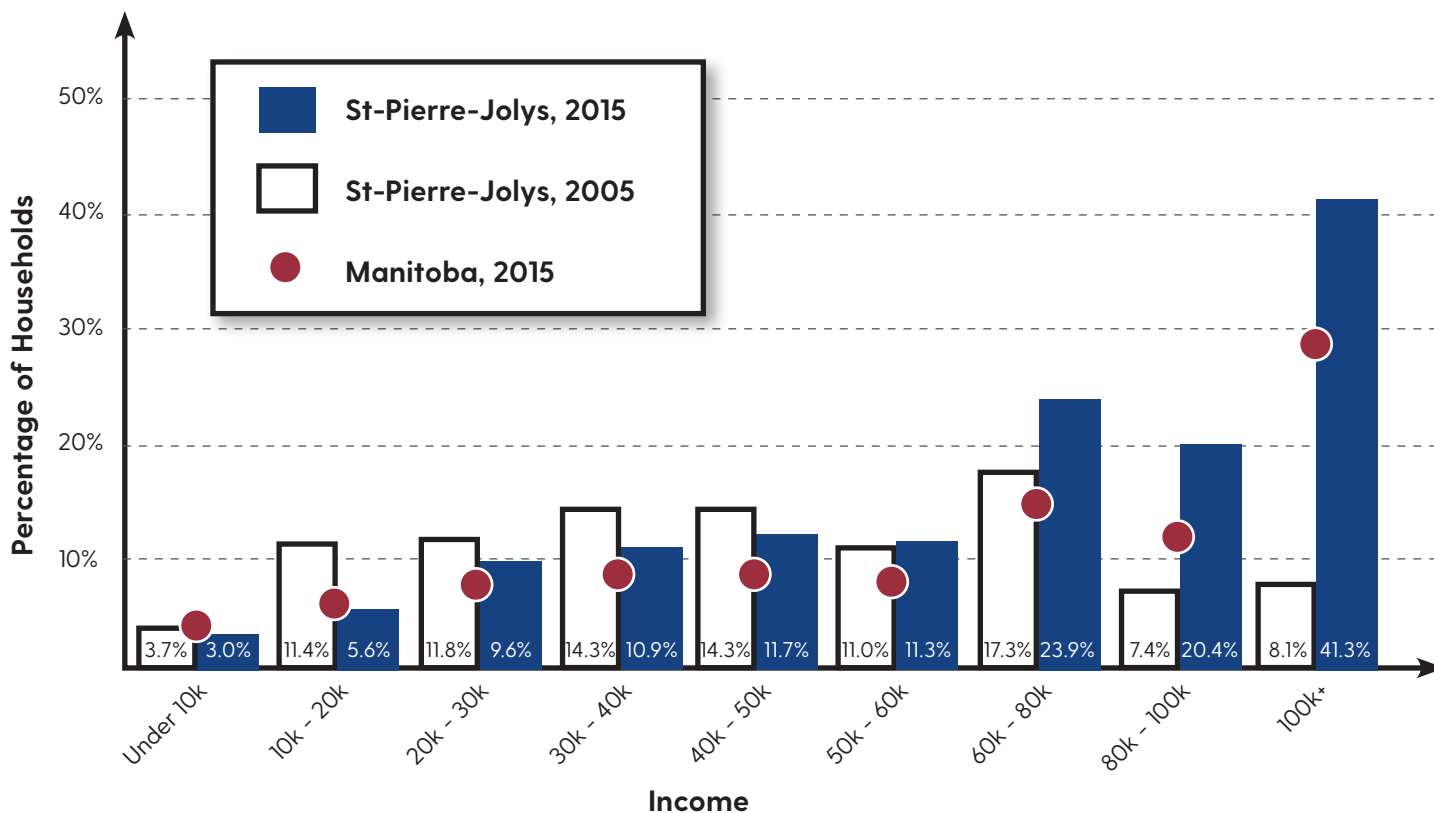


Figure 2: Household Income Chart

Source: Manitoba growth, Enterprise and Trade Emsi 2017

Manitoba as a whole has benefited from a boom in the resource & construction sectors, which has resulted in a province-wide median income growth rate of twice the national average. It's clear that residents of St-Pierre-Jolys have benefitted in particular.



### 3.2.5 Immigration & Mobility

St-Pierre-Jolys' immigration status has been relatively low throughout its history. In the last 40 years, there have only been ~40 immigrants based on the available Census data. Looking closer at the mobility data, which identifies migration within the Country, the majority of residents moving to the Village are coming from other areas of the Province (intraprovincial). Of the ~225 internal migrants, only ~15 have come from outside the Province (interprovincial). This means that while the Village is attracting new residents from surrounding Manitoba regions, it does not attract many new residents beyond that.

Immigration Status	St-Pierre-Jolys	De Salaberry	Mobility Status	2015-2016	2010-2016
Non Immigrants	1095	2830	Intraprovincial	105	210
Immigrants	40	190	Interprovincial	0	15
Before 1981	20	55	External	0	0
1981 - 1990	10	10	Table 5: Mobility of Residents Source: Statistics Canada		
1991 - 2000	0	55			
2001 - 2010	10	60			
2011 - 2016	10	10			
Non Permanent Residents	0	45			

Table 4: Regional Immigration Status

Source: Statistics Canada

Based on the strength of the Village's bilingual culture, there is potential to attract more French-speaking residents both inter-provincially and externally if necessary. There are several programs in Manitoba that can help with this process.

### 3.2.6 Commerce & Industry

There is a high employment rate in the Village, which is a good sign for the local economy. Only a small percentage of residents participating in the labour force work from home or are self-employed (~7%). Of the employed residents over the age of 15 that worked in a 'usual place of work', 160 worked within the Village, whereas 300 worked outside the Village. While it is not uncommon to have high numbers of residents working outside of their rural community, providing more employment opportunities within the Village will help overall community growth.

Commuting Destination	# of Residents
Within Village	160
Surrounding Region	135
Outside of Region	165

Table 6: Commuting Destinations of Residents in Labour Force, 2016

Source: Statistics Canada



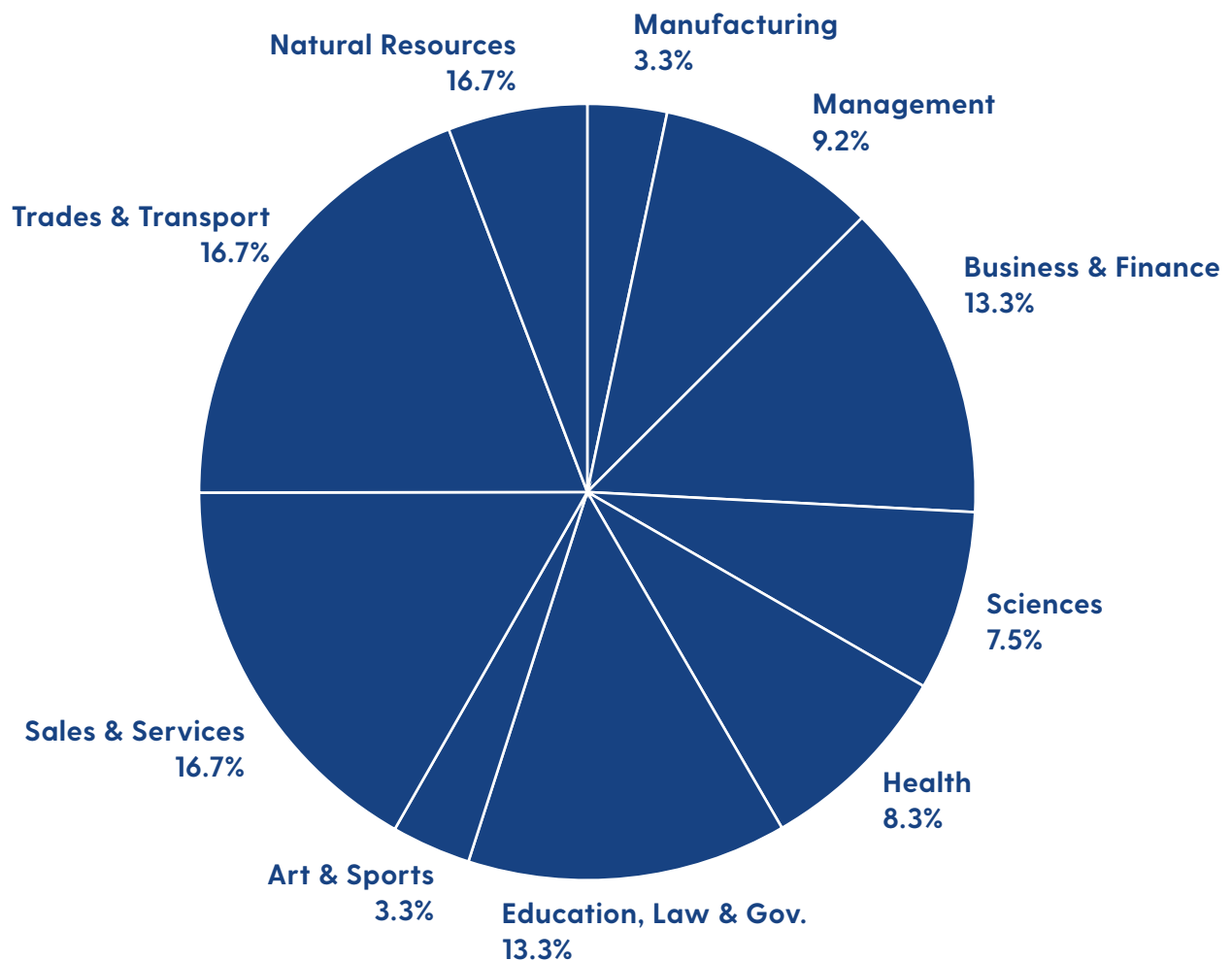


Figure 3: Industry Representation, 2016

Source: Statistics Canada

Some of the biggest changes to industry representation in the labour force have come in Agriculture and Education. From 2011 to 2016, the Village lost 168 jobs in these two sectors. This far outweighs the number of jobs gained in areas like healthcare (17 jobs) in this same period of time. While this discrepancy could be largely due to residents exiting the labour force, it still demonstrates a shifting job market. Within the boundaries of St-Pierre-Jolys, there are limited agricultural opportunities, however, agriculture has always been a major component of the rural job market. It will be important to account for this shift moving forward.

Two of the newer Commercial Developments in the Village include the Subway and Health Office. They are great additions to the community, but the Village has yet to attract the types of industries and volume of commercial development it has hoped for in recent years. Therefore, new ways to attract and incentivize this development should be a major focus for the upcoming 5-10 years.

### 3.2.7 Recreation & Tourism

There are a number of high-quality recreational and cultural facilities in the Village. Firstly, Carillon Park has had several upgrades in recent years to allow for a wide variety of multi-generational opportunities. A splash pad, Disc Golf course, and skate park are recreational amenities that are rare to find in municipalities of similar size. Another important recreational amenity is the Crow Wing Trail (part of the Great Trail or Trans Canada Trail) that passes through the Village and the Park. It closely follows the route of a Red River Ox-Cart Trail used in the mid-1800's, from Emerson to Winnipeg. Through the work of the Crow Wing Trail Association and an increased interest at the provincial level, there is increased potential to connect and enhance more areas of the Trail.

The Musée St-Pierre-Jolys, with associated Sugar Shack & Goulet House, proudly display the French history of the area. Culture and heritage has been a strong point of pride for the community, but could be enhanced through initiatives that would display this culture more broadly. A Provincial Tourism Strategy was created in 2019 to capitalize on increased visitation and visitor spending across Manitoba. Part of the Strategy emphasizes strong branding, effective advertisement, and collaboration. With the attention Manitoba has received from the Lonely Planet Top 10 Best in Travel List 2019, there is positive momentum to effectively showcasing tourist opportunities.

### 3.2.8 Municipal Health Care

St-Pierre-Jolys is part of the Southern Health-Santé Sud Regional Health Authority, which covers a majority of Manitoba's Southern region. Between facilities and services offered in the Village (Centre médico-social De Salaberry District Health Centre) and the Ste Anne Hospital, residents have access to a wide range of health care options. The St-Pierre en Boom report provides a comprehensive breakdown of these services. Recently, the construction of the new health offices in the Village at 530 Sabourin brought a Chiropractor and Optometrist.

Transportation to and from health care services is an important provision in a functioning system. The St-Pierre/De Salaberry Handi-Transit Corporation is responsible for the Handi-Transit services in the Village of St-Pierre-Jolys and the R.M. of De Salaberry. The municipalities contribute funds towards the maintenance and purchase of vehicles, while the province provides a Mobility Disadvantaged Transportation Program Regional Incentive Grant for the operations.

One of the major priorities for health care at the provincial level moving forward is Investing in Better Care, Closer to Home. A report created by Shared Health Manitoba in collaboration with clinical providers and health system leaders is the province's first five-year plan to improve the delivery of health care across Manitoba. The report identifies several key characteristics that are highly connected to the Village in particular:

- Manitoba's growing population, specifically in rural Southern areas
- Aging population growth
- Diverse culture, specifically identifying French-speakers in the province

Through the understanding of Manitoba's current system and recognizing future trends, the Plan focuses on creating an integrated network model for accessing and delivering services. This means integrating available clinical services and resources into 'hubs' that are easier to navigate for patients. The four levels of care are: Local, District, Intermediate and Provincial. Creating simple pathways between hubs (levels of care) will allow patients the ability to meet with a primary care team closer to home that can either provide information and immediate care or quickly coordinate access to higher level care.



# Manitoba's Clinical & Preventive Services Plan

Investing in Better Care, Closer to Home

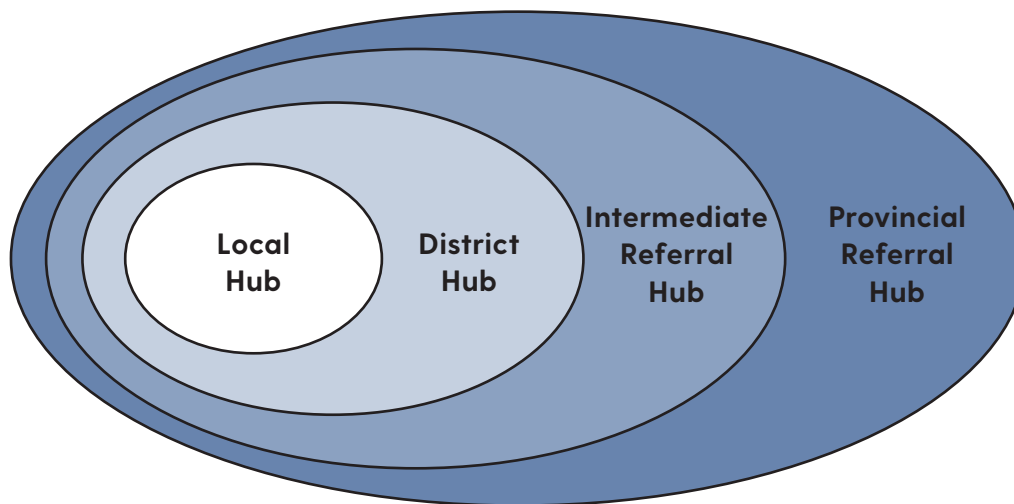


Figure 4: Manitoba Health Care Hub Network  
Source: Shared Health Manitoba

Furthermore, there is explicit support for coordinated planning of French health care services. The Plan recognizes the importance of providing accessible care for the Francophone community and states a need for enhanced community supports. This could be used as justification to increasing the current health care provision in the area.

## 3.3 Planning for the Future

The Planning Act for Manitoba stipulates that Development Plans must be periodically reviewed every five years. Reviewing the Zoning By-law at the time of the Development Plan review will help create more aligned policies and less conflict between land use and zoning designations.

Based on the current updated Zoning Map (Figure 5), it is clear that there is consideration given to preparing for future development. Large areas of land are zoned Future Development Zones, and much of the Highway Commercial Zone south of the Village is undeveloped. A land assessment during a Development Plan Review process will help understand what is required for accommodating expected population growth: Is there enough land dedicated for the next 25 years? What does that growth look like? Key points of decision that will be important will be:

- What type of growth is desired and how much?
- How will this growth be serviced in a timely, economical and sustainable manner?

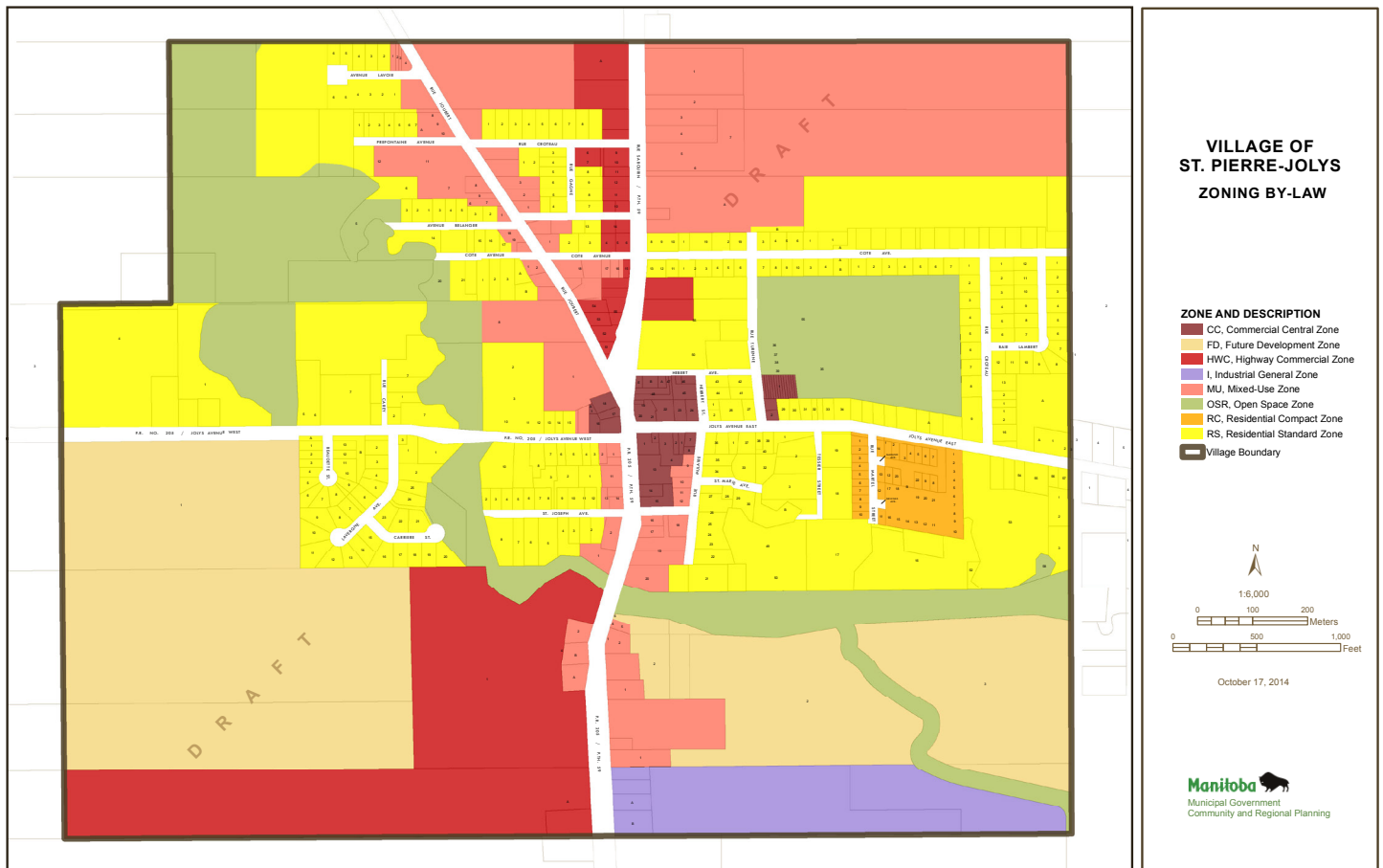


Figure 5: St-Pierre-Jolys Zoning By-law Map, 2014

## 4.0 Voice of the Community

Community engagement is a vital component of the planning process, enabling a relevant and current assessment of the Municipality's strengths, weaknesses, opportunities, and threats, as well as a broader understanding of their needs, values and aspirations. Over the course of the strategic planning process, we engaged the community in the following ways:

- Vision Session with the Steering Committee
- Public Open House, with interactive boards and surveys
- Local high school students survey
- 2 online surveys
  - Copy of the open house survey
  - Follow-up to earlier engagement activities
- 8 Stakeholder interviews by phone and/or email

Some of the general questions we asked the community included:


- What are your priorities for the next 15-20 years?
- What makes St-Pierre-Jolys unique?
- What are your Village's strengths and challenges?
- What type of housing would you prefer to see in the Village?
- What amenities would you prefer to see in the Village?

The following subsections summarize what was heard throughout each of the engagement events.

### 4.1 Priorities

The priorities and interests of the community are spread out across multiple areas. Here are the top six priorities, with an associated rationale, based on what was heard for members of the community. They will be repeated and expanded upon in the other components of this section, since they all represent key themes to the growth of the Village.

1. **Francophone culture and heritage** – Francophone, Métis and bilingual identity have always been a strong component to the Village since its inception. The increasing presence of residents who are not French should strengthen the community, not detract from the rich French history and culture. It will require intentional effort to ensure the Village is place where French is prioritized and English-speakers feel welcome and supported.
2. **Local business and jobs** – There is a clear need for more job opportunities within the Village. Retaining existing jobs and attracting new opportunities are high priorities that will strengthen the local economy and improve community spirit. The Village should be a place where residents can live, work, and play.
3. **Trails** – The creation and maintenance of trails is the type of amenity community residents want to see most in the Village. The natural environment of the area has a lot to offer both residents and visitors, and a well-maintained trail network can emphasize that.

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4. **Housing for new residents** – There has been difficulty in bringing new dwellings into the market that would be able to attract new residents, partially due to the amount of developable land and higher property taxes. It is believed that cost of living needs to remain competitive with the surrounding region while still offering a rural lifestyle (i.e. lot size and ownership availability).
  5. **Seniors housing** – The Manor is a highly regarded facility in the Village, but there is a desire for additional housing options for seniors. This would include assisted living facilities, as well as general affordable housing options like multi-family rental dwellings.
  6. **Health Care** – One of the less frequently discussed services throughout the engagement process was health care. Many residents feel that current provision is of high quality and meets the demands of the community. However, a stakeholder in the health care industry noted that increased demand through growth would put a significant stress on the quality of care. It will be important to ensure service provision grows alongside the rest of the community.

## 4.2 Unique Assets

Village residents highlighted several important assets to their community and St-Pierre-Jolys' unique identity. The bilingual/Francophone culture was one of the most commonly expressed asset and biggest strength. Part of this culture includes local amenities, such as the Museum and Sugar Shack site, as well as the popular festival Frog Follies. Due to the increase of residents who are not French, in the community, there is concern that the emphasis on "French-first" programming and wayfinding will be progressively diminished. It will be important the Village finds a middle ground that adequately supports the Anglophone community while continuing to demonstrate its roots as a Francophone community.


In general, residents believe the diversity and quality of services offered in the area are unique and are one of the biggest attractions to living in the Village. It results in a high quality of life with direct access to natural amenities. Although there are challenges with Highway 59 running through the centre of town, it offers direct connection to well maintained and frequently used transportation infrastructure.

High school students frequently identified the local festivals and Parc Carillon as their favourite community assets. It was also clear that students place a lot of value in the availability of restaurants like Subway. Many of the local youth enjoy what the Village has to offer, the need to attend a post-secondary institution outweighs their desire to stay. Some of the students mentioned that they would consider returning to the community after their degree. However, it could be beneficial to explore education opportunities that would allow them to remain in the Village after high school.

## 4.3 Community Challenges

The community identified several key challenges to growth that the Village is currently facing, and will likely continue to encounter moving forward. Many of these challenges are interlinked, and present a clear picture of the components that need to be addressed in this Plan:

1. **Lack of developable area and affordability** – While there are designated areas for development, there are limits in place that are restricting certain forms of new residential units. From discussions with local builders and developers, there is a desire for more land to be available for purchase and development. However, there are also financial restrictions preventing the construction of more affordable units. This leads into challenge #2.
2. **Perception of high property taxes** – One of the factors that appears to be limiting the ability for younger residents looking to enter into the housing market and older residents looking to downgrade from their current residence, is high property taxes on newer houses in the Village.

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3. **Not enough housing options** – There is a desire to increase access to a wide range of housing options that allow residents of all income levels an opportunity to live in the community. However, a large draw for living in a rural area is the ability to own a private property and not have to live in multi-family dwellings. There is a belief that low-density multi-family options could be one way to meet the needs of both young and old residents.
  4. **Lack of businesses and local employment** – Many Village residents would welcome the creation of office space in the Village that would allow for additional employment locations. This would provide additional municipal revenue and support new residents looking to live and work in St-Pierre-Jolys. It was noted that with residents working out of town, it's harder to generate significant community ownership and participation.
  5. **Infrastructure Maintenance** – Due to private water wells and previous issues with the local sewer lagoon, the growth of the Village will likely be dictated by the sufficient provision of key infrastructure services. There is a concern that more growth will affect the existing quality of water and wastewater. Additionally, managing traffic from Highway 59 is a priority for many residents, however, if the highway is twinned and ends up bypassing the village, it could be detrimental to businesses.
  6. **Lack of volunteers** – A common issue with a community's volunteer base is it relies heavily upon an aging population. While past volunteer efforts have been relatively strong, it is becoming harder to manage and attract new volunteers. Many members of the community have noted exhaustion from investing the majority of their spare time to local events. Not only does the community have a hard time keeping youth here (often due to post-secondary education), there have been noted difficulties in generating community participation from youth. There has to be greater support for these efforts in the future to maintain previously experience volume of participation.
  7. **No clear plan of action and a lack of communication** – A lack of trust in an overall Village direction was raised as an issue. Current planning efforts have resulted in increased optimism within the community over the course of this process. It will be important to ensure clear communication to the public and greater transparency of decision-making through a concise plan of action.

#### 4.4 Preferred Housing Typology

Throughout the engagement process, there was a clear indication that the preferred housing type in the community is a single-detached dwelling. As mentioned previously, part of this preference is due to the rural community draw of home ownership and larger lot sizes. However, residents in the community are open to various low-density, multi-family dwelling types. This would include duplexes and townhouses. Further to the need for multi-family options, dwellings for seniors that range between independent living to assisted living facilities are a welcomed addition to the community. Like many rural areas, the aging population is growing and adequate housing to support these older residents is important to maintaining a healthy and sustainable municipality.

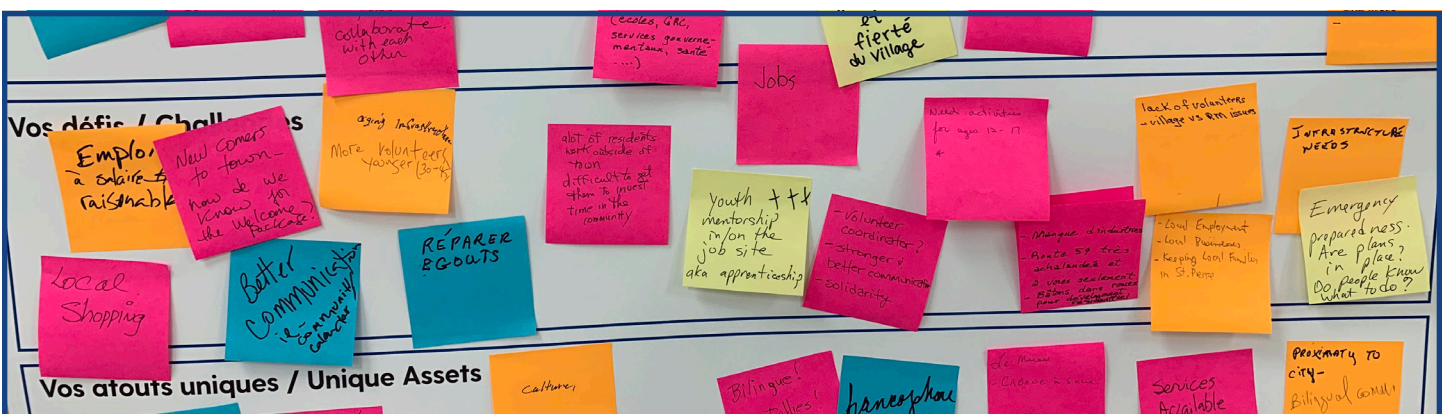
#### 4.5 Preferred Amenities

In general, the community believed there are a wide variety of existing amenities that sufficiently serve the Village residents. There are still opportunities to increase the number of retail outlets and expand arts/culture facilities, however, restaurants and cafes are a very low priority due to the current volume. Trails are, by far, the most preferred amenity, and should be a large focus for the future. Maintaining and expanding health care service provision is also an important component to sustainable growth and attracting residents to the area.





<p><b>Attirer de nouvelles entreprises et industries /</b>  <b>Attract new businesses and industries</b></p>	<p><b>L'infrastructure / Infrastructure</b></p>
<p><b>La communauté et l'esprit francophone /</b>  <b>French community spirit</b></p>	<p><b>Plus d'espace public et plus de commodités /</b>  <b>More public space and amenities</b></p>



## 5.0 Municipal Pillar Action Plan

The Municipal Pillars are a direct response to the strengths and opportunities found in St-Pierre-Jolys, alongside the Vision for the Village and Voice of the Community. They consider what is most needed to achieve the described vision stated earlier in this Plan.

The development and implementation of the plan will create significant benefits for the Village. It identifies key steps that build on the input and insight received during the extensive background review and the community engagement process. The plan helps to focus the actions of Council, including budgeting and overall decision-making. In addition, it contributes to consensus building across the community. Through a commitment to achieve the following actions, St-Pierre-Jolys will make visible progress in a number of areas that impact the community. These include:

### **Municipal Pillar 1**

#### ***Create the conditions to support coordinated economic development across all sectors***

**Strategic Objective:** Identify and support economic development opportunities and attract new business, investment and residents.

Action 1: Position economic development as a priority function within the corporate structure of the Village.

Action 2: Ensure appropriate budget allocations and human resources are in place to support economic development activities.

Action 3: Develop and implement a new Official Development Plan and Zoning By-law that clearly identify growth opportunities and create a business-friendly environment.

Action 4: Create an investment package to be used as a marketing tool to outside investors and developers to attract residential, commercial/mixed use and industrial land developers, which may include a Business Incentive Policy.

Action 5: Develop internal culture within the Village that supports the concept of growth and aligns communications to it (i.e. We are open for business).

Action 6: Support private development of a light industrial/mixed use/commercial hub in the community by creating an enabling policy and regulatory environment along with a strategic investment package to both develop and market the hub. This may include a Business Incentive Program.

Action 7: Support private development of new, fully-serviced residential development, (including single-family, multi-family, seniors and rental) in the community by identifying and planning lands for development, supporting urban standard servicing of new lands including district well servicing, funding partnerships and/or collaborating on government funding applications.

Action 8: Address digital and broadband requirements to create parity with other areas of the province and urban areas.

Action 9: Join the Winnipeg Metropolitan Region to capitalize on regional economic development opportunities and embrace opportunities to be in proximity to Winnipeg.

Action 10: Develop and maintain positive, ongoing relationships with key community/economic development stakeholders in private and public sectors to leverage and foster investment opportunities.

Action 11: Recalibrate relationship with surrounding municipalities to focus on collaborative win-win opportunities to enhance growth, rather than competitive approach.

Action 12: Take leadership role in engaging surrounding municipalities to lobby on issues of mutual concern (i.e. future highway improvements).

## **Municipal Pillar 2**

### ***Promote a culture that generates and supports open communication and collaborative opportunities within the Village and the broader region.***

**Strategic Objective:** Create open and transparent communication platforms that shares timely and accurate information between residents, businesses and community organizations

Action 1: Adopt various methods of external outreach including e-news, interactive website formats, social media and “hot topic” interactive open houses in order to ensure communications are accurate, accessible and inclusive.

Action 2: Ensure opportunities to engage with residents on key corporate matters including annual budgeting exercise.

Action 3: Engage youth through website portal to share ideas and concerns.

Action 4: Administer community surveys on an annual basis to create an ongoing loop of community feedback to inform continuous improvement and best practices in service delivery and strategic direction.

Action 5: Support a consolidated communications portal (including tools such as on-line uploading) for community organizations to use and update regularly.

Action 6: Support strong relationship building and cooperation with municipal neighbours including setting up quarterly meetings to discuss issues of mutual concern and potential areas for collaboration and opportunity.

Action 7: Engage elected provincial and federal representatives on a bi-annual basis to discuss concerns and gain insight on potential areas of opportunity and funding (i.e. highway improvement and road standards).

Action 8: Create a consolidated grant funding list that is updated annually.

## **Municipal Pillar 3**

### ***Increase the Village tax base through responsible growth and tap into funding opportunities to develop and maintain amenities and infrastructure important to sustaining a high quality of life***

**Strategic Objective:** Develop and lead initiatives that address community needs, reflect sustainable planning practices and future demand considerations, with a commitment to fiscal responsibility

Action 1: Complete the renewal of Highway 59 main sewer line.

Action 2: Flood-proofing berm built in northeast corner of the Village.

Action 3: Undertake a comprehensive land use development plan to inform and advise future capital infrastructure needs to support development objectives including introducing district water services to support urban standard development

Action 4: Implement a 10-year Capital Expenditure Program.

Action 5: Create a Village of St-Pierre-Jolys Asset Management Plan to inform current state, future requirements, and capital costs associated in replacing, maintaining, and supporting current and future infrastructure demand.

Action 6: Undertake renovations to the St-Pierre-Jolys District Recreation Centre.

Action 7: Engage surrounding regional neighbours through a strategic planning exercise to explore areas for shared services and amenities and collaboration on funding applications.



Action 8: Fully utilize funding opportunities by engaging with province and federal government representatives to understand available funding resources, government priorities and how to align to them (i.e. bilingual health care hub and bilingual education programs)

Action 9: Undertake a supply/demand exercise to determine future growth and demographic requirements and the type of growth to be planned for, such as aging-in-place and capturing growth from Winnipeg.

Action 10: Initiate urban standard servicing study for new development.

Action 11: Negotiate opportunities for partnership and collaboration with developers interested in residential, mixed-use, commercial and industrial development, and explore cost sharing.

## **Municipal Pillar 4**

### ***Preserve our identity***

**Strategic Objective: Establish and lead initiatives that celebrate and sustain the Francophone and Métis history and identity of the Village**

Action 1: Fully explore opportunities as a designated French Language Services community that will grow Francophone population and improve bilingual service provision.

Action 2: Continue building bilingual capacity through community engagement opportunities, possibly in coordination with review of French Language Services By-law.

Action 3: Develop a Downtown Placemaking Strategy to reflect Francophone and Métis heritage and identity through physical features such as banners, information kiosks, and storefront branding.

Action 4: Develop a Trails Network plan to further enhance current quality of life.

Action 5: Capitalize on regional trail network opportunities (i.e. the Great Trail or Crow Wing Trail)

Action 6: Continue building relationships with Francophone communities and organizations across Manitoba.

Action 7: Create opportunities for collaboration with Arts & Culture organizations and champions in the region.

Action 8: Explore funding opportunities for Francophone artist residencies in the Village, and market the Village as an Arts & Culture hub.

## 6.0 Implementation Plan

The intent of the implementation plan is to identify the timeline in which the actions will be initiated and the potential partners who can contribute to the success of the action. There are four different priority categories that define the intended implementation timeline (unless otherwise noted):

- **Short-term** – completed within the first 3 years following the adoption of this Plan.
- **Mid-term** – completed during year 4, 5 or 6, following the adoption of this Plan.
- **Long-term** – completed during year 7, 8, 9 or 10, following the adoption of this Plan, or clear steps in place to complete the action item when possible.
- **On-going** – action item requires on-going attention over the 10-year period of the Plan.

The implementation plan also considers performance measures that are necessary to achieve the goal. The performance measures attached to each pillar in this implementation plan are intended to gauge the progress of each action.

The plan should be reviewed on an annual basis to determine performance and if adjustments need to be made.

*\*Note:*

*Village = CAO & Staff*

*CEDO = Economic Development Group*

### ***Municipal Pillar 1: Create the conditions to support coordinated economic development across all sectors***

***Strategic Objective: Identify and support economic development opportunities and attract new business, investment and residents.***

#### **Performance Measures:**

- Economic development as a priority function within the corporate structure of the Village through budget and resource allocation
- New Official Development Plan and Zoning Bylaw adopted
- Investment package created and used to engage outside investors and developers
- Economic Development Corporate Mission statement adopted to internal culture that supports the concept “We are open for business”
- Mixed use commercial/industrial hub planned and developer secured
- New residential development underway that is fully serviced
- Digital and broadband service provider secured.
- Village is an active participant in Winnipeg Metropolitan Region
- Regular meetings with surrounding municipalities

<b>Actions</b>	<b>Priority</b>	<b>Lead</b>	<b>Partner(s)</b>	<b>Notes</b>
Action 1: Position economic development as a priority function within the corporate structure of the Village.	On-going	Village	Triple R CEDO CDEM Chamber of Commerce	
Action 2: Ensure appropriate budget allocations and human resources are in place to support economic development activities.	On-going	Council CAO Finance Committee	Triple R CEDO	
Action 3: Develop and implement a new Official Development Plan and Zoning By-law that clearly identify growth opportunities and create a business friendly environment.	Short-term 2020-2021	Village Council	Province of Manitoba Consulting Firm Stakeholders	
Action 4: Create an investment package to be used as a marketing tool to outside investors and developers to attract residential, commercial/mixed use and industrial land developers, which may include a Business Incentive Policy	Short-term 2020-2025	Village Council	Consulting Firm AMBM CDEM CEDO Chamber of Commerce	
Action 5: Develop internal culture within the Village that supports the concept of growth and aligns communications to it (i.e. We are open for business).	On-going	Village Council	Village Council	
Action 6: Support private development of a light industrial/mixed use/commercial hub in the community by creating an enabling policy and regulatory environment along with a strategic investment package to both develop and market the hub. This may include a Business Incentive Program.	Long-term 2026-2028	CAO	AMBM CEDO Council	

Actions	Priority	Lead	Partner(s)	Notes
Action 7: Support private development of new, fully-serviced residential development, (including single-family, multi-family, seniors and rental) in the community by identifying and planning lands for development, supporting urban standard servicing of new lands including district well servicing, funding partnerships and/or collaborating on government funding applications.	Mid-term 2022-2025	CAO	Planning/Zoning AMBM CDEM CEDO	
Action 8: Address digital and broadband requirements to create parity with other areas of the province and urban areas.	On-going	Village Council	All-Net Valley Fibre Swift Shaw Other Broadband Provider	
Action 9: Join the Winnipeg Metropolitan Region to capitalize on regional economic development opportunities and embrace opportunities to be in proximity to Winnipeg.	Short-term 2020-2021	Village	Richard + Wintrup	Needing to confirm costs
Action 10: Develop and maintain positive, ongoing relationships with key community/economic development stakeholders in private and public sectors to leverage and foster investment opportunities	On-going	Village Council	Richard + Wintrup AMBM CDEM Chamber of Commerce	Needing to confirm costs
Action 11: Recalibrate relationship with surrounding municipalities to focus on collaborative win-win opportunities to enhance growth, rather than competitive approach.	On-going	Village Council	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville Richard + Wintrup	
Action 12: Take leadership role in engaging surrounding to lobby on issues of mutual concern (i.e. future highway improvements)	On-going	Village Council	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town Niverville AMM AMBM MLA	

***Municipal Pillar 2: Promote a culture that generates and supports open communication and collaborative opportunities within the Village and the broader region.***

***Strategic Objective: Create open and transparent communication platforms that shares timely and accurate information between residents, businesses and community organizations***

**Performance Measures:**

- Maintained and updated communication platforms for residents (young and old) and organizations
- Annual budgeting exercise
- Annual community feedback survey
- Village active participant in Winnipeg Metropolitan Region
- Regular meetings with surrounding municipalities
- On-going meetings with local, regional, and provincial politicians
- Regularly updated grant funding list

Actions	Priority	Lead	Partner(s)	Notes
Action 1: Adopt various methods and tools for external outreach including e-news, interactive website formats, social media and “hot topic” interactive open houses in order to ensure communications are accurate, accessible and inclusive.	Short-term 2020-2021	Village Council	All-Net AMBM CDEM CEDO Chamber of Commerce Rat River Recreation Frog Follies Committee Winterfest Committee Radio Canada	Digital sign, Facebook, Connect, Online booking, Website, Bulletin
Action 2: Ensure opportunities to engage with residents on key corporate matters including annual budgeting exercise.	On-going	Village Council	Council	
Action 3: Engage youth through website portal to share ideas and concerns	On-going	Village	Youth Councillor ECRB École Heritage ICSP Youth for Christ	
Action 4: Administer community surveys on an annual basis to create an ongoing loop of community feedback to inform continuous improvement and best practices in service delivery and strategic direction.	On-going	Village	Council Chamber of Commerce CEDO	

Actions	Priority	Lead	Partner(s)	Notes
Action 5: Support a consolidated communications portal (including tools such as on-line uploading) for community organizations to use and update regularly.	On-going	Village Council	All-Net AMBM Digital Adrenaline Social Media Online Booking w/ Rat River Recreation Swift Radio Canada	
Action 6: Support strong relationship building and cooperation with municipal neighbours including setting up quarterly meetings to discuss issues of mutual concern and potential areas for collaboration and opportunity.	On-going	Village	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville Richard + Wintrup	
Action 7: Engage elected provincial and federal representatives on a bi-annual basis to discuss concerns and gain insight on potential areas of opportunity and funding (i.e. highway improvement and road standards) proximity to Winnipeg.	On-going	Village Council	MLAs AMM AMBM CEDO CDEM	
Action 8: Create a consolidated grant funding list that is updated annually.	On-going	Village	CEDO Grant Connect FCM	Any grants initiated by the Village will include the Finance Committee as a partner

***Municipal Pillar 3: Increase the Village tax base through responsible growth and tap into funding opportunities to develop and maintain amenities and infrastructure important to sustaining a high quality of life***

***Strategic Objective: Develop and lead initiatives that address community needs, reflect sustainable planning practices and future demand considerations, with a commitment to fiscal responsibility***

Performance Measures:

- Asset Management Plan
- Urban Standard Servicing Study
- Increased regional collaboration on funding and shared services
- Identified as local or district-level health care hub
- Development Plan and Zoning By-law Review
- Completed Supply/Demand Analysis

Actions	Priority	Lead	Partner(s)	Notes
Action 1: Complete renewal of Highway 59 main sewer line.	Short-term 2020-2024	Village	MWSB Council Federal Government Province of Manitoba	
Action 2: Flood-proofing berm built in northeast corner of the Village.	Short-term 2020-2021	Village	FCM (funding) Council Federal Government Province of Manitoba	
Action 3: Undertake a comprehensive land use development plan and zoning by-law review to inform and advise future capital infrastructure needs to support development objectives including introducing district water services to support urban standard development.	Short-term 2020-2022	Village Council	Province of Manitoba Consulting Firm Stakeholders	
Action 4: Implement a 10-year Capital Expenditure Program.	Short-term	CAO	Finance Committee Council	
Action 5: Create a Village of St-Pierre-Jolys Asset Management Plan to inform current state, future requirements, and capital costs associated in replacing, maintaining, and supporting current and future infrastructure demand.	On-going	Village	FCM Munisight Public Works	

Actions	Priority	Lead	Partner(s)	Notes
Action 6: Undertake renovations to the St-Pierre-Jolys District Recreation Centre.	On-going	Village Council	Village Connection Winterfest Rec Center Advisory Board CDEM Rat River Rec RM of De Salaberry Province of Manitoba	
Action 7: Engage surrounding regional neighbours through a strategic planning exercise to explore areas for shared services and amenities and collaboration on funding applications.	On-going	CAO Council	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville Town of Morris RM of Morris MLA	
Action 8: Fully utilize funding opportunities by engaging with province and federal government representatives to understand available funding resources, government priorities and how to align to them (i.e. bilingual health care hub and bilingual education programs).	On-going	CAO Council	AMM MLA (Dennis Smook & Ted Falk) AMBM	
Action 9 Undertake a supply/demand exercise to determine future growth and demographic requirements and the type of growth to be planned for, such as aging-in-place and capturing growth from Winnipeg.	Short-term 2020-2021	CAO Council	Manoir Province of Manitoba Stakeholders Private Investors	Zoning & Development Plan
Action 10: Initiate urban standard servicing study for new development.	Mid-term	CAO	Developers Council	Pathways/ Parks (Zoning & Development Plan)  Active Transportation Plan
Action 11: Negotiate opportunities for partnership and collaboration with developers interested in residential, mixed-use, commercial, and industrial development, and explore cost sharing.	On-going	Village Council	AMBM CEDO Developers CDEM	



#### **Municipal Pillar 4: Preserve our identity**

**Strategic Objective: Establish and lead initiatives that celebrate and sustain the Francophone and Métis history and identity of the Village**

**Performance Measures:**

- Expanded organizational network for French Language Services
- Downtown placemaking strategy initiated
- Trails Network plan initiated
- Improved Crow Wing Trail infrastructure
- Updated Village brand and marketing strategy
- Continued success of Arts & Culture events

<b>Actions</b>	<b>Priority</b>	<b>Lead</b>	<b>Partner(s)</b>	<b>Notes</b>
Action 1: Fully explore opportunities as a designated French Language Services community that will grow Francophone population and improve bilingual service provision.	On going	Village Council	AMBM SFM CDEM	
Action 2: Continue building bilingual capacity through community engagement opportunities, possibly in coordination with review of French Language Services Plan.	On going	Village Council	ECRB École Heritage ICSP AMBM SFM CDEM	
Action 3: Develop a Downtown Placemaking Strategy to reflect Francophone and Métis heritage and identity through physical features such as banners, information kiosks, and storefront branding.	Long-term	CAO	CEDO Musée St. Pierre Chamber of Commerce	
Action 4: Develop a Trails Network plan to further enhance current quality of life.	Long-term	CAO Council	CEDO Crow Wing Trail Consultants Parc Carillon Committee	
Action 5: Capitalize on regional trail network opportunities (i.e. the Great Trail or Crow Wing Trail)	On-going	Village Council	CDEM Crow Wing Trail Winnipeg Trails Musée St. Pierre	

Actions	Priority	Lead	Partner(s)	Notes
Action 6: Continue building relationships with Francophone communities and organizations across Manitoba.	On-going	CAO Mayor	AMBM	
Action 7: Create opportunities for collaboration with Arts & Culture organizations and champions in the region.	On-going	CAO	Chamber of Commerce CEDO SFM	
Action 8: Explore funding opportunities for Francophone artist residencies in the Village, and market the Village as an Arts & Culture hub.	Long-term	Village	CDEM SFM	