



# Growth Strategies for Rural Communities: Six Case Studies

.....

MAY 2015



### Rural Development Institute, Brandon University

Brandon University established the Rural Development Institute in 1989 as an academic research centre and a leading source of information on issues affecting rural communities in Western Canada and elsewhere.

RDI functions as a not-for-profit research and development organization designed to promote, facilitate, coordinate, initiate and conduct multi-disciplinary academic and applied research on rural issues. The Institute provides an interface between academic research efforts and the community by acting as a conduit of rural research information and by facilitating community involvement in rural development. RDI projects are characterized by cooperative and collaborative efforts of multi-stakeholders.

The Institute has diverse research affiliations, and multiple community and government linkages related to its rural development mandate. RDI disseminates information to a variety of constituents and stakeholders and makes research information and results widely available to the public either in printed form or by means of public lectures, seminars, workshops and conferences.

For more information, please visit [www.brandonu.ca/rdi](http://www.brandonu.ca/rdi).

# Town of Russell





# Town of Russell Case Study

## AUTHORS

**Bill Ashton**, MCIP, PhD, Director, RDI

**Lonnie Patterson**, MRD, Researcher, RDI

**Xanthe Zarry**, M.E.S., Researcher, RDI

**Wayne Kelly**, MRD, Researcher, RDI

For more information, please contact

Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

## INTRODUCTION

The Town of Russell is located in the north-west part of Southern Manitoba near the Manitoba-Saskatchewan border. According to the 2011 Census, the Town's population is 1 669 people. Russell is located in the Self Contained Labour Area (SLA) of Russell along with the RM of Russell, Shellmouth-Boulton, Silver Creek, and Binscarth.

Russell is located at the intersection of three major highways, Highway 16 (the Yellowhead Route), 45, and 83, connecting the community in all four directions. According to the local website, the Town is a regional centre that serves over 13 000 people. The website highlights the local retail and industrial sectors, as well as public services, specifically health care and education. The area is also a resource-intensive area for oil.

The Town of Russell was selected for the case study because its population declined between 1991 and 2006, but there was an increase between 2006 and 2011 that resulted in a higher population than in 1991 prior to the decline. Three people from the Town participated in interviews for the case study.

All three participants believed growing the population of the Town was important. Growth initiatives that targeted growing the population were focused on attracting migrants, retaining current residents, and attracting immigrants.



RURAL  
DEVELOPMENT  
INSTITUTE

## GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used. The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.



Participants discussed fourteen growth initiatives that were implemented. Taken together, these initiatives focused on all eight types of growth strategy and drew on all seven capitals in some way.

### 1.1 Welcome to Russell Dinner

Since the 1970s, every Thanksgiving weekend there is an evening reception where new community members are introduced to the rest of the community. Prior to the event, newcomers are visited by a welcome wagon and their names are collected so they can be invited to the event. This initiative is considered a success because the community looks forward to the event every year and it is well attended; however, attendance of newcomers varies from 30% to 80%.

One participant discussed this initiative that uses the growth strategies of retaining and attracting people, tourism, and recreation and culture. This initiative uses assets that draw on financial, social, and cultural capitals. An organization in the community plans and puts on the event (social) that celebrates the

community and the residents in it (cultural). Their efforts are sponsored by the Chamber of Commerce (financial).

### 1.2 Regional Economic Development

One participant discussed the Assissippi Parkland Economic Development Corporation (APED), established in 1996 by five municipalities (Village of Binscarth, RM of Russell, Town of Russell, RM of Shellmouth-Boulton, and RM of Silver Creek). They came together in order to hire a full-time EDO to provide support for the entire region. The APED was a formalized regional economic development corporation working in the region until it ceased operations after recent municipal amalgamations.

This growth initiative uses the growth strategies of regional cooperation and community capacity. Financial, social, human, and political capitals are the types of assets used for this initiative. The elected municipal officials in the region made a decision to formally establish a regional economic development corporation (political) and work in partnership (social) on initiatives to develop the regional economy. Each municipality contributes to the cost (financial) of hiring an EDO (human) and running the APED.

### 1.3 Beef and Barley Festival

The Beef and Barley festival, a town-wide event that has been going on for over a decade, was raised by one participant. The event is well attended by local residents and fosters a sense of community celebration and pride. The event is considered a success.

This initiative uses the growth strategies of tourism and recreation and culture. This initiative uses assets that draw on built, social, human, and cultural capitals. The festival celebrates the importance of agriculture in the area (cultural). The community volunteers (human) that come together to organize the event (social) use existing community structures as venues for the Beef and Barley Festival (built).

### 1.4 Bursaries for Graduating Students

One participant discussed an initiative that began in 2003 where any youth between 18 and 29 is eligible for a maximum bursary of \$2,500 per year for post-secondary education in return for a service

contract after they graduate. More than a dozen students have taken advantage of this initiative resulting in it being a success.

This growth initiative employs the growth strategies of retaining and attracting people and retaining and expanding business. Money for the bursary is a financial capital asset used for this initiative. In addition, social capital, in terms of trust that the student will fulfill the contract and the community will have a job for them so they can fulfill the contract, is also an asset used for this growth initiative.

### 1.5 Regional Strategic Planning

Two participants discussed a regional strategic planning process that began approximately a decade ago. Initiated by the APED municipal councils in the region, local businesses, a regional economic development committee, and an Economic Development Officer came together to look at their strengths and weaknesses and to develop common goals. They decided to set a goal of 10% growth over 20 years. They came together because they realized a conscious effort to discuss and plan for the future through a regularly reviewed strategic process, was a necessary way to ensure a better outcome for the region. This ongoing initiative can be considered a success. One example of this success is that the population of the Town of Russell has increased since the beginning of the regional planning process.

This initiative employs the growth strategies of community capacity and regional cooperation. The regional strategic planning process uses assets that draw on social, human, and political capital. The knowledge, skills, and motivation of the individuals (human) led to the collaboration, partnerships, and networks necessary for the initiative to start in the first place and keep it going for a decade (social). In addition, elected municipal officials made the decision to participate in a planning exercise that went beyond their borders to take a regional perspective (political).

### 1.6 Tourism Development

One participant discussed tourism development over the last decade, specifically recreation opportunities and events at the ski hill, area trails, and fishing spots, as a growth initiative. This initiative is

considered successful because events are well attended and people seek out information about tourism events.

This initiative employs the growth strategies of attracting and retaining people, attracting new business, tourism, and regional cooperation. Natural and built capitals are the categories of assets used in this growth initiative. The natural landscape that includes lakes and hills (natural) coupled with ski hill infrastructure and maintained trails (built) are considered assets in this initiative.

### **1.7 Main Street Revitalization**

The main street revitalization growth initiative was discussed by two participants. It began about 8 years ago while the community was struggling with significant losses in the agriculture sector due to closures of pregnant mare urine (PMU) barns and losses associated with the bovine spongiform encephalopathy (BSE) crisis. Using the experience of Leavenworth, Washington as a model, the community focused on revitalizing Russell's main street by creating a unique look as a way to attract tourists from the local ski hill and travelers on one of the main highways into the community. The initiative involves improving the light and street infrastructure, as well as creating construction standards for new buildings. This initiative is ongoing and can be considered a success. Much of main street has been revitalized and the community is beginning to receive positive comments and kudos from outsiders.

This initiative employs the growth strategies of retaining and expanding business, attracting new business, tourism, and recreation and culture. Assets drawing from financial, built, human, and political capital are utilized in this initiative. Elected municipal officials made a 15 year commitment to invest in main street revitalization which has helped leverage grants from the Province of Manitoba (financial). These officials have also made a decision to establish new standards for construction on main street (political). The existing main street infrastructure and buildings are the basis for the initiative (built) and there are many skilled employees required to plan and construct changes (human).

### **1.8 Overseas Immigration Recruitment Missions**

Actively attracting immigrants to the community by going on three overseas missions was a growth initiative discussed by two participants. This initiative began after the success of immigration recruitment initiatives in Morden and Winkler because there was a recognition that Russell was facing similar labour market challenges. In 2006 and 2007, people involved in economic development in the Parkland region participated in two missions to Europe to attend trade shows with the goal of recruiting new immigrants that could fill vacant skilled worker positions in their communities. The trips also included employers from Manitoba and staff from the Province of Manitoba. The initiative was successful because it resulted in about five families relocating to the community. In addition, a number of those families continue to live in the community and have encouraged other families from their home country to move there as well. One drawback of the initiative was the expense of participating. One participant felt it could be done again, however, there would need to be outside funding assistance and regional cooperation.

This initiative employed the growth strategies of attracting and retaining people and regional cooperation. The trade missions involved assets that drew on financial, social, and human capital. The province and municipal governments provided a portion of the funds to cover the cost of the missions (financial) and establish a partnership with the provincial government to work through the logistics of actually making the trip happen (social), which required skilled and knowledgeable employees and volunteers (human).

### **1.9 Supportive Settlement Services**

Providing settlement services to new immigrants to the community was a growth initiative discussed by two participants. The initiative began because there was a desire to make it easier for new immigrants to settle and transition to live in their new home. It was felt that all of the effort to recruit new families to the community would be lost if they moved somewhere else later on. It began in 2007 with the hiring of a person part-time to provide settlement services. The has been advance further in the last 2-3 years with funding from the Government of Canada to hire

someone full-time to provide settlement services. The initiative is successful. The Settlement Services Office is busy and a number of the new immigrant families that moved to the community have settled into their new home and are intent on staying in the community.

Retaining and attracting people is the growth strategy used in this initiative. It draws on assets categorized as financial, social, and human capitals. Settlement services specialized to support immigrants are delivered by trained employees (human) funded by the federal government (financial), which build relationships and networks in the community (social).

### **1.10 Regional Economic Assessment Process (REAP)**

One participant discussed work undertaken in 2012 by the APED with the help of Manitoba Agriculture, Food, and Rural Development (MAFRD). By using statistical data, this process provided APED with a clearer understanding of the region's competitive advantages and business gaps that could be capitalized on in the construction, retail, and accommodation/food services sectors. This successful initiative resulted in a Retail Market Analysis and a business Retention and Expansion Strategy. The process also affirmed that some other initiatives undertaken by APED were on track.

This initiative used the growth strategies of community capacity and regional cooperation. Social and human capital were used for the analysis and planning. Community members representing different organizations (human) partnered with the provincial government (social) to undertake the activity.

### **1.11 Rebrand Marketing**

Rebranding some marketing materials was a growth initiative discussed by one participant. Over the last few years, the Town of Russell's website was updated and new promotional material was developed to highlight the benefits of the region including agriculture, businesses, and available services. The intent was to provide a more professional look for the community. This initiative was considered a success by the participant.

The growth strategies used in this initiative were retaining and attracting people, attracting new business, and community capacity. Financial, social, and human capitals were used in this initiative. Funds were made available (financial) to have paid employees (human) work with local residents (social) to determine what the marketing campaign should look like and implement that vision.

### **1.12 Palliative Care Sun Room**

One participant discussed a growth initiative where a community organization was established to fundraise in order to build a new palliative care unit in the community. The new unit opened in the last couple of years. The intent of this initiative was to provide a service to the region in order to help retain people in the community who would otherwise have to move for health care. This initiative is considered a success because the facility was funded and opened.

This initiative uses the growth strategy of health and wellbeing. The built capital asset of the health care facility with a cancer centre and the financial and social capital assets of community fundraising made the building of the new palliative care sun room possible.

### **1.13 Business Retention and Expansion Strategy**

One participant discussed an initiative that took place over the last year where APED surveyed businesses in the retail and hospitality/tourism sectors to determine what their needs were and the APED in turn provided businesses with information on available grants and networking opportunities. The intent was to create a vibrant, growing, and sustainable community. Initial feedback from the initiative is positive suggesting that, to a degree, it has been successful.

The growth strategies used in this initiative were retaining and expanding business, attracting new business, community capacity, and regional cooperation. Local volunteers (human) conducted the survey and local businesses, as well as the Chamber of Commerce (social) work in partnership on the initiative.

### 1.14 Marketing Retirement Opportunities at Northern Trade Shows

One participant discussed a growth initiative that involved the EDO traveling to trade shows in Flin Flon and The Pas to promote the region as a retirement community. This initiative has not been successful as the participant indicated there have been no follow-up calls from potential new residents.

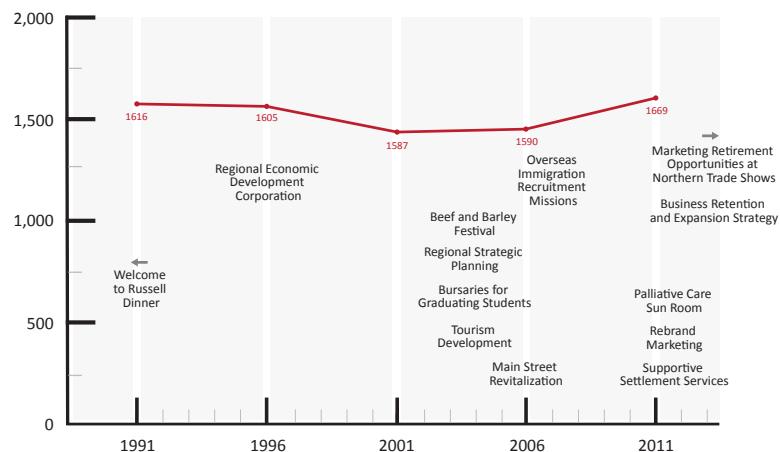
This initiative took place over the last year and used the growth strategies of retaining and attracting people and regional cooperation. Assets drew on human and financial capital. The efforts of the EDO (human) were supported by promotion in newspaper ads paid for by the APED (financial).

## DISCUSSION

Three growth initiatives discussed by participants have been in place for over a decade. The oldest initiative is the Welcome to Russell dinner that has taken place annually since the 1970s. The Beef and Barley Festival has also been an event in the community for well over a decade and the APED began in 1996. The regional strategic planning initiative and work on tourism took place about a decade ago. The main street revitalization plan began eight years ago, missions to attract new immigrants took place seven years ago, and the bursary program was put in place five years ago. A lot of activity has occurred in the past three years. The provision of settlement services, retail market analysis, the rebranding initiative, consideration of an event coordinator, and building the sun room at the palliative care facility all took place in the last 2-3 years. The most recent initiatives, promotion at northern tradeshows and the business retention and expansion survey took place over the last year. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken.

**Figure 1. Population Trend and Growth Initiative Timeline**

### Town of Russell



Retaining and attracting people and regional cooperation were the most often used growth strategies; they were both used in seven initiatives. Community capacity was used in five initiatives, while attracting new business and tourism were each used in four. Retaining and expanding business and recreation and culture were used in three initiatives and health and wellbeing was only used once.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
1.1 Welcome to Russell Dinner	X			X				X
1.2 Regional Economic Development Corporation					X	X		
1.3 Beef and Barley Festival				X				X
1.4 Regional Strategic Planning					X	X		
1.5 Tourism Development	X		X	X			X	
1.6 Main Street Revitalization		X	X	X				X
1.7 Overseas Immigration Recruitment Missions	X						X	
1.8 Bursaries for Graduating Students	X	X						
1.9 Supportive Settlement Services	X							
1.10 Retail Market Analysis					X	X		
1.11 Rebrand Marketing	X		X		X			
1.12 Palliative Care Sun Room								X
1.13 Business Retention and Expansion Strategy		X	X		X	X		
1.14 Marketing Retirement Opportunities at Northern Trade Shows	X					X		

Social capital was drawn on in eleven initiatives, closely followed by human capital that was used in ten initiatives and financial capital which was used in nine initiatives. Built capital was only used in

four initiatives while political, cultural, and natural capitals were only used three, two and one times, respectively.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
1.1 Welcome to Russell Dinner	X		X			X	
1.2 Regional Economic Development Corporation	X		X	X			X
1.3 Beef and Barley Festival		X	X	X		X	
1.4 Regional Strategic Planning			X	X			X
1.5 Tourism Development		X		X	X		
1.6 Main Street Revitalization	X	X		X			X
1.7 Overseas Immigration Recruitment Missions	X		X	X			
1.8 Bursaries for Graduating Students	X		X				
1.9 Supportive Settlement Services	X		X	X			
1.10 Retail Market Analysis			X	X			
1.11 Rebrand Marketing	X		X	X			
1.12 Palliative Care Sun Room	X	X	X	X			
1.13 Business Retention and Expansion Strategy			X	X			
1.14 Marketing Retirement Opportunities at Northern Trade Shows	X			X			



# **RM of Pipestone**





# Growth Strategies for Rural Communities

## RM of Pipestone Case Study

May 2015

RURAL  
DEVELOPMENT  
INSTITUTE

### AUTHORS

**Bill Ashton**, MCIP, PhD, Director, RDI  
**Lonnie Patterson**, MRD, Researcher, RDI  
**Xanthe Zarry**, M.E.S., Researcher, RDI  
**Wayne Kelly**, MRD, Researcher, RDI

For more information, please contact  
Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

### INTRODUCTION

The Rural Municipality (RM) of Pipestone is located in Southwestern Manitoba. According to the 2011 Census, the RM's population is 1447 people. The RM is located in the Self Contained Labour Area (SLA) of Virden along with the municipalities of Virden, Wallace, Woodworth, Sifton, Elkhorn, Oak Lake, Albert, and Sioux Valley Dakota Nation.

The RM includes the communities of Reston, Pipestone, Cromer, and Sinclair and is situated entirely in the resource-intensive area for oil. The local website describes it as a picturesque region that is easily accessible from highways 2 and 83.

The RM of Pipestone was selected for the case study because its population was on the decline between 1991 and 2006, but increased slightly between 2006 and 2011. Four people from the RM participated in interviews for the case study.

Participants agreed that growing the population of the RM was important. Some growth initiatives were focused on attracting migrants and retaining current residents. There was no growth initiative identified by participants that targeted bringing immigrants to the RM.

### GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used. The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.



Participants discussed eleven growth initiatives that used seven of the eight growth strategies and six of the seven capitals. The strategy not used was tourism and the capital not used was culture.

#### 2.1 \$10 Lots

Three participants discussed the \$10 Lot initiative where the RM offers lots for \$1000 and the applicant receives \$990 back if they fulfill a number of conditions. This project began 4-6 years ago as a way to increase the tax base. This event is a success because well over twenty new housing units have been constructed under the program.

The growth strategies used in this initiative were retaining and attracting people and health and wellbeing. Assets used in this initiative are categorized as financial, built, and natural capitals. Infrastructure is in place to service the lots (built) which was paid for by the RM (financial) on available land (natural).

#### 2.2 Cooperating with Neighbouring Municipalities

One participant talked about how over the past five

years the RM has begun to network and work more closely with nearby municipalities on development projects and economic development because of recognition that they have common opportunities and problems. This initiative has been successful because the RM has been able to network and share good ideas with other municipalities.

The growth strategy used in this initiative is regional cooperation. This initiative uses assets that draw on social and human capitals. RM Councillors and community members (human) working with Councillors and community members from other municipalities (social).

### **2.3 Community Project Grant**

One participant described the RM community project grants established in the last five years as a growth initiative. Under this initiative, the RM will provide community projects with a grant that will cover up to 25% of expenses. It is unclear from the interviews if this initiative is successful.

Community capacity is the growth strategy used for this initiative. Assets used are categorized as financial, social, and human capitals. The RM provides the money for the grants (financial). The grant itself creates a partnership between the RM and community members and organizations undertaking projects (social) and it is administered by a hired employee (human).

### **2.4 Business Incentive Grants**

Two participants discussed business incentive grants that were established 4-6 years ago and continue today. Under this program, the RM provides grants to support new or existing businesses. The initiative has been met with some challenges because there was difficulty creating good guidelines for the program. There is also competition for businesses and employees from larger neighbouring communities as well as the oil sector.

This initiative uses the growth strategies retaining and expanding business and attracting new business. Financial, built, and human capitals are the categories of assets used in this initiative. Paid employees administer the program (human) and the RM provides the funding (financial). The businesses applying for the grants are required to have a building (built).

### **2.5 Homeowner/Renter Grant**

Over the last 4-6 years, oil royalties to the RM have allowed it to provide residents a \$500 annual payment. This initiative was discussed by two participants and was put in place to share profits from the oil industry with community members. It was also hoped that donations from community members to charitable organizations would increase. The initiative is considered successful because the residents are happy and donations to local charities have increased.

The growth strategies used in this initiative are retaining and attracting people and health and wellbeing. Financial capital from oil royalties and human capital in the form of a hired employee to administer the program are the assets used in this initiative.

### **2.6 Incentives to Purchase an Existing Residence or Build New**

Two participants discussed an initiative where the RM provides an incentive to homeowners with the intent of increasing the population and the tax base. This initiative is successful because people are taking advantage of the incentive.

Retaining and attracting people and health and wellbeing are the growth strategies used in this initiative. Financial capital in the form of financing from the RM and human capital in the form of a hired employee to administer the program are the assets used in this initiative.

### **2.7 Rebranding of Marketing Materials**

About two years ago, the RM started the process of rebranding its marketing materials and started using social media, particularly Facebook and Twitter. It is unknown if this initiative has been successful.

This initiative was discussed by one participant and uses the growth strategies of retaining and attracting people, attracting new business, and regional cooperation. Funds were made available (financial) through a partnership between the RM and CDC (social) to have paid employees (human) rebrand marketing materials.

### **2.8 Purchase of Old School**

The purchase of an old school by the RM in the last couple of years was an initiative discussed by two

participants. The original consideration for the space was a licensed daycare; however, those plans changed and the school now also houses a nursery school, the Recreation Director and recreation services, and the RM of Pipestone Dance Club. The initiative is fairly new and it is unclear whether it is a long-term success.

The growth strategies of health and wellbeing and recreation and culture are used for this initiative. Financial and built capitals are the categories of assets used in this initiative. The existing, but empty, school (built) was purchased by the RM (financial) and repurposed.

## 2.9 Building a Dike

In 2014 the RM built a dike to protect it from flood waters because it has flooded twice in the past two years. The dike has yet to go through a flood season, so the success of the initiative is undetermined.

This initiative used the growth strategies of community capacity and health and wellbeing. The elected municipal officials made a decision based on foresight and planning to build a dike (political), resulting in a built asset that RM and the province (financial).

## 2.10 Marketing the Community

Over the past year, the EDO began to promote the RM at tradeshows in the province using the rebranded marketing materials. The EDO attended the job fair in Virden, a building expo in Winnipeg, and an International Investment Conference. It is too early in the initiative to determine whether or not it has been successful.

This initiative uses the growth strategies of retaining and attracting people, attracting new business, and community capacity. Social and human capitals are the categories of assets used in this initiative. The initiative came about as a partnership between the RM and CDC (social) and the municipality is represented at trade shows by the EDO, a hired employee (human).

## 2.11 Low Taxes

One participant discussed the RM's decision to keep taxes low over the last number of years as one growth initiative. The initiative is considered a success because it attracts young families, as well as retiring seniors.

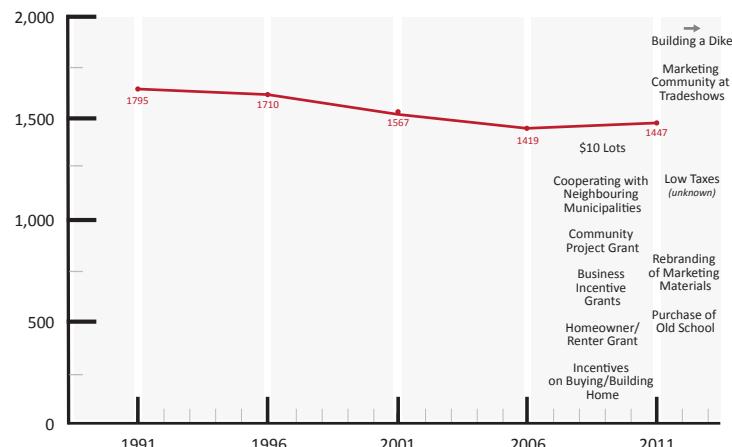
This initiative uses the growth strategies of retaining and attracting people, retaining and expanding business, and attracting new business. The assets used are categorized as financial and political capital because the elected municipal officials make a budgetary decision to keep taxes low.

## DISCUSSION

All of the growth initiatives described by participants have taken place in the last six years. A majority of them began 4-6 years ago, they are: the \$10 lot program, the business incentive program, the homeowner/renter grant, incentives to buy an existing residence or build a new one, regional cooperation, and the community grant program. The old school was purchased in the last two years, as was rebranding community marketing materials. Tours to tradeshows to promote the community and construction of the dike took place over the last year. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken.

**Figure 1. Population Trend and Growth Initiative Timeline**

## RM of Pipestone



The most often used growth strategy was retaining and attracting people, used in six initiatives, and health and wellbeing, which was used in five. Attracting new business was used four times and community capacity was used in three initiatives. Retaining and expanding business and community capacity were both used in two initiatives and recreation and culture was only used once. Tourism was not used as a growth strategy.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
2.1 \$10 Lots	X						X	
2.2 Cooperating with Neighbouring Municipalities						X		
2.3 Community Project Grant					X			X
2.4 Business Incentive Grants		X	X					
2.5 Homeowner/Renter Grant	X						X	
2.6 Incentives on Buying/Building Home	X						X	
2.7 Rebranding of Marketing Materials	X		X			X		
2.8 Purchase of Old School	X							
2.9 Building a Dike							X	X
2.10 Marketing Community at Tradeshows	X		X		X			
2.11 Low Taxes	X	X	X					

Financial capital was used in nine growth initiatives making it the most often used capital. Human capital was also used often; it was found in seven initiatives. Built and social capitals were each used in four

initiatives. Political capital was used twice and natural capital was only used once. Cultural capital assets were not used in any growth initiative.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
2.1 \$10 Lots	X	X			X		
2.2 Cooperating with Neighbouring Municipalities			X	X			X
2.3 Community Project Grant	X		X	X		X	
2.4 Business Incentive Grants	X	X		X			X
2.5 Homeowner/Renter Grant	X			X			
2.6 Incentives on Buying/Building Home	X			X			
2.7 Rebranding of Marketing Materials	X		X	X			
2.8 Purchase of Old School	X	X					
2.9 Building a Dike	X	X					
2.10 Marketing Community at Tradeshows			X	X			
2.11 Low Taxes	X						X



**RM of Coldwell**





# Growth Strategies for Rural Communities

## RM of Coldwell Case Study

May 2015

RURAL  
DEVELOPMENT  
INSTITUTE

### AUTHORS

**Bill Ashton**, MCIP, PhD, Director, RDI  
**Lonnie Patterson**, MRD, Researcher, RDI  
**Xanthe Zarry**, M.E.S., Researcher, RDI  
**Wayne Kelly**, MRD, Researcher, RDI

For more information, please contact  
Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

### INTRODUCTION

The Rural Municipality (RM) of Coldwell is located in the central part of Southern Manitoba. According to the 2011 Census, the RM's population is 1351 people. Coldwell is located in the Self Contained Labour Area (SLA) of Sigrunes-St. Laurent along with the RMs of Eriksdale, Fairfod, St. Laurent, Sigrunes, and Grahamdale.

According to the local website, Lundar is the regional service centre and the main industries in the area are agriculture, fishing, recreation, and tourism. The website highlights hunting, fishing, and wildlife management areas, particularly for bird watchers as attractions for tourists. Lundar is promoted as an all season community with organizations, facilities and activities for residents and tourists of all ages.

The RM of Coldwell was selected for the case study because its population increased slightly between 1991 and 2011, while the population in the other RMs in the SLA of Sigrunes-St. Laurent declined. Three people from the RM participated in interviews for this case study.

All three participants believed growing the population of the RM was important. Growth initiatives that targeted growing the population were focused on retaining current residents and attracting migrants. No growth initiatives focused on attracting immigrants.

### GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used. The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.

Participants discussed five growth initiatives that used six of the eight growth strategies and six of the seven capitals. The growth strategies not used were community capacity and regional cooperation and the capital not used was political capital.



#### 3.1 Lundar Beach and Sugar Point Lots

One participant discussed the growth initiative of selling lots at Lundar Beach and Sugar Point. Two decades ago, the RM of Coldwell began selling lots to residents for year-round or seasonal living. The RM has not had any difficulty selling the lots, resulting in a successful growth initiative that will likely continue into the future.

The growth strategies of retaining and attracting people and health and wellbeing are used in this initiative. Assets categorized as financial, built, human, and natural capital are drawn from for this initiative. The RM invests (financial) in preparing lots for development, including needed infrastructure, (built) on available land in the municipality (natural). The program is administered by hired RM employees (human).

### 3.2 Lunacy Nights

One participant discussed Lunacy Nights, an initiative that started about a decade ago in which local businesses stayed open later on one night to encourage residents to shop locally. Many residents participated in Lunacy Nights. However, not all businesses that benefited from the organizing and promotion of the initiative made a financial investment in putting it on, taking advantage of the investment of others. Also, it was suggested that a daytime event might be better for families with children.

The growth strategy used in this initiative are retaining and expanding business and tourism. The asset identified for this initiative is the CDC working with local businesses, which is social capital.

### 3.3 Lundar Falcons

The establishment of the Lundar Falcons was an initiative raised by one participant. In 2010, the local rink committee was granted approval for a Junior B (ages 18-20) men's hockey team in the Keystone Junior Hockey League. Drawing on young men from across the province, home games for the team draw local residents and visitors to Lundar. This has been a successful initiative because young men from across the province move to the area to play on the hockey team. Home games also draw spectators from the local area, as well as other parts of the province who in turn patronize local businesses.

The growth strategies used for this initiative are retaining and attracting people, tourism, and recreation and culture. Built, social, human, and cultural capitals are used in this initiative. Volunteers from the community (human) came together to form the committee (social) that applied for and was awarded a Junior B men's hockey team. They play at the existing arena (built) and bring the community together to watch and cheer on the team (cultural).

### 3.4 Lot Incentive Program

The most often discussed growth initiative was the lot incentive program, which started approximately 4 years ago. Under this program, the Community Development Corporation provides a rebate of up to \$5000 to individuals

that purchase lots in the municipality and build a dwelling on it within two years. The goal is to attract new residents in order to increase the tax base, as well as provide lots in town for seniors wanting to move off the farm. The initiative has been successful so far. At least three families have used the program and houses have been either moved into the RM or built new.

This initiative employs the growth strategies of retaining and attracting people and health and wellbeing. Capitals used for this initiative are financial, built, human, and natural. Infrastructure is in place to service the lots (built) which was paid for by the RM (financial) on available land (natural). The program is administered by paid employees (human).

### 3.5 Business Incentive Program

One participant discussed the business incentive program. Under this program, the Community Development Corporation works with existing businesses to expand or with new businesses wanting to establish in the RM. Work to attract new businesses and expand existing ones is ongoing, however, there has yet to be a successful applicant under the program.

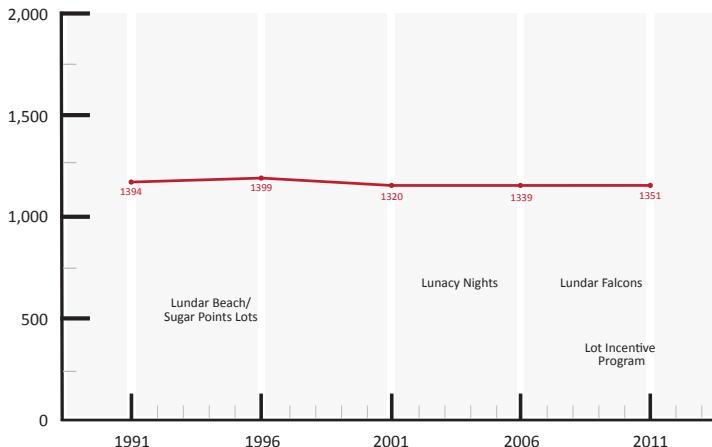
This initiative uses retaining and expanding business and attracting new businesses as growth strategies. Built and human capitals are used in this initiative. Existing businesses and industry (built) can access the program that is administered by hired staff at the CDC (human).

## DISCUSSION

The growth initiatives described by participants occurred over the past 20 years. The oldest initiative is the development of Lundar Beach/Sugar Point Lots, which began about 20 years ago. Lunacy Nights was the next initiative described and it started about a decade ago. More recent growth initiatives are the attraction of the Lundar Falcons Junior B hockey team five years ago and the beginning of the lot incentive program about four years ago. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken.

**Figure 1. Population Trend and Growth Initiative Timeline**

## RM of Coldwell



The growth strategy of retaining and attracting people was used most often and was found in three growth initiatives. Retaining and expanding business, tourism, and health and wellbeing were each used in two initiatives. Attracting new business and recreation and culture were both used in one initiative. Community capacity and regional cooperation were not used in any initiative.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
3.1 Lendar Beach/Sugar Point Lots	X						X	
3.2 Lunacy Nights		X	X					
3.3 Lendar Falcons	X			X				X
3.4 Lot Incentive Program	X						X	
3.5 Business Incentive Program		X	X					

Built and human capitals were each used in four growth initiatives, which makes them the most often used capitals. Financial, social, and natural capitals

were each used in two initiatives. Cultural capital was used once. Political capital was not used in any initiative.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
3.1 Lendar Beach/Sugar Point Lots	X	X		X	X		
3.2 Lunacy Nights			X				
3.3 Lendar Falcons		X	X	X		X	
3.4 Lot Incentive Program	X	X		X	X		X
3.5 Business		X		X			

# RM of Argyle





# Growth Strategies for Rural Communities

## RM of Argyle Case Study

May 2015

RURAL  
DEVELOPMENT  
INSTITUTE

### AUTHORS

**Bill Ashton**, MCIP, PhD, Director, RDI

**Lonnie Patterson**, MRD, Researcher, RDI

**Xanthe Zarry**, M.E.S., Researcher, RDI

**Wayne Kelly**, MRD, Researcher, RDI

For more information, please contact  
Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

### INTRODUCTION

The Rural Municipality (RM) of Argyle is located in Southwestern Manitoba. According to the 2011 Census, the RM's population is 1071 people. Argyle is located in the Self-Contained Labour Area (SLA) of Killarney-Boissevain along with the following municipalities: Killarney, Boissevain, Turtle Mountain, Roblin, Louise, Riverside, Strathcona, Morton, Whitewater, Glenboro, Pilot Mount, Wawanesa, Cristal City and Cartwright.

The Town of Baldur is the main community in the RM of Argyle. According to the local website, the area is known for its scenic prairie landscape with lakes and hills. Baulder was founded in the late 1800s as the railroad was built across Canada.

The RM of Argyle was selected for the case study because its population declined steadily between 1991 and 2011. Four people participated in interviews for the case study.

Participants interviewed had varying perspectives on whether or not population growth was an important goal. One participant indicated that people in the community are talking about growing the population and are concerned with the decline and another participant felt that maintaining, rather than growing, the population should be the goal. One participant had a very different view of population growth stating it wasn't the biggest goal and that the status quo should be maintained. Growth initiatives that targeted increasing the population focused on

retaining current residents and attracting migrants.

### GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used.

The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.

Participants discussed fourteen implemented growth initiatives. Taken together, these initiatives used all eight types of growth strategies and drew on all seven capitals in some way.

#### 4.1 Memorial Hall Upgrades

One participant discussed an initiative that began about a decade ago that involved making upgrades to the community hall in order to provide better accessibility to residents, reduce costs, and keep the facility financially viable. One of the upgrades made the bathrooms wheelchair accessible. This initiative is a success because the building continues to be used for a number of events including concerts, craft sales, festivals, and dances. It is also home to the nursery school.

The growth strategies used in this initiative are health and wellbeing and recreation and culture. Financial, built, social, human, and cultural capitals are used in this initiative. Community volunteers (human) came together to plan and fundraise for the upgrades



to an existing building (built) that provides space for community events and activities (cultural). Funding for the upgrades (financial) came from the municipal and provincial governments to the community.

#### **4.2 Maintaining Local Infrastructure**

One participant discussed the decision by the RM to develop a plan to regularly maintain local infrastructure over the past decade as a growth initiative. As part of the Age Friendly Community program, the RM established a multi-year plan to upgrade sidewalks, roads, and sewer, as well as build a new water plant. Improvements to accessibility were also made because several residents use scooters to get around. This initiative is a success because a number of infrastructure projects have taken place as a result of the planning and investment.

The growth strategies used in this initiative are retaining and attracting people, retaining and expanding local business, attracting new business, and community capacity. Financial, human, and political capitals are the types of assets used. Elected municipal officials made the decision (political) to make ongoing investments (financial) in maintaining infrastructure. Maintenance is undertaken by skilled hired employees (human).

#### **4.3 Seniors Housing**

Two participants raised the purchase of three senior's housing complexes about seven years ago as a growth initiative. This was done in response to a demand for seniors housing in the community. The initiative was successful because the new housing complexes provide better housing for local seniors. In addition, as seniors moved from their current homes into the complex, their houses became available for families to move in to.

The growth strategies used in this initiative were retaining and attracting people and health and wellbeing. The capitals used in this initiative were financial and social. A small corporation run by volunteers (social) leveraged provincial grants were leveraged to help pay for the complex (financial).

#### **4.4 Museum/Gym Development**

The establishment of a community museum and gym in 2007 was a growth initiative discussed by one participant. This initiative was led by the Baldur

Community Development Association (BCDA) in response to a 2007 community survey that identified the need for a museum and a gym in the community. This initiative is a success because the museum/gym was established and both continue to be open.

This initiative uses the growth strategies of health and wellbeing and recreation and culture. Financial, built, social, human, and cultural capitals are the categories of assets used in this initiative. The BCDA (social and human) purchased an existing heritage building (built and cultural), using a loan jointly financed by the community and the local credit union (financial).

#### **4.5 Healthy Living Committee**

This growth initiative was discussed by the most participants interviewed. Three participants talked about a health care committee that was established to communicate with the local health facility and share information about changes with community members and the RM. The committee fundraised to establish a Telehealth site in the community, organize suppers where health issues are discussed, and established an after school program to encourage physical activity. This initiative is considered successful for a number of reasons. It has helped keep health care services in the community meaning residents do not have to travel for some of their health care needs. Also, eight residents have received their Healthcare Aid Certificate, filling vacant health care positions in the local facility.

This initiative uses the growth strategy of health and wellbeing. Built, social, and human capitals are the categories of assets used in this initiative.

Community members volunteered (human) to form the health care committee in partnership with the RM, Regional Health Authority (RHA) and Robertson College (social) and utilized the existing RHA infrastructure to help with delivering programming (built).

#### **4.5 Public Washroom**

Building a public washroom in Veteran's Park beside Highway 23 about 5 years ago was raised by two participants. This addition to the park provides an accessible and clean washroom for visitors, encouraging travelers on the highway to stop to visit the park and possibly shop at one of the local

businesses directly across the street. It is unclear if this initiative is a success.

The growth strategies used in this initiative are retaining and expanding business and tourism. Financial, human, and natural capitals are the categories of assets used for this initiative. The park area (natural) provides the attraction where a washroom is needed. Funds were needed to build the washroom (financial) and volunteers maintain the washrooms (human).

#### **4.7 Recreation Centre Improvements**

Two participants discussed improvements to the recreation centre as a growth initiative. Upgrades to the recreation centre took place about five years ago and included a new kitchen. This initiative is a success because improvements enable the community to hold more events at the facility and generate more revenue for it. The facility is of use to everyone in the community from families with children to seniors.

The growth strategies of health and wellbeing and recreation and culture were used for this initiative. Assets categorized as financial, built, social, human, and cultural capitals were discussed by participants. Skilled people were needed to plan and construct the improvements (human). Grant funding from another level of government was used to help lay for the upgrades (financial). Finally, the recreation centre (built) where the upgrades took place is a focal point for the community and used by a number of community organizations (social and cultural).

#### **4.8 Heritage Documentation**

An initiative to preserve and promote local heritage was discussed by one participant. About four years ago an individual with connections to the community secured provincial grants to undertake a number of projects to preserve local heritage. The successful initiative also involved the RM holding a number of events related to the community's history.

The growth strategy of recreation and culture was used for this initiative. The types of capitals used were financial, human, and cultural. A provincial grant (financial) helped hire a skilled individual (human) to preserve local history (cultural).

#### **4.9 Attracting a Credit Union**

About a decade ago, the local bank closed and in response a group from the community organized to approach financial institutions about locating in the community. About 4-5 years ago a new credit union opened in Baldur. This initiative was a success because a new credit union was established in the community and is still there.

This growth initiative used the growth strategies of attracting new business and community capacity. Human capital is the type of asset used in this initiative. A group of community members, including members of the RM Council had the time, skills, and energy to approach several financial institutions about locating in the community.

#### **4.10 Building Inspector**

One participant talked about the hiring of a building inspector about five years ago as a growth initiative. In partnership with other RMs in the area, a building inspector was hired to ensure buildings are safe and up to code. This initiative is successful because together the regions can afford a building inspector where they likely could not on their own.

This initiative uses the growth strategies of community capacity, regional cooperation, and health and wellbeing. Financial, social, and human capitals are used for this initiative. The RM partnered with other RMs (social) to establish and coordinate the building inspector job (human) and all participating municipalities pay a portion of the cost (financial).

#### **4.11 Municipal Development Staff**

One participant discussed the establishment of a Municipal Development Officer (MDO) two years ago. This is paid position is dedicated to applying for grants, tourism, and marketing. This position was previously shared with the region, but is now only in the RM. The initiative is successful because it has brought more grants into the community.

This initiative initially used the growth strategy of regional cooperation, but does not currently. It also uses the growth strategy of community capacity. The capitals used in this initiative are financial, human, and cultural. The RM provided the funding (financial) to hire the employee (human) to develop and promote the municipality (cultural).

#### 4.12 Baldur Bucks

One participant talked about an initiative called “Baldur Bucks” that took place over the last few years, but they were unsure if it still existed. Under this initiative, residents were encouraged to shop locally using “Baldur Bucks”. Whether or not this initiative was successful is undetermined.

This initiative used the growth strategy of retaining and expanding business. Assets that can be categorized as built, social, and human capitals were used. The establishment and administration of the program (human) that was intended to encourage people in the community to use “Baldur Bucks” (social) and shop at existing businesses (built) in the community.

#### 4.13 IITV Lab at the School

The IITV lab at the school that allows high school students to attend classes taught off-site was an initiative discussed by one participant. With the IITV lab local students, including those from nearby Hutterite Colonies, are able to receive required high school courses without leaving the community. This initiative is a success as a number of young people from the community have been able to get an education locally.

The growth strategies used in this initiative are community capacity and health and wellbeing. Built, social, and human capitals are the types of assets used in this initiative. The IITV infrastructure (built) is used in partnership between the community and school (social) to provide educational opportunities for local youth, as well as youth in neighbouring communities (human).

#### 4.14 Home Routes Classical

One participant mentioned the Home Routes Classical initiative where community members host out of town entertainers in their homes for a community concert. The participant was unsure how successful the initiative was, but indicated that there seems to be a good turnout of people.

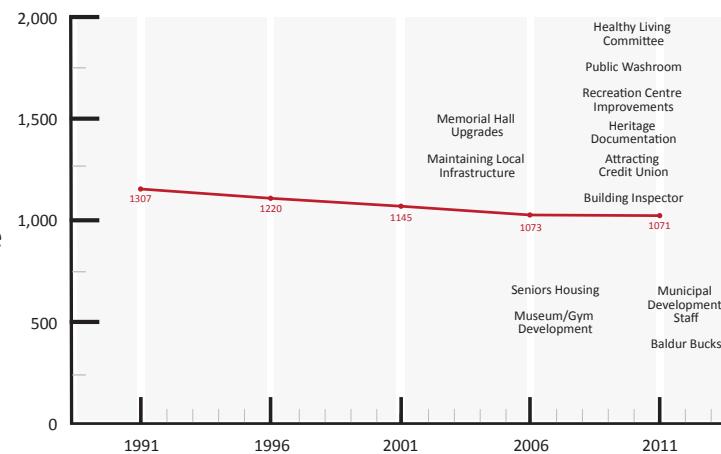
The growth strategy used here is recreation and culture. This initiative uses assets that can be categorized as built, human and cultural capital. Community members are needed to host the event (human) in their homes (built) and attendees find enjoyment in the arts (cultural).

### DISCUSSION

Upgrading the community hall and making a plan to build and maintain infrastructure are the two growth initiatives that have been around the longest and began about a decade ago. Three initiatives began about seven years ago. They were the seniors’ manor expansion, the establishment of the museum/gym, and the attempt at a regional immigration strategy. Most of the initiatives raised by participants took place in the past 4-5 years, including: the public washroom at the park, upgrades to the recreation centre, attracting a new credit union, hiring a building inspector, establishing a health living committee, and doing heritage research. Two initiatives, the hiring of the MDO and “Baldur Bucks” began two years ago. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken, when the timeline is known.

**Figure 1. Population Trend and Growth Initiative Timeline**

### RM of Argyle



Health and wellbeing was the most often used growth strategy; it was used in seven initiatives. Community capacity and recreation and culture were also used often; they were each used in five initiatives. Retaining and expanding business was used in three initiatives. Retaining and attracting people, attracting new business, and regional cooperation were each used in two initiatives. Tourism was used once.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
4.1 Memorial Hall Upgrades							X	X
4.2 Maintaining Local Infrastructure	X	X	X		X			
4.3 Seniors' Housing	X						X	
4.4 Museum/Gym Development							X	X
4.5 Healthy Living Committee							X	
4.6 Public Washroom		X		X				
4.7 Recreation Centre Improvements							X	X
4.8 Heritage Documentation								X
4.9 Attracting Credit Union			X		X			
4.10 Building Inspector					X	X	X	
4.11 Municipal Development Staff					X	X		
4.12 Baldur Bucks		X						
4.13 IITV Lab at School					X		X	
4.14 Home Routes Classical								X

Human capital was used in all but one of the growth initiatives, making it the most used capital. Financial capital was used nine times, social capital eight

times, built capital seven times, and cultural capital was used in six initiatives. Natural and political capitals were used in one initiative each.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
4.1 Memorial Hall Upgrades	X	X	X	X		X	
4.2 Maintaining Local Infrastructure	X			X			X
4.3 Seniors' Housing	X		X				
4.4 Museum/Gym Development	X	X	X	X			
4.5 Healthy Living Committee			X	X	X		
4.6 Public Washroom	X			X	X		
4.7 Recreation Centre Improvements	X	X	X	X		X	
4.8 Heritage Documentation	X			X			X
4.9 Attracting Credit Union				X			
4.10 Building Inspector	X		X	X			
4.11 Municipal Development Staff	X			X			X
4.12 Baldur Bucks		X	X	X			
4.13 IITV Lab at School		X	X	X			
4.14 Home Routes Classical		X		X			X

# RM of Montcalm





# RM of Montcalm Case Study

## AUTHORS

**Bill Ashton**, MCIP, PhD, Director, RDI  
**Lonnie Patterson**, MRD, Researcher, RDI  
**Xanthe Zarry**, M.E.S., Researcher, RDI  
**Wayne Kelly**, MRD, Researcher, RDI

For more information, please contact  
Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

## INTRODUCTION

The Rural Municipality (RM) of Montcalm is located in Southeastern Manitoba. According to the 2011 Census, the RM's population is 1309 people.

Montcalm is located in the Self Contained Labour Area (SLA) of Winkler-Morden-Altona along with the municipalities of Winkler, Morden, Stanley, Rhineland, Altona, Carman, Morris, Dufferin, Grey, Franklin, Pembina, Morris, Thompson, Roland, Plum Coulee, Manitou, Emerson, St. Claude, and Gretna.

The RM includes three communities: Saint-Joseph, Letellier, and Saint Jean Baptiste. According to the local website, agriculture is the main industry driving the region, however, strong partnerships and diversification make the RM attractive to entrepreneurs.

The RM of Montcalm was selected for the case study because its population steadily declined between 1991 and 2011, which is different than the population increase seen in other local RMs such as Dufferin and Roland. Three people participated in interviews for this case study.

Participants agreed that growing the population was important. Only one growth initiative was targeted at increasing the population and it focused on attracting migrants.

## GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used. The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.

Participants discussed four growth initiatives using four of the eight growth strategies: retaining and attracting people, tourism, health and wellbeing, and recreation and culture. Five of the seven capitals were used: financial, built, social, human, and natural.

### 5.1 Quad Derby

For the last fourteen years there has been a Quad Derby in the RM. This initiative was mentioned by two participants. The derby grew from 50 snowmobiles to over 1000. It is a significant fundraiser for the community that brings people to local businesses and showcases the area. This long running event is a success. It has put the RM on the map in terms of quad recreation and brings snowmobilers to the area during other times of the year.

This initiative uses the tourism and recreation and culture growth strategies. The capitals used in this initiative are built, human, and natural capital. A number of volunteers are needed to put on the event (human) that takes place on existing trails (built) that traverses the scenic and undeveloped landscape



(natural).

### 5.2 Recreation Upgrades

One participant discussed upgrades to the arena and community hall over the last decade. This successful initiative has helped attract young families with children because the building is new, looked after and clean.

This initiative uses health and wellbeing and recreation and culture as growth strategies. Financial, built, and social capitals are the categories of assets used in this initiative. Local donations and possibly some grants (financial) were used by a committee of community members (social) to make improvements on the arena and community hall (built).

### 5.3 Senior's Housing

The addition of 8 suites for couples onto the existing seniors' manor was an initiative discussed by one participant. This took place 8-10 years ago at the same time a health centre with a doctor and public nurse was opened in the community near the manor. The RM saw there was an aging population and anticipated there would be demand for seniors housing. This initiative is a success because when seniors move into the manor, younger people are able to buy their homes and move into or stay in the community.

The growth strategies used in this initiative were retaining and attracting people and health and wellbeing. The capitals used in this initiative were financial, built, and human. The RM Council at the time (human) made an addition to the seniors' manor (built).

### 5.4 Housing Subdivision Lots

Two participants talked about a process started three years ago to build subdivisions with infrastructure to be made available for housing in the Saint Jean Baptise area of the RM. This successful initiative has seen 5 of 12 lots sold. Two of these lots were purchased by families new to the community.

This initiative uses the growth strategies of retaining and attracting people and health and wellbeing. Financial, built, and natural capitals were used in this initiative. A loan from the RM to the LUD (financial) covered the infrastructure costs (built) needed to

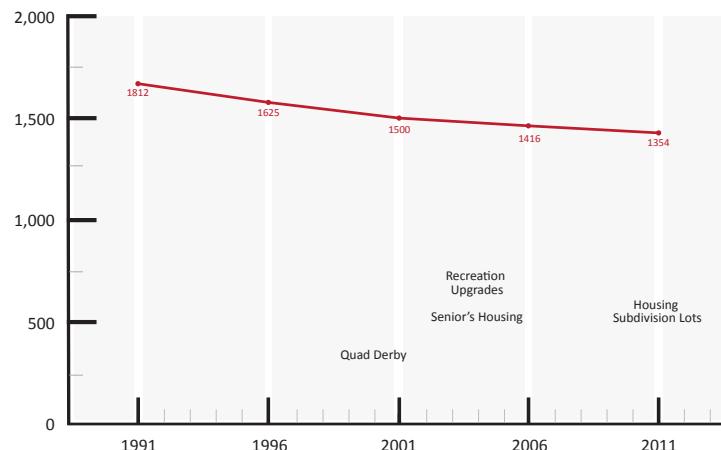
develop the unused land (natural).

## DISCUSSION

Three of the four growth initiatives discussed began at least a decade ago and only one has been undertaken in recent years. The Quad Derby has been an event for 14 years while the addition to the senior's manor happened a decade ago and upgrades to the recreation facility occurred in the last ten years. The most recent initiative discussed was the establishment of a new housing subdivision over the past three years. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken.

**Figure 1. Population Trend and Growth Initiative Timeline**

## RM of Montcalm



Health and wellbeing was the most often used growth strategy; it was used in three initiatives. Retaining and attracting people and recreation and culture were used in two initiatives and tourism was used once. Retaining and expanding business, attracting new business, community capacity, and regional cooperation were not used in any growth initiative.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
5.1 Quad Derby				X				X
5.2 Recreation Upgrades							X	X
5.3 Seniors' Housing	X						X	
5.4 Housing Subdivision Lots	X						X	

Built capital was used in all four growth initiatives and financial capital was used in three. Human and natural capitals were used in two growth initiatives, while social capital was used in only one. Neither cultural nor political capitals were used in a growth initiative.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
5.1 Quad Derby		X		X	X		
5.2 Recreation Upgrades	X	X	X				
5.3 Seniors' Housing	X	X		X			
5.4 Housing Subdivision Lots	X	X			X		



# **RM of Grahamdale**





# Growth Strategies for Rural Communities

## RM of Grahamdale Case Study

May 2015

RURAL  
DEVELOPMENT  
INSTITUTE

### AUTHORS

**Bill Ashton**, MCIP, PhD, *Director, RDI*  
**Lonnie Patterson**, MRD, *Researcher, RDI*  
**Xanthe Zarry**, M.E.S., *Researcher, RDI*  
**Wayne Kelly**, MRD, *Researcher, RDI*

For more information, please contact  
Lonnie Patterson, MRD at (204) 571-8551  
or pattersonl@brandonu.ca.

### INTRODUCTION

The Rural Municipality (RM) of Grahamdale is located in the Interlake region of Manitoba. According to the 2011 Census, the RM's population is 1354 people. Grahamdale is located in the Self Contained Labour Area (SLA) of Siglunes-St. Laurent along with the municipalities of Siglunes, St. Laurent, Coldwell, Eriksdale, and Fairford.

The RM of Grahamdale was selected for the case study because its population declined steadily between 1991 and 2011. Four people participated in interviews for the case study.

Participants had mixed views about whether or not growing the population was important; however, they all acknowledged that recent population declines were having an impact on the region. One growth initiative targeted growing the population and it focused on attracting migrants.

### GROWTH INITIATIVES

Growth initiatives were analyzed to determine which growth strategies and capitals were used. The eight growth strategies were: retaining and attracting people, retaining and expanding business, attracting new business, tourism, community capacity, regional cooperation, health and wellbeing, and recreation and culture. The seven capitals were: financial, built, social, human, natural, cultural, and political.

Participants identified seven growth initiatives that used seven of the eight growth strategies and all seven capitals. The growth strategy not used was regional cooperation.

#### 6.1 Steep Rock Cottage Development

All four participants discussed the Steeprock Cottage Lot Development initiative. Approximately five years ago, the RM bought land from a mine that closed down 25 years ago and made it available for cottage lots. At the time, nobody in the private sector was interested in developing the land. The lots have been promoted through the website and tourism books. This initiative is successful because it has attracted people from Winnipeg and other parts of the province, increasing the tax base. It has also given confidence to local business owners to expand their businesses or build new businesses, such as the new storage facility.

This initiative uses the growth strategies of retaining and attracting people, tourism, community capacity, and health and wellbeing. Assets used in this initiative are categorized as financial, built, human, and natural capitals. The scenic landscape and available land (natural) have the needed infrastructure for cottage lot development (built). The RM purchased the land and built the infrastructure (financial and built). Heavy equipment operator training was provided for local students during construction (human).

#### 6.2 Formation of CDC

Two participants discussed the formation of a CDC and hiring of an EDO two years ago. The success of



this relatively new initiative has yet to be determined

This initiative uses the growth strategy of community capacity and assets categorized as financial, social, human, and political. Elected municipal officials made the decision to establish the CDC (political) The EDO (human) was hired by a committee working together (social) and the RM providing funding for the position (financial).

### 6.3 Community Events

One participant mentioned community events as a growth initiative. This includes a recent Centennial celebration, different community pride events, and events that celebrate community history and landmarks. This initiative is considered successful; particularly the Centennial celebration that brought people from all over, many that had an existing connection to the community.

This initiative uses the tourism and recreation and culture growth strategies. Social, human, and cultural capitals are the categories of assets used for this initiative. Community volunteers (human) plan events and connect with former residents (social) to invite them to participate in events that celebrate community pride and history (cultural).

### 6.4 Business Loans

One participant discussed a now discontinued business loan program to help local businesses establish and grow. It is unknown if the program was successful while it was in place.

This initiative used the growth strategies of retaining and expanding business and attracting new business. Financial capital in the form of loans and human capital in the form of staff to administer the program were assets used.

### 6.5 Steep Rock Lake Campground

The establishment of a campground by the RM was an initiative discussed by one participant. It includes a park and boat launch. This initiative is successful because the campground continues to grow and expand every year.

The initiative uses the growth strategies of retaining and expanding business, attracting new business, and tourism. The capitals used in this initiative are built and natural. Infrastructure and buildings (built) have been constructed for campers at the nearby lake (natural).

### 6.6 Snowmobile Trails

One participant talked about snowmobile trails as a growth initiative. There are snowmobile trails that are groomed by local snowmobile clubs that are used by local residents and visitors. This is a successful initiative because snowmobilers shop at local businesses for food, lodging, gas, and machine repairs.

This initiative uses the growth strategies of tourism and recreation and culture and built and natural capitals. The snowmobile trails (built) go through scenic and undeveloped landscape (natural).

### 6.7 Recreation Activities

One participant talked about efforts to set up recreation activities such as floor bowling in the local hall to provide an activity for people in the community. These efforts were discontinued.

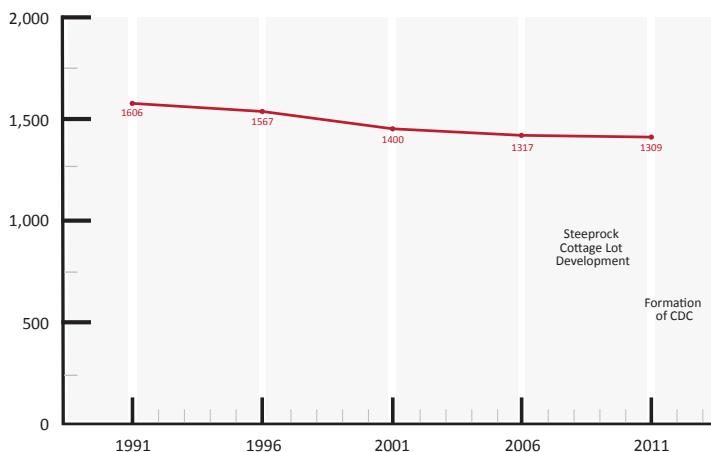
The growth strategies used were health and wellbeing and recreation and culture while the capitals used were built and human. The paid Recreation Director (human) planned activities in existing community halls (built).

## DISCUSSION

Only two initiatives discussed had timelines described along with them. The Steeprock Cottage Lot Development began about five years ago while the development of the CDC occurred two years ago. Figure 1 shows the population level between 1991 and 2011 and a timeline of when the growth initiative was undertaken when that information is available.

**Figure 1. Population Trend and Growth Initiative Timeline**

## RM of Grahamdale



The most often used growth strategy was tourism; it was used in four growth initiatives. This was followed by recreation and culture, which was used in three growth initiatives. Retaining and expanding business, attracting new business, and community capacity were each used in two initiatives and retaining and attracting people was only used once. Regional cooperation was not a growth strategy used.

**Table 1 – Growth Initiatives by Growth Strategy**

Local Growth Initiatives	Growth Strategies							
	Retaining and Attracting People	Retaining and Expanding Business	Attracting New Business	Tourism	Community Capacity	Regional Cooperation	Health and Wellbeing	Recreation and Culture
6.1 Steeprock Cottage Lot Development	X		X	X			X	
6.2 Formation of CDC				X				
6.3 Community Events			X					
6.4 Business Loans		X	X					
6.5 Steeprock Lake Campground		X	X	X				
6.6 Snowmobile Trails				X				X
6.7 Recreation Activities							X	X

Human capital was used in five growth initiatives, making it the most used capital. Built capital was used in four initiatives. Financial and natural capitals

were both used in three growth initiatives, while social capital was used in two. Cultural and political capitals were each used in one initiative.

**Table 2 – Growth Initiatives by Capital**

Local Growth Initiatives	Capitals						
	Financial	Built	Social	Human	Natural	Cultural	Political
6.1 Steeprock Cottage Lot Development	X	X		X	X		
6.2 Formation of CDC	X		X	X			X
6.3 Community Events			X	X		X	
6.4 Business Loans	X			X			
6.5 Steeprock Lake Campground		X			X		
6.6 Snowmobile Trails		X			X		
6.7 Recreation Activities		X		X			



Lower Concourse, McMaster Hall Complex  
270-18th Street, Brandon, MB R7A 6A9

2015 - Prepared for Rural Development Institute, Brandon University