

Manitou Development Plan:

An Integration of Community Economic Development
and
Sustainability

By:

Brian James McCarthy

A practicum submitted to the Faculty of Graduate Studies of the University of Manitoba in partial
fulfillment of the requirements of the degree of

MASTER OF CITY PLANNING

(c) September 1993



National Library
of Canada

Acquisitions and
Bibliographic Services Branch

395 Wellington Street
Ottawa, Ontario
K1A 0N4

Bibliothèque nationale
du Canada

Direction des acquisitions et
des services bibliographiques

395, rue Wellington
Ottawa (Ontario)
K1A 0N4

Your file Votre référence

Our file Notre référence

The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.

L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.

The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.

L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

ISBN 0-315-85972-5

Canada

Name BRIAN JAMES MCCARTHY

Dissertation Abstracts International is arranged by broad, general subject categories. Please select the one subject which most nearly describes the content of your dissertation. Enter the corresponding four-digit code in the spaces provided.

URBAN & REGIONAL PLANNING

SUBJECT TERM

0999 U·M·I

SUBJECT CODE

Subject Categories

THE HUMANITIES AND SOCIAL SCIENCES

COMMUNICATIONS AND THE ARTS

Architecture 0729
Art History 0377
Cinema 0900
Dance 0378
Fine Arts 0357
Information Science 0723
Journalism 0391
Library Science 0399
Mass Communications 0708
Music 0413
Speech Communication 0459
Theater 0465

EDUCATION

General 0515
Administration 0514
Adult and Continuing 0516
Agricultural 0517
Art 0273
Bilingual and Multicultural 0282
Business 0688
Community College 0275
Curriculum and Instruction 0727
Early Childhood 0518
Elementary 0524
Finance 0277
Guidance and Counseling 0519
Health 0680
Higher 0745
History of 0520
Home Economics 0278
Industrial 0521
Language and Literature 0279
Mathematics 0280
Music 0522
Philosophy of 0998
Physical 0523

Psychology 0525
Reading 0535
Religious 0527
Sciences 0714
Secondary 0533
Social Sciences 0534
Sociology of 0340
Special 0529
Teacher Training 0530
Technology 0710
Tests and Measurements 0288
Vocational 0747

LANGUAGE, LITERATURE AND LINGUISTICS

Language
General 0679
Ancient 0289
Linguistics 0290
Modern 0291
Literature
General 0401
Classical 0294
Comparative 0295
Medieval 0297
Modern 0298
African 0316
American 0591
Asian 0305
Canadian (English) 0352
Canadian (French) 0355
English 0593
Germanic 0311
Latin American 0312
Middle Eastern 0315
Romance 0313
Slavic and East European 0314

PHILOSOPHY, RELIGION AND THEOLOGY

Philosophy 0422
Religion
General 0318
Biblical Studies 0321
Clergy 0319
History of 0320
Philosophy of 0322
Theology 0469

SOCIAL SCIENCES

American Studies 0323
Anthropology
Archaeology 0324
Cultural 0326
Physical 0327
Business Administration
General 0310
Accounting 0272
Banking 0770
Management 0454
Marketing 0338
Canadian Studies 0385
Economics
General 0501
Agricultural 0503
Commerce-Business 0505
Finance 0508
History 0509
Labor 0510
Theory 0511
Folklore 0358
Geography 0366
Gerontology 0351
History
General 0578

Ancient 0579
Medieval 0581
Modern 0582
Black 0328
African 0331
Asia, Australia and Oceania 0332
Canadian 0334
European 0335
Latin American 0336
Middle Eastern 0333
United States 0337
History of Science 0585
Law 0398
Political Science
General 0615
International Law and Relations 0616
Public Administration 0617
Recreation 0814
Social Work 0452
Sociology
General 0626
Criminology and Penology 0627
Demography 0938
Ethnic and Racial Studies 0631
Individual and Family Studies 0628
Industrial and Labor Relations 0629
Public and Social Welfare 0630
Social Structure and Development 0700
Theory and Methods 0344
Transportation 0709
Urban and Regional Planning 0999
Women's Studies 0453

THE SCIENCES AND ENGINEERING

BIOLOGICAL SCIENCES

Agriculture
General 0473
Agronomy 0285
Animal Culture and Nutrition 0475
Animal Pathology 0476
Food Science and Technology 0359
Forestry and Wildlife 0478
Plant Culture 0479
Plant Pathology 0480
Plant Physiology 0817
Range Management 0777
Wood Technology 0746

Biology
General 0306
Anatomy 0287
Biostatistics 0308
Botany 0309
Cell 0379
Ecology 0329
Entomology 0353
Genetics 0369
Limnology 0793
Microbiology 0410
Molecular 0307
Neuroscience 0317
Oceanography 0416
Physiology 0433
Radiation 0821
Veterinary Science 0778
Zoology 0472
Biophysics
General 0786
Medical 0760

EARTH SCIENCES

Biogeochemistry 0425
Geochemistry 0996

Geodesy 0370
Geology 0372
Geophysics 0373
Hydrology 0388
Mineralogy 0411
Paleobotany 0345
Paleoecology 0426
Paleontology 0418
Paleozoology 0985
Palynology 0427
Physical Geography 0368
Physical Oceanography 0415

HEALTH AND ENVIRONMENTAL SCIENCES

Environmental Sciences 0768
Health Sciences
General 0566
Audiology 0300
Chemotherapy 0992
Dentistry 0567
Education 0350
Hospital Management 0769
Human Development 0758
Immunology 0982
Medicine and Surgery 0564
Mental Health 0347
Nursing 0569
Nutrition 0570
Obstetrics and Gynecology 0380
Occupational Health and Therapy 0354
Ophthalmology 0381
Pathology 0571
Pharmacology 0419
Pharmacy 0572
Physical Therapy 0382
Public Health 0573
Radiology 0574
Recreation 0575

Speech Pathology 0460
Toxicology 0383
Home Economics 0386

PHYSICAL SCIENCES

Pure Sciences

Chemistry
General 0485
Agricultural 0749
Analytical 0486
Biochemistry 0487
Inorganic 0488
Nuclear 0738
Organic 0490
Pharmaceutical 0491
Physical 0494
Polymer 0495
Radiation 0754
Mathematics 0405
Physics
General 0605
Acoustics 0986
Astronomy and Astrophysics 0606
Atmospheric Science 0608
Atomic 0748
Electronics and Electricity 0607
Elementary Particles and High Energy 0798
Fluid and Plasma 0759
Molecular 0609
Nuclear 0610
Optics 0752
Radiation 0756
Solid State 0611
Statistics 0463

Applied Sciences

Applied Mechanics 0346
Computer Science 0984

Engineering
General 0537
Aerospace 0538
Agricultural 0539
Automotive 0540
Biomedical 0541
Chemical 0542
Civil 0543
Electronics and Electrical 0544
Heat and Thermodynamics 0348
Hydraulic 0545
Industrial 0546
Marine 0547
Materials Science 0794
Mechanical 0548
Metallurgy 0743
Mining 0551
Nuclear 0552
Packaging 0549
Petroleum 0765
Sanitary and Municipal 0554
System Science 0790
Geotechnology 0428
Operations Research 0796
Plastics Technology 0795
Textile Technology 0994

PSYCHOLOGY

General 0621
Behavioral 0384
Clinical 0622
Developmental 0620
Experimental 0623
Industrial 0624
Personality 0625
Physiological 0989
Psychobiology 0349
Psychometrics 0632
Social 0451



Manitou Development Plan:
An Integration of Community Economic Development
and
Sustainability

By:

Brian James McCarthy

A Practicum submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements of the degree of

MASTER OF CITY PLANNING

Permission has been granted to the LIBRARY OF THE UNIVERSITY OF MANITOBA to lend or sell copies of this practicum, to the NATIONAL LIBRARY OF CANADA to microfilm this practicum and to lend or sell copies of this film, and UNIVERSITY MICROFILMS to publish an abstract of this practicum.

The author reserves other publication rights, and neither the practicum nor extensive extracts from it may be printed or otherwise reproduced without the author's permission.

ABSTRACT

The purpose of this practicum is to explore a means of incorporating aspects of a community economic development strategy along with recognition of environmental issues, into a development plan. This practicum recognizes past environmental planning initiatives. However, it specifically articulates, in a more explicit fashion than in the past, the inclusion of Community Economic Development (C.E.D.) into a conventional plan using Sustainable Development as a guiding ideology. The rationale behind making a plan and for incorporating public input into the plan is also included.

An analysis of the background data, the concerns and issues of the residents of Manitou, the concept of a "community vision" and its relevance to the Manitou case study are articulated within this practicum. The practicum comes to fruition with the completion of a plan which contains elements of a Community Economic Development scheme, supported by a traditional land use plan and incorporating the overall guiding ideology of Sustainable Development.

Concluding the practicum is a discussion of the special focus of this proposed plan and an evaluation of its potential as a prototype for community planning into the 21st century.

DEDICATION

This practicum is dedicated to the tireless and unrewarded moral and financial support that my family has given me throughout my scholastic career. I greatly appreciate the assistance of my mother, who continued to read and correct my poor grammar and spelling errors over-and-over again, as well as my father, grandmother and sister.

ACKNOWLEDGEMENTS

I wish to thank Basil Rotoff, Christine McKee, Gerry Tencha, Ron Riopka, R. Tiwari, Peter Mandryk, and Jacalyn Clayton for their advice and guidance in the completion of this practicum.

PREFACE

In a Practicum, it is not a problem to be solved or a question to be answered but rather an idea to be explored. The idea that is being explored in this Practicum involves a new and possibly better method of incorporating aspects of a Community Economic Development strategy along with recognition of environmental issues, into a development plan. There has been a split in the Planning profession between the convention land use stream and the newer Community Economic Development stream, and it is the intention of this Practicum not to explore the theoretical bridging of the two streams, but rather explore a practical and complete "dovetailing" of the two streams of thought.

Limitations of Practicum

Webster's Dictionary defines a Practicum as follows; "...an academic exercise, consisting of practical work with emphasis on performance or execution rather than on theory, custom or habit..." For our purposes it is important to note that a Thesis places greater emphasis on the construction and testing of theories, whereas a Practicum places greater emphasis on practical reasoning or an accomplishment of stated objectives.*

Methods of research leading to these stated conclusions and objectives differ from the old scientific methods because the procedures of the Planning discipline tend to be less rigid and more multi-disciplinary. Therefore, the methods and conclusions of the Planning and Design disciplines cannot be compared to the testability and replicability of the harder sciences.

* Carvalho, Mario, "A Guide to Thesis/Practicum", University of Manitoba, Department of City Planning, 1990, pp. 3-5.

Aims and goals of the two scholarly disciplines are different as well. The Planning and Design disciplines tend to be more concerned with consequences of human action, whereas the harder scientific methodology concerns itself chiefly with causal relationships of a more linear nature.

This Practicum utilizes an applied research method which is basically an inquiry into a problem that has a practical, everyday importance. This Practicum also shares the above stated limitations, that is, it is subjective and does not lend itself to conclusive proof. This is partly because it relies heavily on secondary sources which may require a large degree of discrimination in their use. However, that is the nature of a Practicum dealing with this subject matter.

LIST OF FIGURES

Figure 1	Practicum Flowchart
Figure 2	The Dynamic Linkage
Figure 3	Manitou's Population
Figure 4	Percentage by Age Group of Total Population 1971
Figure 5	Percentage by Age Group of Total Population 1986
Figure 6	Sex Ratio
Figure 7	Average Family Size
Figure 8	The Vision Hierarchy

LIST OF TABLES

Table 1	Table of Commonalities
Table 2	Income and Employment Structure
Table 3	Ethnic/Religious Background
Table 4	Housing Quality
Table 5	Assessment
Table 6	Revenues
Table 7	Expenditures
Table 8	Capital Debt
Table 9	Business List

LIST OF MAPS

Map 1	Location Map
Map 2	Existing Land Use
Map 3	Street Layout
Map 4	Municipal Services
Map 5	Trade Area
Map 6	Future Land Use

SKETCHES

Sketch 1	Commercial Area Detail
----------	------------------------

APPENDICES

Appendix A	Interview Questions
Appendix B	Comparative Matrix
Appendix C	Building Activity

TABLE OF CONTENTS

ABSTRACT	i
DEDICATION AND ACKNOWLEDGEMENTS	ii
PREFACE	iii
Limitation of A Practicum	iii
LIST OF FIGURES	v
LIST OF TABLES	v
LIST OF MAPS, SKETCHES, AND APPENDICES	vi

CHAPTER 1

INTRODUCTION	1
PURPOSE AND INTENT	2
PLANNING RATIONALE	4
Why Plan?	4
Planning Process	4
PLANNING TRADITIONS INFLUENCING THIS PRACTICUM	6
Social Reform	6
Policy Analysis	6
Social Learning	7
Social Mobilization	7
Planning Traditions Influencing the Author	7
METHODOLOGICAL UNDERPINNINGS	9
Background of Early Study Methods and Planning Models	9
Methodological Blend Employed Within This Practicum	11
Methodology	12
Figure 1	17
A READER'S GUIDE TO THIS PRACTICUM	18

CHAPTER 2

DEFINITIONS AND DYNAMIC LINKAGES	21
PURPOSE AND INTENT	22
THE DEVELOPMENT PLAN	22
COMMUNITY ECONOMIC DEVELOPMENT	25
PRECURSORS TO SUSTAINABLE DEVELOPMENT	29
SUSTAINABLE DEVELOPMENT	33
THE DYNAMIC LINKAGE	42
Figure 2	42
Conventional Planning and Sustainable Development	43
C.E.D. and Sustainable Development	44
Land Use Planning and C.E.D.	45
A BRIEF OVERVIEW OF THE PLANNING ACT	46
AN OVERVIEW OF OLDER PLANS	50

CONCLUSION	52
Table 1	55
CHAPTER 3	
MANITOU CASE STUDY: BACKGROUND DATA AND ANALYSIS	56
INTRODUCTION	57
History	57
Map 1	58
Municipal Structure	59
PHYSIOGRAPHY	59
Topography	59
Climate	60
Soils	61
Water Resources	62
SOCIO-ECONOMIC CHARACTERISTICS	63
Past Demographic Trends	63
Figure 3	63
Population Age - Sex Structure	65
Figure 4 and Figure 5	66
Figure 6	68
Population Household Composition	69
Figure 7	70
Income and Employment Structure	71
Table 2	72
Ethnic/Religious Background	73
Table 3	73
Population Projection	74
Trends and Evaluation	75
PHYSICAL CHARACTERISTICS	76
Land Use	76
Map 2	77
Residential Development	78
Table 4 - Housing Quality	78
Commercial and Industrial Development	80
Institutional and Educational Development	81
Recreation and Open Space	82
Agriculture and Fringe Areas	83
Hazardous Lands	85
Trends and Evaluation	85
INFRASTRUCTURE	86
Land Drainage	86
Map 3	87
Water Supply and Distribution	88
Map 4	89
Sewer System	90
Transportation	91

Air Transportation	91
Road Network	91
Pedestrian and Bicycle Traffic	93
Parking	94
Other Services	94
Trends and Evaluation	95
MUNICIPAL FINANCE	96
Assessment	96
Table 5	97
Revenues	97
Table 6	98
Expenditures	99
Table 7	100
Capital Debt and Liability Position	101
Table 8	103
Necessary Capital Works	104
Trends and Evaluation	105
REGIONAL CONTEXT	106
Commercial Structure and Trade Area	107
Map 5	109
Table 9	110
Trends and Evaluation	111
SUMMARY AND CONCLUSION	113
Summary	113
Conclusion	115

CHAPTER 4

COMMUNITY CONCERNS/ISSUES AND VISION	120
PURPOSE AND INTENT	121
METHODOLOGY	122
PUBLIC PARTICIPATION	123
MAIN ISSUES	126
Population Concerns:	126
Residential Concerns:	127
Commercial/Industrial Concerns:	129
Institutional, Parks and Recreation Concerns:	132
Services and Transportation Concerns:	136
Summary of Major Concerns	137
VISION	138
Vision Statement	140
PROFESSIONAL EVALUATION	143
CONCLUSION	146
Figure 8	149

CHAPTER 5

COMMUNITY DEVELOPMENT GOALS AND THE DEVELOPMENT PLAN	150
PURPOSE AND INTENT	151
IMPLEMENTING THE VISION	151
Stemming Population Loss	152
Maintaining Facilities and Services	159
Planning For A Safe Community	163
Planning For An Environmentally Friendly Community	164
SUMMARY OF POINTS TO BE ADDRESSED IN MANITOU'S PLAN	166
Points Which Further Sustainable Development	166
Points Which Reflect Community Economic Development	167
MANITOU DEVELOPMENT PLAN	168
Residential	168
Concerns	168
Map 6	169
Objectives	170
Policies	170
COMMERCIAL/INDUSTRIAL	171
Concerns	171
Central Commercial Area Objectives	172
Policies	173
Highway Commercial Development Objectives	173
Policies	174
Industrial Development Objectives	174
Policies	174
INSTITUTIONAL, PARKS AND RECREATION, AND TOURISM	175
Concerns	176
Parks and Open Areas Objectives	176
Policies	177
Tourism Objectives	177
Policies	177
Heritage Resources Objectives	178
Policies	178
Institutional Uses Objectives	178
Policies	179
AGRICULTURE	179
Concerns	179
Objectives	179
Policies	180
MUNICIPAL SERVICES AND TRANSPORTATION	180
Concerns	181
Municipal Services Objectives	181
Policies	181

TRANSPORTATION	182
Concerns	182
Objectives	182
Policies	183
APPROVAL PROCEDURE	184
CONCLUSION	186

CHAPTER 6

EVALUATION AND CONCLUSION	187
PURPOSE AND INTENT	188
COMMUNITY ECONOMIC DEVELOPMENT SUPPORT	189
INTEGRATION OF THE CONCEPT OF SUSTAINABLE DEVELOPMENT ..	191
THE IMPACT OF "VISION"	196
FINDINGS	199
Reiteration of the Idea Statement	199
Outcome	199
SUMMARY AND CONCLUSION	201
 APPENDIX A	 208
APPENDIX B	209
APPENDIX C	222
SKETCH 1	223
BIBLIOGRAPHY	224

CHAPTER 1

INTRODUCTION

PURPOSE AND INTENT

There is a strong need to broaden the scope of planning to merge Community Economic Development (C.E.D.) and Sustainable Development into present conventional planning approaches. The purpose of this Practicum is to explore a means of doing so. To that end, the development plan presented as a case study in this Practicum is responsive to the concerns of C.E.D., and embodies the principles of Sustainable Development as a guiding ideology. The strength of the plan in this Practicum lies in its complementary blend of conventional planning, C.E.D., Sustainable Development and a vision statement written in consultation with the residents.

This Practicum recognizes past environmental planning initiatives. However, it endeavours to articulate in a more explicit fashion, the inclusion of C.E.D. into a conventional plan using Sustainable Development as a guiding ideology. The objective is to bring issues such as Sustainable Development and C.E.D. out of the realm of a planner's own agenda, and into the forefront in a clear and concise manner. This will be achieved through the use of vision and the explicit integration of social and economic issues.

Some scholars have suggested that, in the past, conventional planning has not clearly focused on economic matters any more than it focused on sustainable development. J. Barry Cullingworth, for example, stated:

"The actual economic content of municipal plans, however, is typically very limited."¹

However, in the latter part of the 1980's a move by special purpose planning bodies, agencies, and plans such as the North Portage Development Corporation, the Harbourfront Development Corporation and Plan Winnipeg have all become increasingly open to areas beyond conventional or traditional land use statements. Economic and environmental issues are being considered as well.

Therefore, taking all the factors into account, a corollary initiative of this Practicum is to provide a guide for the creation of a sustainable economy which will assist the community in achieving its potential.

The rationale behind making a plan and for incorporating public input into the plan is also included. The Village of Manitou has been used as a case study. The reasons for its choice are explained in Chapter Three.

It is important to remember that the ideas espoused in this Practicum can be used as a blueprint for most of Manitoba's declining agro-oriented communities. The Manitou Development Plan case study should therefore prove to be a more focused approach in the formulation of development plans and make a contribution to the continuing evolution of Planning as both a discipline and a profession.

¹ Cullingworth, J.B., Urban and Regional Planning in Canada, Transaction Books, Oxford, 1987, p. 95.

PLANNING RATIONALE

Why Plan?

The "raison d' être" of the Planning profession is to respond to the need of people to improve their environment in a rational fashion. As the availability of economic resources declines, good planning to get the best value for assets spent becomes even more important than in the past.

Cities in turn-of-the-century Canada did not have adequate housing, or adequate water and sewage systems, as well as being prone to epidemics and fires. As urban centers became more complex, planning also developed as a profession until it became ingrained in Canadians to accept urban planning as an institutionalized cure for the ills of the nation's urban centers. This belief in urban planning is common to both large and small centers alike. As a result, the residents of smaller Canadian communities, such as Manitou, see planning as a way to improve both their environment and lifestyle.

Planning Process

The planning process, in Canada, generally includes the following steps:

- 1) Council decides to prepare a plan;
- 2) Planning staff collects and analyzes data;
- 3) Citizen participation is sought;
- 4) Draft plan is prepared;

-
- 5) Public hearing is held;
 - 5) Council debates merits of plan;
 - 6) Decision on plan by-law made by Province;
 - 7) Municipal plan in effect.²

The above list omits any secondary feedback from the public and assumes that the plan be will passed as it first appeared in its draft form. Planning acts, such as that outlined above, may set down the rules and order of the planning process, but it is public participation that will make a plan come to fruition.

The public has come to demand more than mere participation; in many cases they want empowerment. Some scholars, such as Paul Davidoff,³ have cited the reasons for this as reaction against the top-down approach to planning in the 1960's which led to such disasters as urban renewal and expressway projects.

This lesson has been heeded. Consequently the Author has sought a proper balance of public participation and professional evaluation as the formula used in the Manitou case study presented in this Practicum.

In this case the input from the citizens of Manitou forms the basis of a vision of their Village and this in turn forms the backbone of this practicum's development plan.

² Cromwell, Ron, #2 How To Prepare an Economic Development Strategy, FCM, Ottawa, 1990, p. 5 - 6.

³ Davidoff, Paul, "Advocacy and Pluralism in Planning", Journal of the American Institute of Planners, 1965, 31: 4: pp. 331 - 338.

PLANNING TRADITIONS INFLUENCING THIS PRACTICUM

The early planning traditions, such as Social Reform, Policy Analysis, Social Learning, and Social Mobilization are very pertinent, both to this Practicum, and to planning scholars in general. In this sub-section four such traditions are briefly defined and examined.

Social Reform

The adherents of this tradition focus on the role of the State for directing the affairs of society. It is chiefly concerned with making this guiding role more effective through the institutionalization of planning practice. The criticisms of this tradition stem from the elitist attitude of those who follow it. Essentially, the public are shut out of the planning process altogether.

Policy Analysis

Followers of this tradition focus on their ability to make rational decision for large organizations. They try to ascertain the best course of action. Some of the intellectual beliefs absorbed within this tradition include Weberian Sociology, and neoclassical economics. Essentially, adherents of this tradition see themselves as technocrats, or social engineers with no guiding philosophy.

Social Learning

Adherents to this tradition of planning principally focus on action. In the social learning approach the actors can be persons, small groups, or communities. The actors learn from their own practice and may involve guidance from planning professionals who bring formal knowledge to the group. The most effective relationship conducive to change, would be a transactive (mutual learning) relationship between the professional and the group.

Social Mobilization

This planning tradition is radically different from the others because of its assertion of control over change and action from "below". In this tradition planning appears as a form of politics, rather than a science, as postulated by the previous traditions. The philosophy of the adherents to this tradition generally embraces utopian communism, anarchist terrorism, Marxist class struggle, and emancipatory social movements.⁴

Planning Traditions Influencing the Author

The planning traditions which influence the Author are a blend of Social Learning, Policy Analysis, and to a lesser extent, Social Reform. The tenets of Policy Analysis exert their influence on the Author by instilling a strong desire to

⁴ Friedman, J., Planning In The Public Domain, Princeton University Press, 1987, pp. 76-85

make the best and most rational choices.

Social Learning offers to its adherents a desire to institutionalize planning practice, but most importantly, it espouses a transactive or mutual learning experience for both planner and client. This tradition profoundly influenced the Author and is the driving force behind the choice of methodology employed within this Practicum. It is one of the overall guiding philosophies which helped to carry this Practicum to completion.

METHODOLOGICAL UNDERPINNINGS

Background of Early Study Methods and Planning Models

There is a vast array of valid approaches to the study of, and planning for, smaller urban centers. The number of study methods can be further enlarged by the number of issues to be studied, the discipline of the author, the theoretical framework utilized by the author, the scale of the enquiry, and the method of study or data collection.

Trudi Bunting and Pierre Filion suggest in their book, Canadian Cities in Transition,⁵ that the evolution of any discipline is driven by the perceived deficiencies of previous studies in that field. Responses by subsequent scholars may include minor methodological adjustments tailor made to any study situation.

The methodology (or possibly absence of methodology) of early urban studies was greatly influenced by the Chicago School of urban ecology. These approaches were mainly descriptive, and relied heavily on observation and intuition. For this reason they were hard to replicate and verify in other urban settings.

In the early 1960's a reaction to the purportedly non-scientific methodological procedures of the Chicago School arose, which became widely known as Positivism. Positivism differed from earlier methodological techniques due to its application of natural sciences methods on the study of social life. Hard

⁵ Bunting, T., and P. Filion, Canadian Cities in Transition, Oxford University Press, 1991, pp. 11-16.

science principles and objectivity were the tenets of this school of thought.

Positivism was later challenged by behaviorism, phenomenology, and structuralism. Behavioral Geography shares some of the hard scientific principles with Positivism. However, it differs in its wide use of surveys and questionnaires targeted at individuals which are designed to uncover their decision making (thought) processes.

Phenomenology emphasizes subjectivity, individual experience, and intuition. Methodologies employed within the precepts of this school of thought have a much more interactive nature with a great deal of dialogue between researcher and subject. Phenomenology also lends itself to the narration of the Author's own subjective opinions and expertise. In this way, phenomenology shares common values such as direct observation with the earlier approaches.

Structuralism posits the existence of systems of rules that are invisible and unconscious. Explanations of events, from studies of people living in an urban setting, do not arise from observable behavior but rather from underlying structures - hence the designation "structuralism".

One of the first planning models developed in the 1950's and 60's was Rational Comprehensive Planning. This model postulated planning as a technical activity, to be carried out by experts. It was labelled Rational Comprehensive Planning because of its desire to define and select the best possible solution, and because it attempts to look at all aspects of the current situation and explore all

possible solutions.

Criticism of this model, namely its top-down technocratic approach, led to new models such as Trans-Active Planning. The Trans-active planning model views planning as a social learning experience where the planner learns from the subject as much as the subject learns from the planner. Proponents of this model feel, as does the Author, that expert-population dialogue can lead a development plan to more valid planning solutions.⁶

Methodological Blend Employed Within This Practicum

The Author has quickly outlined, in previous paragraphs, the development of various schools of methodological thought and planning models to present to the reader the unique meld of methodologies employed during the formulation of this Practicum. The influence of the Chicago School can easily be seen in the preponderance of direct observation and intuition. The Author's own Geographical background underscores this theme as well.

Behaviorism also influences the Author by its promotion of the uses of surveys and questionnaires. Phenomenology, through its interactive nature and subjective narration of experience, also plays an important part in the foundation of the methodology employed within this Practicum.

In terms of the guiding planning model employed during the formulation

⁶ Friedman, J., Planning In The Public Domain, Princeton University Press, 1987, p. 402.

of this Practicum - two words, Trans-active planning⁷ will suffice. Freidman described Trans-active planning as mutual learning; he further suggested that it would lead to a new synthesis of knowledge relevant for action. For this reason the Author has endeavored to utilize this planning model as a guiding foundation for the Practicum's methodological purposes.

Methodology

The methodology employed in this practicum is a combination of a participant-observer format combined with a survey. A participant observer tries to place himself into the life of the community that he is studying in order to watch members of the community. He also engages in scripted conversations (an informal survey) with them to find out their reactions to, and interpretations of, the events that have unfolded in their community. This type of study is used quite typically by social anthropologists in studying other cultures. The Author has taken this method and combined it with more traditional survey/questionnaire methods of obtaining information. The resultant combination is a unique meld, not designed for quantifiable multivariate statistical analysis, but deep probing to ascertain and articulate the concerns and issues affecting a given community.

Part of the second generation planning that this practicum espouses entails a shift from more mechanistic problem solving methodologies to more intuitive

⁷ op. cit., p. 402

approaches, such as those advocated within this practicum. Instead of a more rigid methodological analysis, the Author has advocated a flexible and adaptive approach which is intended to foster creativity and innovation. Mark Seasons concurs with this concept in his paper, "Planning For Uncertain Futures: Thoughts For Practice". He stated:

"...avoid the limited role of planner as technocratic or bureaucratic expert, become more comfortable with multiple roles of planner as facilitator, communicator and asker of rude questions".⁸

It is important to note that unlike scientism, planning, Sustainable Development, and C.E.D., are emerging paradigms which lack the ingrained theories, techniques, and technologies characteristic of contemporary scientism.

The implementation of a formal method such as a survey or a questionnaire seemed less likely to actually bring the issues forward. Sometimes it is necessary to deliberately sacrifice quantitative precision for the greater depth attainable by more intensive methods of probing.

To the scientific mind "informal opinion" may seem very subjective. However, it is an extremely valuable practice in a multi-faceted endeavour such as Planning. It therefore possesses a unique and intangible validity which is not quantifiable by any scientific technique.

Another advantage is to minimize non-response or outright refusals - this

⁸ Seasons M., "Planning For Uncertain Futures: Thoughts For Practice", Plan Canada, Journal of the Canadian Institute of Planners, November 1991, p. 36.

was kept to a minimum unlike most formal surveys. This was partially due to the fact that people feel more comfortable speaking person-to-person with an interviewer, as well as the fact that Manitou's residents were all very eager to share their opinions.

The negative side of the informal method involves loss of the potential for a large scale statistical analysis, as well as increasing the subjectivity in grouping the responses. Errors may also be a larger part of an informal method of surveying. Inaccuracies may enter through the interviewing, the interviewer, the questions, the editing, the interpretation of results, and the presentation. It is also important to note that bias or preconceptions on the part of the interviewer may have either a positive or a negative effect on the interpretation of the results, and this can be magnified by an informal method such as that employed in this practicum.

Balancing advantages against disadvantages, it was decided that this method would obtain a better understanding of the community "vision" than a standard questionnaire could provide. To further the understanding of the community's concerns, issues, and "vision," the Author attended the Manitou Round Table Committee meetings.

The background research was carried out in order to gain an understanding of the present patterns of development, and the social and economic forces which influence the development process in Manitou. The data came mainly from

Census Canada and the Municipal Planning Branch. This background data was analyzed through statistical means. The concerns expressed by the residents were also factored-in during the formulation process and recommendations to guide land use and economic policy decisions were generated.

The main sources of background data for this Practicum therefore come from the Manitou Community Profile Sheets, Statistics Canada, and the residents of Manitou during the informal interview process.

The Author spent several days walking the streets of Manitou discussing community issues, concerns, and goals with 22 concerned citizens. The Author had many questions in mind (see Appendix A, page 208) during the informal interviews which were intended to have an "over the fence" nature. With near universal responses to all the questions asked it became clear that the community was quite cohesive in terms of the attitudes and opinions.

It is important to note that the Round Table Committee still remains the most important tool; however this tool was augmented by the 22 street interviews. The members of the Round Table were all interviewed individually in order to solicit all opinions, even those of the more quiet members of the committee.

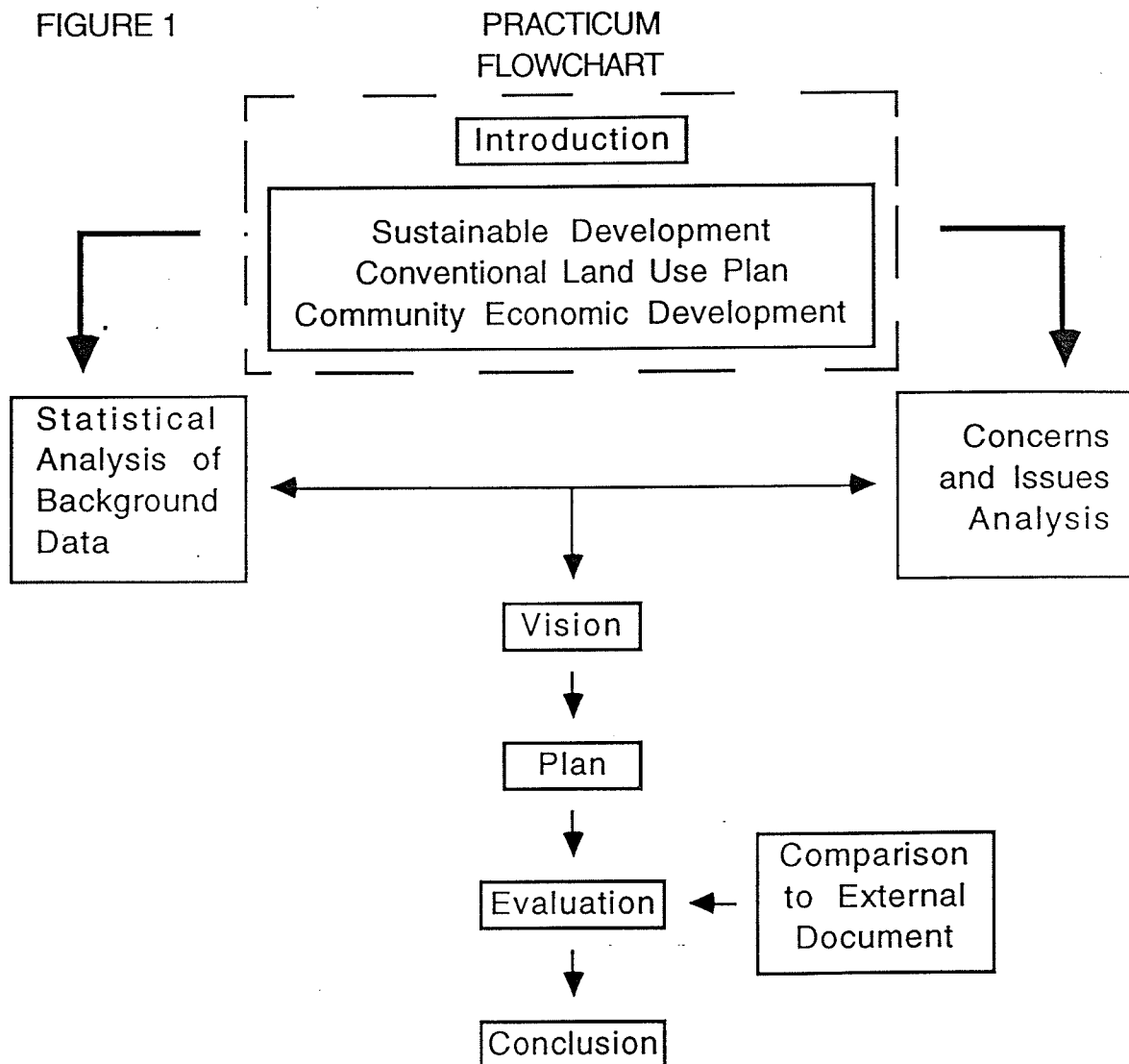
Community input was also sought by using the local media, meeting with local business groups and local clubs, speaking with well known citizens and attendance at the Manitou Round Table Committee. Those concerned were asked to contribute their aspirations, goals and objectives. By doing this, a relatively

high degree of public participation was achieved and major needs and issues of the community were established.

In order to identify the community's potential economic development strategy, business groups were consulted, as well as professional staff at the various appropriate agencies. In conjunction with the above processes, the planning expertise and background knowledge of the Author should be taken into account as well, to articulate and evaluate the data.

For a better understanding of the flow and methodological processes involved in this practicum see Figure 1.

FIGURE 1



A READER'S GUIDE TO THIS PRACTICUM

The first chapter of this practicum contains an introduction in which topics are presented for later discussion and analysis. In Chapter Two the concepts of a development plan, a community economic development strategy and Sustainable Development are defined and expanded. Particular attention is paid to the interactive aspects and it is shown how these concepts may affect one another as well as the outcome of the plan (see figure 1).

Chapter Two also contains an overview of the requirements of the Planning Act as well as a survey of an older plan. These sections were included to illustrate the specific areas in which older plans may have fallen slightly short of the new expectations articulated by today's well informed and environmentally conscious public.

Chapter Three contains an analysis of the background data for the Village of Manitou. Chapter Four articulates the concerns and issues of the residents of Manitou, as well as exploring the concept of a "community vision" and its relevance to the Manitou case study. Chapter Five is the plan itself, containing elements of a Community Economic Development scheme, with the support of a traditional land use plan, along with the overall guiding ideology of Sustainable Development.

The purpose of Chapter Six is to indicate and highlight the differences between, and special features of the development plan described in Chapter Five,

and other development plans which have been produced by various jurisdictions within the terms of the Planning Act. At first glance the development plan presented here may seem somewhat similar to many other development plans. However, this chapter will highlight the special focus of the proposed plan. As stated previously, this distinction is based on the influence of C.E.D., Sustainable Development, community involvement, and vision.

Planning has dealt all too often mainly with land use, zoning and other related issues within the community. Planning has not focused on the concerns and issues of the residents until quite recently. Within this Practicum we will endeavor to apply a more contemporary and progressive approach to planning, and to articulate the issues and concerns expressed by the Village's residents, regarding their own village. The arguments for public participation include the belief in the right of individuals to self-determination and government through a democratic process. Public participation in the planning process gives the residents of any given community a stake in the direction of growth of that community and a feeling of empowerment. The residents are beginning to see themselves as shareholders in their community, and they now want much more than just to be heard. They are pushing for a progressive and environmentally sensitive planning process, one which this practicum shall endeavor to embody.

A clearly articulated vision statement can also be an important part of a progressive development plan because it can provide a more central focus for the

goals and objectives of the plan. The vision statement may have been informally used in more conventional land use plans, however it is the intention of this Practicum to clearly and overtly state its prominent use.

During the formulation of Chapter Five each policy statement of the Development Plan was assessed as to its potential effect on the economic vitality of the community as well as the surrounding natural environment. This approach differs from the more traditional approach in its nature, comprehensiveness, and the importance that is placed on each precept prior to its inclusion in the Manitou Development Plan. In fact, the Author overtly placed paramount importance on an economic and environmentally sound mindset during the formulation of each policy in Chapter Five.

In conclusion, Chapter Six summarizes the special focus of this proposed plan and evaluates its potential as a prototype for community planning into the 21st century.

CHAPTER 2

DEFINITIONS

AND

DYNAMIC LINKAGES

PURPOSE AND INTENT

The purpose of this chapter is to familiarize the reader with the concepts of Community Economic Development, Sustainable Development and conventional land use planning. This chapter will also convey the relationship between a guiding philosophy, such as Sustainable Development, and two complementary activities such as planning and C.E.D. The end result will be an inclusion of C.E.D. issues within a development plan, while at the same time incorporating the principles of Sustainable Development.

THE DEVELOPMENT PLAN

For the purposes of this practicum, Planning is identified as a systematic method of managing change and shaping the future in a community, as opposed to merely reacting to events.⁹ The role of Planning is not to foretell the future but rather to identify the forces which may affect the community. E.F. Schumacher concurs with this notion that planning is not fortune telling, however he does assert:

"...plans will make the future different from what it would have been had there been no plan."¹⁰

⁹ Levin, Earl, A., Comedy in Three Acts: Municipal Policy and District Planning in Manitoba, Winnipeg, MACIP News, Vol. 8, issue 2, Fall 1990, pp. 6-8.

¹⁰ Schumacher, E.F., Small Is Beautiful: A Study of Economics As If People Really Mattered, Blond and Briggs Ltd., London, 1973, p. 210.

Planning will identify a community's internal resources, strengths and weaknesses, and the external forces which represent potential opportunities or threats to the achievement of development objectives.

A development plan, at its simplest, is a list of good intentions. Nigel Richardson has defined land use planning in the following manner:

"...making considered decisions about how people should make use of (or leave unused) some part of the earth's surface, having regard to known and expected circumstances and given aims and/or criteria."¹¹

John Friedman suggested that planning could be defined in many ways, but in terms of a working definition, only a few are of possible interest. He defined planning as:

"...planning was said to be an attempt to relate scientific and technical knowledge to actions in the public domain."¹²

The embodiment of "planning" as practised by the Province of Manitoba, may be found in the Development Plan itself. A Development Plan is a written statement of objectives and policies prepared and adopted by a municipality or a planning district. These policies are in response to the wishes of the

¹¹ Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989, p. 5.

¹² Friedman, J., Planning in the Public Domain, Princeton University Press, 1987, p. 48.

community; its goals, aims and ambitions are reflected in the statements that are prepared by the community in conjunction with the Province.¹³

A Development Plan's general purpose is the attainment of what is perceived by residents as a socially desirable, economically attractive and visually pleasing community and improved way of life. It is important to note that account is taken of the overriding concerns that have been identified within the community and provision is made by proposals, programs and projects to resolve these concerns.¹⁴

A Development Plan provides the opportunity for a community to identify its concerns and issues and to develop its own solutions to these problems.¹⁵

There is also provision for periodic review and amendments to be made as new

¹³ Manitoba, "The Development Plan," A pamphlet published by the Government of Manitoba to illustrate the intent and purpose of a development plan. pp. 1-3.

¹⁴ The preceding definition is written strictly as it is practised in Manitoba by provincial professionals.

¹⁵ It is the intent of this Practicum to make use of, and promote a manageable level of public participation through a Round Table process, to be outlined in subsequent chapters. The arguments for public participation include the belief in the right of individuals to self determination and government, through a democratic process. This could be either a "people rule" form of democracy, as in ancient Greece, or a representative form of democracy as we now have in Canada. Public participation, in the planning process, gives the residents of any given community a stake in the direction of growth of that community and a feeling of empowerment. Participation gives those involved the feeling that it is "their" plan, and for this reason the plan is less likely to "sit on the shelf". As well, as a Planning professional, one recognizes that it is impossible for one person to possess all possible knowledge, and for this reason it is logical to consult with people who might be able to provide invaluable local insight.

The arguments against any form of public participation in the planning process include the belief, held by some, that public participation slows down the planning process drastically. As well, that parochial interests will not allow the common good for the community to come forward, and the planning process will be bogged down by in-fighting. Some individuals would suggest that those who have power are nervous about sharing it.

Within this practicum we have attempted to walk a fine line between public participation and empowerment. The residents will be consulted and their opinions taken into consideration, but the final development plan will be a product of the Author, using the residents as advisors and not as the "architects".

conditions and life-style changes dictate that alterations to the Development Plan are needed.

COMMUNITY ECONOMIC DEVELOPMENT

Community Economic Development (C.E.D.), in the generic sense, is the process by which the local townspeople collectively improve their economic situation without the direct assistance of governments or private enterprise. The intent is to use local resources to meet local needs. They can achieve this through a co-ordinated rise in local self reliance and also by implementing self help schemes.¹⁶

Community Economic Development addresses human needs as opposed to the development plan which has traditionally addressed mainly physical issues. The emphasis for development is placed on the development of people as a resource rather than on raw materials which are extracted from the ground. Community Economic Development may be considered not only as a way to target business opportunities but to help foster an enlightening of the human spirit and a renewed pride in one's community. The social and individual needs of a community are the issues that are usually dealt with in any C.E.D. scheme.

An improved local economy can be achieved in many ways: the setting up of local co-ops, the improvement of the physical and social environment, and the

¹⁶ Cromwell, Ron, #2 How To Prepare An Economic Development Strategy, Federation of Canadian Municipalities, Ottawa, p. 3.

identification of talent and new human and environmental resources. The underlying belief of C.E.D. is that local businesses can create and sustain a healthy and vibrant community and economy.¹⁷

A C.E.D. strategy can provide some solutions for the problems which have been identified by Development Plans. For example, a community which is losing people, as indicated in the plan's background study, could implement a C.E.D. strategy to provide new jobs and housing with the ultimate goal of retaining the community's citizens. Desired social services would be set up and operated as a result of C.E.D. initiatives.

C.E.D. is a decentralized, small scale alternative to the present market system. It is also capable of working along side or within the present market system.¹⁸ It consciously attempts to integrate facets of social, cultural and most importantly, environmental concerns. The process is carried out in a democratic, self-help fashion with an emphasis on community empowerment.¹⁹

Community Economic Development is a conscious gathering and pooling of local community talent to make best use of the physical and human resources of the community. Elements of community social development are addressed

¹⁷ Nasewich, Rod, E., Knowledge and Action: Bridging Community Economic Development and Planning, Masters Thesis, University of Manitoba, Winnipeg, 1989, p. 35.

¹⁸ MacLeod, Greg, New Age Business: Community Corporations That Work, Canadian Council On Social Development, Ottawa, 1986, p. 7.

¹⁹ Lecture by Marcia Nozick and Leo Prince, University of Manitoba, Department of City Planning, February 1991.

within the overall Community Economic Development strategy in an effort to combine them.

Community Economic Development is a response to the changing economies of Canada and the world. It is designed to help communities by preserving and stimulating existing businesses; expanding and diversifying the community's economic base; removing barriers to economic growth and encouraging new business to locate in the community.

Community Economic Development is the tool which is meant to focus the resources of the community on the challenges of job creation and economic growth. Community Economic Development can lead to increased employment and income and can positively change the community's quality of life, and the way the citizens feel about their community.

Community Economic Development implies a different perspective on the role and nature of work, and major changes in the distribution, ownership and control of economic activity. It includes a recognition of "housework", volunteering and the informal sector as valued commodities. Changes in the current local political system will have to occur if C.E.D. is to be successful. The top-down power structure of today may coexist with a revitalized community/citizen and up power structure.²⁰

In order to begin a C.E.D. strategy the interested and involved citizens

²⁰ Lecture by Marcia Nozick and Leo Prince, University of Manitoba, Department of City Planning, February 1991.

must agree that there are problems and that they are willing to form a group or committee to solve these problems. Other citizens and groups must then be approached to get them interested in the issues and potential solutions as well as the success stories. Common goals can be set, as well as the identification of community leaders, through these meetings.

Next, a comprehensive data gathering fact sheet must be completed with relevant community information in the areas of:

- 1) **Demographics**- population, growth projections, age composition, income data;
- 2) **Labour Market**- employment, growth, skills and wages;
- 3) **Housing**- number and condition of dwelling units, type of dwelling units, rents, house prices, vacancy rates;
- 4) **Economic Activity**- list of major employers, list of manufactured products, list of services, retail trade characteristics;
- 5) **Transportation and Storage**- road, rail and air facilities, distances, storage facilities, public transportation;
- 6) **Utilities**- electricity rates, gas rates, water rates, alternative sources;
- 7) **Buildings and Sites**- industrial land, rental rate structures and facilities;
- 8) **Community Profile**- history, maps, amenities, and structures.

The third step is to identify strengths, weaknesses, opportunities and external threats to the community. This will allow and facilitate the community

to build on its strengths and take remedial action where it is weak. The recognition of opportunities will allow the community to narrow its focus, making more effective use of limited resources.

The fourth step is to define economic development goals and create a strategy. Such a strategy would be the summary of activities which the community hopes to undertake and how they will go about accomplishing them on a step by step basis. This will provide a strong focus for the development effort. Goals could include:

- 1) Expansion of local firms;
- 2) Capturing outside investment;
- 3) Attracting new employers;
- 4) Encouraging new business formations;
- 5) Increasing the level of assistance from various governments;
- 6) Diversifying employment base.²¹

PRECURSORS TO SUSTAINABLE DEVELOPMENT

In 1909 the Canadian federal government created a Commission of Conservation. The Commission's work is as pertinent today as it was in the early twentieth century, and it is remarkably similar to the precepts of Sustainable Development. The Commission embraced resource conservation, urban planning,

²¹ Manitoba, Communities On The Grow: A Guide For Preparing An Economic Development Plan, Government of Manitoba workbook designed to assist planning professionals and town councils in the C.E.D. process.

public health, and a wise rural land use policy. There were many scholars at that time who recognized that Canada's (and the World's) resources were not limitless. However, this concern had not trickled down to the general public and the Commission was disbanded after only twelve years.²²

The postwar boom years saw continued economic and population growth. In 1935 the Prairie Farm Rehabilitation Act (PFRA) was passed by the federal government, which provided for conservation programs in the Canadian Prairies.²³ This act was also a precursor to the economic development programs of the 1960's, such as the Agricultural Rehabilitation and Development Act of 1961. These acts can be considered as precursors to the Sustainable Development ideology because they combined economic development and conservation objectives.²⁴

In the early 1970's an "alarm bell" was sounded by a study group, The Club of Rome, at the Massachusetts Institute of Technology which

²² In 1909, Canada established a Commission for the Conservation of Natural Resources. Clifford Sifton became the chairperson of the Commission on Conservation as it popularly became known. Its mandate was the conservation of all of the vast natural resources of Canada. The Commission also urged the improvement of housing and many other community issues. In 1914 the Commission hired Thomas Adams, a prominent British Planner, as its Town Planning Advisor. By giving Thomas Adams the central role in this endeavor it helped to fuse Planning and the general economic values espoused by the Commission (Hodge, G., Planning Canadian Communities, pp. 90-91).

²³ The intention of the Prairie Farm Rehabilitation Act was to assist farmers during the drought ridden 1930's by providing them with technical and financial assistance. Some of the examples of the administration's work are the water conservation schemes, dugouts, and erosion protection through shelter belt planting (McCann, L.D., Heartland and Hinterland, p. 268).

²⁴ Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989, p. 27.

produced a publication entitled The Limits to Growth.²⁵ As the title suggests there are, hitherto publicly unknown, limits to the rapid material consumption of the 1950's and 60's. The report contained extensive data showing the known world reserves for numerous precious commodities and the present rate of consumption. The data showed an ever increasing cost to recover precious commodities and projected catastrophe for the industrialized nations of the northern hemisphere.²⁶

Also published in the early part of the 1970's was E.F. Schumacher's book Small is Beautiful in which he establishes himself as a precursor to the Sustainable Development movement. He builds upon the assertions of The Club of Rome by suggesting that the development of smaller, community based, labour intensive capital initiatives would help to offset the massive "brain drain" that the rural areas of the world are suffering.²⁷

Schumacher was one of the first scholars to recognize the special relationship that a small community-oriented approach, with a philosophy such as Sustainable Development to guide it, could have. Schumacher cited the ambitious and small scale five year plans of Turkey and India whose objectives were to

²⁵ Meadows, D.H., D.L. Meadows, J. Randers, and W.W. Behrens, The Limits To Growth: A Report For The Club of Rome's Project on the Predicament of Mankind, Universe Books, New York, 1972, pp. 56 - 59.

²⁶ These notions were later popularized by Alvin Tofler in his book The Third Wave, Bantam Books, Toronto, 1980, p. 294

²⁷ Schumacher, E.F., Small is Beautiful: A Study of Economics As If People Really Mattered, Blond and Briggs Ltd., London, 1973, p. 64.

gainfully employ the people of their respective rural areas. He suggested four main principles of rural employment which are also applicable to this practicum:

- 1) "That workplaces have to be created in the area where the people are living now, and not primarily in metropolitan areas into which they tend to migrate.
- 2) That these workplaces must be, on average, cheap enough so that they can be created in large numbers without this calling for an unattainable level of capital formation and imports.
- 3) That the production methods employed must be relatively simple, so that the demands for high skills are minimized, not only in the production process itself but also in matters of organization, raw material supply, financing, marketing, and so forth.
- 4) That production should be mainly from local materials and mainly for local use."

The fourth requirement directly espouses Schumacher's link to a form of early Community Economic Development. He also advocates, as does Alvin Tofler,²⁸ the use and development of cottage industries.

Sustainable Development, as a conscious concept, can trace its roots from the early twentieth century, and now the national and regional governments of many nations are beginning to embrace the principles of Sustainable Development through the use of traditional tools such as development plans.

²⁸ Tofler, Alvin, The Third Wave, Bantam Books, Toronto, 1980, p. 195.

SUSTAINABLE DEVELOPMENT

The idea of sustainability is to allow development in such a way as to be harmonious with the environment and the economy. Underlying the concept of sustainability are the objectives of creating communities which are self reliant, have a diverse economic base, where all groups co-operate for the benefit of the community, and are efficient in terms of achieving the greatest value at the least cost.

Premier Gary Filmon, in 1989, described Sustainable Development as follows: "In simple terms, Sustainable Development means development without destruction; growth in harmony with our environment, preserving our resources base for our economic well being, and planning for our children's future."²⁹

Sustainable Development involves primarily the idea or principle of integrating environmental and economic decisions. This implies an effort to ensure that economic decisions adequately reflect environmental impacts and that environmental initiatives reflect economic realities. It is also the recognition that we must, as a society, maintain essential ecological processes and the wide array of biological systems on our planet; harvest renewable resources on a sustained yield basis; and make wise and efficient use of our renewable and non-renewable resources. Sustainable Development also implies a renewed effort to reduce, reuse and recover the by-products of our society. An understanding must be achieved that Sustainable Development is a journey rather than a

²⁹ Manitoba, "Sustainable Development," Government of Manitoba Pamphlet designed to provide information on Sustainable Development, 1989.

destination, i.e it is a process, not a state.³⁰

In 1987 the United Nations World Commission on Environment and Development (Brundtland Commission) popularized the following definition of Sustainable Development:

"Humanity has the ability to make development sustainable - to ensure the needs of the present, without compromising the ability of future generations to meet their own needs."³¹

This commission re-introduced the thoughts The Club of Rome had introduced in 1972 - that is that there are limits to growth of material consumption.³² However, the manner in which The Club of Rome presented their arguments was open to challenge and quickly fell into political disfavor. The idea of Sustainable Development seems more positive, because in it is suggested a growth of limits. The philosophy suggests that nations can and should live within the limits of negative physical impact of human activity on the ecosystem. Beyond these limits we endanger life on our planet.

In response to the World Commission on Environment and Development, our own federal government created Canada's National Task Force on

³⁰ Manitoba Round Table On The Environment, "Manitoba's Principles on Sustainable Development", MACIP News, Winnipeg, Spring 1990, Vol. 7, issue 4.

³¹ Brundtland, G.H., et al., Our Common Future: The World Commission On Environment and Development, Oxford University Press, New York, 1987, p. 8.

³² Editor, "Hard Facts on Development", Winnipeg Free Press, Wednesday, August 7, 1991, p.6.

Environment and Economy to create a Sustainable Development strategy for Canada. In part the Commission stated:

"The economy and its participants exist within the environment, not outside it; we cannot expect to maintain economic prosperity unless we protect the environment and our resource base, the building blocks of development. Correspondingly, economic growth and prosperity provide us with the capability to support wise resource management and protect environmental quality. For this reason, we support the goal of sustainable economic development, which we generally define as development which ensures that the utilization of resources and the environment today does not damage the prospects for future generations."³³

One of the recommendations of Canada's commission was the creation of multi - sectoral round tables from each province to work out a provincial Sustainable Development strategy. The following ten principles of Sustainable Development were approved by the Manitoba Round Table on Environment and Economy February 15, 1990:

1) Integration of Environmental and Economic Decisions

This principle requires that we ensure economic decisions adequately reflect environmental impacts, and environmental initiatives adequately take into account economic consequences;

2) Stewardship

This principle requires that we manage the environment and economy for the benefit of present and future generations;

3) Shared Responsibility

This principle requires that all Manitobans acknowledge responsibility for sustaining the environment and economy, with

³³ Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989, p. 5.

each being accountable for decisions and actions, in a spirit of partnership and open discussion;

4) Prevention

This principle requires that we anticipate and prevent significant adverse environmental and economic impacts of policy, programs and decisions;

5) Conservation

This principle requires that we maintain essential ecological processes, biological diversity and life-support systems of our environment; harvest renewable resources on a sustainable yield basis; and make wise and efficient use of our renewable and non-renewable resources;

6) Recycling

This principle requires that we endeavor to reduce, reuse, and recover the by-products of our society;

7) Enhancement

This principle requires that we enhance the long term productive capability, quality, and capacity of our natural ecosystems;

8) Rehabilitation and Reclamation

This principle requires that we endeavor to restore damaged or degraded environments to beneficial uses;

9) Scientific and Technological Innovation

This principle requires that we research, develop, test, and implement technologies essential to further environmental quality and growth;

10) Global Responsibility

This principle requires that we think globally and act locally.³⁴

These principles bring new requirements and benefits to our society. The intent is to make our environment cleaner and more healthy as well as providing

³⁴ Manitoba Round Table on Environment and Economy, "Towards A Sustainable Development Strategy For Manitobans," Winnipeg, September 1990, pp. 6-7.

meaningful employment to the citizens of our province. Our communities are also intended to become more self-reliant (i.e. less affected by the global economy) in terms of materials, products, and services. These changes will also mean a change in the way of thinking of our present society; we must become more willing to accept quality of life over quantity.

In addition to the above ten principles are six fundamental guidelines, also established by the Manitoba Round Table, which have an equal status to the ten principles and will help to achieve a new sustainable future for Manitoba.

1) Efficient Use of Resources

We shall encourage and support development and application of systems for proper resource pricing, demand management, and resource allocation together with incentives and disincentives to encourage efficient use of resources and full environmental costing of decisions and developments.

2) Public Participation

We shall establish appropriate forms which encourage and provide opportunity for consultation and meaningful participation in decision making processes by all Manitobans. We shall endeavor to ensure due process, prior notification and appropriate and timely redress for those affected by policies, programs, decisions and developments.

3) Understanding and Respect

We shall be aware that we share a common physical, social and economic environment in Manitoba. Understanding and respect for differing social and economic views, values, traditions, and aspirations is necessary for adequate management of these common resources. Consideration must be given to the aspirations, needs, and views of various regions and groups in Manitoba.

4) Access To Adequate Information

We shall encourage and support the improvement and refinement of our environment and economic information base and promotion of

the opportunity for equal and timely access to information by all Manitobans.

5) Integration of Decision-Making and Planning

We shall encourage and support decision-making and planning processes that are open, cross sectorial, incorporate time horizons relevant to long-term implications and are efficient and timely.

6) Substitution

We shall encourage and promote the development and use of substitutes for scarce resources where they are both environmentally sound and economically viable.³⁵

Sustainable Development relies, not on the government, but on the individual.

This has led some scholars such as Carole Donaldson to describe Sustainable Development as a "reluctant socialism".³⁶ By that she meant governments must provide social assistance programs only until communities are healthy in the broadest sense, after which the people will then implement and run the initiatives themselves.

Sustainable Development policies are based on anticipation and prevention rather than on reaction and cure. New policies will promote the holistic integration of environment and economy. This should also lead to the restoration of ecological life support systems, upon which all life forms depend. This will require immediate

³⁵ Manitoba Round Table on Environment and Economy, "Towards A Sustainable Development Strategy For Manitobans," Winnipeg, September 1990, pp. 8-9.

³⁶ Donaldson, Carole, "Sustainable Development and Local Government", a presentation by Carole Donaldson, guest lecturer, to planning professionals at the University of Manitoba, November 29th and 30th, 1990, p. 1. Carole Donaldson is currently working with municipal councils, in Ontario, establishing community economic goals and objectives.

remedial measures to clean the air, water and land base.

New Sustainable Development policies may also require a fundamental philosophical shift, through education, in decision making at all levels, but most importantly a philosophical shift in the individual. This shift in philosophy will involve a new way of thinking, not to see land only as a resource to be subdued and tamed, but to see our environment as part of a larger inter-generational system. We will also have to change the way in which we view both the environment and economy. Traditionally we have seen the two as distinct and separate entities, however a new philosophical shift would see the close relationship between the two become even closer.

The traditional view that the economy could expand indefinitely, and at the expense of the environment, will have to change as well. The survival of our society depends on the recognition that mankind is totally dependant on the biosphere which sustains all planetary life.

A philosophical shift away from the age old adages "we/they" and win/lose must be replaced by "us together" and win/win objectives. We will also, as a society, have to see environmentalists in all walks of life, not as "restrictive" and "anti-development" but rather recognize the immeasurable value of the environment which they are endeavoring to protect.

Sustainable Development policies will begin to recognize the inherent rights

of other human beings as well as other species.³⁷ A new value of nature will be fostered, as well as the value of intuitive thought. The values and ways of other cultures will be more readily accepted due to this shift in thinking. For example, aboriginal peoples such as the Nishnawbe-Aski Nation have recognized what western civilization has only recently come to terms with:

"We are one with nature, with all that the creator has made around us. We have lived here since time immemorial, at peace with the land, the lakes and the rivers, the animals, the fish, the birds and all of nature. We live today as part of yesterday and tomorrow in the great cycle of life."³⁸

Out of these new (or re-discovered) philosophies would come a lifestyle modification, and an acceptance that we are all, both part of the problems and of the potential solutions.

Some of these new Sustainable Development initiatives would strive to internalize all costs, both environmental and economic, into the pricing structures of goods and to guarantee basic needs are met before external wants are filled. We are entering a new era in which natural capital is beginning to co-exist with man-made capital.³⁹

³⁷ MACIP News, "Manitoba's Principles on Sustainable Development", MACIP News, Winnipeg, Spring 1990, Vol. 7, issue 4, p. 7.

³⁸ Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989, p. 39.

³⁹ Donaldson, Carole, "Sustainable Development and Local Government", a presentation by Carole Donaldson, guest lecturer, to planning professionals at the University of Manitoba, November 29th and 30th, 1990, pp 2-3.

Sustainable Development initiatives might create more self sufficient communities which would require less mobility from its residents and thereby reduce commuting and in turn pollution from automobiles. The wear and tear would also be reduced on the town's streets and roads not to mention a reduced need for the construction of new thoroughfares. This could ultimately save the community a considerable amount of capital.

Governmental decision-making processes must encourage em-powerment, public participation, and fulfillment of self-determined goals. This may require a new community determined vision, which would define their own needs, both material and non material, and provide a method of seeing these community visions come to fruition. A new sense of community identity will also arise out of these Sustainable Development initiatives.

In the preceding pages the Author endeavored to describe what Sustainable Development is. It is much easier, however, to show what it is not. It is not the harvest and adhibition of our environmental and economic systems, in terms of greenhouse gases, deforestation, acidification of lakes, streams and soils, species extinction, and destruction of the ozone layer. As well, it is not unlimited consumption of prime agricultural land for golf courses, suburbs, and sanitary landfill sites. It is important to note that currently 90% of global human activity is not sustainable.⁴⁰

⁴⁰ Donaldson, Carole, "Sustainable Development and Local Government", a presentation by Carole Donaldson, guest lecturer, to planning professionals at the University of Manitoba, November 29th and 30th, 1990, pp 2-3.

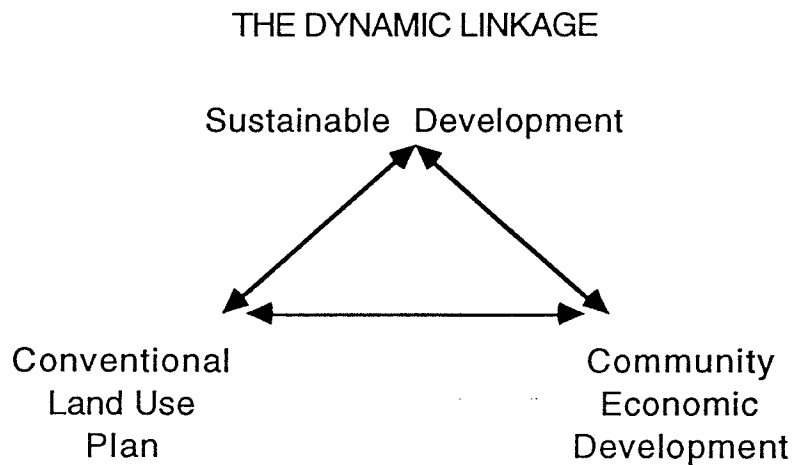
not sustainable.⁴⁰

Sustainable Development is not just another trend. There has been a very solid crystallization of opinions and attitudes which favour the environment and its recognition on equal terms with the economy.

THE DYNAMIC LINKAGE

The issue to be dealt with in this section concerns the connection between conventional land use planning and Community Economic Development, and how the guiding ideology of Sustainable Development would affect the concerns of the two "plan-like" activities (see figure 2 and Table 1 page 55).

FIGURE 2



⁴⁰ Donaldson, Carole, "Sustainable Development and Local Government", a presentation by Carole Donaldson, guest lecturer, to planning professionals at the University of Manitoba, November 29th and 30th, 1990, pp 2-3.

The goal of this practicum is to create a plan which is responsive to the concerns of C.E.D., and embodies the principles of Sustainable Development as a guiding ideology. A corollary facet of this goal is also the creation of a sustainable economy which will assist the community in achieving its "sustainable" potential.

Conventional Planning and Sustainable Development

The relationship between conventional land use planning and Sustainable Development is basically what one tries to achieve through good planning. Intuitively or by design, Planners have always endeavored to include a more sustainable form of development. It is only recently that the public and the various governments have acquired a heightened awareness of this concept and have demanded that it be carried out to a far greater degree than the planning profession has done thus far.

Some conventional plans tended to bury the sustainable component, but for many planners, it has always been there to some extent.⁴¹ For example, Development Plans protect citizens from pollution of ground water from septic fields, by minimum lot size and distance regulations designed to keep wells and septic fields far apart. As well, large lot requirements help to ensure a slower demand on the ground water by minimizing both the number of people and the

⁴¹ In the Author's view planning originally embodied a form of Sustainable Development but over the years the direction may have been lost due to the complexity of today's society and the proliferation of bureaucracies. A renewed effort to include the guiding principles of Sustainable Development may put planning "back on track."

number of buildings on the land. The minimizing of buildings and structures serves to lessen the interference of the recharge process.

Conventional planning has also included the promotion of an efficient use of land as a major part of the planning process. Traditionally this was done by regulating wasteful or unnecessary forms of development and by encouraging multiple, and compatible uses of land. Urban sprawl and the use of Crown land for recreation and forest production are examples of this "conservation" endeavor.

Planning sought to allocate renewable resources, such as forest and water resources, for an optimum and sustained use. Conventional planning has also traditionally sought to protect lands, resources, and special features from harmful or deleterious uses. Examples of the features planning sought to protect include prime agricultural lands, mineral deposits, aquifer recharge areas, and sites of significant historical, scientific, or scenic value.

Conventional planning has also traditionally endeavored to reduce environmental pollution through controls exacting location, design and performance standards as development criteria.

C.E.D. and Sustainable Development

Sustainable Development can also be considered integral to C.E.D. because without a commitment to sustainability C.E.D. would do very little to accomplish the goal of community self reliance, minimalization of environmental impacts and

consequently an environmentally sensitive, sustainable community-based economic development. Moreover, a commitment to Sustainable Development increases the positive development impacts in a community.

Land Use Planning and C.E.D.

There are many subtle ways in which planning interacts with the local economy. Although land use planning, as practised by a great majority of planning agencies, tends to emphasize physical aspects of the community rather than Community Economic Development, it interacts with C.E.D. indirectly by its management of land resources through controls and regulations. These include such tools as zoning by-laws and subdivision requirements. Land use planning also exercises a certain control over the financial aspects of communities by creating capital works programs and focusing these programs toward the achievement of various community goals. For these reasons C.E.D. and conventional land use planning have the same foundation from which to build a lasting integration and marriage.

Land use planning provides support for such community services as health and welfare, recreational and cultural projects, and is committed to public participation. All of these facets of planning can be considered common ground in both C.E.D. and development plans and can well be considered as complementary activities in a community based economic development process.

With all these common elements, it is obvious that in land use planning and C.E.D., there are a number of shared ingredients, especially in the formulation of community goals and objectives, as well as in the actual background data generation and research/analysis stages. They rely on an analysis of strengths, weaknesses, constraints and opportunities of a community for their implementation.

They both highlight the issues, as articulated by the community's residents, as well as recommending various policies and programs that are intended to implement the goals and objectives. But most importantly both have a concerted focus on "community", by recognizing and articulating the issues, goals and objectives, and last but not least, they both require a common direction which has the support of the citizenry. In other words both have to strive for a community vision.

A BRIEF OVERVIEW OF THE PLANNING ACT

The previously stated definition of a Development Plan (as practised by the Province of Manitoba) had its beginnings some seventy-five years ago. Planning first began in Manitoba in 1916 under the statutes of the Town Planning Act with the objectives being the layout of streets, the appropriate use of land and establishment of proper sanitary conditions.

The 1916 legislation had remained virtually unchanged until 1964 when The Planning Act was passed by the Manitoba Legislature, although some limited aspects of planning were integrated in the Municipal Act and underwent a number

of improvements during that period. The purpose of this new Act was widened to allow some provincial input in the planning process and the Act's wording was clarified.⁴²

In 1969 an amendment to the Town Planning Act provided for the establishment of regional advisory districts whose power was limited to advising. This was the first step in the delegation of planning power to the rural communities of Manitoba.

After the passage of the new Planning Act in 1975, the scope was broadened to include a statement of policy designed to promote optimum economic, social and physical development objectives. Each act that preceded the 1975 version had been more advanced than its predecessor, and now planning may be about to embrace Sustainable Development and Community Economic Development as the way of the future.

In the Planning Act of 1975, the scope of planning's reach began to include social and economic issues.⁴³ Section 27, subsection 1 of the Planning Act (S.M. 1975, C. 29 - Chapter 80) establishes the main Intents and purposes of a Development Plan, as follows:

⁴² To illustrate the thinking of the time it may be interesting to note that in 1964 the Province of Manitoba passed the Metropolitan Winnipeg Act which clearly stated that a plan was a statement of policy which prior to this time had never been clearly articulated. This Act laid the foundation for the City of Winnipeg Act in 1971 which included measures for the economic, social and physical environment as part of the realm of the plan.

⁴³ Levin, Earl, A., "Comedy In Three Acts: Municipal Policy and District Planning in Manitoba," MACIP News, vol. 8, issue 2, Fall 1990, pp. 6-8.

-
- 1) to serve as a framework whereby the District or Municipality and the community as a whole may be guided in formulating development policies and decisions;
 - 2) to identify the factors relevant to the use and development of land;
 - 3) to identify the critical problems and opportunities concerning the development of land and the social, environmental and economic effects thereof;
 - 4) to set forth the desired time patterns and characteristics of future development of land and to determine the probable social, environmental and economic consequences thereof;
 - 5) to establish and specify the programs and actions necessary for the implementation of the development plan;
 - 6) to outline the methods whereby the best use and development of land and other resources in adjacent municipalities, districts or affected areas immediately abutting thereto may be co-ordinated;
 - 7) to identify those matters of government concern which affect the use and development of land and other resources within the district or municipality.⁴⁴

Within this framework the Province and the local municipal Council intend to guide and regulate only to the extent necessary to preserve an appropriate balance between the private use and enjoyment of land and the legitimate interests of the community.

A community may benefit from a Development Plan because it offers the ability to guide everyday planning decisions and the opportunity to avoid the

⁴⁴ Manitoba, Background Study for the Altona Development Plan, Government of Manitoba, Morden, 1988, p.3.

mistakes of the past. Long-range land use policies may be established after the careful analysis that a Development Plan offers. The community will have a better sense of direction after the plan is complete because a common set of goals and objectives has been articulated.

The function of a community within its hinterland may be more clear after a Development Plan has been created and this clarification of focus may help residents to promote the local economy. As well, demographic changes can be analyzed and actions can be carried out in response to those, and other, changes. These changes can be anticipated and solutions may be formulated which will be economically feasible.

A Development Plan can also help the community to achieve common goals and specific objectives. The protection of public health, safety and welfare may be one such goal, leading to policies that would discourage development on hazardous lands and ensuring that recreation and open space areas are provided for in newer developments.

The goal of the protection of property values to ensure community- wide stable home equity may lead to policies which would encourage similar and symbiotic land uses. These policies would also discourage different or incompatible land uses which could ultimately lead to land use conflict and the degradation of land values.

The goal of creating a pleasant place in which to live, work and play could lead to policies which encourage proper accessibility to the workplace and recreation

areas through good transportation and recreation planning. These policies are intended to encourage close proximity and transportation ties between areas of recreation and residence.

The protection of agricultural land may lead to policies which would discourage the "leap frogging" of development, and re-direct the urban growth away from areas of high agricultural potential. Policies to encourage in-filling and densification within the older, more established urbanized areas may also help to achieve this goal.

Convenience and efficiency may also be fostered by policies which encourage the consolidation of existing urban land uses, and the gathering of land for public facilities, while discouraging scattered development. Along with these traditional policies, newer ideas such as Sustainable Development and Community Economic Development, must be translated into policy and action in order to guide planning into the twenty-first century.

AN OVERVIEW OF OLDER PLANS

An overview of some older plans such as The Selkirk and District Development Plan (By-Law #15/80), The Rural Municipality of Cartier Basic Planning Statement (By-Law #960 amended), Planning Scheme for the Rural Municipality of Macdonald 1962, and the Rural Municipality of Victoria Planning Scheme 1965 has revealed some interesting commonalities. They are all broken

down into similar sections, such as a Statement of Goals and Objectives pertinent to Agriculture, Residential, Transportation, Municipal Infrastructure, and Administration and Implementation. Some plans also dealt with special wildlife zones such as shorelands, hazardous lands, and wildlife conservation areas.

In the past, plans were expected to provide a blue-print of how a given community would look in the future, sometimes up to twenty-five years ahead. They contained land use maps, zoning maps, and extensive detailed diagrams of the future land uses of the community. Plans were also expected to complete a detailed background study on all the issues pertaining to land use. A detailed land use plan was formulated on the basis of this background study.

The plans of this era responded to the needs and expectations of their day. They achieved this by identifying concerns, objectives, policies, and steps for implementation. The concerns were those identified by Planning Professionals who also outlined the goals to be achieved. Policies were an articulation of the specific initiatives necessary to achieve these goals, and the implementation scheme identified the steps to transform the policies from paper to reality.

However, conditions have changed, as has the state of environmental knowledge, and now, in response to increased public expectations, plans are endeavouring to encompass more issues. There are new and different demands made upon development plans. There is a demand for more public participation, a more "bottom up" or "grass roots" type of approach. As well, there is also the

necessity for current recessionary economic conditions to be taken into consideration.

The Rural Municipality of Victoria Planning Scheme has two very forward-thinking sections which pertain to the wildlife, forestry and renewable resources of the area. The Planning Scheme outlines the concerns, objectives, policies, and an implementation schedule for the achievement of a precursor to the Sustainable Development movement. This section can be considered very avant-garde, and it is the intention of the Author to build upon the foundation of forward-thinking plans such as Victoria's.

The older plans were all very good plans, but the rationale has broadened considerably since the early 1960's when these plans were prepared. The overview presented in this section is meant to highlight the changes, many very subtle, that have occurred since the early 1960's and the way these changes will affect the nature of subsequent plans.

CONCLUSION

Planning, as defined in this practicum, is a carefully designed method of controlling change and growth while shaping a community, instead of simply reacting to events as they unfold. Community Economic Development is the mobilization of members of a community to enhance their economic outlook through a collective community vision. Sustainable Development is a long term principle

of respect for the environment while allowing development and growth for future generations.

It can be seen from the above that the common aims of Community Economic Development and Sustainable Development endeavor to achieve environmentally sensitive, economically viable, and self reliant communities. These common goals are not unlike those of conventional land use planning (see figure 3).

Land Use planning as practised in Manitoba, and laid out in the Planning Act, has been limited in both its nature and scope. Planning should be the tool that will greatly facilitate the operation of C.E.D. and respect the principles of Sustainable Development. Planning, used in this way, can accomplish many purposes, such as keeping the cost of urban services down, maximizing efficient use of renewable and non-renewable resources and protecting unique natural features.

Both Community Economic Development and conventional land use planning are "plan like" activities. They differ in terms of the scope of their concerns. Planning is concerned with location and method, C.E.D. is concerned with economic activities and both "plans" support each other. The relationship that Sustainable Development has with these two activities is through its guiding ideology.

There is a strong need to broaden the scope of planning to include Community Economic Development and Sustainable Development into the conventional planning approaches, for after all, all these pursue common goals. Hence, all three draw from a common vision of the community. The development plan would be

the vehicle that provides this vision.

The purpose of this chapter was to lay out the theoretical concepts that will later be applied in this Practicum. It is also the intent of this Practicum, in a later chapter, to accommodate the "Small Is Beautiful" ideals of cottage industries and local use of resources and markets into a neighboring rural community such as Manitou. This Practicum is in congruence with (and indirectly inspired by) the thinking of Schumacher, and is intended to be a practical application of these ideals.

The requirements of the Planning Act were also briefly outlined in this chapter as well as an overview of older plans. These sections were included to illustrate the specific areas in which older plans exhibit a small degree of obsolescence in view of the new expectations articulated within the previous two chapters.

The next chapter deals with the background data for the Village of Manitou which will be used as a case study in the production of an environmentally sensitive, community based development plan.

TABLE 1**TABLE OF COMMONALITIES**

Features of Development Plan		Elements of Development Process		
Features Of Development Plan	Dev. Plan	C.E.D.	Sus. Dev.	
Community Vision	X	X	X	
Ecomomic Decentralization	O	X	X	
Seek to Achieve Community Self Sufficiency	O	X	X	
Interaction With Local Economy	X	X	X	
Seek to Minimize Local En. Impacts	X	O	X	
Large Time Frame	O	X	X	
Community Health as Primary Intent	X	X	X	
Community Goals and Objectives	X	X	X	
Specificity of Scope More Narrow	O	O	O	
Pro-Active Nature	O	X	X	
Dynamic Approach	O	X	X	
Spatial Issues	X	X	O	
Land Use	X	X	O	

Legend: X = Possessed Quality O = Could Have Quality in Future

CHAPTER 3

MANITOU CASE STUDY: BACKGROUND DATA AND ANALYSIS

INTRODUCTION

This chapter is devoted to an examination of physiography, municipal structure, historical population growth, population age and sex structure, household composition, future population projections, land use, transportation, municipal services, and financial situation of Manitou. An examination of these characteristics is essential for providing a picture of the existing and future nature of Manitou's population, as well as its infrastructural needs, so that directions for the Development Plan can be set.

Manitou was chosen as the case study Village because the Author was asked, as a continuation of summer employment, to produce a background study for the upcoming Manitou Development Plan. The contents of that report, completed November 1990, served as a basis for this case study because it readily provided the required material resources and sources of data. As well, Manitou was perceived as a typical agro-service center facing decline, exhibiting traits very similar to those displayed by a large proportion of its neighbors, both in Manitoba and the United States (see Appendix B, page 209). For this reason it is a logical choice for a case study.

History

Manitou's site (see Map 1) was inhabited by North American aboriginal peoples for well over 5,000 years, and possibly as many as 10,000 years. The first

European settlers came from Ontario just after Manitoba's entry into confederation in 1870.

Rumors of a rail terminus in Manitou touched off unbridled land speculation, and a loose conglomerate of prominent businessmen in the county strengthened the embryonic Village by locating there. With the completion of the rail line on December 7, 1883 the Village of Manitou's economy took off.⁴⁵ This rapid growth resulted in Manitou's incorporation as a Village on April 21, 1897.

Municipal Structure

The Manitou council has five members, composed of one mayor and four councillors, all of whom are elected at-large, with a term of three years. The Village office is located on Main Street and has two full-time employees, a Village Clerk and a Village Foreman. Some part-time help is utilized in the summer months.

PHYSIOGRAPHY

Topography

South Central Manitoba may be considered both a steppe and a low lying plateau which is traversed from west to south-east by a deep, wide channel (Pembina Valley). South of the channel the topography is relatively smooth except

⁴⁵ Young, Garry, Pembina Manitou 100th Anniversary and Reunion, Pembina Manitou Centennial Committee, Steinbach, 1979, p. 81.

for a few small and scattered moraines. North of the channel the terrain is roughened by terminal moraines and by hills of protruding shale. These hills are the remnants of the landscape that disappeared under glacial erosion.

Manitou lies in an area that has favorable soil-moisture conditions and for this reason the area surrounding the Village has numerous aspen groves and a park-like appearance. As well as aspen groves, tall prairie grasses, herbs and islands of oak trees can be found growing in the black earth of this sub-region.

The area is very flat, varying only from almost level to gently rolling. The elevation can vary from 425 to 490 meters above sea level, with more relief north of the Pembina channel.⁴⁶

Climate

Manitou's climate can be described as a continental climate with extreme temperatures and having these maximum and minimum temperatures occurring just after the summer and winter solstices respectively. The average rainfall for the Village is 407.1 mm, with snowfall being 137.9 mm. The average number of frost free days stands at 122. The coldest month is January with an average of -19.4°C. The warmest month is July with an average temperature of 18.3°C.⁴⁷

⁴⁶ Ellis, J.H., and Wm. H. Shafer, Report of Reconnaissance Soil Survey of South-Central Manitoba, Winnipeg, 1981, pp.14-18.

⁴⁷ Manitoba's Economic Development Network, Manitou Community Profile, Pembina Valley Development Corporation Inc., 1989.

Soils

The soils of the Manitou area (Manitou Association) are in the black earth zone, i.e. they are rich in humus or decaying bio-matter. The "A" horizon is black-grey to grey in color, finely granular, friable, and sticky and smooth when wet. However when it is dry it becomes dusty and is easily eroded by wind. It is also slightly acidic to neutral in reaction. The "B" horizon is similar in color and other characteristics, with the exception that the loam here is more granular. The "C" horizon grades into shale and is lighter in color and almost absent of CaCO_3 .

The drainage of the area is generally good; sloughs do occur but they are sparse. With the exception of Killarney Lake there are no important lakes in this region of Manitoba. The fertility of the soil is also quite high but its quality is waning because of top soil losses to wind erosion. The soils are well suited to grain and mixed farming, cereals, corn, grasses and legumes. The problems are susceptibility to wind erosion, and water erosion on the steeper slopes, as well as a tendency to a doughy consistency in the shallow phases.⁴⁸

⁴⁸ Ellis, J.H., and Wm. H. Shafer, Report of Reconnaissance Soil Survey of South-Central Manitoba, Winnipeg, 1981, p. 38.

Water Resources

The average annual precipitation in south-central Manitoba is approximately 26.6 cm, of which 77.6% falls as rain throughout the growing season. The remainder falls as snow in the winter months when the ground is frozen.

The greater portion of south-central Manitoba is drained by the Pembina River and its tributaries. Also at the periphery of the watershed is the Assiniboine River, the Souris River and Tiger and Oak Creeks which drain the central Manitoba region.

Sub-surface water quality in the Manitou vicinity is generally good and obtainable at depths of anywhere from 15 to 61 meters below the surface. However, like the vast majority of land in Southern Manitoba, the ground water potential for fairly intensive large scale irrigation in the Manitou region is highly variable. It can vary dramatically from place to place and often within very short distances. Well yield ranges can vary from 0.1 liters/second to more than 50 liters/second. Water quality can also range from excellent to very poor, with large scale well digging operations a necessity.⁴⁹

⁴⁹ Rutulis, M., Ground Water Resources in Southern Manitoba, Water Investigations Service Government of Manitoba, Winnipeg, 1982, p. 3.

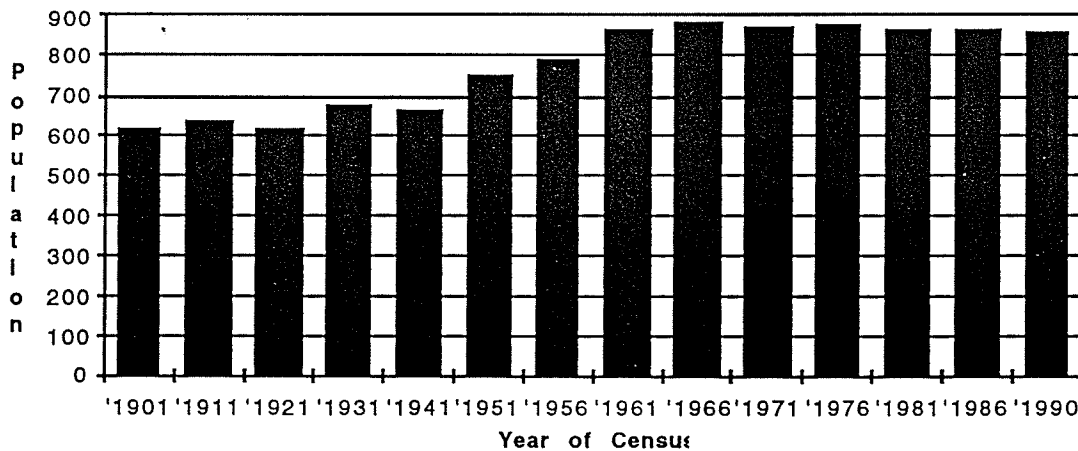
SOCIO-ECONOMIC CHARACTERISTICS

Past Demographic Trends

Manitou's population has slightly decreased, along with the rest of Manitoba's rural sector,⁵⁰ from a high of 888 people in the census year 1966 to the present value of 856 in 1990. In 1971 the population declined to 871 persons but rebounded back up to 883 persons in 1976. In the census years 1981 and 1986 the population declined from 861 to 856 (see figure 3).⁵¹

FIGURE 3

**Figure 3 - Manitou's Population
(Source: Statistics Canada)**



⁵⁰ Other rural villages also saw population figures decline. Emerson's population dropped -0.9% from 1976 to 1981, as did Crystal City at -5.5%, and Somerset with a -5.3% decline. The Rural Municipalities of Pembina, Lorne, Louise, and Thompson all recorded slight population declines in the 1976 - 1981 period of -2.4%, -7.6%, -4.2%, and -2.6% respectively.

⁵¹ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, pp. 25-29.

Urbanization has contributed to out-migration in rural Southern Manitoba. This move away from rural areas, added to the conversion of some rural land to residential/commercial use, resulted in a change in farm ownership patterns.⁵² The number of farms in Southern Manitoba declined by 23%, and the average farm size increased by 39.1% between 1951 - 1966. The average number of people per farm also decreased from 4.2 in 1951 to 4.1 in 1966. Overall there was a 27.7% reduction in the farm population during the 1951 - 1956 period.⁵³ As Manitou is an agricultural service center, employment opportunities may have been affected by this declining market, influencing residents to migrate elsewhere.

The community is losing population due to a net out-migration, however the population figures would seem to be more stable than the large out-migration figures suggest. In Manitoba as a whole natural increase is declining due to a lower birth rate and decreasing family size. However there has been almost enough natural increase to counterbalance the out-migration from Manitou. Rural areas such as Manitou have historically had larger rates of natural increase than the urban areas.

The population of Manitou has traditionally been quite stable, hovering at the 650 persons level from 1901 to 1941. From 1951 to 1961, Manitou experienced a period of rapid population growth which was followed by yet another period of

⁵² An increase in agricultural technology was also a major contributing factor to the rural to urban shift in Manitoba. As machines contributed more and more to the agricultural output, men were needed in smaller numbers and subsequently left for larger centers to seek job opportunities.

⁵³ Manitoba, Analysis of Population Change 1951 - 1971, Manitoba Department of Industry and Commerce, Winnipeg, 1976, p. 20.

stable to slightly declining growth in the 1966 to 1986 period.

One of the important trends that should therefore be identified for Manitou is the continued, although stabilizing, process of urbanization. The percentage of people living in an urban area in 1956 was 58.4% and in 1971 rose to 71.5%. Another trend is a lowered rate of natural increase.⁵⁴

Population Age - Sex Structure

The age structure of Manitou roughly follows the Canadian average with some exceptions. Manitou's 0-14 age group is higher in number than the Manitoba average, which is in turn higher than the Canadian average.⁵⁵ The percentage of this age group, however, dropped from 26.4% of the total population in 1971 to 19.8% in 1986. (In 1971 this age group was the largest but fell to third place by 1986, behind the 25-44 and 65 and over age categories respectively.) Diminishing birth rates would account for this decrease (see figure 4 and 5).⁵⁶

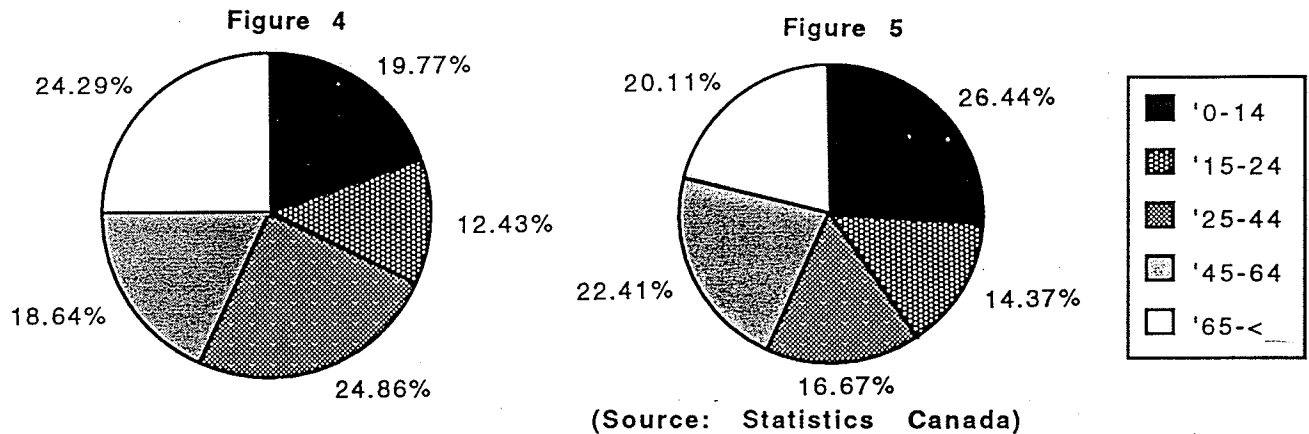
Manitou's 15 - 24 age group decreased slightly from 1971 to 1986. They had represented 14.4% of the total population in 1971 but fell to 12.4% in 1986. This highly mobile age group is leaving Manitou for purposes of higher education and

⁵⁴ Manitoba, Analysis of Population Change 1951 - 1971, Manitoba Department of Industry and Commerce, Winnipeg, 1976, p. 9.

⁵⁵ Manitoba, Analysis of Population Change 1951 - 1971, Manitoba Department of Industry and Commerce, Winnipeg, 1976, p. 59.

⁵⁶ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, pp. 25-29.

FIGURE 4 AND FIGURE 5 (Percentage by Age Group of Total Population 1971 and 1986)



improved career opportunities in larger centers. This will have a negative effect on Manitou, in terms of population growth, because this age cohort contributes to natural increase; since many are leaving Manitou, it will not contribute significantly to Manitou's population growth in the future.

The 25 - 44 age group in Manitou has been increasing steadily from 1971 to 1986. The percentage of this age group in the population rose from 16.7% in 1971 to 24.9% in 1986. This compares with Canadian averages of roughly 10% - 11%. Assessing this, we see a decrease in the younger categories and an increase in the 25 - 44 age group (as well as in the 65 and older group), which suggests that, just as in the rest of Canada, Manitou's population is aging and possibly at a faster rate.

The explanations for the rise of this population cohort stem from the fact that Manitou is such a small center that a change of only one or two persons can look dramatic when expressed as a percentage. Some of the events which may have led to a rise in this age group are the off the farm movement, (urbanization) the hospital

to a rise in this age group are the off the farm movement, (urbanization) the hospital and school consolidations. This age group may soon see a decline in numbers because of a new hospital facility due to open in Morden. As well, the declining enrollment in Manitou may force the local school division to lay-off teachers, and this may force members of this age groups to relocate for employment purposes.

During the period 1971 to 1986 the 45 - 64 age group in Manitou decreased slightly, from 1971 at 22.41% to 18.64% in 1986. From 1951 to 1971 there had been a proportional rise in this age group in southern Manitoba as a whole. The decrease from the 1971 census onward was the result of aging and natural decrease, as fewer of the 25 - 44 age group remained in Manitou to enter this age band. As well, the bad farm economy and a rise in farm technology has led to decreasing numbers of 25 - 44 aged persons employed on the farm and has led to a corresponding decrease in agriculturally related activities in centers such as Manitou.

The 65 and over age group in Manitou has steadily increased during the 1971 - 1986 period. As previously mentioned, this increase is in line with the typically aging Canadian population. This group accounted for 20.1% of Manitou's population in 1971 and increased to 24.3% in 1986.⁵⁷

Another trend of importance which should be identified is male/female ratio⁵⁸

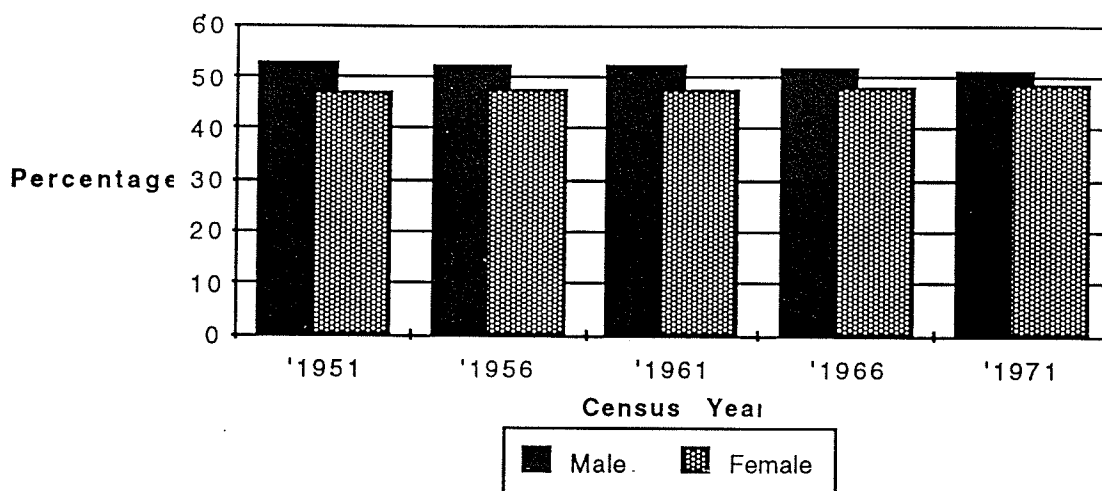
⁵⁷ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, pp. 25-29.

⁵⁸ Stated numeric value means the number of males per 100 females in the general population.

with age composition, gender ratios in Manitoba differed from and changed more than the Canadian average.⁵⁹ Southern Manitoba had a slightly larger but declining proportion of males, as did Manitou; however Winnipeg had a slightly larger but fluctuating proportion of females (see figure 6).⁶⁰ This suggests that Manitou, as with most small centers, offers little in the way of employment opportunities for females. Younger females typically migrate to larger centers for employment opportunities, leaving behind rural centers which offer more opportunities for their male counterparts.

FIGURE 6

Figure 6 - Sex Ratio
(Source: Regional Analysis Program #



⁵⁹ The comparative male to female sex ratios for Southern Manitoba, Winnipeg and Canada in 1971 are: M / F - 51.2 / 48.8, 48.8 / 51.2, 50.1 / 49.9 respectively.

⁶⁰ Manitoba, Analysis of Population Change 1951 - 1971, Manitoba Department of Industry and Commerce, Winnipeg, 1976, p. 61.

Population Household Composition

One very important characteristic of population is that it has an effect on housing demand, type, composition, and size. Statistics Canada defines a household as: "a person or group of persons...who occupy a private dwelling and do not have a usual place of residence elsewhere in Canada".⁶¹

It is important to note that the total number of occupied dwellings increased in Manitou during the 1981- 86 period from 340 - 360 units.⁶²

The information that has been gathered indicates that Manitou's households are getting smaller. In 1981 the number of persons/household was 2.50, in 1986 2.36.⁶³

In 1981, 1 and 2 person households accounted for 63.2% of all households in the community⁶⁴ and by 1986 1 and 2 person households accounted for 69%.⁶⁵ This would suggest that there are not many households in Manitou with children, (or single parents with children) and the percentage of homes with children is

⁶¹ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p. xxii.

⁶² Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p. xxii.

⁶³ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p. xxii.

⁶⁴ Canada, Census Canada Profiles 1981, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1982, p. 17-19.

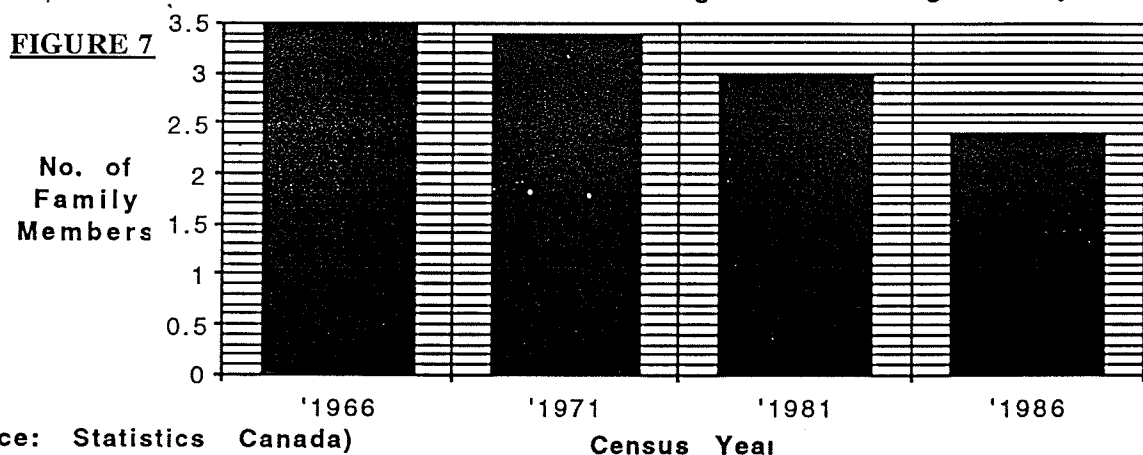
⁶⁵ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p. 27.

and that many children are leaving the community and thus not living at home.

This supposition is further reinforced by the fact that in Manitou the largest household composition category in absolute numbers for both 1981 and 1986 is the 2 person household with the second largest being the 1 person household. Households with 3 or more members correspondingly declined as a percentage, from 38.2% in 1981 to 32.3% in 1986.⁶⁶

Family size in Manitou has decreased from 1966 with an average family size of 3.5 persons to 1986 when the average family size was 2.4.⁶⁷ The average number of children has also decreased, as mentioned earlier, from 1.1 in 1981 to 1.0 in 1986. As well an increase in the number of lone parent families, from 10 in 1981 to 15 in 1986, has taken place (see figure 7).⁶⁸

Figure 7 - Average Family Size



⁶⁶ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p. 27.

⁶⁷ Average family size declined for Canada, Manitoba, Winnipeg and Southern Manitoba from 1966 - 1971, 3.9 - 3.7, 3.8 - 3.6, 3.6 - 3.5, 4.0 - 3.8, respectively. Specifically in similar sized (and geographically close) villages such as Glenboro and Gretna from 1966 -1971 family size declined 3.5 - 3.3, and 4.0 - 3.8, respectively.

⁶⁸ Manitoba, Descriptive Data Update Volume 1, Socio - Demographic Data and Community Interrelations Survey Data, Manitoba Department of Industry and Commerce, Winnipeg, 1975, p. 70.

In conclusion, it is clear that as Manitou's population ages and the absolute number of children declines, natural increase will not be a factor in any population growth that might occur in Manitou in the foreseeable future.⁶⁹ In-migration would seem to be the only impetus for such growth, and this is not occurring in Manitou at this time.

Income and Employment Structure

The average income for Manitou in 1981 was \$11,593; this rose to \$16,098 in 1986. The comparative figures for the Rural Municipality of Pembina are \$8,074 and \$16,972, which are remarkably similar values for 1986. This may exemplify Manitou's slow decline as a agricultural service center. It is important to highlight the comparative figures for Manitoba. In 1981 the average income was \$11,696, and in 1986, \$16,800, again very similar figures. In summation, it is clear that Manitou's income figures are average for Manitoba.⁷⁰

Manitou's employment structure (as with many other smaller regional service centers in rural Manitoba) is based primarily on agriculture and agricultural services. However, the importance of the primary or agricultural sector is decreasing and the percentages of employees in other sectors is rising.

Statistics Canada lists the percentage of employees in the primary sector as

⁶⁹ This is despite the fact that there is a slight increase in the 25 - 40 age group because, in the author's opinion, their slight growth is offset by the fact that they are having smaller families if indeed they choose to at all.

⁷⁰ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p.47.

12.7% of Manitou's work force. The manufacturing sector employs 7.0%, transportation and communication 7.0%, government services 5.6%, trade industries 21.1%, financial and real estate 4.2%, and other 42.2%.⁷¹

For a comparison with other surrounding villages and rural municipalities, see Table 2. From Table 2 one can see that Manitou is roughly equal in terms of work force statistics to the other two similar sized villages. It is also quite different from the two rural municipalities.

Table 2

Employment Sector	Community				
	Cartwright	Crystal City	Lorne R.M.	Louise R.M.	Manitou
Primary	15.6%	13.0%	54.8%	68.4%	12.7%
Manufacture	3.1%	2.1%	1.2%	.8%	7.0%
Construction	6.3%	6.5%	2.9%	2.3%	7.0%
Tran.	6.3%	6.5%	.8%	3.0%	7.0%
Trade	21.8%	28.2%	14.9%	8.3%	21.1%
Finance	3.1%	2.1%	1.2%	1.5%	4.2%
Gov't Ser.	9.4%	3.0%	.8%	.8%	5.6%
Other	37.5%	28.2%	21.1%	14.3%	42.2%

(Source: Statistics Canada 1986)

⁷¹ Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p.45.

Ethnic/Religious Background

The ethnic background of Manitou can be broken up into the following groups (see table 3). It is also important to note that, although statistics are not available, Manitou is not considered a Mennonite community in the same sense that Steinbach, Morden, or Winkler are. Manitou does have a large Mennonite Brethren Church; however, most of the congregation is from outside the community.

It is also important to note the large increase in multiple origins. This trend is fully congruent with other Canadian centres as more and more people are marrying out of their ethnic communities, and reporting their multiple ethnic origins to Census Canada.

Table 3

Background	1981	1986	Percentage (1986)
British	590	365	42%
German	95	30	3%
French	15	10	1%
Ukrainian	0	10	1%
Other single origins	40	5	1%
Multiple origins	115	440	50%

(Source: Statistics Canada, Tetrad Computer Applications Ltd., P.Census Version 2.)

Population Projection

There is always a certain amount of uncertainty in the undertaking of population projections, however the knowledge gained can take most of the guess work out of planning and can enable communities to achieve a more effective development plan. Villages such as Manitou can be greatly affected however, in either a positive or negative manner, by one simple decision of a government or a corporation. Therefore, Manitou's size does not warrant a statistical population growth model. A simple straight line arithmetic extrapolation will suffice. It is based on the assumption that barring any unforeseen circumstances past population trends will continue into the future.

Manitou's average population growth rate historically, from 1901 to its peak in 1966, was 4.8% per census year which was consistent with similar sized communities at that time. After Manitou's peak in 1966 the population growth rate declined to -.72% in the 1966 - 1990 period,⁷² which is well below the modest provincial average of +1.1%.⁷³ Based on the Manitou average it is reasonable to assume that the population could, optimistically speaking, remain near the 850 mark. However, given the further set backs in the farming economy, and the large number of elderly persons in Manitou, the result could be a slow and steady population decline.

⁷² Canada, Census Canada Profiles 1986, Manitoba Part 1, Minister of Supply and Services, Ottawa, 1987, p.25.

⁷³ Manitoba, Background Study to Altona's Development Plan, 1988, p.27.

Trends and Evaluation

Manitou's economy and population are declining, as are most other centers throughout the Great Plains region of North America. This is largely due to mechanization which made it more efficient to farm larger acreages and employ fewer people thus freeing up laborers to migrate to urban centers.

Rural agro-service center's populations are aging, and Manitou is no exception to this rule. In 1965 17.6% of Manitou's population was aged 65 years or older, by 1986 this figure rose to 24.2%, with a increase in median age of 3.3 years during this intercensal period.⁷⁴ Manitou is also similar to other agro-service centers due to its decreasing family size, and a rise in the number of single elderly person households (see appendix A, page 208).

Manitou is experiencing:

- 1) A slight population decrease, as have many other agriculture service centers throughout Manitoba;
- 2) A continued, though stabilizing process of urbanization;
- 3) An aging population;
- 4) Smaller households;
- 5) Decrease in family size (fewer children);
- 6) Income and Employment figures that are roughly average for Manitoba;
- 7) A move toward multiple ethnic origins (single largest group remains British).

⁷⁴ Maclean, A., and R. Rounds, An Analysis of the Population of Agro-Manitoba, The Rural Development Institute Brandon University, Brandon, 1991, p. 87 and 92.

PHYSICAL CHARACTERISTICS

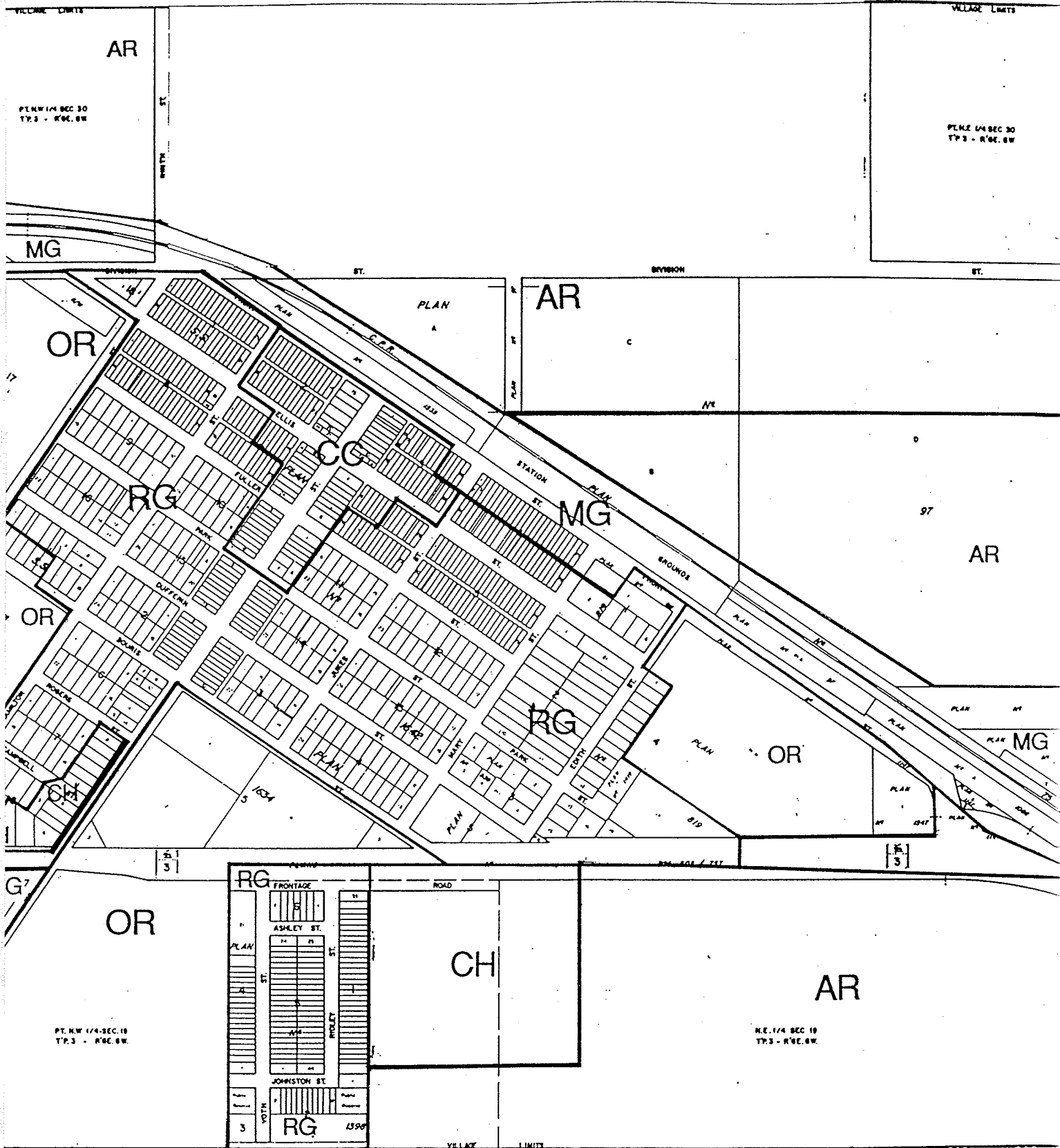
Land Use

One of the most important components of any development plan is the analysis of land uses within and adjacent to a community. An analysis such as this can provide information about the changing nature of land uses within a community such as Manitou. From this analysis land use problems can be identified and potential future solutions can be formulated using this background information (see map 2).⁷⁵

Manitou's Commercial Area is located along Main Street from Park Avenue to Front Street. It is surrounded by the main residential area to the south, west and east. To the north lies the Canadian Pacific Railway and an industrial area containing within its boundaries the Manitoba Pool Elevator, a junk yard, the sewage treatment lagoon, and an Esso retail service center. Also in this sector along Front Street lies a highway "commercial-like" area containing a building supply center, farm supplies, Simplot and Esso service centers and tire shop.

Bounding the main residential area to the west lies the high school, a hospital and the sports and fair grounds. South of the main residential area lies the highway

⁷⁵ The map has not been upgraded since 1982 because no zoning, street additions, or land use changes have taken place since that date.



VILLAGE OF MANITOU

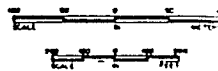
EXISTING LAND USE

Map No. 2

Legend:

- AR Restricted Agriculture
- OR Open Space/Recreation
- I Institutional
- RG General Residential
- CC Central Commercial
- CH Highway Commercial
- MG General Industrial

METRIC



MUNICIPAL PLANNING BRANCH

DEPARTMENT OF MUNICIPAL AFFAIRS

PROVINCE OF MANITOBA

AUG. 1982
BR 337-100

DATE AUG 1982 DRAWING BY 44-104-100A

commercial sector containing several service stations and Compton Agro Ltd.

To the south-east of the main residential area is the swimming pool and the elementary school. East of the main residential area lies Manitou Centennial Park, a camp ground, the United Grain Growers elevator and the railroad. Just west of the U.G.G. elevator are St Leon's Co-op and Compton Agro's fertilizer storage tanks.

North of the railroad lies the Village's curling rink, the Manitou Flying Club's airstrip, and the sewage treatment lagoon. South of P.T.H. #3 lies the golf course in the Village's south-west corner. To the east of the golf course there is a newer, partially-developed subdivision and east of this residential area lies the Feed Rite Ltd. mill, and the Manitou Poultry Farms Ltd.

Residential Development

Table 4 - Housing Quality⁷⁶

Total Stock	Excellent	Good	Poor
352	88	123	35

Due to Manitou's small size, declining population base, and low household formation, the amount of subdivision activity in the Village is negligible. An analysis of Manitou's building permit activity within the last five years is outlined in Appendix C (see page 222).⁷⁷

⁷⁶ Dwelling Unit conditions were assessed during a "windshield survey" in the summer of 1993. In conjunction with this assessment, information gathered from K. Lyon (local Real Estate Broker) was used as well.

⁷⁷ Based on information gathered with the assistance of J. Clayton, Secretary Treasurer, November 1990.

In the last five years there have been only three new houses constructed, and three residences moved in to the Village, which exemplifies the slow demand for residential units in Manitou at this time. It is therefore not surprising that subdivision activity is small and widely spaced in time.

One of the first subdivisions in Manitou, since the original survey and construction of housing units in the old Village, occurred in the early 1960's with the extension of Ellis Street and Park Street and the creation of Edith Street in the eastern end of the Village. Approximately 56 lots were created at this time and this subdivision provided room for the Village's growth until 1976 when a new subdivision was created south of P.T.H. #3.

At the same time as this subdivision was created, sewer and water connections were made together with an expansion of the sewage lagoon and one additional lift station to accommodate the added sewage. The funding was from the Village's own waterworks fund as well as a Provincial grant.

This new subdivision now has approximately 16 lots occupied, five more sold but not occupied, and room for approximately 15 more. With three houses constructed in the last five years this subdivision could conceivably provide residential space, at present growth rates, for the Village for up to 20 years.

Commercial and Industrial Development

As previously mentioned the Commercial Area of Manitou is located on Main Street between the blocks of Park Street and Front Avenue. Contained within the Commercial Area are: restaurants, municipal offices, numerous retail outlets, the Royal Bank, a pharmacy, a bakery, and the Royal Canadian Legion. The types of businesses which predominate in Manitou's Commercial Area are retail outlets, commercial establishments and municipal office space (see Sketch 1, page 223)

The Commercial Area of Manitou has a slightly aging appearance, due in part to the fact that the Village did not participate in the Manitoba Mainstreets Program which funded streetscaping and storefront improvements. The number of vacancies, seven buildings/lots at present, and the nearby presence of an unsightly junkyard also tend to make Manitou's Commercial Area appear to be in decline.

The Commercial Area is located in the northern most section just south of the railway near the former railway station site. The Commercial Area of Manitou, like so many other Prairie towns, located its business district adjacent to the railway which was its main communications and transportation link with the outside world.

This north end location places the Commercial Area within walking distance for most of the residents of the older sections of Manitou. However, the residents of the subdivision south of P.T.H. #3, the residents east of Mary Street and the residents south of Souris Street, may find the distance simply too great to walk.

The main industrial area lies to the north of the Village along the railroad,

which include: the Manitoba Pool Elevator, the U.G.G. Elevator, Carleton Hatcheries, Manitou Poultry Farms Ltd., a junkyard, and two Anhydrous Ammonia storage sites. There are also industries south of the Village along P.T.H. #3, which include: Feed Rite Mills Ltd, ARK New-Tech, St. Leon Co-operative, and D. Voth and Sons Ltd., all of which are still in operation and prospering.

The storage of Anhydrous Ammonia near the U.G.G. elevator on Front Street creates a potential land use conflict due to the dangerous nature of that compound. The facility itself is at a safe distance from residential areas and for this reason the potential for future problems may have been somewhat alleviated. Anhydrous Ammonia is also stored at the Esso service center also on Front Street, but at this location it is quite close to residential areas and could pose a potential problem.

Institutional and Educational Development

Within the last five years three large scale projects have been carried out, according to the Department of Labour: the 2,110 square meter Pembina - Manitou Health Center with a construction value of \$2,725,000; a 2,360 square meter addition to Manitou's elementary School with a construction value of \$1,266,000; and a \$550,000 addition to the Manitoba Pool Elevator.⁷⁸

Manitou has two schools, the Manitou Public School including a nursery school and students from K-6, as well as the Nellie McClung High School serving

⁷⁸ Information gathered from the Department of Labour, Province of Manitoba, December 1990.

students from grades 7-12. The Village of Manitou is also serviced by a new library which is part of the Village office complex on Main Street.

Manitou has a local 6-bed hospital in the Village's western end on Carrie Street containing a community clinic, a public health unit, an ambulance service, and a 12 bed personal care facility. A seniors' home with 18 suites is also located in the Village's southern end on Souris Avenue.

The Village has six churches which are scattered throughout the residential area: the Mennonite Brethren Church, the Anglican Church, the United Church of Canada, the Elim Temple (Pentecostal), the Alliance Church, and the Roman Catholic Church.

In terms of major government offices, there are two employees in the Department of Agriculture, six in the Department of Highways and Transportation, three government employees in the Natural Resources office in Manitou, as well as two employees in the brand new Pembina Valley Conservation District office.

Recreation and Open Space

Manitou has a large Centennial Park which contains baseball diamonds, a picnic area, and an overnight camping area complete with washrooms. A nine hole golf course, the Manitou Town and Country Club, provides Manitou with a golfing facility. Manitou also has an indoor arena, curling rink, indoor rifle range, outdoor swimming pool, playgrounds, outdoor skating, and music and dance lessons. The

Village also supports intermediate and minor hockey teams.

Manitou's recreational facilities are very good, especially considering the size of the Village. These facilities are of great importance to the Village and the surrounding area. Unfortunately they are located at the periphery of the Village, in the east, west and north ends. The playgrounds for school age children are also located in roughly the same areas, i.e. the school grounds. There are no "tot lots" or other neighborhood parks located in the residential areas of the Village.

Manitou also has many festivals. These include the agricultural fair in July, Buck-A-Roo Days in September, Speech and Arts in April, as well as the Pembina Valley Music Festival which Manitou supports along with other Pembina Valley communities.

Manitou had been a part of the Pembina Hills Recreation District since 1983, unfortunately, the district has recently folded. It provided some recreation facilities and services such as an aerobics instructor and soccer matches, shared by The R.M. of Pembina and Thompson as well as the Village of Manitou.

Agriculture and Fringe Areas

Manitou's fringe areas are largely highway commercial and industrial in nature, and what little agriculture exists in that area are cereal crops which do not pose any potential conflict to the surrounding land uses. There are also some parks located in Manitou's fringe areas such as Manitou Centennial Park in eastern Manitou and

the Fair grounds in western Manitou.

The Village of Manitou is located in an area which is in a zone of transition between intensive agriculture to the east and extensive agriculture to the west. In the immediate surrounding environs of Manitou cereal grains are grown, and there is little conflict between the surrounding agriculture areas and the built up area of the Village.

Agriculture is very important to the Village of Manitou. It is also very important to the Province of Manitoba where 16% (80,000 people) of the Manitoba workforce is employed in an agricultural related industry. One of every seven economic dollars in manitoba is generated by agricultral industries.⁷⁹

Essentially, the agricultural trends, which are also taking place in and around Manitou, include the increase in farm size and a decrease in farm population. In fact, over the last forty years, the number of people living on the farms has been cut in half. Also during this period, the size of farms has increased two-fold. Agricultural production has remained high, but the de-population effect on the rural communities is devastating. Estimates suggest that for every eight farm families that leave, one business in the village or town will close.⁸⁰

⁷⁹ Manitoba, "Rural Trends", Manitoba Education and Training, Department of Education, Winnipeg, 1993, pp. 1-3.

⁸⁰ Manitoba, "Rural Trends", Manitoba Education and Training, Department of Education, Winnipeg, 1993, pp. 1-3.

Hazardous Lands

There is little or no area of potentially hazardous lands, or a flood prone zone, within the Manitou Village limits. There is a slight potential for ponding to the north and the east of the main residential area. This problem has largely been alleviated by the construction of a drain to carry run-off water out of the Village and to the west.

Trends and Evaluation

- 1) Manitou has a negligible amount of sub-division activity;
- 2) There are numerous vacant buildings in the Commercial area;
- 3) Three large scale projects were carried out recently, the Health Centre, an addition to elementary school, and an addition to the elevator;
- 4) There are excellent recreational facilities and easy access to open space areas in Manitou;
- 5) Little conflict exists between agriculture and built-up areas;
- 6) There is the potential for conflict between the Anhydrous Ammonia storage sites and residential areas;
- 7) There is little or no hazardous land, or hazardous land useage in the Manitou area.

INFRASTRUCTURE

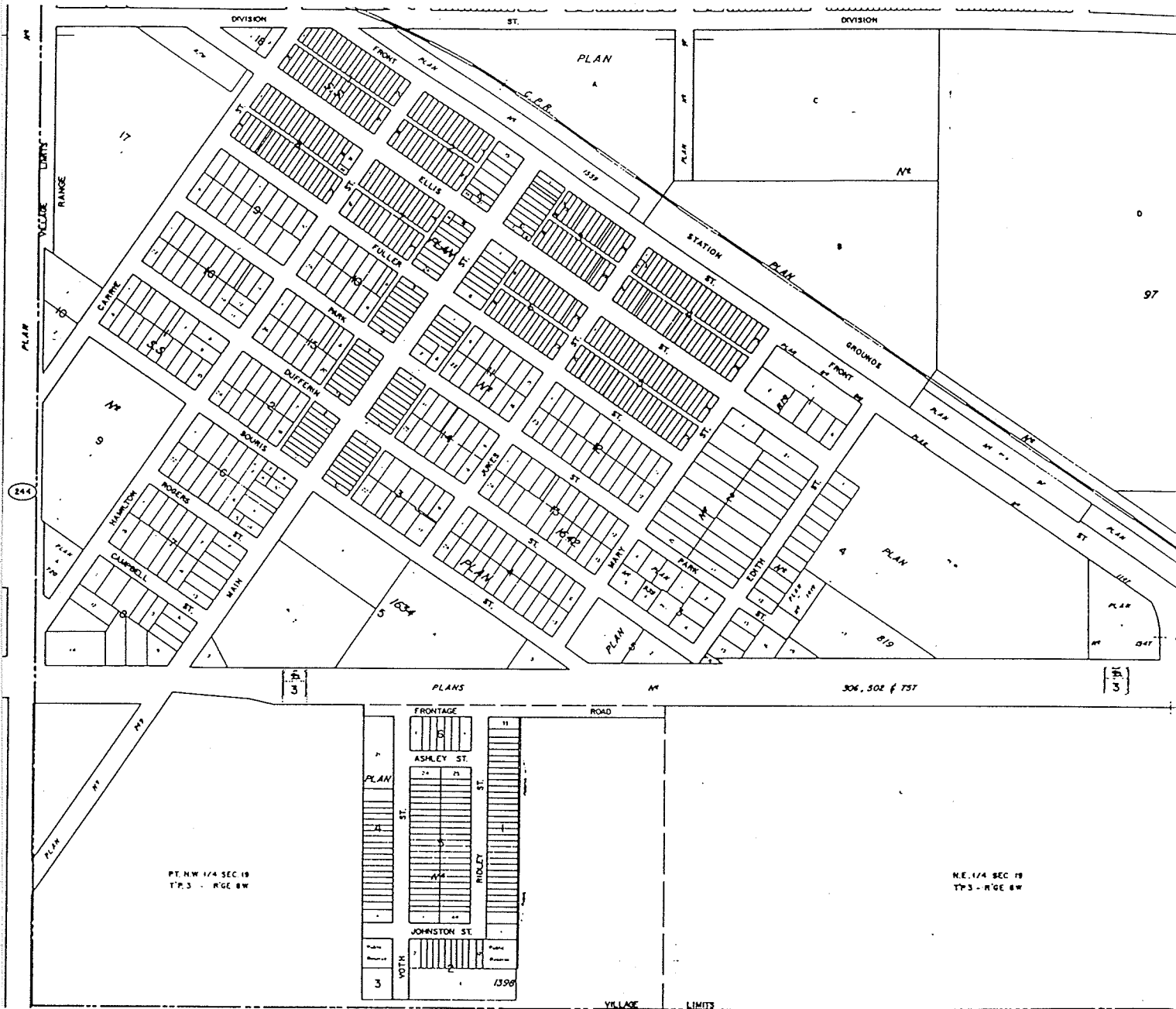
Land Drainage

Manitou dispenses of its storm water by means of surface runoff. While most of the Village uses ditches, there are some sections where the water flows via a curb and gutter system. Both systems are operating well and pose no drainage concerns for the residents.

The intersection of Park Street and Jukes Street is the highest point in the Village (see map 3). South and west of this intersection run-off water from roughly one-third of the Village flows through ditches westward to the intersection of Carrie Street and Fuller Street. There a buried pipe takes the water north one block and then under P.R.#244 and out of the Village limits.

North, southeast and east of this intersection two-thirds of Manitou's run-off water flows eastward into a ditch which runs roughly parallel to the railroad. It then flows north-westward and eventually out of the Village limits under P.R.#244 through the same ditch as the westward flowing water.

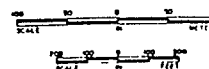
There are no significant problems with ponding in low lying areas, standing water in ditches, or any other drainage problem.



VILLAGE OF MANITOU **STREET LAYOUT**

Map No. 3

METRIC



MUNICIPAL PLANNING BRANCH

DEPARTMENT OF MUNICIPAL AFFAIRS

PROVINCE OF MANITOBA

DATE JUN 1962 DRAWING No. 4R 104-100A

AUG. 1962
BR 337-100

Water Supply and Distribution

Manitou initially employed a two-well system in the Village's west end, to supply its citizens with drinking water. However in 1963-64 a 15 cm pipeline from the Mary Jane Reservoir, some 8 kilometers north-west of the Village, was constructed and put into operation by the Manitoba Water Services Board. This system includes a solids contact type treatment (cold lime soda softening) with filtration, fluoridation and chlorination. This treatment plant, along with a 531,882 litre underground reservoir in the northwest section of the Village, and a 227,300 litre storage tower in the southeast corner of the Village, all began operation by 1964.

The 531,882 litres storage capacity is enough water for a little over one day's consumption at present levels. The two pumps within the treatment plant are capable of pumping 377 litres per minute. There is also one standby pump which is capable of pumping 1900 litres per minute in case of fire. This pumping capacity is in addition to the elevated storage tower. The capacity of the system is quite large and additional equipment to increase its capacity is not necessary at this time.







The water distribution system consists of 20, 15, and 10 cm water lines with valves and fire hydrants (see map 4). This system will meet the Village's needs for the next thirty years, and also provide an adequate degree of fire protection.⁸¹

⁸¹ Barlishen, F., Proposed Sewer and Water Extensions For The Village Of Manitou, Manitoba, Department of Mines and Resources, Winnipeg, 1976, p. 3.

VILLAGE OF MANITOU

MUNICIPAL SERVICES
(Sewer and Water)

LEGEND:

- | | |
|---|--|
|  | SANITARY SEWER SYSTEM (Direction of Flow) |
|  | LIFT STATION |
|  | WATER DISTRIBUTION SYSTEM |
|  | WATER TOWER |
|  | WATER TREATMENT PLANT |
|  | GENERAL DRAINAGE FLOW TO MARY JANE RESERVOIR |

Map No. 4



1:5000

MUNICIPAL PLANNING BRAND

Department of Rural Developm.

Province of Manitoba

Sewer System

Manitou has had a sewage collection system and sewage treatment facilities since the fall of 1958, and these facilities were upgraded in 1987. The sewage treatment lagoon is located north of the Village in the north east quarter of section 30, Twp. 3, Rge. 8W. It consists of two cells, a 2.75 hectare primary cell and an 3.4 hectare secondary cell. The sewage arrives at the lagoon via a 10 cm force main

The sewage collection system consists of 20, 25, and 30 cm sewer lines along with manholes (spaced a minimum of 106 meters apart) and three lift stations along with a 10cm force main to the lagoon itself (see map 4, page 89). The main lift station is located at the corner of Mary Street and Front Street. This lift station has two 5-HP pumps along with 670 meters of 10cm force main to the lagoon.⁸² All of the sewage equipment is designed for a much greater capacity than is presently used, and will therefore easily handle flows for the next thirty years.

The lagoon discharges its treated sewage into a ditch which runs just north of Division Street. The effluent then flows west and eventually arrives at the Mary Jane Creek about 1.2 kilometers away.

In compliance with the Manitoba Water Services Board the lagoon is over 457 meters away from any residence, (or well) and the lagoon is located adjacent to an industrial area. This does not set a limit on residential or industrial growth, and is

⁸² Barlishen, F., Proposed Sewer and Water Extensions For The Village Of Manitou, Manitoba, Department of Mines and Resources, Winnipeg, 1976, p. 3.

not a concern at this time.

Transportation

Manitou is well served by Manitoba's highway network due to its location on Provincial Trunk Highway #3, and Provincial Road #244, as well as being served by the Canadian National Railway, Grey Goose buslines and by Gardewine North, a trucking company.

Air Transportation

Manitou has no Provincially or Federally owned and operated airport or airstrip, as most such facilities are to be found in Manitoba's northern and remote communities. However a private club, The Manitoba Flying Club, owns and operates a lighted airstrip north of the Village and provides its members with an 800 meter long runway.

Road Network

The Provincial Government has some degree of funding authority over four of Manitou's larger streets, and total funding authority over the two highways that pass through Manitou (P.T.H. #3 and P.R. #244). The Village of Manitou shared jurisdiction over its two main collector streets, Main Street and Front Street, with the Province. However, effective January 1990, the Province assumed full funding

authority over Main Street and the Village over Front Street.

The Province also exercises some degree of jurisdiction over three other streets which have been deemed to qualify as grant-in-aid streets;⁸³ they are Carrie, Front and Souris.⁸⁴ Manitou and other communities can receive up to 50% of the funding for the laying of concrete from the Province for these designated streets. The cost of laying underground services and sidewalks are not included in this grant. It is also important to note that strictly residential roads are exempt from these Provincial grants.

The Village Council of Manitou has set the standard road right-of-ways (R.O.W.) for residential streets at 20 meters (60 feet). The following streets conform to these criteria: Edith, Dufferin, Front, Jukes, Mary, Fuller, Hamilton, Voth, Carrie, Johnston, Ashley, Ridley, Campbell, Rogers and Souris (see map 3 page 87). The only residential street that does not fully conform to these standards is Park Avenue which narrows at Mary Street to 15 meters (50 feet) and continues this narrower R.O.W. past Edith Street until it terminates in a P-loop cul-de-sac.

Ellis Street has a 25 meter R.O.W. until its intersection with Mary Street where it widens to a 26 meter R.O.W. until its termination at Edith Street. Main Street, Front Street and Division Street have a 25 meter R.O.W. and the smallest

⁸³ Grant-in-aid streets are roads that may not be part of the Provincial highway network but are deemed by the province, because of a large community use facility, to be of some importance to a city, town or a village.

⁸⁴ Telephone interview with Walter Mueller, Village Councilor, November 1990.

R.O.W. belongs to Frontage Road at 15 meters.⁸⁵

It is important to note that there are no traffic light standards at any intersection within Manitou. There are also no large bridges or separated grade railway or highway crossings. All intersections within the Village control traffic by the use of stop signs and yield signs. There is simply not enough traffic, or funding, to justify the placement of traffic light standards or separate grade intersections within the Village at this time.

Pedestrian and Bicycle Traffic

Sidewalks provide a community with a safe method of separating its vehicular and pedestrian traffic without sacrificing proper safety precautions. Manitou provides its citizens with sidewalks that can be found in most of the older areas of the Village. However newer streets such as Carrie Street, Campbell Avenue, Rogers Street, Edith Street and Front Street do not have any sidewalks.

Bicycles are allowed to use the Village's vehicular road network (and sidewalks) only because the enforcement of by-laws meant to keep them off the streets is rarely executed. There are also no designated bicycle paths within the Village at this time.

⁸⁵ Telephone interview with Jacalyn Clayton, Secretary Treasurer, November 1990.

Parking

The Village of Manitou has recently converted its older angular Parking system in the commercial area to parallel parking. This change was carried out in order to improve the aesthetic appearance of the Village and increase the safety of Manitou's Main street.

The boulevard is now wider and offers a more pleasing landscape. As well, the widening of sidewalks allows freer pedestrian flow to and from commercial establishments located in the Commercial Area.

Other Services

Solid Waste removal is presently contracted out privately. The solid waste landfill site is located north-west of the Village in The Rural Municipality of Pembina. It is 6.1 hectares in size and is owned by the Village of Manitou. The Rural Municipality of Pembina supplies the equipment needed to operate the site. Garbage removal from residences is weekly, and from commercial establishments arrangements can be made for daily pickup.

In terms of utilities, Manitou is fully serviced by the Manitoba Telephone System and Manitoba Hydro. However, there is no natural gas (I.C.G.) connection at this time. Manitou's residents heat their homes with hydro electricity, oil, propane or other combustants.

Manitou has been policed by the R.C.M.P. since April 1, 1970 when they

replaced the existing Village police force. The R.C.M.P. in Manitou are located in the southern end of the Village on P.T.H.#3. The R.C.M.P. detachment has three officers and one civilian employee.

Fire protection for the Village is provided by an all volunteer fire force of eighteen, with one 1962 Thibeault pumper capable of pumping 2,273 litres per minute, and one 1946 Willys Jeep capable of pumping 1,591 litres per minute (both furnished by the R.M.). The new Fire Hall is located on Front Street.

Trends and Evaluation

- 1) Curb and gutter system of land drainage is used, and there are no significant problems with ponding in low lying areas, standing water in ditches, or any other related drainage problem.
- 2) Well maintained, and high capacity municipal sewer and water systems exist;
- 3) Manitou is fully serviced by the various utilities and has excellent fire, police, and solid waste removal programs;
- 4) Manitou is not connected to a natural gas pipeline;
- 5) Manitou is well served by the Provincial Highway system, railway, bus, couriers, and transfer companies;
- 6) Manitou Flying Club operates a lighted airstrip north of the Village;
- 7) There are no designated bicycle paths in the Village at this time;
- 8) A parking system conversion has taken place.

MUNICIPAL FINANCE

The purpose of this section is to determine Manitou's current financial situation and assess its future borrowing capacity.

Assessment

Municipal governments raise most of their operating capital from the levying of taxes on local properties. Assessment is quite important because it indicates the total values of real property in the community area and is the basis on which municipal taxes are calculated. The study of the trends in assessment levels can indicate the community's economic health.

Table 5⁸⁶ shows Manitou's assessment over a seventeen year period from 1971 - 1988. The growth of Manitou's assessment is very small, especially when inflation, re-assessment (1970 and 1979), and new methods of calculation are factored in. In fact, there was an absolute decrease in the value of land assessment to \$318,480 in 1988, from \$322,230 in 1986.⁸⁷ The other assessment values show only a modest growth, and may when an estimated constant dollar approach is used, show almost no growth at all.

⁸⁶ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 7.

⁸⁷ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 20.

TABLE 5

	1971	1976	1981	1986	1988
Land Ass.	\$274,670	\$296,620	\$321,960	\$322,230	\$318,480
Bldng. Ass.	\$1,087,420	\$1,408,120	\$1,826,540	\$1,894,620	\$1,915,530
Personal Prop.					
Total Taxable	\$1,362,090	\$1,704,740	\$2,148,500	\$2,216,850	\$2,234,010
Business Ass.	\$53,930	\$81,270	\$169,690	\$169,110	\$171,770
Exempt Prop.	\$428,380	\$538,420	\$570,350	\$584,980	\$613,610
Equalized Ass.	\$1,360,960	\$1,742,560	\$2,169,860	\$2,312,860	\$2,361,060
30% of Eq. Ass	\$408,288	\$522,768	\$650,958	\$693,858	\$708,318

Revenues

Table 6⁸⁸ points out Manitou's revenue sources and their relative importance. It is evident that monies raised through taxation have been the largest contributor of revenue for Manitou. In 1971 82.2% of Manitou's revenue came from taxation; in 1976 77.4%, in 1981 79.5%, in 1986 89.2% and in 1988 81.1%.

⁸⁸ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 23.

TABLE 6

TAXATION	1971	1976	1981	1986	1988
Schools	\$41,560	\$97,829	\$179,614	\$223,757	\$240,381
Debt Charge	\$25,585	\$27,544	\$20,204	\$37,753	\$42,966
Gen. Mun.	\$30,828	\$46,544	\$130,671	\$204,637	\$207,543
Special Levies	\$2,776	\$2,592	\$4,879	\$4,960	\$5,069
Business Tax	\$2,787	\$4,064	\$5,091	\$5,073	\$5,153
Total	\$103,536	\$178,583	\$340,459	\$476,190	\$501,112
Grants-in-lieu	\$2,331	\$10,623	\$16,512	\$26,768	\$30,629
Unconditional Grants	\$7,104	\$13,326	\$21,854	\$30,544	\$38,910
Cond. Grants	\$3,880	\$7,876	\$18,872	\$2,867	\$6,288
Total less app.	\$125,955	\$230,710	\$428,372	\$533,847	\$618,119

The taxation level to support Manitou's schools shows a large increase during the 1971 - 1988 period. This reflects the overall rising costs in education. In terms of debt, the charges have been fluctuating, depending upon the amortization period for capital works projects.

The business tax when adjusted for inflation, seems to be declining, which is in keeping with an economic decline in Manitou over the 1971 - 1988 period.

Government contributions have also fluctuated over the 1971 - 1988 period, from 17.8% in 1971, 22.6% in 1976, 20.5% in 1981, 10.8% in 1986 to 18.9% in 1988.⁸⁹ Grants-in-lieu of property taxes are monies paid by the federal and provincial governments to municipal governments for properties owned by provincial and federal governments. The senior level government contribution has remained stable over the 1971 - 1988 period despite the expensive projects undertaken in Manitou in the late 1980's.

The overall level of revenue has slowly increased, but has remained roughly parallel with inflation, with varying proportions of this revenue coming from government contributions and municipal taxes. However, the Village's ability to raise revenue remains a concern.

Expenditures

The expenditures of a community generally reflect the services that the community provides as well as the importance the community places on them.

A general increase in expenditure for Manitou during the 1971 - 1988 period might suggest that the level of services in the community is increasing as well. However, it has been found that the expenditure level has remained constant.

Expenditures include many municipal services such as fire protection, garbage removal and education. Education was the largest expenditure for the Village of

⁸⁹ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 24.

Manitou throughout the seventeen year period. Education was followed by transportation, general government expenditures and protection services such as fire and police (see Table 7).

TABLE 7

	1971	1976	1981	1986	1988
Gen. Gov't	\$14,396	\$23,718	\$39,494	\$69,659	\$67,430
Protection	\$9,813	\$25,468	\$39,486	\$62,673	\$66,286
Transport.	\$15,391	\$35,823	\$142,247	\$47,609	\$85,954
En. Health	\$3,982	\$4,549	\$10,802	\$13,282	\$13,188
Welfare	\$13	\$1,050		\$1,095	\$5,130
En. Planning		\$1,146	\$1,991	\$6,291	\$15,734
Recreation	\$6,558	\$4,847	\$31,884	\$17,899	\$16,652
Education	\$42,697	\$103,642	\$188,312	\$234,516	\$255,862
Fiscal serv.	\$25,549	\$24,136	\$15,995	\$40,496	\$51,926
TOTAL	\$125,955	\$256,411	\$428,372	\$533,847	\$618,119

In terms of percentages, education consumed 33.9% in 1971, 40.4% in 1976, 44.0% in 1981, 43.9% in 1986, and 41.4% in 1988. Transportation, general government expenditures and protection, when combined, generally consumed between 30-35% of the budget, with the exception of 1986 when an exceptionally large expenditure for transportation raised the percentage to 51.6% of the budget.⁹⁰

⁹⁰ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 24.

The smaller categories such as planning and social welfare⁹¹ declined somewhat during the seventeen year period as funding priorities began to shift toward education and transportation. Generally the overall expenditures remained constant.

Capital Debt and Liability Position

Municipalities have strict regulations governing the amount of debt they can issue and carry. If there are capital works programs to be implemented it is necessary to establish the financial position and capacity, and so determine the municipality's ability to carry the debt incurred by such programs.

Manitou's past debt loads are shown in Table 8. Generally the largest portion of this debt can be attributed to the water and sewer component. In 1976 the administration component of Manitou's debt was the highest at \$44,719, followed by sewer and water at \$32,380.⁹² The following year, 1977, Manitou embarked on a water main and sewer extension project to the new subdivision south of P.T.H. #3. The expenses occurred as a consequence of this project resulted in the sewer and water component again becoming the major factor in Manitou's present capital debt position.

The administration component of Manitou's capital debt was only a factor in

⁹¹ This is mainly a function of the changing (aging) demographics of the community.

⁹² Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 44.

the years 1976 and 1981; afterward this debt matured. The debt caused by expenditures for recreation and culture gradually declined from \$24,439 in 1971, to \$9,113 in 1981. In 1986 this recreation debt had climbed to \$22,776 and then declined again in 1988 where it stood at \$16,221.⁹³

⁹³ Manitoba, Statistical Information - (1971 through 1988) - Municipalities Of The Province Of Manitoba, Government of Manitoba, Winnipeg, 1988, p. 44.

TABLE 8

	1971	1976	1981	1986	1988
Administration		\$44,719	\$35,652		
Protection					
Transportation					
Water/Sewer	\$117,361	\$32,380	\$95,444	\$204,151	\$277,070
Social Services					
Recreation	\$24,439	\$17,884	\$9,113	\$22,776	\$16,221
Total Debt	\$141,800	\$94,983	\$140,209	\$226,927	\$293,291
Deferred Liability					
30% of Equalized Assessment	\$408,288	\$522,768	\$650,958	\$693,858	\$708,318
Debt Ratio	10.4%	5.5%	6.5%	9.8%	12.4%

Table 8 also shows that Manitou has stayed well under the recommended guideline of 30% of equalized assessment for maximum debt load. The highest year, 1988, the capital debt capacity stood at 12.4%, and the lowest year, 1976, the capital debt capacity stood at 5.5%.

The major stumbling block to Manitou's capital works plans will be the community's ability to raise sufficient revenue to pay this additional debt. The

Village's revenue resource seems to rest entirely on property owners, and the equalized assessment values' slow increase may mean that additional mill rate charges will have to be paid by the Village's rate payers.

It is important to note that Manitou has a twenty year old reserve fund of about \$32,000 as of December 1990 which was set up by a special levy on residential properties during a five year period some twenty years ago. These funds could be used to some extent to offset borrowing and expedite the completion of Manitou's capital works programs.

Necessary Capital Works

The Village Council of Manitou has decided to embark upon four large capital works programs: off-street parking, sidewalk repairs, repairs to the water tower and a new fire hall (recently completed). The estimates for the cost of this off-street parking have been as high as \$50,000. (One of the potential lots in the downtown area has a price tag of \$40,000.) Repairs to the water tower are estimated to be \$35,000, and the new fire hall is estimated to cost between \$80,000 - \$100,000.

Manitou has prepared a five year capital expenditure program which contains two capital works projects. In 1991 \$45,000 will be allotted for repairing the sidewalks of Main Street. In 1992 \$35,000 is to be allotted for repairs to the water tower. There have been no projects identified for the 1993 - 1995 period. The total cost of these two projects is \$80,000, of which \$27,500 will come from the

operating budget and \$52,500 from reserves.

It may be prudent to delay the sidewalk project until the year 1995 to allow the Province to complete its conversion of the diagonal parking system to a parallel parking system. This will allow the proper streetscaping and aesthetic improvements to take place in conjunction with this conversion and at a reduced overall cost.

The purchase of a parcel of land on Division Street, to provide a buffer between the residents of Carrie Street and Front Street and the junk yard operation on Division Street, is also suggested. This could be identified as part of the capital expenditure program in any of the years from 1993 - 1995.

Some financial provision must also be made to ensure the continued high quality of Manitou's recreational, educational and institutional facilities because they are of a great importance to the Village and surrounding area. The recreational facilities, the hospital, and the schools, serve a fairly large trade area and provide surrounding area residents with very good services as well as providing a reason for them to travel to Manitou.

Trends and Evaluation

- 1) Manitou's assessment, in absolute terms, shows only a modest growth;
- 2) The Village's ability to raise revenue remains a concern;
- 3) The capital debt and liability position is under recommended guidelines;

-
- 4) There are four larger capital works programs which are deemed necessary.

REGIONAL CONTEXT

The Village of Manitou, incorporated on April 21, 1897, is a community of 850 people located in south central Manitoba at the junction of P.T.H. #3 and P.R. #244, 158 kilometers from Winnipeg, in the Pembina Valley region. More specifically, it nestles in the Pembina Valley at a Longitude of 98 29' west, and Latitude 49 16' north on the eastern edge of Manitoba's western uplands, at an elevation of 488 meters (see map 1, page 58).

Well served by the Provincial highway system as well as the Canadian Pacific Railway (C.P.R), Manitou is also served by various trucking companies. There is daily service from Grey Goose bus lines to and from both Winnipeg and Brandon.

Recreation plays a major part in the life of Manitou's residents. With golf, curling, hockey, baseball, a swimming pool and an indoor rifle range, the Village is well equipped. The Manitou centennial park also serves the community with camping and picnicking sites.

The economy of Manitou is based primarily on cereal crops, livestock and poultry produced in the area. The Village's industries include a feed processing plant, a livestock sales market and a hatchery. The Village also benefits from revenue brought into the community by sportsmen who visit the famous hunting and fishing grounds in the surrounding area. It is the largest and highest order center

within its sub-region.

It is therefore quite clear that Manitou is dependent on its rural hinterland for its business commerce and livelihood. Obviously, the hinterland is also quite dependent on Manitou for services, recreation and health care.

Manitou is also clearly a smaller but significant retirement center for many of the region's farmers. This function, in conjunction with Manitou's agricultural base, makes it quite typical of rural communities in Manitoba. In terms of a slight population decline, household composition, and family size, Manitou again is comparable to other similar sized rural centers in southern Manitoba.

Commercial Structure and Trade Area

Essential to any development plan is an examination of economic activity in a Village such as Manitou, and what its trade area⁹⁴ is. As previously mentioned

⁹⁴ Trade area can be defined as an enveloping line drawn on a map representing the greatest distance that consumers are willing to travel to a center for goods and services. The larger the center the larger the trade area. Manitou, like many other agricultural service centers, relies heavily on its hinterland for its market functions. These market functions are quite often the reason of existence for smaller villages such as Manitou, and these centers have been defined by scholars such as W. Christaller as Central Places (Yeates and Garner third ed. 1980).

The Central Place Theory (Christaller's K=3 system) which Christaller postulates assumes an isotropic surface with uniform customers needs and traveling abilities. It suggests that customers needs will be satisfied by a central village or town which will supply goods and services to an outer trade area with a hexagonal shape and that each of the trade areas is tangential to six other trade areas. Christaller's K=3 system takes its name because Christaller suggests that each center is surrounded by a ring of six centers of the next level in the hierarchy. These centers are located at each corner of the hexagonal trade area, therefore each lower level place is served equally by three centers of the next highest order in the hierarchy.

The K=3 system does not truly apply to the Manitou case study because south-western Manitoba is not an isotropic plain, as Christaller's system implied. In addition the population densities of Christaller's study area, and that of this Practicum are quite different. There are a great number of assumptions in Christaller's K=3 network that do not hold true for the Manitou case study. The K=3 network was included, in this chapter, to point out some rough similarities between the Manitou case study and an example of scholarly work done in this area. Christaller's Central Place Theory contributes to the study of urban settlements because it provides a framework for the studying

Manitou serves as a agricultural service center providing goods and services to a relatively small trade area.⁹⁵

The main employers in Manitou include: Carleton Hatcheries, Feed Rite Mills Ltd., Manitou Poultry Farms Ltd., ARK New-Tech, St. Leon Co-operative, and D. Voth and Sons Ltd (see Business List, page 112). Manitou is fortunate to have such a diverse industrial and commercial base. These establishments contribute significantly to the local economy in terms of direct employment and indirect spin-off benefits. These businesses are also of great importance to Manitou's surrounding agricultural area.

In 1989 there were seventy-nine commercial activities (retail and service), and six professional establishments, including doctors, accountants and lawyers. As well, there were six industrial institutions and two financial institutions.⁹⁶

Manitou's trade area (see map 5) as established by the Manitou and Area

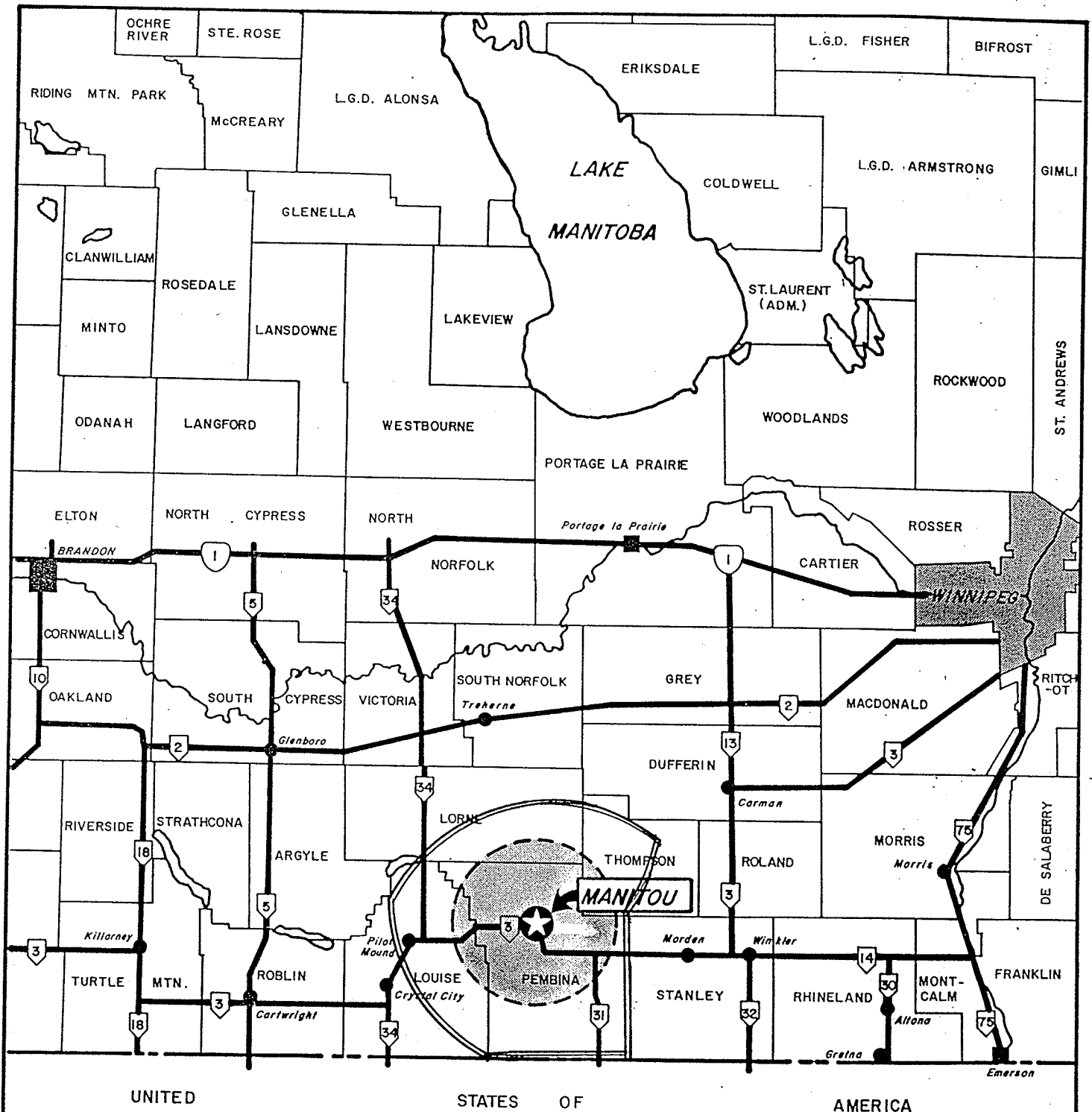
of urban systems. Christaller's theories (the first in this study area) laid the foundation for further research by Losch, Berry, et al., and for this reason the author included Christaller's theory in this Practicum.

⁹⁵ In a previous footnote we looked at the definition of both Trade Area and the Central Place Theory. The Central Place Theory, in conjunction with Data from the Manitou and Area Business and Community Survey, would allow one to assert that: 1) Manitou's share of the regional business has declined. This is due, in part, to the efforts of the surrounding communities to consolidate their own businesses by "stopping the economic leaks", and the rapid growth of higher order centers such as Morden and Winkler. 2) Manitou has also lost some higher order businesses, such as large implement dealers, to larger centers such as Morden and Winkler. Medium and low order businesses have also declined slightly in Manitou, and this is evident by the number of vacancies on the Main Street.

⁹⁶ It is important to note that Manitou's commercial area is in a state of decay. The recent street improvements have somewhat alleviated this problem. However, the large number of vacancies in Manitou's commercial area allude to a general state of stagnation in the Village's economy.

Business and Community survey⁹⁷ suggested that most of the Rural Municipality of

⁹⁷ Manitoba, Manitou and Area Business and Community Survey, Manitoba Department of Economic Development and Tourism, (Enterprise Manitoba), Winnipeg, 1980, pp.1-3. It is important to note that the trade area established by the survey is somewhat subjective and open to question. The concept of trade area itself is very subjective. However, the boundaries have been corroborated by the Author's own research in conjunction with the townspeople, and the boundaries appear to hold up under such rigor.



VILLAGE OF MANITOU

TRADE AREA MAP

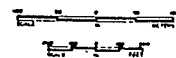
Map No. 5

LEGEND

Outer Limit of Trade Area

Source: Manitou and Area Business and Community Survey

Line Designed to Highlight Manitou's Location



Pembina constituted the primary trade area around Manitou. Some of the higher order retail activities draw customers from a much wider area. The outer area was defined to include portions of the adjacent Municipalities of Louise, Lorne and Thompson (which includes Miami) and the Villages of Pilot Mound, Somerset, and Notre Dame de Lourdes.

The population of the trade area, including Manitou, is approximately 5,000.⁹⁸ The small size of Manitou's trade area limits its development and helps to maintain Manitou at its present population level.

In the past citizens of the United States contributed to sales in Manitou. However the general consensus is that there are fewer Americans shopping in Manitou presently, which corresponds to an overall decrease of Americans crossing the border into Canada nationwide.

⁹⁸ Manitoba, Manitou: 1981 Community Report, Department of Economic Development and Tourism, Winnipeg, 1982, p. 1.

TABLE 9**Business List**

Business Name	Status	Business Name	Status
A & M Soil Service Ltd.	BB	Kimberly Chev-Olds	BB
A R K New-Tech Ltd.	BB	Konrad & Voth Equipment	C
Baloun Distributing	BB	Manitou Family Store	O
Beauty Nook	BB	Manitou Friendship Center	BB
Best Aviation (1982) Ltd.	C	Manitou Gifts and Games	BB
Bird Scare International	O	Manitou Gun Works	O
Burger Shack	BB	Manitou Motor Inn	O, HH
Carleton Hatcheries Ltd.	BB	Manitou Plumbing & Heating	BB
Co-Operative Manitou	BB	Manitou Poultry Farms Ltd.	BB
Curry Brothers Ltd.	BB	Manitou Tire	BB
Edgar Seeds	O	McCulloch R.H. (Bar.)	O
Esso Petroleum	BB	McGillivray's Mens Wear	BB
Feed-Rite Ltd.	BB	Mueller's Hardware	BB
Flower Country	BB	Mulder Construction	O
Four C Service	BB	Pembina Hills Insurance	BB
George and Kate's	O	Ross's Hairstyling	O
Gerbrandt Machine Shop	BB	Roxanne's Beauty Salon	BB
Karen's Sewing Centre	O	Sams Lucky Dollar	BB
Karin's Place	O	Scarf Construction	O

Legend: O = Open C = Closed BB = Brisk Business HH = Hit Hard by Recession

Business List (Continued)

Business Name	Status	Business Name	Status
Scharf's Service	BB	Subcan Ltd.	BB
Schmidt Ray Real Estate	BB	Superior Muffler	C
Sears	BB	Thompson Refridge. Shop	BB
Selby and Jones (bar.)	BB	Titch's Electric	BB
Shell Canada	C	U.G.G.	BB
Sill Strueber Fiske & Co.	BB	Voth Systems	BB
Smith's Florist	C	Western Canadian Printers	BB
Spot-Lite Cafe	BB	Young's Electronics	BB

Legend: O = Open C = Closed BB = Brisk Business HH = Hit Hard by Recession⁹⁹

Trends and Evaluation

- 1) Manitou was incorporated April 21, 1897;
- 2) It is well served by several modes of transportation;
- 3) Economy is based primarily on agricultural service industries;
- 4) R.M. of Pembina constitutes most of Manitou's trade area;
- 5) The population of Manitou's trade area is approximately 5,000;
- 6) Manitou's dominance within its Trade Area is waning as other communities begin to service their own needs.

⁹⁹ The above list of businesses is intended to provide to the reader a sense of the wide array of businesses offered in the Village of Manitou, and a sense of their viability. The rating regarding the status of the business, albeit subjective, was done in conjunction with Jacalyn Clayton (Secretary-Treasurer - Village of Manitou), Walter Mueller (Mayor of Manitou), and Terry Mueller (Local Businessperson), on July 21, 1993.

SUMMARY AND CONCLUSION

Summary

- 1) Manitou is experiencing a slight population decrease, as have many other agriculture service centers throughout Manitoba;
- 2) Manitou is experiencing a continued, though stabilizing process of urbanization;
- 3) Manitou is experiencing an aging of its population;
- 4) Manitou is experiencing a trend toward smaller households;
- 5) Manitou is experiencing a decrease in family size (fewer children);
- 6) Manitou is experiencing income and employment figures that are roughly average for Manitoba;
- 7) Manitou is experiencing a move toward multiple ethnic origins (largest ethnic groups remains British);
- 8) Manitou has a negligible amount of sub-division activity;
- 9) There are numerous vacant buildings in the Commercial area;
- 10) There are excellent recreational facilities and easy access to open space areas in Manitou;
- 11) Little conflict exists between agriculture and built-up areas;
- 12) There is the potential for conflict between the Anhydrous Ammonia storage sites and residential areas;
- 13) There is little or no hazardous land;

-
- 14) Curb and gutter system of land drainage is used, and there are no significant problems with ponding in low lying areas, standing water in ditches, or any other related drainage problem;
 - 15) Well maintained, and high capacity municipal sewer and water systems exist;
 - 16) Manitou is fully serviced by the various utilities and has excellent fire, police, and solid waste removal programs;
 - 17) Manitou is not connected to a natural gas pipeline;
 - 18) Manitou is well served by the Provincial Highway system, railway, bus, couriers, and transfer companies;
 - 19) Manitou Flying Club operates a lighted airstrip north of the Village;
 - 20) There are no designated bicycle paths in the Village at this time;
 - 21) Manitou's assessment, in absolute terms, shows only a modest growth;
 - 22) The Village's ability to raise revenue remains a concern;
 - 23) The capital debt and liability position is under recommended guidelines;
 - 24) Economy is based primarily on agricultural service industries;
 - 25) R.M. of Pembina constitutes most of Manitou's trade area;
 - 26) The population of Manitou's trade area is approximately 5,000;
 - 27) Manitou's dominance within its Trade Area is waning as other communities begin to service their own needs.

Conclusion

As mentioned previously, Manitou's population characteristics are changing, roughly reflecting Canadian trends, with an aging population base and declining numbers of children as many young adults leave for larger centers.

The physiography of Manitou poses no threat or hazard to the community, and may indeed be considered a picturesque setting.

In any community there is the potential to have two different land uses adjacent to each other. These different uses can have negative effects on each other, present conflicts or be outright dangerous.

There is a potential for minor conflict between the hatcheries of Manitou (Carleton Hatcheries located on Front Street, and Manitou Poultry Farms, located on P.T.H.#3), and residential development, because of their proximity. However they do not appear to seriously conflict with the surrounding land uses at present, nor have the residents themselves suggested that there is an underlying problem. The Manitou Poultry Farms are isolated from the Village itself by P.T.H.#3, and this buffer keeps the two divergent land uses in relative harmony.

The highway commercial developments such as Feed Rite Mills and D. Voth and Sons Ltd. are also isolated from the main residential area by P.T.H.#3, and a treed ten three meter public reserve strip between the subdivision and the implement dealership itself. These buffers will hopefully keep potential conflict to a minimum.

The storage of Anhydrous Ammonia near the U.G.G. elevator also creates a

potential land use conflict due to the dangerous nature of that compound. The facility itself is at a safe distance from residential areas and for this reason the potential for future problems may have been somewhat alleviated. Anhydrous Ammonia is also stored at the Esso service center on Front Street, but at this location it is quite close to residential areas and could pose a potential problem.

The railway and the commercial uses associated with it along Front Street also provide some potential of conflict with the nearby residential area. A buffer is provided by a backlane between Ellis Street and Front Street; the houses nearest the establishments of Front Street are further afforded some degree of isolation because they face onto Ellis Street.

Another area of potential conflict exists between the three residences on P.T.H. #3 and the Highway Department's suggested control distance of 40 meters from the edge of the right-of-way. These houses are closer to the highway than the control radius would suggest and as well they have driveways exiting onto a limited access provincial highway which is, in the author's opinion, dangerous both for the residents and travelers alike.

It is important to note that their construction was prior to the control radius legislation.¹⁰⁰ It may be prudent to learn from this example and make a concerted

¹⁰⁰ The primary role of the Provincial highway system is to move goods and people quickly and safely over relatively long distances with maximum safety while keeping interruptions to a minimum (Manitoba Provincial Land Use Policies 1980). By allowing adjacent developments to interfere with these primary functions this causes delays to motorists, increases the hazards to highway travel, and accelerates the need for highway improvements. The Province of Manitoba has established a policy restricting development in the vicinity of provincial highways in order to avoid any interference with the functioning of the highway network.

effort to avoid such developments in the future.

Manitou has little in the way of transportation problems due to its small size. There is little traffic congestion and the system of stop signs and yield signs seems to be more than adequate at the present time. However one key concern that has been raised is the need for off-street parking after the conversion to parallel parking.

Manitou has absolutely no concerns at present in terms of its infrastructure since all of Manitou's sewer, water, etc. have been recently renewed or upgraded. This in combination with Manitou's slow growth should see Manitou through another twenty five to thirty years. Manitou has no restraints on any of its development and has ample reserves of land for residential, highway commercial, industrial, and recreational land uses.

Manitou's excellent array of recreational facilities are in good condition, and no further upgrading or renovation is actually needed for their continued use.

1) For major provincial roads located outside of urban areas:

a) The type of development that would cause significant interference (in general, residential excepting farmstead subdivisions, industrial and commercial) should not be allowed within 1,000 feet of the centerline of a major provincial highway or within a half a mile from the centerline intersection of a provincial highway.

b) Compatible land uses (for example, agriculture, moderate recreation, wayside parks) may be permitted adjacent to major provincial highways provided that individual parcels do not measure less than 1,000 feet in width of highway frontage.

Exceptions to these provisions should only be considered where adjacent development has already occurred to the extent that the setback and frontage controls cannot be fully applied.

2. In areas where residential (including rural non-farm and seasonal types), commercial or industrial uses are to be allowed in close proximity to a provincial highway, the following development criteria should be observed:

(a) Strip development along the highway, whereby direct connections to the highway are continuously relied upon for providing access to abutting properties, shall not be permitted.

(b) The kind of development that would generate traffic in an amount or of a type that would unduly impair the present and potential capability of the adjoining highway to carry traffic safely and efficiently, shall not be permitted.

(c) The local road or street network associated with any type of proposed development shall be designed to be in accord with both the existing and planned road and street system of the neighboring areas.

Manitou has an excellent capital debt and liability position. The only concern was its present ability to raise revenue and the questionable need to add to the debt for larger capital works projects. The concern with regard to debt, stems from the fact that Manitou is presently losing people and it may be imprudent to assume a new and larger debt with the likelihood of a smaller and declining tax base.

Manitou's importance and dominance within its trade area is waning. It has lost several higher order functions to larger centers. The smaller centers are also, through their own initiative, beginning to fulfill their own smaller order economic needs.

There are, however, some major areas of significance which need to be highlighted. The important areas of concern in terms of infrastructure include the need for provision of off-street parking, sidewalk and water tower repairs, continued maintenance of service infrastructure, and continued maintenance of recreational facilities. Other concerns stem from the municipal finance position because Manitou's ability to raise revenues for the above maintenance projects is in question.

Manitou has many opportunities or positive attributes that can be built upon. The re-opening of the Hotel, and the announcement of several new business ventures points to a positive future for Manitou. Manitou's excellent recreational, retirement oriented, and commercial facilities lend themselves to the creation of an excellent community for retirees. The area is also very picturesque, due to its striking changes in relief, and can boast easy access to health and education facilities, all in

a quiet rural setting with many urban amenities.

The information presented in this chapter forms the backdrop for the issues and concerns of the residents of Manitou, discussed in the next chapter.

CHAPTER 4

COMMUNITY CONCERNS/ISSUES AND VISION

PURPOSE AND INTENT

The purpose of this chapter is to build on the background information of the previous chapter, and integrate the concerns and issues of the residents of Manitou into the plan. Not only does this method insure that all usual relevant knowledge a planning professional can obtain is included in the plan, it also incorporates information which a non-resident planner might not normally have.

A definition of "vision" followed by an articulation of the residents' aspirations for their community is provided. This, in turn, is followed by a clear statement of the vision for Manitou, based on the background study, the wishes of the residents, and the Author's own expertise (or bias). The statement of this community "vision" includes only the larger goals with the longer time scales. All the more immediate goals and objectives, as well as a critique of the vision statement, are stated in later chapters.

METHODOLOGY

The main method utilized to elicit Manitou's community vision and the community concerns, included both formal and informal interviews¹⁰¹ with residents, councillors, and businessmen. This was carried out in order to attain a better understanding of the community "vision" than a standard questionnaire could provide. To further the understanding of the community's concerns, issues, and "vision," the Author attended the Manitou Round Table Committee meetings.

The vision statement was formulated on the basis of the facts presented in Chapter Three, and an analysis of the strengths and weaknesses of the community, as well as consultation with the residents themselves through the Round Table Committee and individual interviews.

Consultation with the professional planning staff of the Province of Manitoba and the faculty of the Department of City Planning at the University of Manitoba was also carried out.

¹⁰¹ The methodology employed in this practicum is a combination of a participant observer and a survey. A participant observer tries to place himself into the life of the community that he is studying. He watches members of the community. He also engages in scripted conversations (an informal survey) with them to find out their reactions to, and interpretations of, the events that have unfolded in their community. This type of study is used quite typically by social anthropologists in studying other cultures. The Author has taken this method and combined it with more traditional survey/questionnaire methods of obtaining information. The resultant combination is a unique meld, not designed for quantifiable statistical analysis, but deep probing and articulation of the concerns and issues of a given community. Where absolute quantification is impossible and a subjective qualitative approach is undesirable, the third option - "reasoned opinion" - is the logical choice of methodology.

Although no statistical correlation was possible, the Author relied on congruence of opinions from various sources to justify the adequacy of the 22 person sample.

It is important to note that unlike scientism, planning, Sustainable Development, and C.E.D., are emerging paradigms which lack the ingrained theories, techniques, and technologies characteristic of contemporary scientism.

For a more detailed discussion of methodology, see Chapter 1.

A common method of starting the process of development of a vision statement is the construction of a number of scenarios which may include a no growth model, a slow growth model and a faster growth model, all with many different directions of development. These scenarios make a good basis on which a community can begin discussion. However, in this case, the residents of Manitou had a very clear picture of what they wanted their Village to become, indicating that, in one form or another, alternative futures have been considered by them.

A clearly articulated vision statement can be an important part of a development plan because it can provide a more central focus for the goals and objectives of the plan. The vision statement may have been informally used in more conventional land use plans, however it is the intention of this Practicum to clearly and overtly state its prominent use.

PUBLIC PARTICIPATION

It was the activism of the 1960's which lead to an institutionalization of public input in the 1980's and 90's. Such institutionalization can be characterized by public hearings, commissions of inquiry, social surveys, community meetings, environmental impact assessments, advisory councils, and various appeal boards. Many scholars debate whether or not this institutionalized version of public participation is true public participation, but this is a matter of debate which is well beyond the scope of this Practicum.

In the following section we will endeavor to apply a contemporary and progressive approach to planning, and articulate the issues and concerns expressed by the Village's residents, regarding their own village. It is important to note that presently there is no development plan for Manitou, and therefore the residents have never been actively involved in such a process.

The arguments for public participation include the belief in the right of individuals to self determination and government, through a democratic process. J. Barry Cullingworth in his book, Urban and Regional Planning in Canada, fully concurs with this notion:

"Planning involves professional expertise, but if it is to be politically acceptable, it has to have an adequate degree of public input."¹⁰²

Public participation in the planning process gives the residents of any given community a stake in the direction of growth of that community and a feeling of empowerment. The residents are beginning to see themselves as shareholders in their community, and they now want much more than just to be heard. They are pushing for a progressive planning process, one which this practicum shall endeavor to embody.

Public participation is needed so planners remain in touch with the real

¹⁰² Cullingworth, J.B., Urban and Regional Planning in Canada, Transaction Books, Oxford, 1987, p. 85.

wants, needs, and priorities of the communities they serve. As all citizens share the consequences of decisions, all citizens should be informed and consulted. Brainstorming can result in innovative approaches.

Additionally, as a Planning professional, one recognizes that it is impossible for one person to possess all possible knowledge, and for this reason it is logical to consult with people who might be able to provide invaluable local insight. Dialogue between the public and Planners can also prevent misunderstandings and promote co-operation thus preventing deadlocks. An involved public might even find ways to co-ordinate private projects to complement public development.

The negative side, as seen by some individuals, could include the fear that public participation can become unmanageable, be bogged down with in-fighting and ultimately slow the Planning process. Many feel that the general public simply does not possess the skills needed to properly interpret the technical data before them. There is also a fear that Plans will become so parochial that the community at large will be negatively affected by a more narrow focus. Some scholars have gone even further by suggesting it is essential that the interests of non-participating residents must be safeguarded from those residents who generally join such committees to promote their own interests and opportunities. However, experience in other jurisdictions seems to indicate that these fears are ill-founded.¹⁰³

¹⁰³ Based on information gathered during an interview with Kent Gereke, June 1992.

MAIN ISSUES

The following information is based on "over the counter" interviews conducted by the Author with various residents, business persons and community leaders on an informal one-to-one basis. An evaluation of the background data gathered for the Round Table Committee is also included in this section. Although the data base and sample may be imperfect, the end result is a very useful tool in the development plan process.

For purposes of clarification, the community's issues and concerns have been grouped into five categories.

Population Concerns:

The largest and most pervasive concern that was expressed by all¹⁰⁴ the residents of Manitou was the loss of population and the realization that Manitou will continue to lose population unless changes are made. Some of the residents are concerned that this loss of population will further reinforce the Village's reputation as a retirement and bedroom community. This reputation, they feel, will undermine attempts to attract new industry and new people to the Village and further abet the population losses.

¹⁰⁴ Of the twenty two people informally interviewed by the Author, twenty two stated the population decline of Manitou was their major concern.

The second most stated community concern¹⁰⁵ was the loss of young people, specifically to other centers such as Winnipeg, Morden and Winkler. The residents feel that this constant outward flow of young people from their village will reduce the viability of Manitou as a competitive and growing community. They see the fact that there are a large number of single-person elderly households in Manitou, and no employment opportunities for the young people of Manitou, as a community death sentence.¹⁰⁶

For these reasons it is not surprising that seven out of the twenty-two citizens interviewed wished to have more Red River College extension courses within their village.

Residential Concerns:

Concerns of several members of the Round Table, in terms of the residential housing sector, include the number of low rental units in the Village. There are presently seventeen low rental housing units (common monthly rental \$200.00, and sometimes less).¹⁰⁷ This is a large number in relation to a population of only 850. They believe the local M.H.R.C. representative is undercutting the local

¹⁰⁵ Of the twenty two people informally interviewed by the Author, nineteen stated the loss of young people to other centers was one of their foremost concerns.

¹⁰⁶ Based on information gathered from a telephone interview with the Secretary Treasurer, Jacalyn Clayton, February 19, 1991.

¹⁰⁷ Based on information gathered at a Round Table Committee meeting, February 19, 1991.

homeowners with these monthly rental rates.¹⁰⁸ Such actions have made it difficult for Village landlords to remain financially viable.

The local real estate prices are also a concern to residents because current low selling prices could lead to financial losses for vendors.

Fifteen of the twenty two individuals interviewed, expressed a concern which stems from the fact that a recent count, undertaken by the Village, indicates that presently there are 69 single elderly person households in the Village.¹⁰⁹ These households, due to the occupants' ages, will mostly be vacant within ten years. This, in combination with an already diminishing demand for single family housing, will leave a lot of housing units in Manitou empty and further depress rental and market rates.

Also of concern to seven of the twenty-two interviewed citizens, is the fact that there are no apartment-style housing units for seniors. There is also a related concern that the Legion House personal care home is too small, and the waiting list is too large. When Manitou's seniors enter this stage of life, many must move away to Morden or Winkler. The Villagers are concerned that this disrupts family

¹⁰⁸ M.H.R.C. housing rental rates are usually set at 25-30% of income. This may mean that the rents are substantially lower than the market place. However, the residents were not concerned with the reason or logic behind the rent levels, they simply wished to voice this concern.

¹⁰⁹ Based on information gathered at a Round Table Committee meeting, February 19, 1991. Statistics Canada information indicates that Manitou's proportion of elderly residents is high, but quite typical for small rural villages. Based on this information, the Author does not see this concern as a major priority. There are also numerous methods of alleviating the potential problems associated with this age segment, such as the Abbeyfield Housing Model and the extensive use of volunteers, which will be developed in the next Chapter.

life and robs the Village both of its population base and of potential badly needed consumers.¹¹⁰

Commercial/Industrial Concerns:

One of the major concerns expressed by seventeen of the twenty-two citizens interviewed, was a decline of the commercial and business sector in Manitou. During a "windshield survey" it was noticed that there presently were eight building vacancies in a two square block area of the Commercial Area. Some of these buildings have been vacant for anywhere from five to fifteen years.

Another big concern, for fifteen out of the twenty-two individuals interviewed, was the creation and maintenance of jobs for the young. It was generally agreed there was little to hold Manitou's young people in the Village due to limited opportunities for them. The general consensus¹¹¹ reached by the Villagers was that they would like to see a more diversified economy involving a small manufacturing firm, in order to ameliorate the aforementioned problem.

A major concern to nine of the twenty-two individuals interviewed, was Manitou's proximity to highly successful, and larger, towns such as Winkler and Morden and to the United States. The residents of Manitou felt competition with

¹¹⁰ There are numerous options for the retention of a community's senior citizens. An example of this is the Abbeyfield Housing Model which will be discussed in greater detail in Chapter Five.

¹¹¹ Nineteen out of twenty-two citizens who were interviewed expressed a desire to diversify their Village economy.

Winkler and Morden was futile.¹¹² However, they generally agreed that finding a small niche in the market place could lead to local success. An example of such entrepreneurial success was one local businessman who started up a small video rental store that also sold Pic-a-Pop beverages.

Eight of those interviewed expressed a concern that there were too many residents of Manitou spending their money elsewhere, particularly in Morden and Winkler. It was felt that if this capital were spent in the Village it would better support the local businesses and reduce the number of building vacancies, as well as stem the tide of population loss. The general consensus was that a shopping mall would draw consumers back to Manitou to shop. Since the opening of the second mall in Winkler many of Manitou's residents now shop there exclusively, and this is a major concern to everyone living in Manitou, especially the merchants.

Another issue raised by the Round Table, was the fact that there are two merchants groups in Manitou presently - the Manitou Merchants Association and The Chamber of Commerce. Both groups claim to represent roughly half the businesses in the Village. However, the residents feel that the services are duplicated and that having one combined merchants group would be a more

¹¹² Conversely, in the Author's opinion, the proximity to Morden and Winkler could be turned around in such a fashion as to be a positive factor. The Manitou "vision" states that the residents are concerned about the Village's slowly declining population base. An idea, using the plan as the vehicle and implemented through a village promotional board, would be to promote Manitou as a bedroom community for Morden and Winkler. This would create some growth in a relatively inexpensive manner by simply capitalizing on Morden and Winkler's growth.

effective way to promote the business interests of the community.

Five members of the local business community expressed concerns that the merchants were not as aggressive as they should be. It was felt that a "laid-back", "looking out for number one", type of attitude was prevalent in the business community. It was further asserted that this is the reason behind Manitou's slow decline as a center, and why the reaction to this dilemma is slow and muted.

More concerns were expressed that the local Village government was not actively or aggressively promoting the business and other interests of the community. They felt that the council's decisions and actions were too slow, and for this reason it was unable to seize upon possible opportunities. One very large issue on the minds of many of Manitou's residents was the closing of the local hotel. As a result, the alcoholic beverage dollars flow south. Many merchants are also concerned that while consumers are south of the border they will spend more money on other activities, thus further depriving Manitou merchants of badly needed business. The Hotel has since opened and this problem has been somewhat alleviated.

Concerns were raised by the merchants about the lack of support that they felt was provided by the local branch of the Royal Bank. For example, many residents and business people alike felt that the bank held on to the insolvent hotel for too long and that the suggested purchasing price was too high. They went on to say that the closure of the local hotel had hurt the entire village economy,

including the bank. Closure of this facility also meant that tourist dollars from La Riviere and Rock Lake could not be accessed by the merchants of Manitou because tourists had no lodging accommodations within the Village.

A large number of those questioned were very concerned about the state of decay that Manitou's Commercial Area is in at present. They were also gravely concerned about the competition from Morden, Winkler, the U.S. and the outflow of capital to these centers, and an apparant lack of committment to the community on the part of some of the local businesses.

Finally, another quite common but quietly disclosed concern,¹¹³ was the junk-yard located in the northwest corner of the Village. The residents felt it was quite unsightly, as well as noisy, dusty and dirty. They felt that tourists entering the Village from PR #244 would have a bad first impression of their village, and that this would consequently diminish interest in investment in the village.

Institutional, Parks and Recreation Concerns:

The overriding concern expressed by twenty-one of the individuals interviewed is the desire to maintain the present level and numbers of services and facilities. For example, the residents want to be able to continue operation of the skating and curling rinks, the golf course, and the pool.

¹¹³ Six of the twenty-two individuals interviewed stated that the junk-yard was unsightly. Most of the citizens who stated this also made it clear that the individual who owned the junk yard was a man of considerable power in the Village, and for this reason opposition to him was generally muted.

Another major concern of the school officials, trustees and residents alike, is the declining enrollment in Manitou's two schools.¹¹⁴ Presently the enrollment in the high school is 279, with a capacity for 350.¹¹⁵ However, the projected levels are forecast to drop substantially, which will mean the laying-off of school teachers and support staff. This will be a detrimental blow to the economy and overall self image of the community.

The issue of artificial ice for Manitou's hockey arena was also discussed by four of the residents interviewed. Some feel that the large expense could be justified by the increased use and longer season. As well, the artificial ice rink could be shared with the surrounding smaller communities. This would benefit the Village because it would increase traffic to and from the arena and would benefit both the village merchants and the image of Manitou. On the other side of this issue, there are those who feel the present facility is more than adequate, and that the increased use would not justify the large expense of upgrading the rink.

A concern expressed by two of the residents interviewed and confirmed by the Round Table, stems from the perceived inability to co-ordinate the various boards, clubs and groups. They worry, for example, that there is a lack of

¹¹⁴ Three individuals, the high-school principal, the elementary principal, and a school trustee also on the Round Table Committee, stated that the issue of declining enrollment could have dire consequences for the Village of Manitou.

¹¹⁵ Based on information gathered from an interview with Don Compton, Pembina Valley School District Trustee, January 14, 1991.

communication between the boards that run the pool and the school division offices. There is potential to have elementary-school-age children use the neighboring pool for swimming lessons. As well, the campground might be able to tie in with the pool and share facility use, if there were a more co-ordinated relationship between the boards.

A related concern shared by the Round Table was the seemingly difficult task of getting people motivated enough to work together to achieve a common goal. They see the merchants, for instance, as a divided group without a common vision of the Village, who therefore do not work together to improve the efficiency of the various boards.

It is extremely important that the Village be unified in its promotional endeavours. A vibrant and unified business community can bring renewed vigor to a community. One of the key steps to turning around the sagging rural economy includes a unified effort and commitment by the residents to their community. This type of mindset has proven to be very successful in such centers as Morden and Winkler. Winnipeg's unprecedented growth, at the turn of the century, was due largely to a unified and vibrant business community with a grand vision of a "Chicago of the north." It is this spirit that organizations such as Winnipeg 2000 and Enterprise Saint Boniface are trying to promote.

The problem raised by the divided merchant groups of Manitou justifies and validates the necessity of a common vision and subsequent development plan for

the Village of Manitou.

A concern was also raised that the "fire" and "desire" to achieve and to compete with other centers, not demonstrated amongst the merchants, had given way to complacency. Some people on the Round Table even went so far as to say that many people in the Village were "burnt out".

Another concern that seemed to be a recurring theme was the desire for better planning in the future to avoid the mistakes of the past. It was felt that better planning would have averted the decisions to scatter the recreational facilities throughout the Village. Many members of the Round Table felt that the facility boards might have had more co-ordination if the facilities themselves were physically grouped more closely together. From a conventional land use planning frame of mind, the grouping of recreational facilities would have made perfect sense as well.

One of the major issues raised by the Round Table Committee was the fact that the Village will soon be without a doctor, and as it presently does not have a dentist, there will be a professional vacuum from which other centers such as Morden and Winkler are likely to benefit. The Villagers would very much like to keep the doctor in Manitou, however it is difficult to attract and keep professionals in rural areas at this time.

Some of the residents of Manitou on the Round Table Committee expressed a concern that recreational and housing facilities for elderly Manitou residents

were inadequate and this promotes the migration of elderly people to Morden and Winkler. Some suggested that facilities for lawn bowling, bingo, and arts and craft classes were either not present or inadequate.

Other less frequently voiced concerns and issues were raised by the Round Table, including the need for a social hall which could house the weddings and receptions of the Village. The need for more "tot lots" was also a concern for many young families, as was the lack of a licensed day-care facility. The question of whether to launch a small winter carnival was also a relatively minor issue with many of the Village's merchants.

Services and Transportation Concerns:

One of the major concerns expressed by the Round Table and eight of the individuals interviewed was the desire to be connected to the natural gas distribution system. This would be a positive promotional point for the selling of Manitou as an attractive location for a small manufacturing firm, and would serve to further augment the existing level of services. Feasibility studies have been carried out in the past by Inter City Gas Company, but Manitou has not yet received this service despite their desire to have it.

Another concern of four of the residents interviewed, was the possibility of replacing the diagonal parking system of the business section with a parallel parking system. This would mean a small loss in the overall number of parking

stalls, and would mean the addition of off-street parking, at tax payers expense. The issues here are the expenses related to the conversion. Three of the residents interviewed felt it is necessary because it will create a more aesthetically pleasing streetscape while one felt the conversion is unnecessary and too expensive.

A small but vocal minority of the Manitou Round Table Committee identified the crossing over PTH #3 from the old Village to the new subdivision as a potential problem area. This intersection is also quite close to the elementary school, and some people thought this could be potentially dangerous for young children.

Another issue raised by the Round Table was the lack of adequate signage from PTH #3 indicating the goods and services and the Commercial Area of Manitou. They felt the signage was not effective and indeed may be detrimental to the Village. The need for improved highway signage to better promote the Village was articulated quite frequently.

Summary of Major Concerns

- 22 of 22 interviewed were concerned about Manitou's population decline;
- 21 of 22 interviewed expressed a desire to maintain present services and facilities;
- 19 of 22 interviewed were concerned about the large loss of young people;
- 17 of 22 interviewed were concerned about the decline of Manitou's commercial sector;
- 17 of 22 interviewed wished to have Red River extension courses;
- 15 of 22 interviewed were concerned about the number of single person elderly households and the possible ramifications for the Village of Manitou;
- 15 of 22 interviewed were concerned about Manitou's waning ability to create and maintain jobs for the Village's young people;

-
- 9 of 22 interviewed wanted to further diversify the Village's economy;
 - 9 of 22 interviewed felt that competing with Morden-Winkler was futile;
 - 8 of 22 interviewed felt that there was too much money being spent in other communities, to Manitou's detriment;
 - 5 of 22 interviewed felt that the absense of natural gas ia a major impediment to further development;
 - 4 of 22 interviewed were concerned about the state of decay of Manitou's Main Street.

VISION

Webster's Dictionary defines vision as:

"an imaginative insight or foresight, view of the future, possible future aspiration."¹¹⁶

The Province of Manitoba's Department of Rural Development offers the following definition:

"Vision is a social, economic, and environmental game plan for the community - with input from their citizens. The plan will establish community goals, set priorities and outline a strategy to meet those goals. This community "vision" may have an impact on a wide variety of decision making processes..."¹¹⁷

Part of the community "vision" could be considered a picture of where the residents themselves would like the community to be at some future time. Contained within this

¹¹⁶ Allee, John, G., PH.D., Webster's Dictionary, Ottenheimer Publishers, Washington, D.C., 1975, p. 420.

¹¹⁷ Manitoba, Community Choices - A Sustainable Communities Program For Manitoba, Manitoba Rural Development, Winnipeg, 1990. p.2.

Practicum is an articulation of the methods of achieving these goals.

The community "vision" can incorporate the concept of Sustainable Development; this will ensure that decision making may be encouraged which will take into account the environment, and so ensure a better future for generations to come. This concept is becoming increasingly significant and is most appropriate when integrated into the overall community "vision."

The "vision" the residents have of their community will support local initiatives, local control, and the local development of a comprehensive plan including such diverse issues as Community Economic Development, social and human issues.

The community "vision" may have a great influence on the development, or redevelopment, of infrastructure in the community. It may also include other capital works programs, a conservation district plan, a human development strategy, a business strategy, a tourism plan, as well as environmental issues, family issues, seniors' issues, education issues, and a land use plan.

In accordance with the preceding definition, with an understanding of the issues presented earlier in this chapter and in Chapter Three, and with the residents' wishes in mind, a community vision statement specific to Manitou can be generated.

Vision Statement

The residents of Manitou have clearly stated that they do not want their Village to die gracefully. They realize that they are not going to see substantial economic or population growth. They have stated, however, that they want to regain importance in their region, have a more vital and alive Commercial Area, provide more job opportunities for the young, retain their senior residents, and improve the overall safety and quality of life.

With the residents' wishes and the background data in mind, the actual vision statement for Manitou may be worded as follows:

"The people of the Village of Manitou wish to achieve a moderate population growth level, recapture their position in the surrounding region, maintain the present level of services, recreation, businesses and industries, reserve the ability to build upon this present level in the future, and provide a safe community for their residents. They also wish to achieve a sustainable, environmentally friendly, and community based, form of development."

In order to achieve the overall "vision" as stated above, the following activities are required:

- Develop policies to promote population growth and retention;
- Improve aesthetics;
- Increase neighborhood safety and deter crime through design;
- Attract certain types of businesses;

-
- Promote tourism;
 - Promote Services
 - Promote local industries and businesses;
 - Create a central and unified Village promotional body;
 - Upgrade recreational facilities;
 - Initiate village promotional scheme.

It was shown in the previous section that the residents of Manitou clearly identified their community weaknesses as well as its strengths. The residents of Manitou also were able to articulate clearly how to build upon the strengths such as recreation. Manitou's recreational facilities could be used to draw people in from the surrounding countryside. This could possibly assist Manitou's economy to capture the economic spin-offs due to an increased number of people passing through the Village.

In addition to recreational developments, Manitou's vision statement calls for the upgrading of the tourist industry's infrastructure which would increase Manitou's capacity to accommodate overnight travelers. This is in line with the vision statement's objectives of a resurgence of importance within their hinterland, maintenance of facilities, and an upswing in the local economy.

The improvement of the Village's appearance was also a heartfelt desire, designed to instill an enhanced sense of community pride. In addition to this, they felt that improving local aesthetics might help to draw some people who are employed in Manitou,

but do not live there, to establish residences in Manitou.

The community vision also articulated the desire to attract certain types of businesses to Manitou and to assist in the development of more local small scale business ventures, which would be in accordance with the precepts of C.E.D.

The residents of Manitou also wished to create a safer community by deterring crime. It has long been known that some neighborhoods are more secure than others simply through the layout of its streets and other design features. The residents of Manitou wish to ensure that any future growth incorporates design principles which would make Manitou's streets more secure and lower the crime rate.

In response to the vision statement, a new and unified village promotional body could be created (possibly a merger of both the Merchants Association and The Chamber of Commerce) with a mandate to promote the business, recreational, occupational and lifestyle aspects of Manitou. Out of this board would come a village promotional scheme which would be in line with the vision statements objectives.

The residents of Manitou indicated a strong desire to make the development of their community more sustainable and environmentally friendly. The vision implies a more intense use of land within the Village, as well as the re-use of older buildings for residential purposes, energy efficient subdivisions, and an effort to install more bike racks to encourage bicycle use.

PROFESSIONAL EVALUATION

To provide recommendations, the planner must weigh the public "wish list" against other data and synthesize the appropriate policies.

After all the concerns and issues have been collated, a brief community "wish list" containing some of the larger initiatives may be generated, followed by a an appraisal, based on the Author's own expertise using the background data from Chapter 3 and the community concerns from Chapter 4, of what can and cannot be done:

- 1) **Attract a light or medium manufacturing firm** - Although this is an admirable goal the likelihood of such a firm locating in Manitou, at this time, is remote. This is due to the fact that Manitou does not have natural gas, is too close to Morden and Winkler, and has less serviced industrial land than the aforementioned centers.
- 2) **Promote Manitou as an agricultural service center** - This idea is an excellent idea because of Manitou's proximity to both intensive and extensive forms of agriculture. It would be very prudent for the business groups of Manitou to endeavour to further process as much of the varied agricultural output as possible. It is important to note that all of the support possible, through a land use plan, will be lent to this endeavor.
- 3) **Connection to Natural Gas** - At this time the natural gas pipeline is too far away. As municipalities to the east of Manitou are gradually connected, the residents and Council of Manitou may wish to initiate a steering committee to bring Natural Gas to Manitou.

-
- 4) **Red River Extension Courses** - Although this is a good idea, it is unlikely because Red River is closing down similar classes in much larger centers. Unfortunately, Manitou is located too far away from other larger population centers from which people would be drawn, and would likely therefore be unable to sustain a higher order function such as this.
- 5) **Promote Manitou as a seniors retirement center** - This is also an excellent idea due to the fact that there was a 4% increase in the over 65 category from 1971 - 1986 in Manitou (see Figure 4 and 5, page 66). However, this is an initiative in which a land use plan can only offer support through zoning and land use regulations.
- 6) **Attain the services of more professionals** - Manitou may wish to share the services of various medical professionals with other communities as a means of making the community more attractive to senior citizens. The community of Somerset is about to construct a new medical center with part time medical staff. It is possible that Manitou could enter into an agreement with the Village of Somerset, or other neighboring communities, to share the services of medical professionals.
- 7) **Maximize local production** - This is also an excellent idea for the community as a whole. Such initiatives retain capital in the community and create more employment opportunities. Through an external Community Economic Development plan, this initiative may come to fruition. However, it is beyond the scope of the Manitou Development Plan, but can be found within the community vision.

Under present conditions it is probable that not all of the citizens' goals can be

realized. However, no progress can be made unless goals are set and an attempt is made to reach them. With co-operative effort, at least some advance can be made toward achieving the community vision. Goals are a necessary point of reference. If a community takes twenty years to reach a goal, or if it never completely reaches it, that does not invalidate the concept of setting a goal.

Manitou's many opportunities stemming from its strengths include: its visual qualities, excellent "urban-like" infrastructure and services, good recreational facilities, proximity to ski hill at La Riviere, good educational system, small size and ease of transportation, a new and upgraded rail line, segregated land uses, excellent ties to Provincial road and rail networks, good ties with the surrounding agricultural industry, availability of land, excellent human resources, and its excellent fiscal liability position.

Manitou's constraints include: a declining population base, aging population, lack of apartment style accommodation, some poor quality housing, lack of some professional services, lack of a sense of integrated community entrepreneurial spirit and action, lack of a basic planning statement, a limited revenue raising ability, and a divided business community.

A more immediate and readily achievable vision, as proposed herein, might include fewer objectives, and set a larger time frame. Such a vision, would conceivably include the following initiatives:

- Develop policies to promote modest population growth;

-
- Promote further public services;
 - Improve village aesthetics;
 - Create a central and unified Village promotional body;
 - Initiate village promotional scheme.

CONCLUSION

To summarize, the overriding concern of 22 out of 22 people interviewed, was a concern about the loss of population. It was an all-pervasive concern, because with a declining population base the importance of Manitou in its hinterland wanes. Many of the respondents also suggested that the loss of young people to other centers, and Manitou's present inability to create and sustain employment opportunities for them, was an equal problem.

Several of the people interviewed suggested that the depressed real estate market was a major concern for them. They felt the local M.H.R.C. representative kept rents artificially low and this was hurting landlords financially.

The junk yard in the northwest corner of the Village was also cited as an eyesore which did not lend itself to the projection of a fine home oriented community, which many residents would like.

A large number of those questioned were very concerned about the state of decay that Manitou's Commercial Area is in at present. They were also gravely concerned about the competition from Morden, Winkler, the U.S. and the outflow of capital to these

centers, and an apparant lack of commitment to the community on the part of some of the local businesses.

Some of the respondents also stated that they were dissatisfied with the apparent lack of community-mindedness on the part of the local bank. They felt the bank was simply asking too high a price to complete the sale of the old Manitou Hotel which took several years to re-open.

Many of the citizens expressed a desire to maintain their quality recreational facilities. It was also mentioned by some members of the community that the declining school enrollment was a present problem with serious future ramifications. Others identified the conversion of Manitou's Main Street parking system as one of their major concerns.

It is important to note the large preponderance of Community Economic Development issues raised by the citizens. Very few of the issues and concerns are within the traditional land use planning realm. The careful and supportive melding of C.E.D. with traditional land use planning, under the auspices of a guiding philosophy like Sustainable Development, directed through a community vision, should enable the community to attain some of its aspirations.

A visionary plan to build upon Manitou's strengths and alleviate its weaknesses may help the community maintain, or perhaps even enhance its regional status. Manitou's many strengths include: its visual qualities, excellent "urban-like" infrastructure and services, good recreational facilities, proximity to ski hill at La Riviere, good educational

system, small size and ease of transportation, a new and upgraded rail line, well defined land uses, excellent ties to Provincial road and rail networks, good ties with the surrounding agricultural industry, and its excellent fiscal liability position.

Manitou's weaknesses include: a declining population base, aging population, lack of apartment style accommodation, some poor quality housing, lack of some professional services, lack of an industrial promotion scheme, lack of a community economic development scheme, lack of support for local businesses, lack of a basic planning statement, a limited revenue raising ability, and a divided business community.

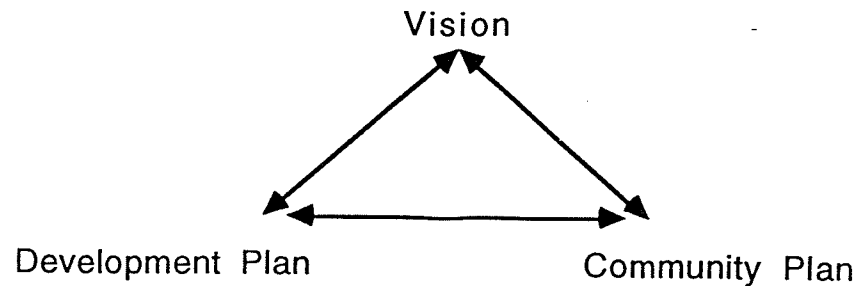
Manitou relies heavily on the agricultural sector for its economic livelihood, and it is obvious that the agricultural sector extends many benefits to the Village. However, the agricultural sector has not been performing well in recent times.

It is important for Manitou to build on its strengths, such as health care, recreation and education; and try to alleviate, through careful planning, its major weaknesses, such as divided commerce groups, lack of business promotional schemes and its aging population.

The "Vision" is a social, economic and environmental game plan derived from the input of the citizens themselves. It can be considered a picture or blueprint of where the residents would like the community to be at some future time. This vision of their community will support, and is common to, both C.E.D. and conventional planning initiatives, as well as accommodating an overall guiding ideology, namely Sustainable Development (see figure 8).

FIGURE 8

The Vision Hierarchy



This overall community vision, outlined previously, and the proposed initiatives it entails will be reflected in the Manitou Development Plan. Although many of these initiatives fall under the guise of C.E.D., the latter relies on conventional planning for support.

In all of the proposed initiatives, the plan typically lends support through various means such as zoning by-laws, subdivision control, development agreements, land acquisitions and identification of key groups and organizations which could provide expertise or capital to the proposed initiative. The traditional plan can also recommend that a municipality utilize its considerable power through building codes, public health legislation and other legal instruments to lend support to initiatives outlined in a vision statement.

In the following chapter the vision is clarified by the finer details of an actual development plan. The plan reflects and supports the visionary initiatives presented in this chapter.

CHAPTER 5

COMMUNITY DEVELOPMENT GOALS

AND THE

DEVELOPMENT PLAN

PURPOSE AND INTENT

Many communities have had a land use and development plan prepared on the basis of the traditional principles - usually with the absence of a specific vision of the future. Manitou is in the fortunate position of having given a great deal of thought to its future, which places the Author in the ideal situation of being able to formulate a development plan expressly for the development goals of Manitou.

There is no formal Community Development Plan within this Practicum, but from the discussions and analyses in Chapters Three and Four, contents of such a plan could be surmised with a fair degree of certainty, had one been prepared.

In this chapter the development goals and specific objectives are articulated. This is followed by a land use development plan which is the focus of this Practicum. This approach lends itself to the adjustment of the development plan to the community economic plan in a specific manner. The intent of the policies espoused in this chapter are to both maintain and promote Manitou as a leading agro-service center within its region.

IMPLEMENTING THE VISION

In order to fully implement the vision, a development plan followed up by a community (C.E.D.) plan, would normally be the case. Although this practicum focuses primarily on the development plan, it is important to note that most of the issues which raise the community's concern are mainly of a C.E.D. nature as opposed to land use or

even Sustainable Development issues.

From the perspective of this Practicum, implementing the vision begins by first articulating the goals or issues, and then stating the planning action that may be required.

Bearing in mind the background research and the wishes of the citizens, the goals and objectives expressed in the residents' "wish list" were articulated, prioritized and assessed. They suggested a series of possible directions to follow if the community's vision is to become reality. Reaching these goals could be facilitated by first systematically stating the planning actions required to promote the following special initiatives.

Stemming Population Loss

The first section of Manitou's "vision" entails an effort to reverse the recent population declines through varied plans and programs. One such program is the promotion of Manitou's role as an agricultural service center. The required planning actions may include the (re)zoning of land and other necessary approvals, by Council, for highway commercial expansion¹¹⁸, as well as the continued input and involvement from such key organizations as The Chamber of Commerce, the Merchants Association, the Village of Manitou Council, and the Rural Municipality of Pembina Council.

Another key organization would be a Village Promotional Board which could conceivably evolve from the disbanded Round Table Committee after the completion of

¹¹⁸ Highway commercial uses essentially entails land that provides essential services to highway users (such as service stations, auto/implement dealers, motels, and roadside restaurants) and requires a highway location.

their original task, the adoption of the Manitou Development Plan.

The most likely and effective method of stemming population loss is the promotion of further services catering to retirees and families.¹¹⁹ The plan itself can lend support to these initiatives through the zoning, and servicing, of land for various public services. The groups that may be of some assistance with this endeavor include the Chamber of Commerce, the Merchants Association, and the proposed Village Promotional Board.

The attraction of a small scale (light) manufacturing firm to provide jobs to employ Manitou's youth is also a possible program to stem the recent population losses. The planning actions required to allow for the implementation of this goal include the zoning, and servicing, of land for light industries. As well, Manitou's Council may wish to involve such key organizations as the Chamber of Commerce, the Merchants Association, and a proposed Village Promotional Board.

To be more competitive in attracting light manufacturing firms, Manitou should strive to attain a connection to the natural gas distribution system. This would complete Manitou's list of utilities and make it more competitive relative to its industrious neighbors. The planning actions required to implement this community development goal include the Village Council's approval to allow the utility involved to complete a

¹¹⁹ J. Brierly, in his book *Prairie Small Town Survival: The Challenge of Agro-Manitoba*, Canadian Studies, Vol. 7, suggested that western rural towns and villages in Manitoba had very limited chances of attracting manufacturing firms because of their distance from Winnipeg. He went further to suggest that these centers would be better advised to spent time and effort on the promotion of services designed to retain older residents and attract retiring farmers. However, this Practicum has suggested that the promotion of manufacturing in Manitou will be a reserved initiative with the only policy being the establishment of zoned land and the identification of key groups to become involved if such a firm were to become interested in re-locating to Manitou.

feasibility study. If the connection is determined by the natural gas utility to be feasible, then the Village Council must plan to provide easements¹²⁰ within the zoning by-law structure of Manitou.

The Village Council, with assistance from the Department of Agriculture, the Agriculture Society, the Horticultural Society, and the Weed Control Board, would be encouraged under the terms of the plan, to study and promote farming alternatives such as organic farming and aquaculture. Introduction of these advanced methods in agriculture could promote Manitou's reputation as an innovative community, as well as strengthening the possibility of additional future jobs.

The reversal of population losses means that a concerted effort to create new jobs must be made. This does not necessarily mean the "chasing of smoke stacks" but rather a community based solution such the promotion of local skills and trades. One such example in Manitou is a woman who is becoming regionally well known for her ability to make costumes. Business has gone well and this has meant that she can now expand her home occupation,¹²¹ and possibly hire others. The development plan can lend support to this initiative by expediting the Variance, or Conditional Use procedures to allow for special exceptions within the zoning by-laws. This would allow cottage industries to

¹²⁰ An easement is a right enjoyed by one land owner over the land of another and is obtained for a special purpose rather than for the general use, or occupation, of land. The most common easement is the right-of-way which is used commonly by utilities to repair their underground or overhead infrastructure.

¹²¹ A home occupation is any trade, craft, or profession carried out for gain in, or from, a dwelling unit (or its access building) which is clearly incidental and secondary to the original intended use of the dwelling unit and site for residential purposes.

operate in the individual residences in a legal manner.

This support could also be extended to cottage industries designed not only to sell locally but to other Pembina Valley communities as well. The ideas for cottage industries are abundant. They could include the making of baby clothes, and the knitting of sweaters and scarves by Manitou's numerous elderly residents who are eager to remain productive in society.

A further community-based solution to the slight population losses might include initiatives designed to maximize local production and processing of Manitou's agricultural output. Such initiatives would help to create more work for Manitou's residents and retain more capital in the community. The Manitou Development Plan can lend support to this initiative through zoning and other related land use controls.

Another possible solution to this problem is the addition of adult technical and vocational training of a community college nature. Both Red River and Assiniboine Community Colleges have offered extension courses in Manitou in the past. These courses could be offered again in either of Manitou's two schools. Vocational training at the high school level is also a possibility. These two proposals could provide Manitou with a better trained and educated workforce and give the community an advantage in attracting new industries and employers over other communities. The support that a development plan can offer to this community oriented endeavor is limited, except for the identification of key organizations. Some of the groups involved include the Village Council, the school district and the Department of Education (Government of Manitoba)

consenting to and co-ordinating the use of public schools for the purposes of adult education. The plan may lend support to this by stating as a objective, the highest and greatest use of Manitou's underutilized school facilities; and as a policy to ensure that adult educational programs are actively sought after by the various organizations.

The young should not be the only consideration. Manitou has long been known as a retirement center, and this is not necessarily a weakness. This can also be a strength to be built upon. The addition of seniors' apartment-style housing could serve to keep the retired "snow birds" living near their families in Manitou, as opposed to living in Morden or Winkler, and this could help reverse present population losses. A new or expanded personal care home could also serve the same function and help achieve the same goal.

The services required by seniors, which would encourage them to stay or relocate in a given community, include:

- 1) Meals on Wheels;
- 2) Volunteer drivers;
- 3) Volunteer homemakers;
- 4) Caregiver relief;
- 5) Security and surveillance;
- 6) Information and referral services.

The specific planning actions needed to bring these goals to fruition include the use of all necessary approvals, zoning, and land assembly/appropriation in order to establish the future locations of these housing, and personal care home projects. The key

organizations whose fundraising input, and volunteer hours, will be necessary for the completion of these projects include the Village Council, Chamber of Commerce, Merchants Association, Legion, various benevolent organizations, church groups, and the Seniors Friendship Center.¹²²

Perception of the community as a desirable place to live may benefit from a program to involve senior volunteerism at the local day care, nursery school, and kindergarten, as well as inviting various seniors to share their skills, talents and expertise in a program to tie-in with a proposed business incubator. This would further utilize a valuable and previously untapped pool of proficiency and knowledge.

Manitou's Council might also wish, with the assistance of other key organizations, to compete for more government services and offices such as the branches of the Department of Rural Development and Conservation. It might be prudent for them to take advantage of the present government's decentralization policies. The planning action required to further facilitate this endeavor stems from the development plan's objectives

¹²² The Abbeyfield Housing Model, on which these suggestions are based, is one of the more widespread aging-in-place models. It is essentially a small scale, service enriched, and supportive seniors housing complex. It fulfills the needs of seniors whose requirements are mid-way between totally independent living and totally institutionalized living. The primary objective of the organization is to provide family-like accommodation for lonely elderly persons who are no longer fully independent.

Its beginnings stem from the United Kingdom some thirty years ago. However, there are affiliated networks of Abbeyfield Housing in the smaller rural communities of many Commonwealth Nations.

Its positive effects on the social and economic viability of small communities are enormous. It narrows the gap between the expanding service and shelter needs of the elderly, and the community's ability to supply these services. It also allows a community with limited resources to maintain its population base and form stronger community ties during the process. One of the main concerns of Manitou's residents is the loss of population and the large number of single person - elderly households, and this model would seem to have positive effects which might help to alleviate both concerns.

It is important to note that this is a sustainable housing model due to its low demands on the public sector for capital, man hours, and material. The staff are volunteers and could conceivably be comprised of, or sponsored by, any service organization, such as The Manitou Branch of The Royal Canadian Legion, for example.

of infilling the vacancies in the central business district through the use of multiple use zones in Manitou's Commercial Area.¹²³

Manitou's Council might also want to share, with other communities, professional services such as dentists, doctors, and optometrists. This would build upon Manitou's already impressive list of services. Again, the development plan may lend its support through the identification of key organizations and individuals, as well as through a supportive zoning by-law scheme

The residents of Manitou suggested a market does exist for a laundromat which could be best located in the Commercial Area. It was stated earlier that Manitou could fill the niche markets, such as a laundromat, which would be in keeping with the tenets of Community Economic Development. It would provide the residents of Manitou with the ability to "shop while you wash." This would help to bolster the perceived vitality of the sagging Commercial Area as well as providing a badly needed service. As stated earlier the development plan can assist this endeavor by identifying the key organizations needed to "get the ball rolling", and by allowing this type of use through zoning by-laws.

¹²³ Multiple use zones suggest that the zoning in Manitou's commercial area should allow for many different types of uses. These uses may include retail, warehousing, service industries, multiple family or single family dwelling units etc. The objective is to fill the large number of vacancies in Manitou's commercial area and not to stymie this process by restrictive zoning by-laws.

Maintaining Facilities and Services

The second part of Manitou's vision statement involves goals which would maintain present facilities and services. The development plan can lend support to these goals through the identification of the objectives, the key players, and the potential sources of funding and labour. Since the recreational facilities are all in place prior to the Manitou Development Plan, zoning will not be one of the required planning actions. Some of the key boards and organizations which may wish to contribute both funding and labour are the arena board, the curling club board, recreation commission, pool board, golf club board, church groups, various benevolent groups, volunteer groups, and the minor hockey association.

Some of Manitou's facilities need some "facelifts" in order to attract more users and hence be more financially viable. Some of these "facelifts" include the upgrading of the arena dressing and waiting rooms, an artificial ice surface, and a new golf course clubhouse. These improvements would also make Manitou more attractive in the competitive tourist industry.

Another important goal in the maintenance of present facilities is the streamlining, through unification, of Manitou's various recreation boards. This would include the unification, (possibly under the recreation commission) or at least a closer co-ordination, of the board administering the arena and the board administering the curling rink. There could also be a closer tie between the committee administering the pool and the school board.

The addition of small neighborhood-oriented "tot-lots"/rest areas in some of Manitou's vacant residential lots was considered to be a good opportunity by many of Manitou's residents. This would provide a good facility for both the young and older residents of Manitou. The planning actions to complete this goal include the use of such tools as zoning by-laws, subdivision control, development agreements, and land acquisition to fulfill the desired goals of creating more neighborhood oriented parks.

Several shuffleboard lanes could be built in order to cater to Manitou's elderly who are in search of some form of recreation. They could be located either in the Centennial Park or in the Commercial Area in a vacant lot next to one of Manitou's stores. This, in addition to park benches and trees, would provide a park or town square which would be of great benefit to the Village.

Manitou's Main Street has recently been converted from a diagonal parking system to a parallel parking system. This has allowed the Village to upgrade the physical appearance of Manitou's Main Street and can be reflected in the development plan. Traffic islands can be built which create a pedestrian refuge in the center of the street, as well as a place to landscape and plant trees for improved aesthetics. The boulevard can be widened to allow for a more pleasing treed landscape, as well as the widening of sidewalks to allow freer pedestrian flow to and from commercial establishments located in the central business district.

The park surrounding the pool could be upgraded to handle overnight, serviced camping. This would provide the pool with more users, generate more revenue, and make

Manitou more attractive to tourists. The pool could also be the site for a summer aquatic workout program designed for the elderly residents of Manitou, as well as families. This would give these age groups better recreation facilities and add to the positive aspects of Manitou's lifestyle.

Additional ideas encouraged by the plan are the desire to use the arena as a roller skating rink during the summer months, and the use of the outdoor tennis courts as an outdoor family skating rink during the winter months.

To further make Manitou more attractive to tourists, Manitou might want to embark on a promotional scheme involving a tourist booth and a pamphlet. The brochure could promote Manitou as an ideal family oriented community with excellent recreational and community services. The residents may also wish to promote their proximity to Morden and Winkler and their airport as a positive element. This strategy, in conjunction with better directional and promotional signage, could increase the amount of tourist dollars and bolster the local economy accordingly. The plan could facilitate this endeavor by suggesting a location for a kiosk (booth) and identifying key groups and organizations which may wish to allocate funds for the building and the staffing of a kiosk.

As another avenue towards attracting and entertaining tourists, residents have suggested developing an historical theme, promoted by the pamphlet, with a tie-in to the Archibald Museum in the south of the Village. There have also been suggestions of a promotional and historical theme involving the nearby North West Mounted Police Trail¹²⁴

¹²⁴ In 1874 the North West Mounted Police used the nearby Boundary Commission Trail to travel from the Red River to the Rockies to establish law and order in Canada's North West Territories.

and Manitou's own daughter Nellie McClung¹²⁵ to give the community a better sense of history and unity.

Another potential addition to Manitou's already extensive list of recreational facilities and events could be the addition of a winter carnival, with a pioneer days motif. This carnival could celebrate the historical theme of the first settlers' hard winters in the Manitou area and the expression of how they coped. There is considerable support for such a winter carnival, which would enhance the Village's image. The local person who designs costumes could manufacture them for the residents and the museum alike. (She could also conceivably begin to manufacture costumes for Folklorama in Winnipeg.) The site of this winter carnival could be the hill north of the present Village site where Manitoba City was to be built. This area is higher than the village and is a very prominent viewpoint from Manitou's Main Street. A toboggan hill could be the feature piece in the winter carnival, which could promote a healthy outdoor lifestyle.

There are few planning actions required to bring this goal to fruition; most of the actions would fall into the category of the community plan. However, some ideas such as including the Village Promotional Board to promote this event throughout south-central Manitoba, have been suggested by the development plan. As well, the identification of the key groups which may want to volunteer their expertise and provide some funding, such as the arena board, curling club board, recreation committee, service clubs, student

¹²⁵ Nellie L. McClung (1873 - 1951) An author, women's advocate, and temperance leader, and native of Manitou, but best known for her role as leader of the Manitoba suffragettes who were successful in attaining the vote for women in turn of the century Manitoba.

council, and the chamber of commerce, have been suggested by the plan.

The development plan itself may fall short of implementing a community plan endeavor such as that suggested above. However, the plan does seek to identify and protect all significant architectural and archaeological sites, and to promote them as part of a tourism program. These actions can lend a significant amount of credible support to the historical initiatives of a community plan.

Planning For A Safe Community

The third component of Manitou's vision statement includes the desire, on the part of the residents, to increase the safety of Manitou's neighborhoods by deterring crime. The development plan can support this initiative through subdivision design controls for newer subdivisions and guidelines for older neighborhoods. Some of the following design features can be included in the subdivision south of PTH #3. These features include:

- A high proportion of single family housing (little vacant land);
- Few entry points into the subdivision;
- Exclusive use of Cul-de-Sacs and dead end streets to increase neighborhood surveillance;
- Minimization of large through routes or collectors (an increase in traffic leads to an increase in crime);
- Subdivision surrounded by a "green belt" to reduce visibility and access;

-
- Use of additional barriers to encircle community (such as fencing).¹²⁶

Planning For An Environmentally Friendly Community

The fourth part of Manitou's vision statement espouses the Sustainable Development component. Based on the wishes of the residents, and in conjunction with the local conservation district, a policy for the planting of shelter belts should be given a top priority. A geared-up tree planting program within the Village could also be a planning action arising from the vision statement. The plan could, in addition, involve such groups as the 4-H club and the schools in the planting of additional trees.

The residents of Manitou suggested that the Village needs a banquet/social hall in which they could properly hold wedding receptions and socials. In concurrence with the theme of Sustainable Development¹²⁷ it is suggested that the high school gymnasium (gym) could be used to house these functions, with the addition of a larger kitchen to cater to such events.

The high school or elementary gyms could also be home to old fashioned style "barn dances" which would be alcohol-free and thus create an alternative atmosphere. The gym might also house arts and crafts classes for seniors, and aerobics for the fitness conscious residents of Manitou. As well, the unused portions of the schools could house a licensed

¹²⁶ Maloney, Carreen, "Planned Premises: Designed Neighborhoods Can Be A Deterrent To Property Crime", Winnipeg Free Press/Close-Up, Sunday January 5, 1992, p. 9.

¹²⁷ In this instance the Sustainable Development ideology suggests the implementation of the "three R's," reduce, reuse and recover, in order to integrate both environmental and economic decisions.

day-care which is not presently available to the residents of Manitou.

Also in the realm of Sustainable Development is the suggestion that the Village of Manitou might join the Pembina Valley Re-cycling Network (P.V.R.N.). This could conceivably provide revenue for minor hockey league, or little league baseball teams, as well as protecting the environment. This also, as previously mentioned, eases the burden on the Village's landfill site.

The residents themselves wished to promote the heightened use of bicycles within the community. The planning action required to increase the use of the non-polluting form of transportation requires only the placement of bicycle stands (with locking posts) at most of the Village's busy locations, especially at many of the establishments of the Commercial Area. Through the use of building codes or guidelines, larger developments could include shower and locker facilities.

The residents of Manitou wished to further promote a sustainable form of development by making access to residences and commercial areas through proximity, the central focus, as opposed to the traditional, access through transportation, line of thought. This means that the development plan would lend its support to this initiative, through the development of policies, incentives, and by-laws.

The residents of Manitou also wish to intensify and re-use existing residential and non-residential buildings on previously serviced land. They may also wish to remain open to the process of infilling more housing units. The actions or mechanisms needed to bring about these initiatives include the development of policies, incentives, and the use of by-

laws and design controls.

Part of the Sustainable Development component for Manitou would include the use of design controls for future residential development.¹²⁸ These designs would provide for energy efficient neighborhoods that would conserve energy through urban design. This would be achieved by solar orientation of the streets and residences, cluster development, neighborhood level services and facilities, increased densities, narrow roads and natural drainage. The planning actions required to bring about this goal include the use of subdivision design and controls, as well as zoning regulations and other development ordinances.

SUMMARY OF POINTS TO BE ADDRESSED IN MANITOU'S PLAN

Points Which Further Sustainable Development

- 1) Use of natural buffers such as trees to segregate incompatible land uses;
- 2) Encourage continuation of Village tree planting program;
- 3) Safer and more energy efficient future subdivision designs;
- 4) Study and promote farming alternatives;
- 5) Re-use and renovate existing buildings for new uses;
- 6) Join recycling networks/groups and promote three "R's";
- 7) Promote use of alternative modes of transportation;

¹²⁸ This would only occur if Manitou's population growth, and demand for residential space, were to increase. However, it is unlikely that these large increases would happen, but it would be prudent to develop smaller subdivisions, should they occur, in a solar efficient manner.

-
- 8) Use Proximity Planning as a guiding ideology;
 - 9) Develop zoning regulations which would prevent irreversible damage to land, but not preclude a change of use if required in the future (example: Abbeyfield Housing Model).

Points Which Reflect Community Economic Development

- 1) Home occupation scheme;
- 2) Maximization of local products and produce;
- 3) Connection to Natural Gas pipeline;
- 4) Establishment of more services designed to attract retirees and seniors;
- 5) Establishment of a Village promotional board;
- 6) Share professional services with other communities;
- 7) Promote role of agricultural service center for Manitou;
- 8) The promotion of "business friendly" zoning regulations which can allow for innovative land use flexibility, within the parameters of sustainability.

MANITOU DEVELOPMENT PLAN

Residential

Manitou's residential development surrounds the Commercial Area to the west, south and east. There is also a newer, partially complete district south of PTH #3. Generally the residential areas are free from incompatible land uses (as discussed in Chapter Three). The only mixing involves institutional uses, such as churches and schools, in the residential areas (see map 6).

The Village of Manitou has experienced little or no subdivision activity since 1983, and there have only been three housing starts in the last five years. The vacant lots in the newer subdivision south of PTH #3, numbering approximately 20, in addition to those in the older residential areas, will easily satisfy Manitou's residential expansion needs for the next twenty, or more, years.

Concerns

One of the largest concerns in terms of the residential sector is the number of low rental housing units in Manitou, currently 17. This is a concern both to the residents in general and to the vendors who sell and rent dwelling units there. The number of single person elderly residents also is a major concern, as is the lack of adequate apartment-style seniors housing. The plan recognizes the present inherent sustainability and wishes to allow this natural sustainability to continue.

Objectives

- To provide appropriate space for municipal schools and parks, in future residential developments (usually a 10% dedication from developer to municipality);
- To provide for privacy and protection from the intrusion of undesirable influences;
- To permit non-residential uses only when the conflict is deemed minimal and the integrity of the residential neighborhood is not threatened;
- To provide safer neighborhoods and subdivisions through urban design;
- To encourage sustainable residential development.

Policies

- Newer housing starts and other residential construction shall be directed to the older and presently serviced residential areas of the Village;
- The Village Council should not approve new subdivision activity until at least 85% of the present development stock has been used up;
- In the case of a close proximity land-use conflict, provisions should be made for the establishment of a natural buffer, such as trees or a hedge row, in order to alleviate the conflict;
- The Village shall encourage, with assistance from the 4-H club and local school councils, the continued tree planting program, both to enhance the aesthetics throughout the Village and also as an environmentally sound concept (the trees will be disease resistant and of various species);

-
- The location of the mobile home site shall be affirmed through by-laws;
 - The idea of a close proximity between seniors' housing and the Commercial Area shall be maintained in order to achieve an easy access to the Villages' businesses and services;
 - The construction of multiple family dwelling units in the Commercial Area shall be permitted and facilitated (proximity planning) by the Village Council through zoning by-laws;
 - A "home occupation" scheme (as discussed previously), shall be encouraged through proper zoning regulations;
 - Future subdivision designs shall be safer and more energy efficient through urban design.

COMMERCIAL/INDUSTRIAL

Manitou's commercial and industrial areas primarily serve Manitou and its surrounding hinterland. The Commercial Area is centrally located and is easily accessed by Manitou's residents. The other commercial and industrial areas are along Front Street in the northern part of the Village along the railway, as well as along PTH #3 in the southern part of the Village, (see Sketch 1, page 223).

Concerns

One of the most serious direct concerns related to the Commercial/Industrial sector is the number of vacancies in Manitou's Commercial Area and the length of time that they have been vacant. This is a symptom of a stagnant economy - a grave anxiety of

Manitou's residents. The residents of Manitou feel that it is futile to compete with Morden and Winkler, and have seemingly lost the "drive" to do so, which is a psychologically detrimental attitude.

This stagnant local economy leads to other indirect concerns which are quite major. The loss of Manitou's population and its inability to provide career opportunities for the younger residents is a major problem. A stagnant local economy indirectly makes Manitou a less attractive place in which to live, work and play.

As set out in the Vision Statement, the residents of Manitou wish to create a climate that would attract new commercial and industrial establishments while maintaining sustainable and environmentally friendly surroundings.

Central Commercial Area

Objectives

- To strengthen the existing commercial and industrial areas so that they will remain as efficient and attractive areas for the community and its surrounding environs;
- To encourage infill of the presently vacated Commercial Area sites, thus maintaining Manitou's service center role and assuring a more stable population base;
- To attract new commercial and industrial establishments;
- To make some provision for future expansion of commercial and industrial areas, should the need arise.

Policies

- The Commercial Area shall be recognized as the main business and commercial area of the Village;
- New commercial establishments shall be located as infill units in the Commercial Area;
- The Village Council shall promote use of vacant buildings as ideal opportunities for starting new businesses;
- An attempt shall be made to create a more aesthetically pleasing Commercial Area through the upgrading of storefronts, landscaping, and planting of trees and flowers (possible use of Main Streets or other similar programs when available);
- There shall be provision for off-street parking at such time as the conversion from a diagonal parking system to a parallel parking system is complete;
- Residential and other uses may be permitted in the Commercial Area as would be shown in a zoning by-law.

Highway Commercial Development

Objectives

- To provide highway commercial development designed to meet the needs of vehicular oriented goods and services, both from the Village and its surrounding environs;
- To ensure that the development of highway commercial areas does not endanger in any way the citizens living near or traveling by these establishments;
- To ensure that there is no undue competition with the Commercial Area.

Policies

- Highway commercial uses shall be located in areas that are adjacent to and well serviced by a provincial highway;
- The clustering of highway commercial establishments shall be achieved through access provided by frontage roads;
- The demarcation (within the Village limits in order to maintain the present tax base) of an area for future highway commercial expansion shall be carried out;
- The highway commercial area shall have distinct zoning so that it will in no way compete with the business establishments of the Commercial Area, and an aesthetically pleasing appearance shall be maintained.

Industrial Development

Objectives

- To create conditions conducive to the development of new locally based industries, and to support expansion and re-development of already existing industries;
- To direct new industries arriving in Manitou to the industrial areas of the Village.

Policies

- Council shall support the development of new agriculture-related industries and small to medium sized manufacturing firms through allocation of land, zoning regulations and servicing as the need arises;

-
- New industrial development shall not be mixed with other types of land uses;
 - Smaller sized industries shall be provided space by the infilling of present sites along Front Street and the railway line;
 - The area immediately north of the railway and south of the sewage lagoon shall be designated (zoned) for possible future industrial expansion;
 - Industrial vehicular traffic shall have access to major highways and rail depots and shall not therefore be required to travel through residential areas;
 - Where there is a potential conflict between differing land uses, a (natural) buffer shall be utilized to minimize the impact;
 - The location of potentially hazardous industries shall continue to be in the south-east quadrant of the village where other such industries have previously located;
 - The phasing out of incompatible land uses in the north-west section of the Village shall be encouraged through a land exchange and/or zoning controls.

INSTITUTIONAL, PARKS AND RECREATION, AND TOURISM

The Village of Manitou provides major services to its residents and the surrounding area in terms of health care, churches, schools, employment, and seniors' lodgings. Institutions such as these can be found hidden within many different land use areas and are very important to the residents they serve.

Manitou has accumulated and maintained a large amount of open space for public recreational purposes. It can also boast a considerable amount of recreational facilities

and programs.

Concerns

The residents of Manitou wish to maintain and in some instances upgrade their present level of recreational facilities. This task is becoming increasingly difficult in times of fiscal restraint and diminished use. One of the major concerns in terms of recreation is the physically scattered nature of the facilities and the fragmented and uncoordinated nature of the boards which administer them.

Low enrollment in Manitou's two schools also is a concern to the residents who view the schools as an under-utilized resource. Staff layoffs may become necessary and this will further hurt Manitou's economy.

Manitou is located near prime recreational areas such as skiing hills and large parks. Within a short distance of Manitou sites for canoeing, fishing, cross-country skiing, hiking, as well as an abundance of wildlife and natural beauty, can be found.

Parks and Open Areas

Objectives

- To ensure availability of adequate land in appropriate locations to meet the ongoing needs of the Village and its environs;
- To ensure the use of open space and landscaping to serve as a buffer between different land uses in order to minimize the negative impacts;

-
- To try to place newer facilities within closer proximity to related and similar facilities in one of the designated areas (to promote consolidation of facilities).

Policies

- Treed and well maintained natural buffers shall be used for protection of adjacent residential and industrial areas;
- The joint use of school playgrounds and park sites shall be encouraged;
- Neighborhood "tot lots"/playgrounds in the residential neighborhoods shall be developed as land and capital becomes available.

Tourism

Objectives

- To develop and promote tourism as a viable industry in the Manitou area.

Policies

- Improve access to the Village through better directional and promotional signage;
- Promote festivals, historical attributes, and the community's recreational facilities.

Heritage Resources

Objectives

- To identify all historic, architectural, and archaeological sites of significance;
- To protect these sites and resources from deleterious activities;
- To capitalize on these resources as part of the tourism program.

Policies

- Work on an inventory of all historic, architectural, and archaeological sites shall be carried out;
- Achieve protection of these sites from deleterious activities, through zoning and development controls;
- All historic and archaeological sites shall be made accessible to the public as part of the tourism resources of Manitou.

Institutional Uses

Objectives

- To encourage institutions to locate where they can best serve the needs of the Village's residents.

Policies

-Daycare and other institutions should be encouraged to locate in a more central location, such as the Commercial Area, in order to utilize the existing building stock there.

AGRICULTURE

Large tracts of land within Manitou's boundaries presently are unserved and are utilized for agricultural purposes. The northern and southern portions of Manitou serve both as a reserve for future expansion, and a buffer against the agricultural activities of the R.M. of Pembina. In these areas no uses should exist that would impede their development to a higher and better use, nor conflict with the existing land use.

Concerns

The agricultural sector is both a positive factor in the local economy and a negative one, during hard times. The concerns related to agriculture stem from the hard economic times of the late 1980's and early 1990's, as well as the potential for land-use conflict between the residential and agricultural areas.

Objectives

- To prevent premature and random fragmentation of farm land;
- To ensure that agricultural operations are compatible with adjacent urban land uses;
- To prevent premature termination of viable agricultural operations until the land is

needed for urban expansion;

-To provide a reserve for possible future expansion of various urban uses.

Policies

-Only agricultural uses such as field crops shall be allowed in the designated expansion areas in order to protect residential areas from noxious odors;

-Residential development shall not be permitted within 400 meters from the Village's sewage lagoon;

-The Village Council of Manitou shall negotiate with the R.M. of Pembina to restrict the development of intensive livestock operations in areas adjacent to the Village boundaries;

-Council shall restrict continued or future intensive agriculture in low lying areas and hazardous areas. Remedial measures shall be implemented if necessary;

-Residential reserve lands will be zoned only as needed.

MUNICIPAL SERVICES AND TRANSPORTATION

Manitou employs a combination open ditch - curb and gutter land drainage system. The water supply comes from the Mary Jane Reservoir to the north-west of the community. Manitou also maintains a sewage collection system and a treatment lagoon which all conform to provincial standards.

In addition to these municipal services, Manitou is also part of the hydro and telephone network, and desires to be connected to the natural gas system.

Concerns

The capital cost of maintenance and upkeep of Manitou's various infrastructure systems are a concern, as is the capacity for future expansion at a reasonable financial expenditure.

Municipal Services

Objectives

- To maximize the use of existing service infrastructure prior to the construction and development of new services or extensions;
- To maintain the equipment to service standards in order to readily accommodate both existing demands and the possibility of new development;
- To obtain a connection to the provincial natural gas network in order to complement the existing level of services and thus make Manitou a more attractive location for small to medium sized manufacturing firms;
- To achieve sustainability of the municipal infrastructure.

Policies

- All new development within the Village shall be an extension of the present curb and gutter land drainage system;
- All new services must be provided on a self-financing basis with built-in amortization financing, possibly through a user fee structure;

-
- Council shall allocate fiscal resources on an on-going basis to maintain and renew existing infrastructure. Collection of user fees may be considered;
 - Uses in the outer limits of the Village shall continue to employ on-site servicing until such time as the amount and nature of the Village's development warrants connection to the Village system;
 - Council shall study the feasibility of implementing the extension of natural gas to Manitou, and carry this service to fruition if feasible;
 - Future industrial location to make maximum use of present infrastructure.

TRANSPORTATION

Manitou is well served by the provincial road network through its connection to PTH #3 and PR #244. Manitou is also served by the Canadian Pacific Railway and a privately owned air strip.

Concerns

Concerns related to the transportation sector stem mainly from the parking conversion from diagonal to parallel and the financial cost of providing off-street parking in the Commercial Area.

Objectives

- To relate Manitou's internal transportation system to the provincial network;
- To provide a safe and economical road system in areas where residential, commercial or

industrial uses are permitted in close proximity to a provincial highway;

-To maintain Manitou's own internal road network during subsequent to the conversion of the diagonal parking system to a parallel parking system;

-To make recreational facilities accessible.

Policies

-The adjacent residential areas shall be protected from the two provincial highways by the use of natural buffers and frontage roads;

-Highway commercial development of a strip nature shall continue to utilize a frontage or service road system for entrance and egress;

-Any development that would raise the amount of traffic beyond the present capacity of a specific highway or intersection shall not be permitted unless steps are taken to rectify the traffic load problem;

-A study of future highway crossings and access points shall be carried out by Council in order to consolidate the number of crossings and access points, thereby improving the safety and efficiency of PTH #3 and PR #244;

-Off-street parking, using the resources of both the Village and of the private businesses, shall be established;

-The Village Council shall pursue further government funding/programs in order to complete the landscaping of Main Street;

-Council shall encourage the development of the privately owned airstrip to handle

commercial and domestic cargo and traffic;

-The creation of walkways and bicycle paths shall be pursued (with special consideration given to the establishment of such a path along the railway right-of-way);

-Council shall endeavor to retain the services of the C.P.R. rail line which presently serves the community well.

APPROVAL PROCEDURE

After the public "wish list" has been professionally evaluated, and the plan itself formulated, it would then go before the Village Council for consideration and possible approval. The initial step, before it is given first reading by council, is that the plan be made available for review by the Village councillors. Before its second reading the Village council shall serve public notice (through local media) that the plan will be open to review and presentations by the general public. Minor amendments might be made at this point with the council choosing to either provide public notice of the alterations, or possibly due to the nature of the changes, petition the Minister of Municipal Affairs to waive the usual public notice requirements.

The plan, with all alterations and amendments, would next be given second reading by council and then forwarded to the Minister of Municipal Affairs for the approval of the Lieutenant Governor in Council. Notice of this is made public through the media, and by registered mail to all persons who made presentations at the public meeting, informing all that a second reading of the plan by-law was passed, a copy of the plan has been

received by the Minister, and that they may still file an objection with the Minister by the specified date.

The Minister, upon satisfaction that all the requirements have been met, would then submit the development plan and any objections to it to the Lieutenant Governor in Council. The Minister might recommend adoption of the plan, as is, or suggest revisions as he/she deems necessary. Again, public notice will be filed, both through the media and registered mail to all those who filed objections with the Minister. Upon approval of the Lieutenant Governor in Council, the plan would be given third reading by the municipal council, and public notice again provided.

If the plan passes it may now be considered an official by-law. Once the plan is adopted no development within the area specified by the development plan will be carried out if it is not consistent with the objectives and policies set out in the plan. The council, at this point in time, is to proceed with the drafting of a zoning by-law in order to carry out the intent of the plan. Both the plan and the zoning by-laws are open to periodic amendments and reviews.

The role of the planner in the planning process is dual in effect, one of advisor/consultant to the council, and also implementor/administrator of council's decisions. Planners are responsible for the coordination of all background information based upon which the council and the general public will make sound choices. The planner, once the plan is adopted, implements and administers the plan through day-to-day enforcements such as zoning and sub-division regulations.

CONCLUSION

The intent of this chapter was to amalgamate the concerns gathered from the residents, and the Vision Statement for Manitou, into a economic and sustainable land use development strategy which would be supportive of any possible C.E.D. initiative. Also provided in this chapter was a list of some specific initiatives to which the Manitou Development Plan could lend its support. In the following chapter we will evaluate the successes and possible shortcomings of the Manitou Development Plan.

CHAPTER 6

EVALUATION

AND

CONCLUSION

PURPOSE AND INTENT

The purpose of Chapter Six is to indicate and highlight the special features of the development plan described in Chapter Five.

At first glance the development plan presented here may seem somewhat similar to many other development plans. However, this chapter will highlight the special focus of the proposed plan. As stated previously, this distinction is based on the influence of C.E.D., Sustainable Development and community involvement.

COMMUNITY ECONOMIC DEVELOPMENT SUPPORT

A Community Economic Development strategy endeavors to utilize all of a community's assets to their fullest potential. The goals of Community Economic Development envision a fully self sustaining community where all the "leaks are stopped" and the business community is alive and vibrant with a new and expanded trade area.¹²⁹ Although we will not actually carry out a C.E.D. plan, The Manitou Development Plan strives to facilitate this approach by remaining open to and supportive of the possible initiatives of a future Community Economic Development Plan. This can be done through multi-use zoning, development controls, and other special ordinances.

Aspects of C.E.D. supported by this plan are exemplified through the recommendation that a home occupation scheme should be studied and pursued. This is Community Economic Development at its best because it relies upon the collective effort

¹²⁹ MacLeod, Greg, New Age Business: Community Corporations That Work, Canadian Council On Social Development, Ottawa, 1986, pp. 1-5.

of a group of autonomous individuals to start up a new type of business or service geared to the local economy.

Within Chapter Five a recommendation is made that the Village Council, and other business interests, should promote more cottage industry, as well as encouraging the merchant groups to develop a strategy to market these products, and encouraging all local businesses to promote, sell and use these products. A business incubator is also proposed using an existing vacant building offering such services as a telephone answering service, shared office space, and local volunteer expertise.

Manitou's Vision Statement also recommends that the Village Council, and the various business interests of the community, promote the creation and retention of a small to medium-sized manufacturing firm to provide jobs to Manitou's younger residents. The acquisition and retention of more professional services, such as doctors and dentists, is facilitated through land use and zoning designations in the Manitou Development plan as well.

As a further example, a suggestion is made within the Vision Implementation section of Chapter Five that the Village Council should study and promote the identification and creation of businesses to fill niche markets, and to stop "the economic leaks in the bucket". These initiatives would mean increased revenue to many other businesses and helped keep residents from shopping for goods and services in other communities, and the United States.

In terms of tourism, the Community Economic Development strategy of the Manitou

Development Plan suggested several examples for job creation. First, a Village promotional pamphlet and tourist booth was recommended in Chapter Five. The booth would serve a dual purpose, one being to promote the Village's recreational amenities and way of life, the other to provide summer employment for students and youth.

Second, the Plan strives to tap the potential of under-utilized resources such as seniors and volunteers. It calls for a program to involve the growing senior population, at a volunteer level, at the local day care, nursery school, and kindergarten. As mentioned previously, the plan also recommends that the Village study the feasibility of promoting a scheme involving retired business persons who would be willing to share their knowledge, skills and expertise with a younger generation of entrepreneurs.

Third, the Plan recommends, in the area of agriculture, the further processing of local agricultural products. This is intended to provide more jobs based on goods produced locally. The Vision Implementation section also recommends that farming alternatives, such as organic farming and aquaculture, be explored. Aquaculture would put Manitou in the agricultural forefront, while organic farming would provide new jobs based on old farming concepts, as well as being less harmful to the environment.

Presently the airstrip in the northern section of the Village is used only by the Manitou Flying Club. The Implementation Section calls for the development of this valuable asset in order to handle commercial, domestic and cargo types of air traffic in the future. This would make Manitou much more attractive to small and medium-sized manufacturing firms requiring this type of transportation option.

A cost and capital sources study would need to be carried out in order to determine the feasibility of this concept.

INTEGRATION OF THE CONCEPT OF SUSTAINABLE DEVELOPMENT

The Practicum has endeavored to integrate the "environment" throughout every sector of the plan. The plan has demonstrated a strong commitment to making the development of Manitou as sustainable as possible. This commitment has been shown in various ways. Firstly, by using sustainable development as the guiding principle and one of the philosophical underpinnings of the plan, and its vision for the Village of Manitou. Secondly by clearly articulating the sustainable aspect in the vision statement; and thirdly through the inclusion of an environmental management section outlining the fundamentals of sustainable development.

This practicum asserts that the traditional land use plan is the tool or vehicle to achieve a sustainable, ecologically friendly form of economic growth. The development plan itself can support environmental initiatives by:

- " -Promoting efficient use of land;
- Allocating renewable resources;
- Protecting lands, resources and features of specific value;
- Resolving competing demands for land according to pre-determined criteria;
- Encouraging and facilitating environmentally sound economic development;
- Promoting sustainable urban development."¹³⁰

¹³⁰ Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989, p. 47.

It is important to note that Manitou's size, and the fact that its infrastructure is in good shape, means that Manitou has little or no negative effects on the environment and is not likely to in the near future. However, good planning should always promote the concept of Sustainable Development even if this philosophy seems lost in the parochialism of small scale projects such as those promoted in the Manitou Development Plan.

The plan recommends that the Village Council should endeavor to join the Pembina Valley re-cycling network. The environmental reasons for this suggestion are obvious, and in addition the project could serve as a fund raiser for minor hockey league or baseball teams, for example.

The plan also calls for the re-cycling of land by suggesting the old dumpsite in the north-east part of the Village be re-used by constructing a tobogganing shack and slide area for winter recreation. The area has a natural beauty and quite a substantial change in relief which would easily lend itself to such an activity.

Sustainable Development calls for the re-use of resources and facilities, and the plan reflects this in the suggestion of utilizing the high school's tennis courts as an outdoor skating rink during the winter months.

The plan calls for the infilling of currently vacant buildings in the Commercial Area and does not advise the construction of new structures. The plan further recommends that some of these vacant buildings be used as business

incubators due to their central location and low rental cost. This is intended to save the Village capital and enliven the physical appearance and viability of Manitou's Commercial Area.

In addition, the plan further reinforces the environmental theme through policies directing and channeling business expansion, both residential and commercial, to the Commercial Area. The intention is to reduce the amount and frequency of vehicular traffic with the ultimate goal being a reduction of automobile airborne pollutants. Intensification of residential units in the existing vacant buildings of Manitou's Commercial Area will have a three-fold sustainable effect: 1) using existing buildings does not require any additional non-renewable resources, as well as not placing any more rubble or debris into a sanitary landfill site; 2) it uses urban land more efficiently and helps to keep the demand for more agricultural land for Village expansion down; and 3) it will result in a more vibrant and pleasing downtown environment.

The Manitou Development Plan recommends that a somewhat less strict segregation of land uses be carried out in the residential and commercial sectors of the Village. This proximity planning is in line with the realization that some land use mixing is healthy and can benefit either type of neighborhood. The residential neighborhood can, for example, benefit by allowing a corner grocery store to operate there. This reduces the distance residents have to travel to purchase groceries and other products. In a commercial district some

intermingling may allow certain types of residences mixed in with the commercial establishments. This provides both consumers and commercial establishments ease of access to each other and helps to ensure the businesses have both a customer base and a demand for their product lines.

The Manitou Plan has advocated this shift in focus from transportation-oriented planning to a "Pedestrian City" by trying to allow, through zoning and other development controls, the creation of multi-use buildings in a central and previously serviced area of the Village.

The Plan has also, through relaxed zoning recommendations, left open the possibility that a seniors' aging-in-place housing model, such as the Abbeyfield model, could be utilized in Manitou. This model is quite sustainable because it allows seniors to remain semi-independent and age in their own residences, thus cutting down on the demand for intermediary care facilities.

The philosophy of Sustainable Development also finds its way into the Manitou Development Plan through the advocacy of bicycles as a true transportation alternative. Manitou is a small Village, geographically speaking, and with a few modifications bicycling could become an important, cost effective alternative to the continuing consumption of fossil fuels.

Some of the modifications suggested in the plan are the creation of a "greenway" for bicycle use along the rail-line, the placement of bicycle stands along busy locations throughout the Village, and possibly creating design controls

which would promote the installment of locker and shower facilities in larger development projects. Examples of these larger development projects include the arena, and curling club, after their respective proposed renovations.

The continued Village tree planting program as well as the shelter belt program are further examples of the Sustainable Development component. These programs will have a three-fold impact on the Village. They will beautify it, protect it from winds and wind erosion, and add a degree of security to the community. In addition to this, natural buffers are to be used wherever two conflicting land uses adjoin. Again, this is intended to beautify the Village as well as fulfilling functional purposes.

The Manitou Development Plan also creates policies that are designed to conserve energy through urban design, site planning, and development controls. Streets and houses could benefit in terms of energy savings by solar orientation in conjunction with the construction of narrow streets and bicycle paths.

THE IMPACT OF "VISION"

Using the definitions of "Vision" and citizen concerns as outlined in Chapter Four, as well as the background data in Chapter Three, the following Vision Statement was generated:

"The people of the Village of Manitou wish to achieve a moderate population growth level, maintain the present level of services, recreation, businesses and industries, reserve the ability to build upon this present level in the future, and create a safe community. They also wish to achieve a sustainable, environmentally friendly, and community-based form of development."

The following are the specific objectives set out by the vision statement:

- Develop policies to promote population growth and retention;
- Improve aesthetics;
- Improve community safety through urban design;
- Attract certain types of businesses;
- Promote tourism;
- Promote local industries and businesses;
- Upgrade recreational facilities;
- Initiate Village promotional scheme ("shop at home" theme).

The steps that led to the formulation of the vision statement are clearly articulated within the previous five chapters. It is important to note that this plan is unique because the vision statement was constructed before the actual land use

plan or C.E.D. strategy were generated and all three components require this directional statement. In this section the uniqueness of the "vision" itself will be outlined. The vision statement encouraged the formulation of the precepts of Sustainable Development and C.E.D. into a larger but closely supportive land use development plan, thus creating a more focused method of melding the three concepts than has been done previously.

The vision statement responded to the largest one of the citizens' concerns, that being the loss of population which is partly due to lack of employment opportunity for Manitou's young and facilities for seniors. In order to attain a modest population growth the development plan set policies that aspired to retain some of Manitou's migrating citizens.

To provide more career opportunities for Manitou's young, the Manitou Development Plan set policies to try to attract a small to medium-size manufacturing firm, as well as encouraging numerous small Community Economic Development schemes designed to create local jobs. Another policy found within the Development Plan, designed to promote Manitou as a possible industrial site, was the suggestion of a feasibility study for a natural gas pipeline extension to Manitou.

Also within the vision statement was the clear desire on the part of Manitou residents to maintain a sustainable form of development. One example of this type of policy stemming from the vision statement is the desire to explore and

promote a new use for vacant buildings. The emphasis in the plan was on these C.E.D. strategies rather than on the "government lottery" or "smoke stack chasing" type of strategy as might be the case in a more conventional plan.

Another major aspect of the vision statement suggests the community of Manitou get together to stop the "leaks" of trade and commerce to other communities, in keeping with the Community Economic Development initiatives. The objective was to promote and maintain homegrown businesses, industries, and services. The development plan also set objectives and policies designed to promote a "shop at home" philosophy, as well as the promotion of the establishment of any businesses or services that residents of Manitou must currently attain elsewhere.

The vision statement calls for the maintenance of all present recreation and infrastructure facilities. The development plan set numerous policies for the streamlining of the various recreational boards, possibly through unification, and continued maintenance and upgrading of Manitou's various facilities.

FINDINGS

Reiteration of the Idea Statement

In Chapter One we stated that the purpose of this Practicum is to explore a means of incorporating aspects of a Community Economic Development strategy along with the recognition of environmental issues into a development plan.

The Village of Manitou has been used as a case study, with initiatives outlined arising from both conventional land use planning and the principles of Sustainable Development. The plan is open to and supportive of the possible initiatives of a future Community Economic Development Plan. The vision statement guiding the amalgamation of these diverse aspects was formulated with the aid of public participation.

Outcome

The Practicum provides a progression of suggested steps leading toward the objective of improving quality of life in a small village facing modern problems. This Practicum goes beyond a review of statistical generalizations (which are quite discouraging) because of analysis of the underlying situation. It is argued that, one can plan ahead during the "economic rationalization" of agro-service centers, and set reachable goals; and with a clearly articulated vision, have a realistic starting point.

Improving something as nebulous as "quality of life" through tangible action

is difficult to substantiate. Portions of the steps suggested, however, have been tested in operation elsewhere so it seems fair to assume that, joined together, the steps will be successful. In the absence of actual testing of the methods given in this Practicum in their entirety, practical reasoning must be used to assess the probability of achieving the desired goal.

The strength of the plan in this Practicum lies in the combination of a complementary blend of conventional planning, C.E.D., Sustainable Development and a vision statement written as a result of consultation with the residents. If a community could muster the leadership and financial resources to conduct the definitive test of actually implementing the plan as set out in this Practicum, it seems reasonable to believe that quality of life would indeed be improved.

The weakness of this Practicum lies in the choice of the community used as the case study. Manitou is a small village with little or no growth of any description at present. Many of the residents, as well as other Manitobans, have discounted the Village's chances of survival. The Village is too small and well serviced to be a great environmental offender, and for this reason the Sustainable Development component may seem to have little impact in this area. The plan within this Practicum, however, is readily open to many initiatives under the auspices of a C.E.D. plan.

It is important to remember that the idea espoused in this Practicum can be used as a blueprint for most rural Manitoba communities. However, it should be

noted that a slightly larger case study community would be a more effective example for this type of development plan.

SUMMARY AND CONCLUSION

The purpose of this practicum was to explore a means of incorporating into a development plan, aspects of a community economic development strategy along with recognition of environmental issues. The Village of Manitou was used as a case study.

The Practicum has endeavored to integrate community based economic development throughout every sector of the plan. The plan has demonstrated a strong commitment to making the development of Manitou as economically viable as possible. This commitment has been shown in various ways. Firstly, by using C.E.D. as one of the guiding principles and underpinnings of the plan. Secondly by clearly articulating the C.E.D. aspects in the vision statement and allowing for a dovetailing of land-use related policies and economic initiatives.

The Village of Manitou has reached a stage where a development plan would be beneficial to this community. The residents of Manitou have had an influence on this development plan as they themselves were requested to help identify problems and formulate solutions. Given today's consciousness and concern about the environment, the concept of Sustainable Development was raised by the residents of Manitou for inclusion into their development plan. The term

"Sustainable Development" implies a judicious integration of environmental and economic concerns.¹³¹ Its reaction with C.E.D. and traditional land use planning was explored in Chapter Two. It was found that a traditional development plan would be supportive of the precepts of both C.E.D. and Sustainable Development and that all three needed and could use the same community vision. Public participation was solicited to develop this "vision", but balanced by professional evaluation.

In Chapter Three an examination of historical population growth, population age and sex structure, household composition, future population projections, physiography, financial situation, and land use was carried out. An analysis of these characteristics was essential for providing a picture of the existing and future nature of Manitou's population, as well as its infrastructural needs.

The important areas of concern found in Chapter Three included the need for provision of off-street parking, sidewalk and water tower repairs, continued maintenance of service infrastructure, and continued maintenance of recreational facilities. Other concerns stemmed from Manitou's municipal finance position because Manitou's ability to raise revenues for the above maintenance projects was in question.

Chapter Three also clearly articulated the fact that Manitou's slight population decline is quite similar to many towns and villages across the prairies.

¹³¹ Manitoba, "Sustainable Development: Towards a Sustainable Development Strategy For Manitobans", Manitoba Round Table On Environment and Economy, Winnipeg, September 1990, pp. 6-7.

Manitou and the fortunes of other towns and villages have stood or fallen based on their ability to service an agricultural hinterland. In other words, they were remarkably dependant on the waning fortunes of the agricultural sector. The Agriculture sector has been declining because of the mechanization of the farm. This had lead to dire consequences to various agricultural centers.

As the agricultural operations became smaller the rural population base consequently decreased, the economy of agro-service centers such as Manitou were negatively affected . These reductions in population brought the population of the various towns and villages below threshold numbers, and consequently higher order services began to close. Once these businesses began to close the effect trickled down and multiplied for lower order businesses. Businesses sometimes began to fold simultaneously. Many of the citizens, at this point, will give up hope for any revitalization and move away. If this process is not halted, the village or town will decline, and later stabilize at a very low population level.

In Chapter Four the main concerns of Manitou's citizenry, such as population loss, low rental rates, and competition from Morden and Winkler, were discussed. The vision statement, found in Chapter Four, was an attempt to channel the concerns of the citizens by providing them with a favorable and desirable image of their village in ten or twenty years.

All is not doom and gloom as this data might suggest. By reinforcing and

promoting the establishment and maintenance of education and health facilities in an agro-service center such as Manitou, the population can be stabilized. D. Todd suggested in his article, "The Small Town Viability in a Prairie Context", that it is conceivable that:

"...community satisfaction may override declining economic factors, as reflected through objective indicators, and hinder the out-migration that would otherwise ensue."¹³²

Todd also suggested that the existence of a larger extended family, and thus larger social ties, would also serve to keep small town residents from relocating elsewhere. The Manitou Development Plan has endeavored to recognize all of the smaller more immeasurable social facets, and use them to help Manitou maintain its population base. The plan also recognizes that growth occurs in communities with strong leadership, community attachment, awareness, and optimism. The Manitou Development Plan tries to foster these aspects through the various means expressed in Chapter Five.

This positive mode of thinking is reflected in the goal and policy statements found within Chapter Five, which are not too dissimilar to the Stay Options espoused by the New Democratic Party (NDP) in the late 1960's and early 1970's. The Stay Options were an attempt to check the rural to urban migration by providing services and incentives to keep farmers on their land. Some of these options included:

¹³² Todd, D., "The Small Town Viability in a Prairie Context", Environment and Planning, Vol, 15, 1983, p. 906.

-
- 1) Incentives to increase farm output;
 - 2) A program to diversify farm production and centralize the marketing system for agricultural products;
 - 3) The provision of financial and management assistance.¹³³

The initiatives espoused by the N.D.P. were radically different from the laissez-faire attitude of the day. The prevailing opinion was that rural decay was an inevitable form of economic Darwinism. In the opinion of the Author, the Stay Option ideas were reasonably successful. It is concordant with the belief that planning, or any form of positive intervention, (such as the policies found within Chapter Five) will be beneficial to smaller agro-communities such as Manitou.

A brief outline of Chapter Five reveals that an attempt was made to amalgamate the concerns gathered from the residents, and the Vision Statement for Manitou, into a economic and sustainable land use development strategy. The objectives and policies set out to achieve a moderate level of population growth, maintain the infrastructural, commercial and recreational sectors of the Village, and provide an environmentally friendly and community based form of development. The citizens, in conjunction with the Author, expressed a wish to solve the problems through the implementation of several C.E.D. schemes, including the acquisition of a small to medium-sized manufacturing firm.

Chapter Six highlighted the special aspects of the plan showing how Sustainable

¹³³ Breirly, J., and D. Todd, *Prairie Small Town Survival: The Challenge of Agro-Manitoba*, Canadian Studies, Vol. 7, Edwin Mellen Press, 1990, p. 20.

Development and the precepts of a C.E.D. scheme were included into a traditional land use plan.

The Manitou Development Plan, through the use of an overall "vision" and the guidance of a philosophy like Sustainable Development, sought to:

- Enhance the role of the Village of Manitou within its region;
- Promote a sense of community;
- Guide land use, particularly with respect to conservation;
- Protect and manage the natural environment;
- Protect and promote the use of significant historic and archaeological sites.

These aspects may not be unique to the Manitou Development Plan. However, by bringing them to the forefront and affording them a special focus, the Manitou Development Plan achieves a greater sense of direction, community involvement, respect for the environment, and potential for a significantly more effective (future) community development plan.

The Manitou Development Plan was intended to be a guide to the amalgamation of these different precepts into one working document, with the purpose of having a considerable impact on a given community. The Manitou Development Plan case study should prove to be a more focused approach in the formulation of development plans and make a contribution to the continuing evolution of Planning as both a discipline and a profession.

APPENDIX A

A list of questions, asked of the residents of Manitou, with regard to the issues, concerns and community vision as articulated in chapter four and five.

- 1) What do you think the issues regarding the community are?
- 2) Do you have any concerns for the community's future?
- 3) Do you have any concerns in general?
- 4) Do you see any constraints on the Village's growth?
- 5) How different do you see the Village in ten years time?
- 6) How would the employment prospects change, lifestyle, opportunities, facilities?
- 7) Would you like to see a different kind of environment (social, educational, recreational, etc.) or would you like the environment to remain the same?
- 8) What things do you feel are positive about Manitou?
- 9) Do you think there are ways to develop on the positive aspects of your community?
- 10) What are the negative aspects of Manitou as a place to live, visit, pass-through, etc.?
- 11) Are there ways to alleviate these things?
- 12) What do you see as the opportunities for the Village? The constraints?
- 13) What is your vision of Manitou, twenty-five years down the road?

APPENDIX B

The following statistical information is intended to set Manitou within a regional context by juxtaposing it with neighbouring agro-service centres of similar size. This data's purpose is to show that Manitou is indeed a typical Manitoba agro-service center. Some statistics will be above, or below average, however, we will show that Manitou is a typical agro-service village.

Table A - Population Chart

Population	1981	1986
Crystal City	489	487
Pilot Mound	838	819
Cartwright	384	388
Manitou	861	856
Emerson	762	725
Gretna	545	503
St. Pierre Jolys	919	912

Table B - Percentage of Population over 65

Locality	Percentage of Population 65 Years and Over	
	1981	1986
Crystal City	19.3%	30.0%
Pilot Mound	26.5%	34.6%
Somerset	10.9%	17.0%
Cartwright	17.8%	28.8%
Manitou	17.6%	24.2%

Table C - Age Chart

LOCALITY	Average Age		Change in Age
	1981	1986	1981 - 86
Crystal City	35.2	44.2	9.0 years
Pilot Mound	40.6	43.6	3.0 years
Somerset	30.1	36.7	6.6 years
Cartwright	38.6	42.6	4.0 years
Manitou	36.5	39.8	3.3 years

Table D - Family Size

Family Size		
Locality	1981	1986
Crystal City	2.8	2.7
Manitou	3.0	2.4

Source: Maclean, A, and R. Rounds, An Analysis of the Population of Agro-Manitoba, Rural Development Institute Brandon University, 1991.

Table E - Facts-in-Brief Chart

	Manitou	Manitoba	Canada
Unemployment:			
% of U.I. Claims	17.6%	18.4%	21.4%
Population Dependency Ratio:			
Population Under 15	20.4%	34.8%	31.6%
Population Over 64	36.2%	20.9%	16.5%
Workforce:			
Participation Rate	78.3%	76.4%	77.2%
Level of Income:	\$16,409	\$16,800	\$19,300
Transfer Payments:			
% of Total Income	17.6%	18.3%	17.1%

(Source: Statistics Canada)

Table F - Population Growth Rate

Location	1981	Growth	1986	Growth	1991
Manitou	961	-0.6%	856	-0.6%	811 (-5.3%)
Manitoba	1,026,241	+3.6%	1,063,061	+2.7%	1,091,942
Canada	24,343,181	+3.9%	25,309,331	+11%	28,252,548

(Source: Statistics Canada)

Table F illustrates that Manitou has been experiencing a relatively stable population base until fairly recently when it has begun to show a faster rate of decline, which Table G will show is also quite typical. The following table will illustrate the similarity of decline for many of central Manitoba's rural agro-service centers.

Table G - Select Communities Demographic

Location	1981	Growth	1986	Growth	1991
Alonsa, L.G.D.	2,315	+0.6%	2,330	-16.2%	1,952
Glenella, R.M.	741	-3.6%	714	-7.6%	660
Lakeview, R.M.	568	-12%	500	-8%	460
Lansdowne, R.M.	1,148	-6.7%	1,071	-6.7%	999
Lorne, R.M.	2,425	-4.5%	2,316	-8.1%	2,128
Somerset, Village	596	-10.4%	534	-7.1%	496
Treherne, Village	743	+2.6%	762	-13.3%	661

(Source: Statistics Canada)

The majority of Central Manitoba's population lies in the vicinity of the City of Portage la Prairie. This centre has experienced only a slight decline in population during the study period, 1981 - 1991. The entire region has suffered a population loss, (including Manitou) with only two exceptions, the R.M.'s of Dufferin and Cartier (see Table H).

Table H - Regional Demographic

Location	1981	Growth	1986	Growth	1991
Manitou, Village	861	-0.6%	856	-5.3%	811
Alonsa, L.G.D.	2,315	+6%	2,330	-16.2%	1,952
Carman, Town	2,408	+3.8%	2,500	+2.7%	2,567
Cartier, R.M.	2,825	+3.5%	2,924	+6.5%	3,115
Dufferin, R.M.	2,707	-3.1%	2,622	-7.3%	2,431
Gladstone, Town	964	-1.3%	951	-2.4%	928
Glenella, R.M.	741	-3.6%	714	-7.6%	660
Grey, R.M.	2,194	0%	2,195	-4.1%	2,104
Lakeview, R.M.	568	-12.0%	500	-8.0%	460
Lansdowne, R.M.	1,148	-6.7%	1,071	-6.7%	999
Lorne, R.M.	2,425	-4.5%	2,316	-8.1%	2,128
MacGregor, Village	795	+7.4%	854	-0.2%	852
North Norfolk, R.M.	3,047	+1.4%	3,090	-4.0%	2,967
Notre Dame, Village	627	+0.2%	628	-2.2%	614
Portage, City	13,086	+0.9%	13,198	-0.1%	13,186
Portage, R.M.	7,046	+2.7%	7,233	-1.1%	7,156
St. Claude, Village	592	+3.0%	610	+0.5%	613
Somerset, Village	596	-10.4%	534	-7.1%	496
South Norfolk, R.M.	1,285	-6.8%	1,197	+3.1%	1,234
Treherne, Village	743	+2.6%	762	-13.3%	661
Westbourne, R.M.	2,017	-0.5%	2,006	-2.4%	1,957
Manitoba	1,026,241	+3.6%	1,063,016	+2.7%	1,091,942
Canada	24,343,181	+3.9%	25,309,331	+11%	28,252,548

(Source: Statistics Canada)

The slight increase in population for the R.M.'s of Cartier and Dufferin may be explained by the close proximity to Winnipeg and the continuing trend of urbanites relocating to rural areas and then commuting to work in the City. As one can see, Manitou's increasing population decline is quite typical in rural agro Manitoba.

Table I - Manitoba's Average Age

As one can see in Table I, Manitou's average age is well within normal parameters for a rural agro-service center.

Community	Av. Age	Community	Av. Age
Manitou, Village	41	North Norfolk, R.M.	31
Alonsa, L.G.D.	38	Notre Dame, Village	45
Carman, Town	45	Portage, City	34
Cartier, R.M.	23	Portage, R.M.	28
Dufferin, R.M.	30	St. Claude, Village	43
Gladstone, Town	39	Somerset, Village	36
Glenella, R.M.	37	South Norfolk, R.M.	32
Grey, R.M.	34	Treherne, Village	51
Lakeview, R.M.	38	Westbourne, R.M.	36
Lansdowne, R.M.	34	Manitoba	31
MacGregor, Village	49	Canada	29

(Source: Statistics Canada)

Table J - Number of Family Persons Aged 65 and Over

As one can see from Table J, there are a high number of elderly in the Village of Manitou. However, this segment of the population is large in most villages of a similar size. The exception to this aging rule are the R.M.'s which tend to be younger.

Community	Number of Family Persons Aged 65 and Over
Manitou, Village	120
Louise, R.M.	85
Pembina, R.M.	190
Pilot Mound, Village	120
Roblin, Village	55
Somerset, Village	55

(Source: Statistics Canada)

Table K illustrates the level of education attained by the residents of Manitou, and juxtaposes these results with other agro-service center communities. The Village of Manitou has a high number of individuals who have completed the earlier grades, 9 - 13 (29%). However, the level falls off as the level of education rises, making it increasingly difficult for Manitou to compete in the national and global economy. In addition the number of people in Manitou who have less than a grade nine education is also quite high at 20%, (see Table K).

Table K - Level of Education Represented In %

	1	2	3	4	5	6	7	8
Manitou	20	29	4	1	4	8	5	7
Manitoba	18	33	9	2	5	12	10	8
Canada	17	27	12	3	6	14	8	9

Legend

1	Less than Grade Nine
2	Grade Nine to Thirteen Without a Diploma
3	Grade Nine to Thirteen With a Diploma
4	Trade Diploma
5	Non University Without a Certificate
6	Non University With a Certificate
7	University Without Degree
8	University With Degree

(Source: Statistics Canada)

Manitou's low level of education is typical of rural agro-service centers. It is due, mainly, to the fact that University students and graduates do not return to the smaller centers, leaving behind the less educated. The concern is that the low level of education weakens the Village's future labour force in terms of skill level, education, and competitiveness, (see Table L).

Table L - Level of Education Attained

Location	Less than Grade 9	9 - 13 with Diploma	9 - 13 w/o Diploma	Trade Diploma	Non- Univ. w/o Dip.	Non- Univ. with Dip.	Univ. W/o Dip.	Univ. with Dip.
Manitou, VL	170	35	245	10	35	65	45	60
Alonsa, LGD	660	640	115	20	50	55	60	80
Carman, T	515	765	165	55	105	205	135	130
Cartier, RM	775	705	130	20	45	185	150	120
Dufferin, RM	475	680	125	25	75	175	110	95
Gladstone, T	190	235	60	25	50	65	60	40
Glenella, RM	255	175	20	25	30	20	5	25
Grey, R.M.	400	655	170	50	80	115	105	55
Lakeview, RM	95	150	25	5	5	10	30	20
Lansdowne, RM	200	295	50	-	40	45	65	25
Lorne, RM	410	565	165	10	55	240	165	65
MacGregor, VL	205	270	20	10	15	40	40	50
North Norfolk, RM	745	835	130	30	95	225	95	60
Notre Dame, VL	150	120	5	5	30	40	25	25
Portage, C	1900	3570	705	250	445	1470	780	645
Portage, RM	1155	1905	420	80	220	755	430	290
St. Claude, VL	140	120	55	20	10	60	30	30
Somerset, VL	95	130	10	-	10	90	35	35
South Norfolk, RM	190	410	55	20	30	100	35	25
Treherne, VL	110	235	35	-	25	80	55	50
Westbourne, RM	560	570	75	25	30	115	135	55
Manitoba	18%	33%	9%	2%	5%	12%	10%	8%
Canada	17%	27%	12%	3%	6%	14%	8%	9%

(Source: Statistics Canada)

Labour Force Activity

The Village of Manitou has approximately 78% of its total population made up of individuals who are +15 years of age. This compares with Manitoba which has 76% of its population at +15 and Canada with 77%. In addition Manitou's participation rate in the active workforce is higher than both Manitoba and Canada, (see Table M).

Table M - Participation Rate

Village of Manitou	78.3%
Province of Manitoba	76.4%
Canada	77.2%

(Source: Statistics Canada)

Table N - Labour Force Activity

Location	Males in Labor Force	Females in Labor Force	Participation Rate Both sexes (%)
Manitou, Village	185	170	54.1
Carman, Town	645	415	51
Cartier, R.M.	950	460	66.4
Dufferin, R.M.	795	435	70.3
Gladstone, Town	230	165	54.8
Glenella, R.M.	245	135	68.2
Grey, R.M.	755	365	68.7
Lakeview, R.M.	145	85	69.7
Lansdowne, R.M.	315	200	71.5
Lorne, R.M.	705	510	72.5
MacGregor, Village	185	150	51.9
North Norfolk, R.M.	920	600	69.0
Notre Dame, Village	105	100	48.8
Portage, City	3405	2950	65.1
Portage, R.M.	2300	1330	69.0
St. Claude, Village	120	120	50.0
Somerset, Village	150	125	70.9
South Norfolk, R.M.	355	205	64.4
Treherne, Village	200	155	61.7
Westbourne, R.M.	675	385	67.5
Manitoba			66.6
Canada			66.5

(Source: Statistics Canada)

Income Characteristics

The composition of total income for the Village of Manitou reveals a less than average level of government Transfer Payments coupled with a low percentage of Employment Income, (see Table O). The incidence of a higher than average Other category payments is reflective of the aging population within the region, and the lower participation rate.

Manitou's income is slightly above average, (see Table P), but remains similar to other rural agro-service centers.

Table O - Income Characteristics

Location	Employment Income	Government Transfer	Other
Manitou	65.4%	17.6%	17.0%
Manitoba	70.8%	18.3%	10.9%
Canada	74.0%	15.1%	10.9%

(Source: Statistics Canada)

Table P - Average Incomes

Location	Full Time Average Income	Part Time Average Income
Manitou	\$22,239.12	\$7,830.50
Manitoba	\$20,804.50	\$8,651.25
Canada	\$22,622.25	\$9,377.75

(Source: Statistics Canada)

Table Q - Regional Income Characteristics

Location	Employment Income %	Government Transfer %	Other %
Manitou, Village	65.4	17.6	17.0
Alonsa, L.G.D.	67.6	20.3	12.1
Carman, Town	60.4	20.5	19.2
Cartier, R.M.	81.4	12.5	6.1
Dufferin, R.M.	76.5	13.7	9.7
Gladstone, Town	62.6	21.5	15.9
Glenella, R.M.	68.6	20.0	11.4
Grey, R.M.	73.5	14.3	12.2
Lakeview, R.M.	61.7	25.3	13.1
Lansdowne, R.M.	70.6	16.4	12.9
Lorne, R.M.	73.1	12.2	14.7
MacGregor, Village	60.7	20.7	18.6
North Norfolk, R.M.	74.7	17.0	8.3
Notre Dame, Village	63.9	21.0	15.0
Portage, City	74.1	14.2	11.6
Portage, R.M.	78.5	11.7	9.7
St. Claude, Village	68.8	17.8	13.4
Somerset, Village	70.8	14.7	14.5
South Norfolk, R.M.	66.9	18.1	14.9
Treherne, Village	65.3	16.6	18.1
Westbourne, R.M.	73.6	18.5	7.9
Manitoba	70.8	18.3	10.9
Canada	74.0	15.1	10.9

(Source: Statistics Canada)

Table R - Regional Activity Work and Average Incomes

Location	Males Full Year	Males Part Time	Average Income	Females Full Year	Females Part Time	Average Income
Manitou, VL	270	285	\$26,129 \$7,865	75	110	\$18,529 \$7,795
Carman, T	390	245	\$24,857 \$10,220	175	260	\$15,578 \$4,486
Cartier, RM	330	295	\$30,655 \$12,969	130	245	\$15,749 \$7,243
Dufferin, RM	425	335	\$15,370 \$6,748	125	315	\$16,856 \$6,435
Gladstone, T	125	115	\$19,895 \$12,022	80	95	\$16,500 \$6,448
Grey, RM	405	310	\$16,416 \$8,281	110	225	\$7,932 \$6,411
Lorne, RM	375	305	\$18,446 \$12,968	140	305	\$12,448 \$7,262
MacGregor, VL	125	60	\$24,309 \$8,924	45	110	\$17,359 \$6,630
Notre Dame, VL	70	40	\$20,963 \$13,450	40	70	\$11,981 \$8,662
St. Claude, VL	100	45	\$24,206 \$10,445	50	75	\$14,665 \$9,279
Treherne, VL	115	100	\$26,625 \$7,588	65	95	\$13,845 \$9,591
Manitoba	182,430	119,660	\$23,077 \$9,737	96,190	139,265	\$18,532 \$7,565
Canada	4,249,305	3,033,575	\$25,250 \$10,744	2,331,515	3,240,350	\$19,905 \$8,012

(Source: Statistics Canada)

Concluding Comments

Depending on the category, Manitou has exhibited statistics that would indicate above, at, or below, average values. Generally speaking, Manitou is well within normal parameters for rural Manitoba agro-service centres of its size, type, and function. This section has attempted to graphically indicate the areas where Manitou displayed similar characteristics, and where Manitou has differed from the norm in various statistical measures. For a more complete statistical analysis, see Chapter 3.

APPENDIX C

Building permit and subdivision activity in the Village of Manitou for the following years:

1990

1. Addition to residence (dining area-196 sq. ft., garage-275 ft.)
2. Addition to residence (352 sq. ft.)
3. Addition to residence (garage - 440 sq. ft.)
4. Garage moved in (400 sq. ft.)
5. New residence (house - 1,262 sq. ft., garage - 676 sq. ft.)
6. New office building (1,040 sq. ft.)

1989

1. Garage moved in (308 sq. ft.)
2. Addition to residence (220 sq. ft.)
3. Addition to residence (garage - 784 sq. ft.)
4. New Office/Library (1,596 sq. ft.)
5. Addition to residence (416 sq. ft.)
6. Addition to residence (360 sq. ft.)
7. Residence moved in (1,056 sq. ft.)

1988

1. Addition to residence (garage - 775 sq. ft.)
2. New residence (house - 1,816 sq. ft., garage - 528 sq. ft.)
3. New residence (house - 1,123 sq. ft., garage - 384 sq. ft.)
4. Addition to residence (house - 560 sq. ft., garage - 336 sq. ft.)
5. Addition to residence (144 sq. ft.)
6. New Garage (360 sq. ft.)
7. New Garage (364 sq. ft.)

1987

1. New Garage (? sq. ft.)

1986

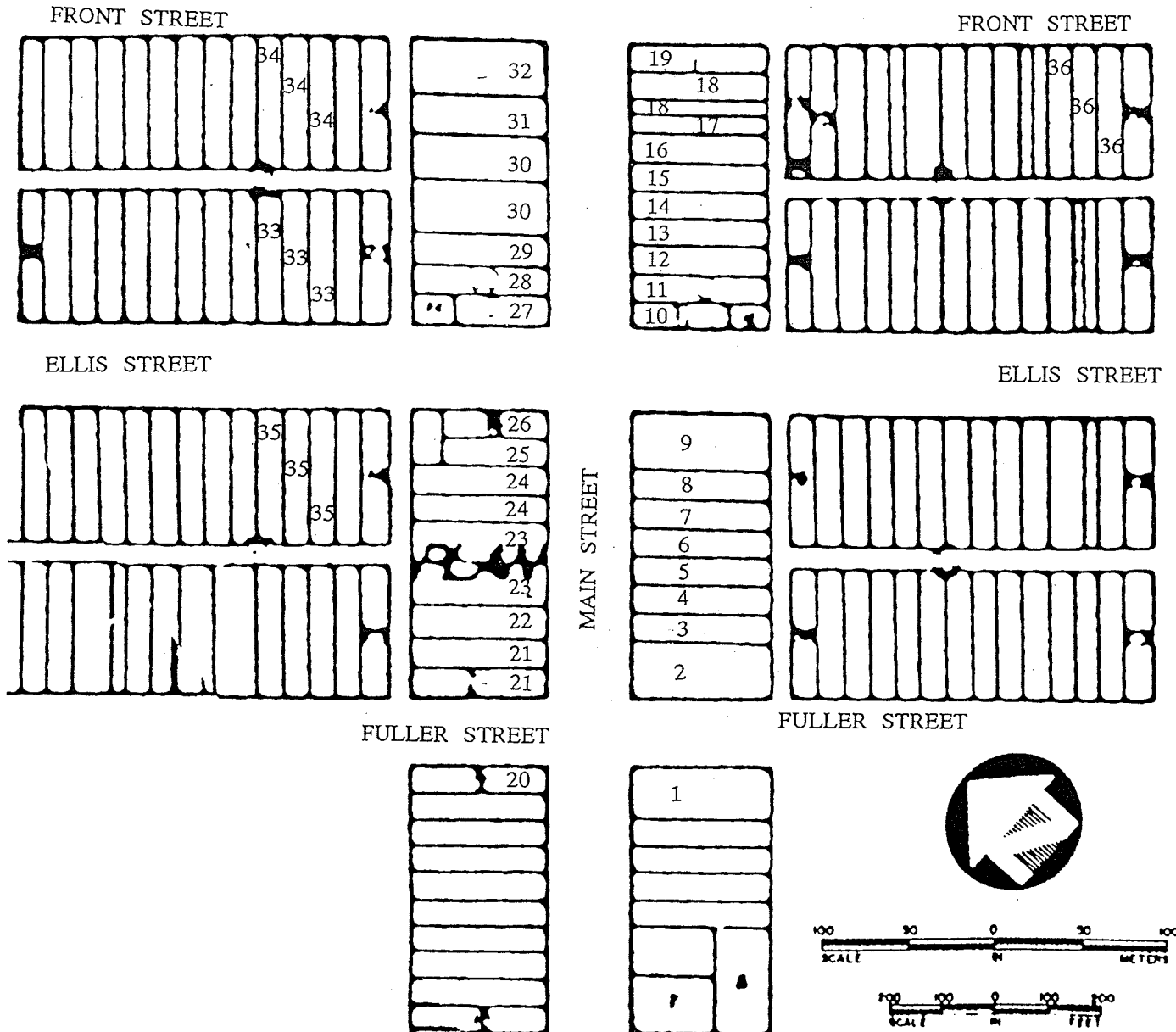
1. Addition to Commercial Building (480 sq. ft.)
2. House moved in (? sq. ft.)
3. New Garage (368 sq. ft.)
4. New Garage (768 sq. ft.)
5. House moved in (1,120 sq. ft.)
6. New Garage (392 sq. ft.)
7. Addition to Commercial Building (2,100 sq. ft.)¹³⁴

¹³⁴ Village of Manitou building permit record, November 1990.

SKETCH 1 - COMMERCIAL AREA DETAIL

Legend :

1) Weed Control	8) Beauty Salon	15) Insurance	22) Sears Outlet	29) Cafe
2) Post Office	9) Co-Op	16) Freindship Ctr.	23) Hardware	30) Civic Hall
3) Vacant Lot	10) Manitou Gifts	17) Com. Nurse	24) Furn. & App.	30) Geo. & Kates
4) Vacant Lot	11) Vacant	18) McGillivary's	25) Residence	31) Family Store
5) McLean Ent.	12) Langseths Drg.	19) Vacant	26) Royal Bank	32) Co-Op Hware.
6) Lawyers Office	13) Man. Bakery	20) Credit Union	27) Vacant	33) Car Dealer
7) Vacant	14) Legion	21) Lucky Dollar	28) Vacant	34) J.R. Lovel Co.
35) Gerbradt Machine Sop		36) Carleton Hatcheries		



SKETCH NO. 1
COMMERCIAL AREA DETAIL

BIBLIOGRAPHY

- Alexander, D., and Sharily Cariou, "Planner as Educator: A Vision of a New Practitioner", Journal of The Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Barlshen, F.P., Proposed Water and Sewer Extensions For the Village of Manitou, Department of Mines Resources and Environmental Management, Winnipeg, 1976.
- Boomer, Nancy, "The Road To Winter Adventure", Going Places Magazine, A publication by the CAA Manitoba Motor League, a Wide Magazines Publication, vol. 17, No. 6, December 1991.
- Bregha, Francois, Jamie Benidickson, et al., The Integration of Environmental Considerations Into Government Policy, Canadian Environmental Assessment Research Council, Ottawa, 1990.
- Brundtland, G.H., et al., Our Common Future: World Commission on Environment and Development, Oxford University Press, New York, 1987.
- Bunting, T., and P. Fillion, Canadian Cities In Transition, Oxford University Press, 1991.
- Canada, Census Canada Profiles Manitoba Part 1, 1981, Minister of Supply and Services Canada, Ottawa, 1982.
- Canada, Census Canada Profiles Manitoba Part 1, 1986, Minister of Supply and Services Canada, Ottawa, 1987.

-
- Cromwell, Ron, #1 How To Organize For Economic Development, Federation of Canadian Municipalities, Ottawa, 1990.
- Cromwell, Ron, #2 How To Prepare An Economic Development Strategy, Federation of Canadian Municipalities, Ottawa, 1990.
- Cromwell, Ron, #3 How To Collect Data For Economic Development, Federation of Canadian Municipalities, Ottawa, 1990.
- Cullingworth, J.B., Urban and Regional Planning in Canada, Transaction Books, 1987.
- Davidoff, Paul, "Advocacy and Pluralism in Planning", Journal of the American Institute of Planners, 1965, 31: 4:.
- Donaldson, Carole, "Sustainable Development and Local Government", a presentation by Carole Donaldson to planning professionals November 29th and 30th, 1990.
- Dykeman, Floyd W., (ed.), Integrated Rural Planning and Development, Department of Geography, Mount Allison University, New Brunswick, 1988.
- Ellis, J.H., and Wm. H. Shafer, Report of Reconnaissance Soil Survey of South-Central Manitoba, Department of Agriculture, Winnipeg, 1981.
- Friedman, J., Planning in the Public Domain, Princeton University Press, 1987.
- Gerecke, Kent, and Barton Reid, "Planning power and Ethics", Journal of the Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Gertler, Len, and Ron Crowley, Changing Canadian Cities: The Next 25 Years, McClelland and Stewart Ltd., Toronto, 1976.

-
- Getzels, J. and Charles Thurow, Rural and Small Town Planning, Planners Press, Chicago, 1979.
- Hodge, G., and M. Quadeer, Towns and Villages In Canada: The Importance of Being Unimportant, Butterworths, Toronto, 1983.
- Hodge, G., Planning Canadian Communities, Methuen, Toronto, 1986.
- Hodge, Gerald, "Canadian Community Planning 100 Years On: Where Next?", Journal of the Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Jones, Emrys, Towns and Cities, Oxford University Press, London, 1970.
- Levin, Earl, A., Comedy in three Acts: Municipal Policy and District Planning in Manitoba, Winnipeg, MACIP news, Vol. 8, issue 2, fall 1990.
- Lynch, Kevin, and Gary Hack, Site Planning, The MIT Press, London England, 1985.
- MACIP News, "Manitoba's Principles on Sustainable Development", MACIP News, Winnipeg, Spring 1990, Vol. 7, issue 4.
- MacLeod, Greg, New Age Business: Community Corporations That Work, Canadian Council On Social Development, Ottawa, 1986.
- Mah, P., "Community Planning and Development: Responding to Challenges in Rural Manitoba", MACIP News, Winnipeg, September 1992, Vol. 10, Issue 1.
- Maloney, Careen, "Planned Premises", Winnipeg Free Press, (Close-Up insert), Sunday January 5, 1992.

-
- Manitoba Round Table On The Environment, "Manitoba's Principles on Sustainable Development", MACIP News, Winnipeg, Spring 1990, Vol. 7, issue 4.
- Manitoba, Analysis of Population Change 1951 - 1971: Southern Manitoba (Including Winnipeg), Working Paper #4, Manitoba Department of Industry and Commerce, Winnipeg, 1976.
- Manitoba, Background to Altona's Development Plan, Morden, 1988.
- Manitoba, Communities On The Grow: A Guide For Preparing An Economic Development Plan, Governemnt of Manitoba workbook designed to assist planning professionals and town councils in the C.E.D. process.
- Manitoba, Descriptive Data Update Volume 1: Socio-Demographic Data and Community Interrelations Survey Data, Winnipeg, 1975.
- Manitoba, Environment and Economy: Partners For The Future, Minutes from a seminar on the environment and economy, May 17-19, 1989.
- Manitoba, Manitoba Census Population 1971, 1976, 1981, Final Counts, Manitoba Bureau of Statistics, Winnipeg, 1982.
- Manitoba, Manitou 1981 "Community Development Report", Department of Economic Development and Tourism, Winnipeg, 1982.
- Manitoba, Provincial Land Use Policies, Provincial Land Use Committee, The Manitoba Gazette, Winnipeg, 1980

-
- Manitoba, Statistical Information 1971: Respecting The Municipalities of The Province of Manitoba and the Metropolitan Corporation of Greater Winnipeg, Manitoba Rural Development, Winnipeg 1972.
- Manitoba, Statistical Information 1976: Respecting The Municipalities of The Province of Manitoba, Manitoba Rural Development, Winnipeg, 1977.
- Manitoba, Statistical Information 1981: Respecting The Municipalities of The Province of Manitoba, Manitoba Rural Development, Winnipeg, 1982.
- Manitoba, Statistical Information 1986: Municipalities of The Province of Manitoba, Manitoba Municipal Affairs, Winnipeg, 1987.
- Manitoba, Statistical Information 1988: Municipalities of The Province of Manitoba, Manitoba Rural Development, Winnipeg, 1989.
- Manitoba, "Sustainable Development," Government of Manitoba Pamphlet designed to provide information on Sustainable Development.
- Manitoba, "The Development Plan," A pamphlet published by the Government of Manitoba to illustrate the intent and purpose of a development plan.
- Manitou, "The Village of Manitou By-Law No. 4/70", 1971.
- Manitou, "The Village of Manitou By-Law No. 15/76", 1976.
- McCann, L.D., Heartland and Hinterland, Prentice-Hall Canada Inc. Scarborough, On, 1982.
- McGahon, Peter, Urban Sociology in Canada, Butterworths, Toronto, 1986.
- McInnis, Edgar, Canada: A Political and Social History, Holt, Rhinehart and Winston of

-
- Canada, Ltd., Toronto, 1984.
- Meadows, D.H., and Dennis L. Meadows, et al., The Limits To Growth: A Report To The Club of Rome's Project on the Predicament of Mankind, Universe Books, New York, 1972.
- Moser, C.A., and G. Kalton, Survey Methods in Social Investigation, Heinemann Educational Books, London, 1973.
- Nasewich, Rod, E., Knowledge and Action: Bridging Community Economic Development and Planning, Masters Thesis, University of Manitoba, Winnipeg, 1989.
- Nawaz, Rasheeda, "Sustainable Urban Development For Ottawa: Planners Can Make a Difference", Journal of the Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Nozick, Marcia, The Changing Times: Understanding Community Economic Development for the 90's, Masters Thesis, University of Manitoba, Winnipeg, 1988.
- Patton, C.V., and David S. Sawicky, Basic Methods Of Policy Analysis and Planning, Prentice Hall, Englewood Cliffs New Jersey, 1986.
- Pembina Valley Development Corporation Inc., "Manitou Community Profile", Manitoba's Economic Development Network, 1988.
- Rees, William, E., and Mark Roseland "Sustainable Communities: Planning for the 21st Century", Journal of the Canadian Institute of Planners, Plan Canada Magazine, May 1991.

-
- Richardson, H.W., Elements of Regional Economics, Penguin Books Ltd., Middlesex, England, 1973.
- Richardson, Nigel, Land Use Planning and Sustainable Development in Canada, Canadian Environmental Advisory Council, Minister of Supply and Services Canada, Ottawa, 1989.
- Robinson, John, et al, Defining A Sustainable Society: Values, Principles and Definitions, Alternatives Magazine, Vol. 17, No. 2 1990.
- Rounds, Dr. Richard, C., Trends and Planning For Manitoba Rural Development, an address to the 10th annual Manitoba Planning District Seminar January 1990.
- Rutulis, M., Ground Water Resources In Southern Manitoba, Ground Water Section, Water Investigations Service, Winnipeg, 1982.
- Schumacher, E.F., Small is Beautiful: A Study Of Economics As If People Really Mattered, Blond and Briggs, London, 1977.
- Seasons, Mark, "Planning For Uncertain Futures: Thoughts For Practice". Journal of The Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Todd, D., "The Small Town Viability in a Prairie Context", Environment and Planning, Vol. 15, 1983, pp. 903 - 916.
- Toffler, Alvin, Future Shock, Bantam Books, Toronto, 1971.
- Toffler, Alvin, The Third Wave, Bantam Books, Toronto, 1981.

-
- Tomalty, Ray, and Sue Hendler, "Green Planning: Striving Towards Sustainable Development in Ontario's Municipalities", Journal of the Canadian Institute of Planners, Plan Canada Magazine, May 1991.
- Witty D.R., "Reinvigorating Canadian Planning Practice: Striving Towards Sustainable Development in Ontario's Municipalities, Journal of The Canadian Institute of Planners, Plan Canada Magazine, November 1991.
- Yeates, M., and Barry Garner, The North American City, Harper and Row Publishers San Francisco, 1980.
- Young, Garry, Pembina Manitou 100th Anniversary and Reunion, Pembina Manitou Centennial Committee, Steinbach, 1979.