



# St-Pierre-Jolys

## Municipal Strategic Plan Volume 2

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# Acknowledgments

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- Open House attendees, stakeholder interviewees, and survey respondents
- St-Pierre-Jolys youth that completed the Preference Survey

The continued support shown by members of the community to engage and provide input on our strategic planning efforts is proof of the Village's strength and spirit. Thank you for helping make this Plan a "living" document, one of many tools that help guide the decision-making of current and future Council(s) and Administration(s).



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# 1.0 Introduction

## 1.1 Purpose

In 2019, Council and Administration (the Village) set out a framework for growth in St-Pierre-Jolys with the creation of its inaugural Municipal Strategic Plan. Grounded in feedback from resident, business and community stakeholders, the Plan provided a clear road map for the Village to act on relevant priorities and objectives through the necessary allocation of resources as a Municipality – human, fiscal, physical and environmental.

Over the first year and a half of the Plan's implementation, the Village has been able to initiate and confirm many actions. Municipal Strategic Plan Volume 2 (this Plan) builds on the initial success and implementation by highlighting ongoing initiatives, completed projects and new priorities for the Village since its first iteration in 2019.

## 1.2 Strategic Planning Process

The Plan remains based on the needs, values and aspirations of the community and the strengths of the Village. It balances desired action items against service delivery parameters for the Village. An updated action plan, including performance measures and targets, provides a more precise direction for the next 5-to-10 years that will assist the Village in its responsibility to implement the Plan in a timely manner and ensure that the agreed upon vision and pillars are fully established and continuously built-upon.

The actions listed herein cannot be achieved alone. We must continue to work with our partners, hear from our resident groups, community representatives and local experts to achieve the objectives of this Plan. The Village is committed to ongoing engagement and input-gathering from the community to continuously update the progress and direction of the Plan.



## 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 business, both smaller-scale retail and highway commercial development that provide more local job opportunities,
- A well-maintained and attractive trail network, and
- Updated infrastructure throughout the Village, including a plan for investing and managing a variety of Village assets into the future.

### 2.2 Municipal Pillars

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.

The Municipal Pillars that were established in the inaugural 2019 Strategic Plan are the foundation of the vision that was established through community engagement and input. The Pillars set the direction for the Village, as a corporation, in terms of decision-making and operations over the tenure of the plan (i.e. the next 10 years). Specific actions within each Municipal Pillar will guide the Village in achieving its short- and long-term goals as outlined in detail under Section 5: Municipal Pillar Action Plan.

The following Municipal Pillars bring community priorities to the forefront, help to ground the intent of the Vision in a way that reflect the needs, and establishing an achievable set of actions that can bring aspirations and goals of the community 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 and Concurrent Strategic Planning Efforts

Prior to the initiation of the Municipal Strategic Plan in 2019, a considerable amount of planning work had focused on strengthening the unique qualities of the Village and the broader Chaboillé Region, which included the communities of Otterburne, Carey, Dufrost, La Rochelle, and St-Malo, in addition to the Village.

Together the communities had established a Heritage Corridor Concept Vision which provided inspiration on placemaking initiatives, key cultural assets, and strategic policies on building a regional economic development brand for bilingual businesses. These outcomes have in turn provided the basis for this Municipal Strategic Plan and the aforementioned Municipal Pillars.

The Chaboillé Community Development Corporation (CDC) has dissolved and has since been replaced by St-Pierre En Boom, a CDC working organization to support and attract economic development and build community capacity in the St-Pierre region. Both the Village and the CDC have a common goal to see sustainable growth where businesses are thriving and residents are active.

The Village, in collaboration with the St-Pierre En Boom, will work towards this vision of building a bilingual services hub where Francophone and Métis culture is a clear focal point, and where private sector partnerships are nourished in order to develop the concept of a mixed-use bilingual service centre.

Outcomes from past strategic planning sessions and reports have identified the following directional strategies for St-Pierre Village and Chaboillé region:

- promote and expand on the existing wellness hub concept for Southern Health region,
- enhance the visual Main Street appeal of the Village,
- support local and regional tourism initiatives through grants and subsidies,
- accommodate better vehicle access and parking to businesses in the Village,
- invest in high-quality facilities for youth and older adult activities in the Chaboillé region,
- enhance venues that celebrate the history and heritage of the Chaboillé region,
- develop low impact camping and nature trails throughout the community, along Joubert Creek, connected to the Crow Wing Trail, and that cater to RV camping at Park Carillon,
- encourage investment into tourism accommodation and residences in the Chaboillé region,
- 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 attraction,
- coordinate the Trans Canada / Crow Wing Trail into a circuit to attract tourism and outdoor enthusiasts to the area,
- support and promote all types of artists, cultural programming, and locally-sourced products, and
- develop tools to attract new businesses, land development, and investment into infrastructure.

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

When the Development Plan By-law 2009-8 and Zoning By-law 2010-6 were being prepared in 2009, the University of Manitoba's Department of City Planning had conducted a Background Study where they identified five strategic development objectives. This Municipal Strategic Plan builds on these findings, which include:

- 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 connections with 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,
- Implement a Municipal 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 address “Where We Are 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 summarizes the local 2016 census profile, among other data including 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. This section will be updated with 2021 census information as it becomes available throughout 2022.

### **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.
St-Pierre-Jolys	839	1,099	1,170	+331	+39.5%	+4.0%
RM of De Salaberry	3,349	3,450	3,580	+231	+6.9%	+0.7%
Manitoba	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
0 to 14 years	23.6%	22.6%
15 to 64 years	68.6%	59.4%
65 years and over	10.9%	18.4%
85 years and over	3.6%	4.3%
Median age of the population	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.

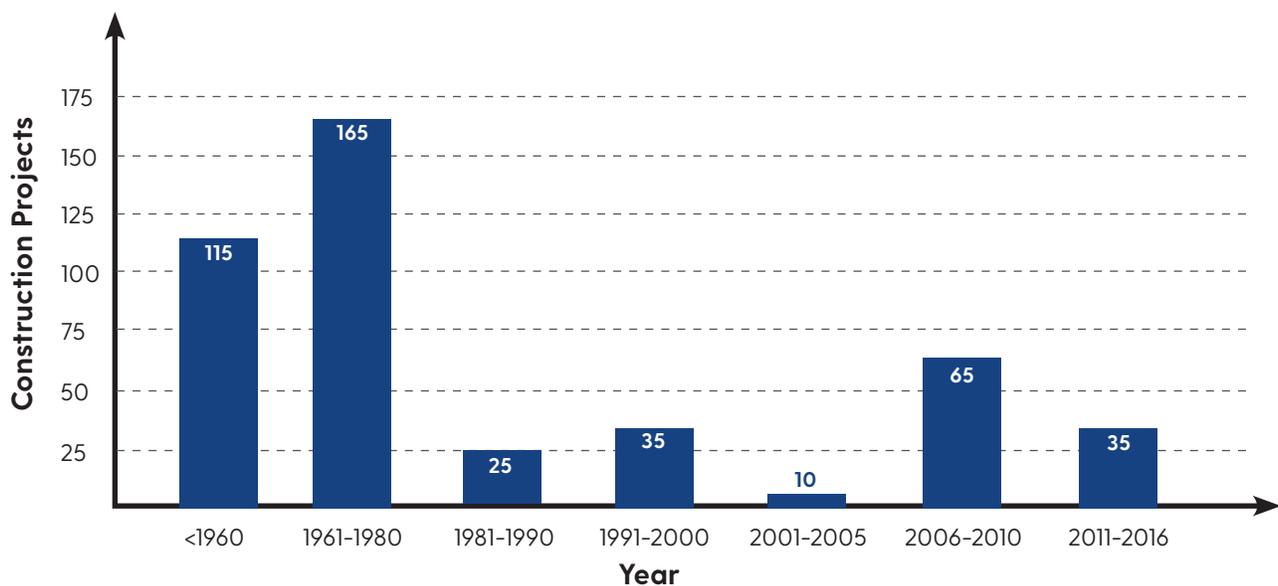


Figure 1: Housing Starts by Year  
Source: Statistics Canada

### 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%).

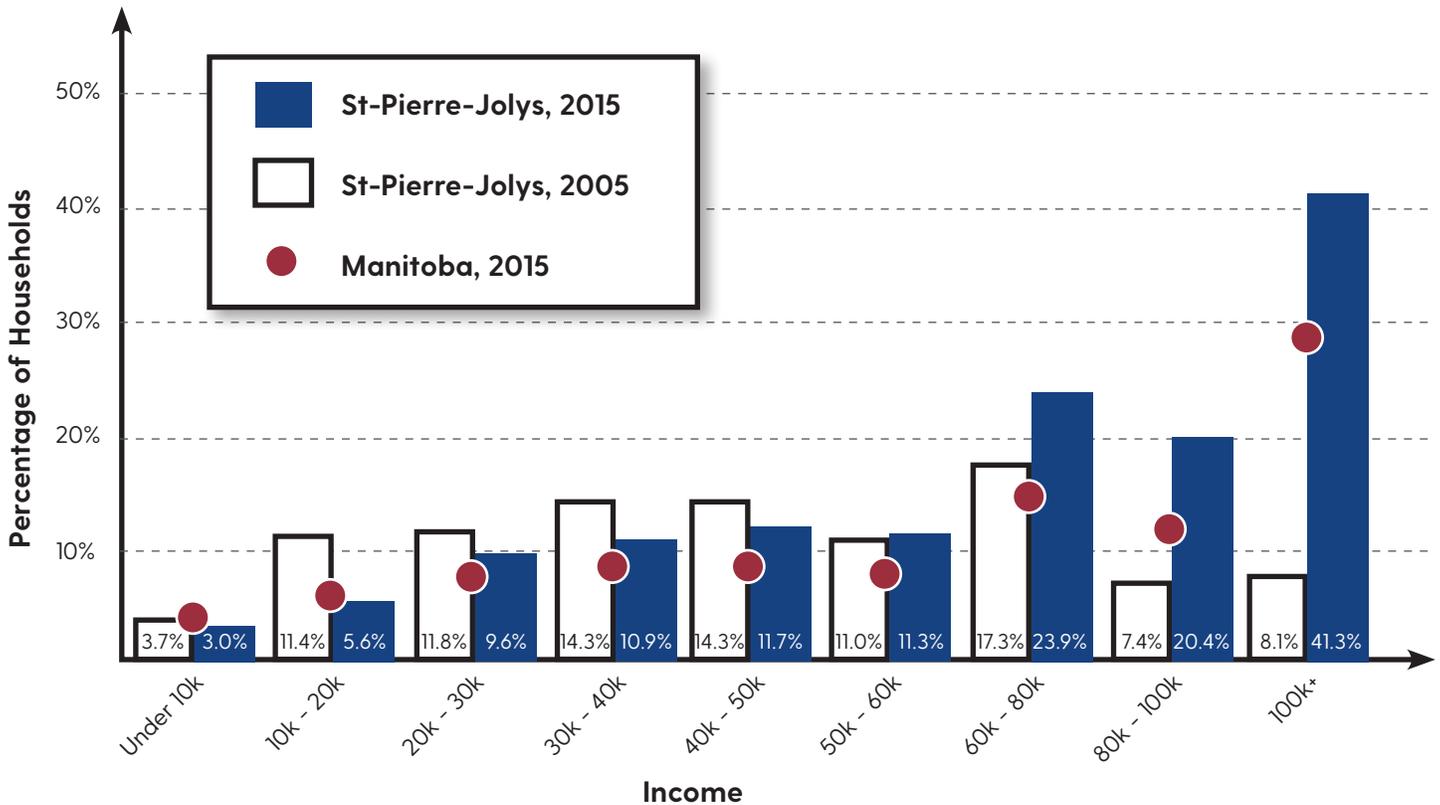


Figure 2: Household Income Chart  
 Source: Manitoba growth, Enterprise and Trade Emsi 2017

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
<b>Non Immigrants</b>	1095	2830	<b>Intraprovincial</b>	105	210
<b>Immigrants</b>	40	190	<b>Interprovincial</b>	0	15
<b>Before 1981</b>	20	55	<b>External</b>	0	0
<b>1981 - 1990</b>	10	10	Table 5: Mobility of Residents		
<b>1991 - 2000</b>	0	55	Source: Statistics Canada		
<b>2001 - 2010</b>	10	60			
<b>2011 - 2016</b>	10	10			
<b>Non Permanent Residents</b>	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
<b>Within Village</b>	160
<b>Surrounding Region</b>	135
<b>Outside of Region</b>	165

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

Source: Statistics Canada

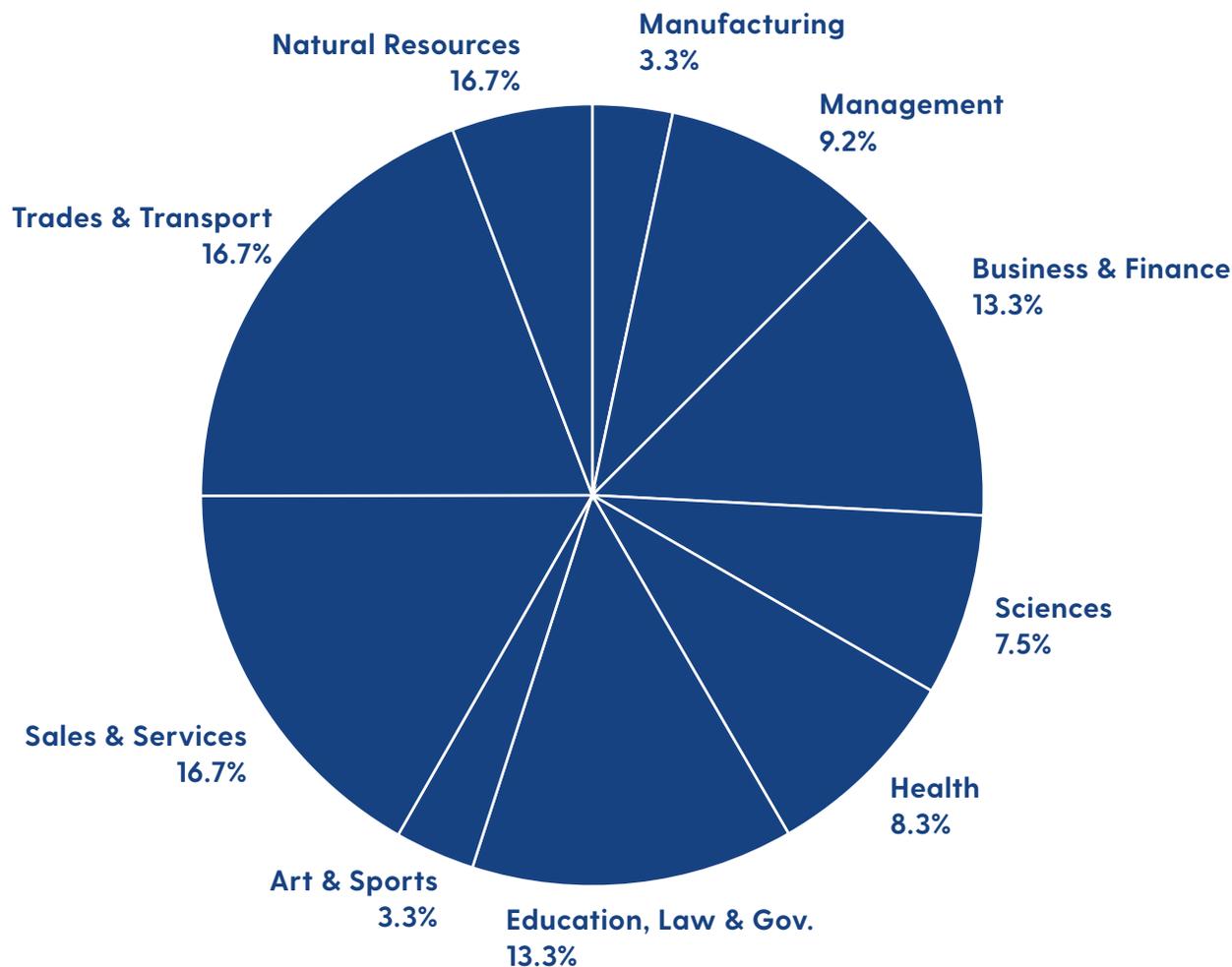


Figure 3: Industry Representation, 2016  
 Source: Statistics Canada

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

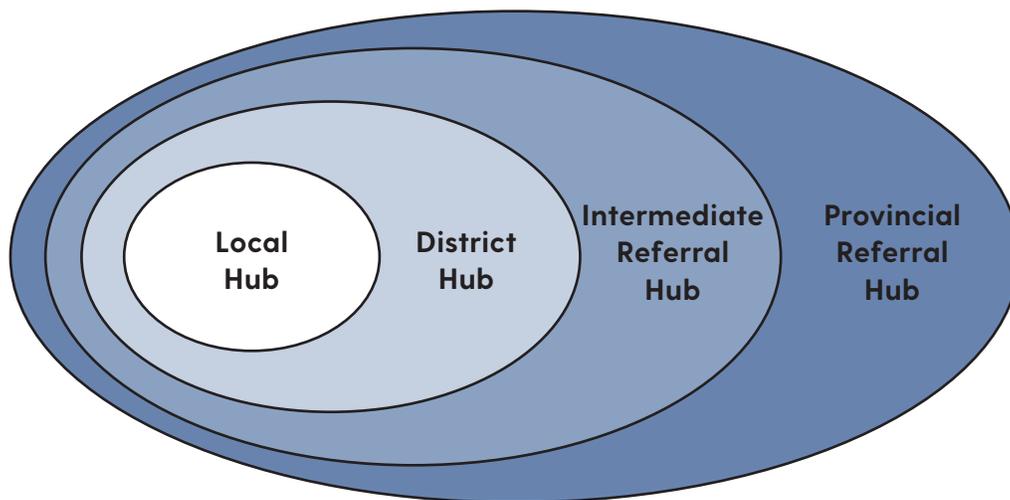


Figure 4: Manitoba Health Care Hub Network  
Source: Shared Health Manitoba

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

On November 2, 2020 the Government of Manitoba introduced Bill 37, the Planning Amendment Act. The Act introduces four key changes to land use planning in Manitoba:

- Introduction of planning regions,
- New routes of appeal for applicants,
- New service standards (i.e. time limits) on planning processes, and
- General changes to assist municipalities and applicants to speed up processes.

Based on the updated Zoning Map (Figure 5) on the following page, there is clear consideration given to preparing for future growth. Not only are the southeast and southwest part of the Village zoned for “Future Growth,” but much of the commercial highway and residential zoned lands south of the Village, along with residential mixed-use lands at the north end of the Village remain under-developed or undeveloped completely. This positions the Village well to accommodate immediate growth in these areas.

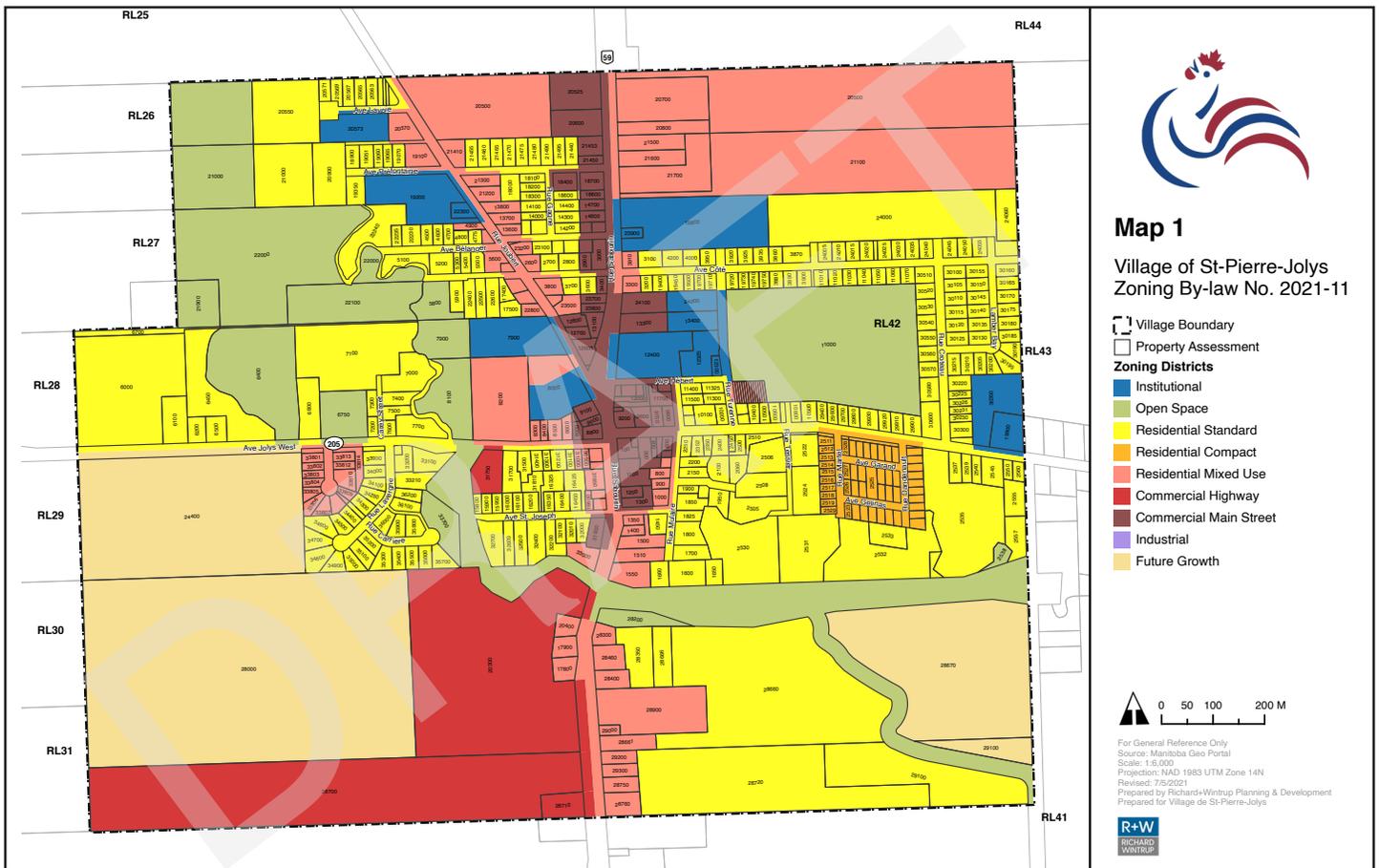


Figure 5: St-Pierre-Jolys Zoning Map, By-law 2021-11

As part of the process to inform the Development Plan and Zoning By-law review, a fairly comprehensive background study was conducted. Within this Study, a ten-to-twenty-five (10-25) year growth projection was completed in order to evaluate the amount of land required to accommodate future development. It found that over the next ten years (to 2031), under a moderate growth scenario, about 153 new dwellings units are needed to meet demand. However, if the Village were to experience a higher or “rapid” growth rate, the market would be able to support closer to 210 new dwelling units. Extrapolate this moderate and rapid growth rate over twenty-five years (to 2046), between 350 and 515 new dwellings units would then be needed to satisfy market demand.

Planning for the future involves thinking and acting proactively in order to build the capacity to accommodate growth in a sustainable and accountable manner. Over the next two decades, Village Council and Administration recognize the need to build capacity and enhance existing levels of municipal services in order to sustain projected growth in the community. A number of strategies shall emerge from this Municipal Strategic Plan to address the planning of critical infrastructure systems and assets, including sanitary sewer main lines and lagoon capacity, recreation centre upgrades, roads, sidewalks and trails, etc. As the Village continues to grow, the delivery of municipal services will also need to grow and adapt.

## 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.

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.

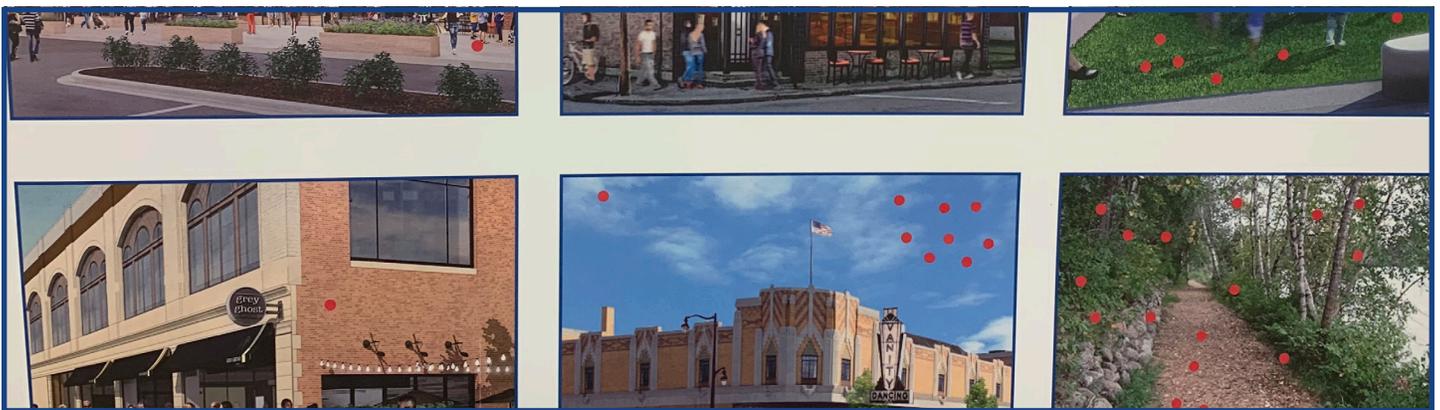
3. **Not enough housing options** – There is a desire to increase access to a wide range of housing options that allow residents of all income levels an opportunity to live in the community. However, a large draw for living in a rural area is the ability to own a private property and not have to live 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

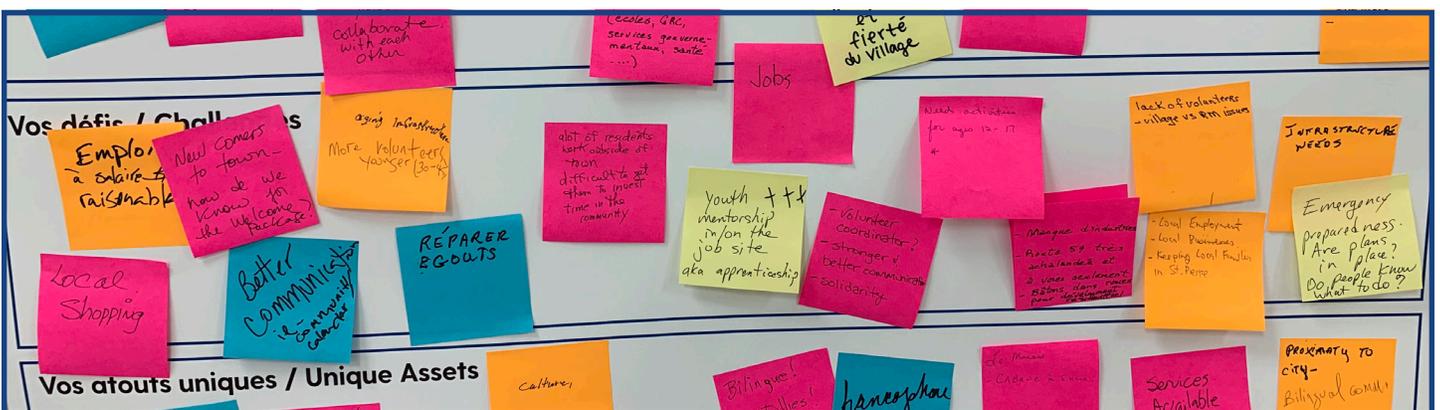
Throughout the engagement process, there was a clear indication that the preferred housing type in the community is a single-detached dwelling. As mentioned previously, part of this preference is due to the rural community draw of home ownership and larger lot sizes. However, residents in the community 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 / Attract new businesses and industries</b></p>	<p><b>L'infrastructure / Infrastructure</b></p>
<p><b>La communauté et l'esprit francophone / French community spirit</b></p>	<p><b>Plus d'espace public et plus de commodités / More public space and amenities</b></p>



## 5.0 Municipal Pillar Action Plan

On October 26, 2021 Council met to review progress of the Municipal Strategic Plan, while re-visiting and re-affirming priorities listed in Section 5 and Section 6. An annual update to the Strategic Plan ensures that actions of Council, including budgeting and decision-making, is transparent and relevant to the overall vision of this Plan. An annual update provides an opportunity to incorporate resident and community feedback each year while contributing to consensus building on new priorities and actions. Actions listed under each Municipal Pillar are further broken down by action status; including “Complete,” “Ongoing,” and “New.”

### **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.**

#### **Completed:**

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

- Retained services of professional economic development consultants who work with Village staff.

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

- Drafted the following municipal forms in support of land development, including Developer Inquiry form, Subdivision Flow Chart, Development Application Checklist, Pre Application form, etc.

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

- Focused 2022 Strategic Planning to identify budget requirements to align to economic development activities.

Developed and implemented a new Official Development Plan and Zoning By-law that clearly identify growth opportunities and create a business-friendly environment.

- Official Development Plan By-law 2021-10 approved on December 1, 2021.

Support private development of new, fully-serviced residential development by supporting urban standard servicing of new lands including district well servicing and upgrades to wastewater sewers:

- Initiated reach-out to land owners and developers resulting in a developable lands map to be shared with prospect developers.

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

- Village, through Valley Fiber have connected 101 homes and businesses to fiber optic high-speed internet with 60% already in full service.

#### **2022 Priorities:**

Create an investment portal to be used as a marketing tool to attract investors and residential, commercial/mixed use, commercial highway and light industrial land developers.

Nurture local developer relationships within the Village by adopting an Incentive Program that includes competitive property tax rebates and attractive municipal grants.



Support private development of light industrial/mixed use/commercial uses within the community by creating an enabling policy and regulatory environment along with investment sector profiles to attract and market a bilingual service hub concept.

**Ongoing/Mid/Long-Term Priorities:**

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

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

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 share timely and accurate information between residents, businesses and community organizations**

**Completed:**

Encourage and engage youth to share ideas and concerns.

- Established and filled Youth Councillor position

**2022 Priorities:**

Adopt various methods of external outreach including e-news, interactive website formats, social media and a “Did You Know?” campaign to ensure communications are engaging, accessible and informative.

Support St-Pierre en Boom to integrate communication portals (including web tools such as surveys, online uploading, data sharing) for community organizations to use and interact with regularly.

Create a consolidated grant funding list that is updated annually.

**Mid/Long-term Priorities:**

Collaborate and build service capacity with municipal neighbours to address issues of mutual concern such as land drainage, aging facilities, etc. by scheduling quarterly working group meetings.

Engage and build relationships with 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).

Provide appropriate venues and opportunities to engage with residents on key corporate matters including annual and long-term capital budgets.

Administer engagement activities on an annual basis to create a continuous feedback loop to help monitor/improve service delivery and strategic direction.

### **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**

#### **Completed:**

Fund the renewal of Highway 59 main sewer line.

- Phase 1 completed with Phase 2 to be completed by January 2022. Funded through the Protecting Community Assets and Enabling Community Growth Through New Disaster Mitigation Infrastructure stream under the Disaster Prevention and Climate Resiliency Program.

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.

- Village approved its new development plan and zoning by-law to optimize growth opportunities including residential, mixed use, industrial and to ensure community identity is celebrated.

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.

- Urban standard servicing studies required as part of new development proposals.

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

- Development Agreement Guide drafted for developers.
- Engaged several land developers.

#### **2022 Priorities:**

Undertake and/or support regional infrastructure studies where appropriate.

Implement a 10-year Capital Expenditure Program.

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).

#### **Mid/Long-term Priorities:**

Create a Village Asset Management Plan to inform current state, future requirements, and capital costs associated with replacing, maintaining, and supporting current infrastructure systems.

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

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

Build flood-proof berm in northeast corner of the Village.

Require urban standard servicing studies for new development proposals.

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**

#### **2022 Priorities:**

Develop a Main Street Placemaking Strategy that reflects Francophone and Métis heritage through physical features such as banners, information kiosks, and storefront branding; as well as cultural components such as allocated community programming space, event sponsorship, or financial grants.

Develop a Trails Network Master Plan to further enhance connections and pedestrian amenities, while capitalizing on regional trail opportunities (i.e. Crow Wing Trail, Snoman Inc.).

Create a marketing “Invest in the Village” video to promote St-Pierre-Jolys as a place to visit and destination to invest in.

Seek funding opportunities for the development of an outdoor performing art venue at Park Carillon and overall promotion of the Village as a Metis Arts & Cultural Hub.

Fully explore opportunities to develop the Chaboillé District as a designated French Language Service Centre that will grow Francophone population, businesses and overall bilingual service provision.

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

#### **Mid/Long-term Priorities:**

Continue building relationships with Francophone communities and organizations across Manitoba.

Create opportunities for collaboration and mutual support for Francophone and Métis non-profit organizations who champion Arts and Cultural programming.

## 6.0 Implementation

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):

- **High** – action item is a high priority for the immediate future.
- **Ongoing** – action item requires on-going attention for the immediate future.
- **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.

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 = Council, CAO & Staff

***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

2022 Actions	Priority	Lead	Partner(s)
Create an investment portal to be used as a marketing tool to attract investors and residential, commercial/mixed use, commercial highway and light industrial land developers.	High	Village	R+W AMBM CDEM Chamber of Commerce
Nurture local developer relationships within the Village by adopting an Incentive Program that includes competitive property tax rebates and attractive municipal grants.	High	R+W	Village Chamber of Commerce
Support private development of light industrial/mixed use/commercial uses within the community by creating an enabling policy and regulatory environment along with investment sector profiles to attract and market a bilingual service hub concept.	High	Village	R+W AMBM CDEM Chamber of Commerce
Develop and maintain positive, ongoing relationships with key community/economic development stakeholders in private and public sectors to leverage and foster investment opportunities.	Ongoing	Village	AMBM CDEM Chamber of Commerce
Recalibrate relationship with surrounding municipalities to focus on collaborative win-win opportunities to enhance growth, rather than competitive approach.	Ongoing	Village	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville
Take leadership role in engaging surrounding to lobby on issues of mutual concern (i.e. future highway improvements).	Ongoing	Village	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
- Regular meetings with surrounding municipalities
- On-going meetings with local, regional, and provincial politicians
- Regularly updated grant funding list

2022 Actions	Priority	Lead	Partner(s)
Adopt various methods of external outreach including e-news, interactive website formats, social media and a “Did You Know?” campaign to ensure communications are engaging, accessible and informative.	High	Village	En Boom AMBM CDEM Chamber of Commerce Rat River Recreation Frog Follies Committee Winterfest Committee
Support St-Pierre en Boom to integrate communication portals with the Village (including web tools such as surveys, online uploading, data sharing) for community organizations to use and interact with regularly.	High	Village	En Boom AMBM Social Media Online Booking w/ Rat River Recreation Swift
Create a consolidated grant funding list that is updated annually.	High	CDEM	En Boom Village R+W Grant Connect FCM
Collaborate and build regional service capacity with municipal neighbours to address issues of mutual concern such as land drainage, aging facilities, etc. by scheduling quarterly working group meetings.	Long-term	R+W	Village RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville

2022 Actions	Priority	Lead	Partner(s)
Engage and build relationships with elected provincial and federal representatives on a bi-annual basis to discuss concerns and gain insight on potential areas of opportunity and funding (e.g. highway control re-designation).	Ongoing	Village	MLAs Manitoba Infrastructure FCM AMM AMBM CDEM
Provide appropriate venues and opportunities to engage with residents on key corporate matters including annual and long-term capital budgets.	Mid-term	Finance Committee	Village
Administer engagement activities on an annual basis to create a continuous feedback loop to help monitor/improve service delivery and strategic direction.	Mid-term	En Boom	Village R+W

***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

2022 Actions	Priority	Lead	Partner(s)
Undertake and/or support regional infrastructure studies where appropriate.	High	Village	RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville RM of Hanover
Implement a 10-year Capital Expenditure Program.	High	Village	Finance Committee

2022 Actions	Priority	Lead	Partner(s)
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).	High	Village	AMM MLA (Dennis Smook & Ted Falk) AMBM
Create a Village Asset Management Plan to inform current state, future requirements, and capital costs associated with replacing, maintaining, and supporting current infrastructure systems.	Mid-term	Village	FCM Munisight Public Works
Undertake renovations to the St-Pierre-Jolys District Recreation Centre.	Ongoing	Village	Village Connection Winterfest Rec Center Advisory Board CDEM Rat River Rec RM of De Salaberry Province of Manitoba
Engage surrounding regional neighbours through a strategic planning exercise to explore areas for shared regional services and amenities and collaboration on funding applications.	Ongoing	Village	RM of Hanover RM of De Salaberry RM of Ritchot RM of Emerson-Franklin Town of Niverville Town of Morris RM of Morris MLA
Require urban standard servicing studies for new development proposals.	Mid-term	Village	Developers R+W
Negotiate opportunities for partnership and collaboration with developers interested in residential, mixed-use, commercial, and industrial development, and explore cost-sharing.	Ongoing	Village	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>2022 Actions</b>	<b>Priority</b>	<b>Lead</b>	<b>Partner(s)</b>
Develop a Main Street Placemaking Strategy that reflects Francophone and Métis heritage through physical features such as banners, information kiosks, and storefront branding; as well as cultural components such as allocated community programming space, event sponsorship, or financial grants.	High	R+W	Village En Boom Musée St. Pierre Chamber of Commerce Business Stakeholders
Develop a Trails Network Master Plan to further enhance connections and pedestrian amenities, while capitalizing on regional trail opportunities (i.e. Crow Wing Trail, Snoman Inc.).	High	R+W	Crow Wing Trail Parc Carillon Committee Musée St. Pierre Manitoba Infrastructure
Create a marketing “Invest in St-Pierre” video to promote the Village as a place to visit and destination to invest in.	High	Village	CDEM SFM Chamber of Commerce
Seek funding opportunities for the development of an outdoor performing art venue at Park Carillon and overall promotion of the Village as a Metis Arts & Cultural Hub.	High	Village	CDEM SFM
Fully explore opportunities to develop the Chaboillé District as a designated French Language Service Centre that will grow Francophone population, businesses and overall bilingual service provision.	High	Village	AMBM SFM CDEM

2022 Actions	Priority	Lead	Partner(s)
Continue building bilingual capacity through community engagement opportunities, possibly in coordination with review of French Language Services By-law.	High	Village	ECRB École Heritage ICSP AMBM SFM CDEM
Continue building relationships with Francophone communities and organizations across Manitoba.	Ongoing	Village	AMBM
Create opportunities for collaboration and mutual support for Francophone and Métis non-profit organizations who champion Arts and Cultural programming.	Ongoing	CAO	Chamber of Commerce CEDO SFM