

DISCERNING GROWTH STRATEGIES: NEEPAWA AND AREA REPORT

February 2013





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Submitted to:

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The Honourable Ron Kostyshyn Minister of Agriculture, Food & Rural Initiatives 317 Legislative Building, 450 Broadway Winnipeg, MB R3C 0V8





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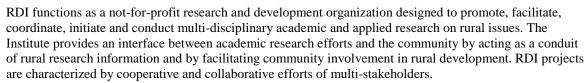
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Brandon University established the Rural Development Institute in 1989 as an academic research centre and a leading source of information on issues affecting rural communities in Western Canada and elsewhere.



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.



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Letter of Transmittal

January 2013

The Honourable Christine Melnick, M.L.A. Minister of Multiculturalism and Immigration 317 Legislative Building 450 Broadway Winnipeg, MB R3C 0V8 The Honourable Ron Kostyshyn Minister of Agriculture, Food & Rural Initiatives 317 Legislative Building 450 Broadway Winnipeg, MB R3C 0V8

Re: Neepawa and region report - Immigration and Rural Communities: People, Plans and Actions

Rural Development Institute is pleased to provide you our research report for the Neepawa area: *Immigration and Rural Communities: People, Plans and Actions.* We also want to thank you and the Minister of MAFRI for your support – financial and staff.

The starting point of this research was to better understand how rural areas are accommodating the influx of immigrants - a testimony to the success of the Government's economic growth strategy. The resulting rural settlement pattern in Manitoba suggests that upwards of 80% of immigrant are concentrated in certain rural areas. Two such areas are around Winkler and Neepawa.

This report is about the Neepawa area (including Minnedosa and Gladstone), chosen due to its recent and rapid immigration growth over the last 4 years. From our statistical profile, this area has had a stable population for more than 70 years, then grew by 10% between 2006 and 2011. Local stakeholders indicate this growth is more than 20% due to temporary foreign workers not accounted for in the 2011 Census. Immigration is the main driver of growth, particularly the workers at Hylife pork processing plant.

After completing 10 interviews with service providers, government and businesses, we facilitated a local workshop with 15 stakeholders to validate findings and prioritize recommendations. As a result, 12 priority recommendations addressed such topics as collaboration, diversity training through to health care, housing and education. We also discussed the recommendations with officials at Hylife, since they were overseas recruiting during the workshop.

In a meeting with 11 officials from six Ministries we wanted to better understand what policies, programs, and resources they could contribute to addressing the growth challenges. There were many.

The recommendations speak to the need to address pressing challenges to accommodate the pace of growth – now rather than later. What seems to be missing and what both local stakeholders and government representative talked about were better ways to coordinate existing provincial department policies, programs, and expertise to enable local stakeholders to better manage growth.



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As a result, we are recommending a pilot project for 24 months to establish an interdepartmental committee to better coordinate existing provincial services for rapid growth rural areas. A senior level government coordinator is needed. This coordinator would assist and enable implementation of actions to address challenges. This recommendation was proposed from stakeholders in the Winkler area and seems appropriate for Neepawa too. There are existing mechanisms already in place in Manitoba that could assist with multi-departmental coordination that enables local involvement and action. One example would include to the special projects person heading up the transition planning in Churchill. Other examples include, an interdepartment committee for the re-development of Brandon's downtown, or the Interdepartmental Planning Board as noted in the Planning Act, or a directive from the Community economic development committee of Cabinet.

I would look forward to responding to questions and to assisting with these recommendations (see Table 1).

Wm. (Bill) Ashton, PhD

Table 1: Community recommendations and government resources by issue for Neepawa and region

	COMMUNITY GROWTH RECOMMENDATIONS
Collaboration-based	
Change of hours of operation	Businesses and service centers should change their hours of operation to reflect the shift schedules of Hylife that involve the new residents. This would enable new residents to access services before and after their shifts.
Increase Community Diversity training	Continue providing training and increase participation across the community in both the public and private sectors. This will help in community engagement and reduce tension between cultural groups.
	(Interdepartmental participants identified that there are a pool of diversity trainers available through 'The Diversity and Intercultural Training of Manitoba Start')
Increase Training/Orientation for new immigrants	New immigrants need entrepreneurial, financial, language, health, and school awareness training/orientation to facilitate the transition into life in Canada. This will aid in the diversification of the economy and will further enable new immigrants to contribute to the community in the ways that they wish.
	(Interdepartmental participants identified that Interpreter training was available as well as a guide on how to buy a house through the Financial Consumer Agency of Canada)
Collaborate with Hylife	Continue working with Hylife to address issues and challenges facing new immigrant workers. This issue was specifically raised in regard to the bonus system for attendance that Hylife employs and how it impacts the health service delivery for the area. It is hoped that a solution can be found that allows employees to attend their scheduled medical appointments without penalty.
	[Hylife stated that they are going to look into this issue and identified that a doctor's note would be sufficient to ensure hours are not penalized for bonus system]
Create more local transportation options	Communities and Hylife to identify intercommunity transportations options to help residents travel between communities and to and from Hylife. This would allow new residents to live in Gladstone and commute for example in order to ease the housing shortage.
	(Interdepartmental participants identified that there are inter-region transportation plans that can be developed through Manitoba Infrastructure and Transportation)
	[Hylife pays for first month housing and transportation for immigrant employees when they arrive in Neepawa]
Business/Economic	
Diversify the local economy	Increase the number and types of businesses in Neepawa. This would reduce the risk of being a single-industry town, and create more employment opportunities for spouses of Hylife employees.
	(Interdepartmental participants identified that there MAFRI economic development specialists in Neepawa and Gladstone)

Health Care Improve the delivery of health services in Neepawa and area through increasing translation services and increasing the number of nurse practitioners to assist with routine tasks. This is to alleviate some of the workload that is being put on an insufficient number of doctors in the area, **Improve Service** as well as to aid in the engagement of new immigrants who wish to learn English. Delivery (Interdepartmental participants identified Liz Ambrose in Manitoba Health as a contact person. They also indicated that Nurse practitioners must be requested by RHA boards or employed by a doctor's office) Enlist support from Manitoba Health to enter medical records of new immigrants when they arrive. This will allow for more comprehensive care for new immigrants as all of their paperwork could be in order, making the administration of health care easier, and more cost effective. Ask Manitoba (Interdepartmental participants recommended that Manitoba Health be contacted about an Health to do data immunization database and about health information sharing) entry [Hylife will act on medical records, working with employees to get permission to release medical assessment and bringing over medical records when possible] Education Offer flexible EAL classes for the children and spouses of new immigrants. The goal being to increase the number of new immigrants taking language learning and to facilitate communication between the community and both partners of a new immigrant family. (Interdepartmental participants identified that Manitoba Education provides funding for EAL Offer flexible EAL programs to school divisions and that language training programs are in development through courses Multiculturalism and Immigration) [Hylife is working with settlement committee to coordinate language training for workers and spouses] Housing Housing needs have grown across all sectors of the housing market, creating a need for new housing. Existing housing is also in poor condition requiring inspection to ensure that it matches code. This would increase the chances of new immigrants choosing to live in the area as they would have a place where they can raise their families. Increase quantity (Interdepartmental participants identified that MAFRI has created a quide to developing housing and quality of and that there is a portable housing benefit for individuals with mental health issues on EIA) housing [Hylife has already conducted a housing study and wants to work with housing committee to identify the types of housing most suitable for workers as well as discussing specific requirements for immigrants to get a mortgage] Increase community The community needs to be able to undertake larger housing projects, and to do so local officials administrative need to be in contact with those individuals who possess the knowledge and skill to accomplish capacity for housing these tasks. The need for housing has been made apparent while at the same time the ability to development construct housing is absent from the area. Developing these networks will help in the future as Neepawa and area grows into the increased population that it has already received. (Interdepartmental participants identified that Manitoba Housing is looking to foster liaisons with community leaders regarding housing studies and discussions)

Long term

Plan improvements to housing-related infrastructure

Create plan for community infrastructure upgrades. Necessary infrastructure improvements include sidewalks, improved roads, updating the water and sewage system, as well as increasing the availability of high speed Internet access to nearby residents. These improvements will aid in many different aspects of the area but it is important to prioritize these infrastructure improvements as there is neither the budget nor the manpower to accomplish all of these tasks immediately.

(Interdepartmental participants identified that there is a lack of clear policies related to residential development in municipal/planning district development plans. Participants also indicated that the population growth is exceeding the capability of the communities to increase housing stock)

Mona Cornock	
Margot Morrish	
Liz Robison	
Sarah Lynn-Graham	
Terry Kozak	
Shannon Watson	
Carly Duboff	
Chris Leach	
Nadalene Khan-Cooper	
Pauletta Monita	
Melissa Weavers	

Table 2: Interdepartmental Review Participant List

Executive Summary of Neepawa and Area

The Rural Development Institute with support from Manitoba Immigration and Multiculturalism along with Manitoba Agriculture, Food and Rural Initiatives conducted research into growth strategies in rural centers. Neepawa and area was selected to discern growth strategies, which will be compared to another region, namely Winkler. Population growth was a predominant factor examined in both regions, but not the only one. The research team utilized secondary research, ten key-informant interviews, and a one-day workshop attended by 15 regional stakeholders to identify issues that were of import to the community. Local stakeholders and leaders in banking, the chamber of commerce, the health care system, education, and immigration services attended the workshop.

Over the last four years population growth driven by migration of temporary foreign workers has increased in Neepawa with little negative effect on nearby Gladstone. One Employer, Hylife is seen as the main driver of this growth. This growth is creating challenges, such as lack of transportation to the main employer from surrounding communities, inadequate housing, lack of social services, education and language barriers, and infrastructure stress. Neepawa, Minnedosa, and Gladstone need to be aware of how the growing population will affect them as a group over the next ten years to better facilitate planning processes of a rapidly growing population. What follows is a list of recommendations derived from key stakeholders during the semi-structured interviews and community workshops, intended to form the basis of possible actions.

Collaboration Recommendations

- Change hours of operation: Businesses and service centers should change their hours of operation to reflect the shift schedules of Hylife that involve the new residents. This would enable new residents to access services before and after their shifts.
- Increase Community Diversity training: Continue providing training and increase participation
 across the community in both the public and private sectors. This will help in community
 engagement and reduce tension between cultural groups
- Increase Training/Orientation for new immigrants: New immigrants need entrepreneurial, financial, language, health, and school awareness training/orientation to facilitate the transition into life in Canada. This will aid in the diversification of the economy and will further enable new immigrants to contribute to the community in the ways that they wish.
- Collaborate with Hylife: continue working with Hylife to address issues and challenges facing new immigrant workers. This issue was specifically raised in regard to the bonus system for attendance that Hylife employs and how it impacts the health service delivery for the area. It is hoped that a solution can be found that allows employees to attend their scheduled medical appointments without penalty.
- Create more local transportation options: communities and Hylife to identify intercommunity transportations options to help residents travel between communities and to and from Hylife. This would allow new residents to live in Gladstone and commute for example in order to ease the housing shortage.

Business/Economic Recommendation

 Diversify the local economy: Increase the number and types of businesses in Neepawa. This would reduce the risk of being a single-industry town, and create more employment opportunities for spouses of Hylife employees.

Health Care Recommendations:

- Improve Service delivery: Improve the delivery of health services in Neepawa and area through increasing translation services and increasing the number of nurse practitioners to assist with routine tasks. This is to alleviate some of the workload that is being put on an insufficient number of doctors in the area, as well as to aid in the engagement of new immigrants who wish to learn English.
- Ask Manitoba Health to do data entry: Enlist support from Manitoba Health to enter medical records of new immigrants when they arrive. This will allow for more comprehensive care for new immigrants as all of their paperwork could be in order, making the administration of health care easier, and more cost effective.

Education:

• Offer flexible EAL classes: Offer flexible EAL classes for the children and spouses of new immigrants. The goal being to increase the number of new immigrants taking language learning and to facilitate communication between the community and both partners of a new immigrant family.

Housing Recommendations

- Increase quantity and quality of housing: Housing needs have grown across all sectors of the housing market, creating a need for new housing. Existing housing is also in poor condition requiring inspection to ensure that it matches code. This would increase the chances of new immigrants choosing to live in the area as they would have a place where they can raise their families.
- Increase community administrative capacity for housing development: The community needs to be able to undertake larger housing projects, and to do so local officials need to be in contact with those individuals who possess the knowledge and skill to accomplish these tasks. The need for housing has been made apparent while at the same time the ability to construct housing is absent from the area. Developing these networks will help in the future as Neepawa and area grows into the increased population that it has already received.

Long Term Recommendations:

Plan improvements to housing-related infrastructure: Create plan for community infrastructure upgrades. Necessary infrastructure improvements include sidewalks, improved roads, updating the water and sewage system, as well as increasing the availability of high speed Internet access to nearby residents. These improvements will aid in many different aspects of the area but it is important to prioritize these infrastructure improvements as there is neither the budget nor the manpower to accomplish all of these tasks immediately.

Introduction

Immigration has become one of the major policy responses for population and labour force growth in Manitoba. In particular, rural centres face significant challenges in responding to economic and demographic pressures. While some communities have experienced a sudden increase in the number of newcomers arriving, placing stress on existing resources such as housing, school, and health facilities, other communities are experiencing a declining and aging population that are struggling to retain their youth. Irrespective of the pressures, rural communities are struggling to identify their priorities and plans during a time of fiscal restraint and increasing demands for services.

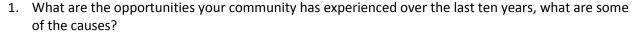
The goal of the *Immigration and Rural Communities: People, Plans, and Actions* project was to understand community approaches to managing growth and documenting the challenges, opportunities, and concerns community's experience, along with growth strategies. Through secondary data analysis and key informant interviews, the research engaged local stakeholders as well as government representatives from three regional clusters of rural communities experiencing distinctive kinds of growth due to immigration within the past ten years, centres representing rapid growth (Winkler and area), variable growth (Neepawa and area), and slow to declining growth (Swan River and area) (See Figure 1).

The Neepawa and area is a region that consists of the centres of Neepawa, Minnedosa, and Gladstone. These communities were identified as a variable growth region, due to the fact that this region historically is characterized as: declining centres, no noticeable history of immigration to these centres prior to 2006; then in 2008 a significant number of Temporary Foreign Workers (TFWs) arrived to work at Hylife (meat processing plant), then applied under the provincial nominee program to become permanent residents. Gladstone and Minnedosa have experienced the spill over population as people search for housing.

The rate of growth in all centres during the 2006 to 2011 census period increased. Few, if any immigrants arrived in the region before 2008, between 2006 to 2011 Neepawa has experienced a population change of 10%, with less, but still significant growth in Minnedosa and Gladestone with 4.6% and 9.6% growth, respectively. This variable growth region has brought with it development, planning and welcoming community challenges.

Community profiles, using Statistics Canada data (from 2001-2006, were prepared then updated with some recent numbers from 2011) and Manitoba Health Covered Population Report (2006-2010), as well as ten key informant

interviews were conducted with service providers, government, and the businesses within the communities of Neepawa, Gladstone, and Minnedosa. The aims of the interviews were to learn more about challenges and opportunities communities are facing, due to population growth. Four main questions were asked during the interview that shaped the results of our findings:



- 2. What are the challenges your community has experienced over the last ten years, what are some of the causes?
- 3. What concerns might affect your community in the future?







4. How would you describe the 'health and well-being' of your community in the last ten years?

Following the interviews a detailed analysis of the results was conducted to understand the myriad of complex issues, challenges, and needs that was identified during the interviews. The findings were validated with ten of the interview participants and additional key informants at a community workshop.



The interview findings coupled with profile

data were displayed on two posters. The issues identified in the posters were most prevalent in Neepawa. Gladstone and Minnedosa also experienced population change but not in the same context. The Population Growth poster provided information about:

- 1. Changes in population, emphasized all three communities (Neepawa, Gladstone, and Minnedosa) increased in population from 2008 with nine percent, four percent, and seven percent growth, correspondingly.
- 2. Chronology of change, highlighted that there was almost no population change in the area since World War II; in 2008 Springhill farm was purchased by Hylife; further growth may be fuelled by the introduction of the second shift at Hylife in April; and
- 3. Direct impacts of change with the sudden population growth because of Hylife have greatly impacted the community. By April 2012 19% of the residents in Neepawa will be temporary foreign workers with the additional shift being introduced. Rapid population growth has created:
 - housing issues: more pressure on the housing market, inadequate rental properties for the current population, and one of the biggest barrier is the lack of land to develop more housing; and
 - b. public services issues: stressed an already overloaded health care system, limiting access to doctors and mental health care professionals as well as negatively impacting the delivery of social services like Child and Family Services. Limited funding for EAL services means new immigrants are not receiving adequate language training.

The second poster is focused on policy questions related to the population growth. Three main questions and answers came up from the results of the interviews.

- 1. What roles do NGOs play in supporting new immigrants?
 - a. Churches are coordinating support and services for new immigrants, such as better access to language service.
 - b. Immigrants are initiating their own volunteer organizations to support the community, local organizations have not filled this void for years
 - c. Immigrants are setting up their own recreation opportunities, such as a basketball league, this popular project also involves local participation.
- 2. How can government policy programs and staff enable improved services to better support the population?
 - a. Government departments must be willing to work with local leaders to address pressing issues such as diversifying the economy.

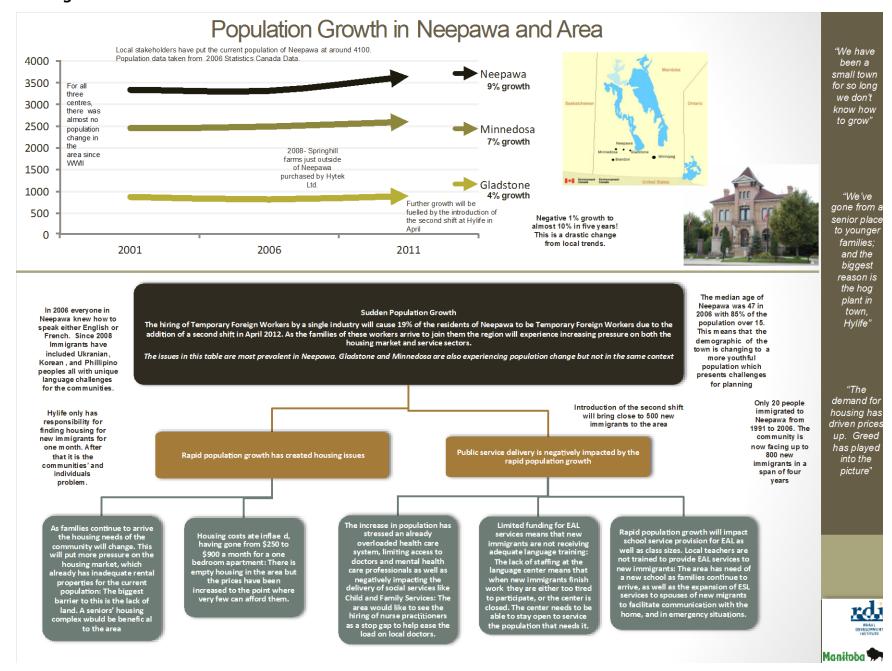
- b. Government support needs to keep pace with the success of the immigration initiative. The community expects 200 new children in their schools over the next three years
- 3. Do local leaders need to work together for this area to be successful?
 - a. Public and private sector leaders need to continue to work together to ensure labour force stability and suitable housing.
 - b. Local leaders need to work with provincial decision makers to service the specific needs of new immigrants, such as better sewer and water capacity.
 - c. A shared vision and coordination by local leaders is key to retain new immigrants.

The purpose of the workshops was to identifying any gaps or key issues that were not identified during the interviews, as well as identify action plan development within the region. The workshop activities included: rapid visioning process, prioritizing, and SMART action planning. The results from these activities can be found in the body of this report.

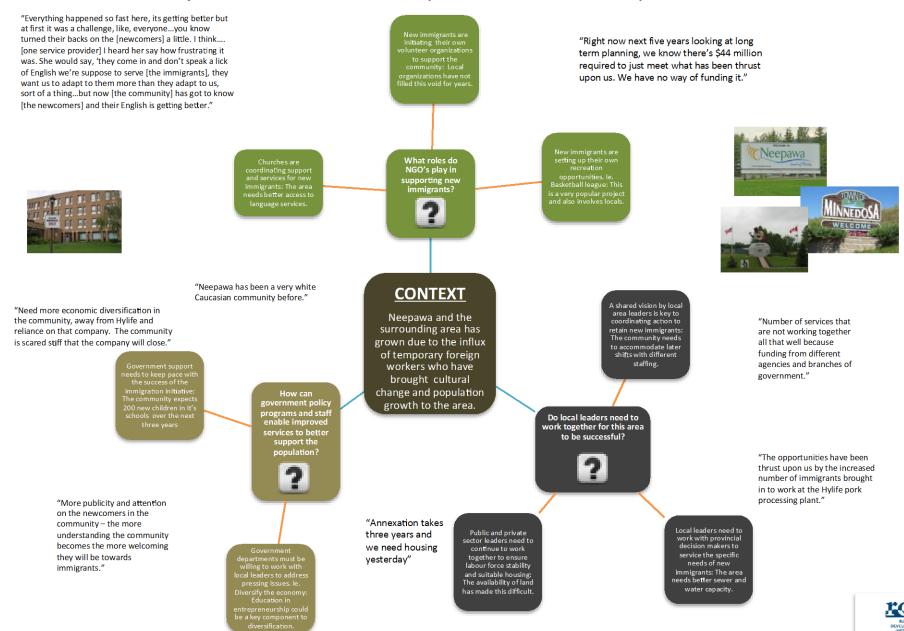


Figure 1: Map of Neepawa and Area

Findings



Policy Questions Related to Population Growth in Neepawa and Area



Action Plan

Participants worked through three separate activities to strategize on specific, measurable, and realistic action plans with estimated cost and time frame for their region. Rapid visioning, issue prioritizing and action planning were used to help identify a vision and specific actions for the region.

Rapid Visioning

Participants were asked to identify which characteristics were important for their region. This activity was used to help establish a quick vision of where participants wanted their region to be in 5 years and to help identify common areas of interest and focus. Neepawa and area identified the following qualities as their most important vision for their region (See Figure 1):

- A fair and just community
- An economically strong community
- A lasting community

Prioritizing

The workshop participants in the Neepawa and area engaged in discussion and dialogue on the issues and challenges their communities have experienced in response to the population growth in the region, identifying six dominant issues: Health

- Economy
- Education
- Infrastructure
- Housing
- Hylife

After the issues were discussed and confirmed, participants were then asked to prioritize their issues based on importance to the region and their ability to influence those issues using sticky notes with name of the challenges and issues (See Figure 2). As a result of this activity, the issues were ranked as follows:

- 4. Economy,
- 5. Health,
- 6. Education, and
- 7. Housing/Infrastructure





Figure 2: Prioritizing Issues

SMART Action Plan

Once participants had identified their priority issues, they were tasked with creating specific action items for each issue. SMART Action planning was incorporated as participants were asked to identify actions that were Specific, Measurable, Accountable, Reliable and Timely. The table below outlines those action items and groups them by issue along with timeframe based on immediate and long term actions.

IMMEDIATE ACTIONS (1 year or less)	WHAT IS THE ESTIMATED COST?	WHAT IS THE TIME FRAME?
ECONOMY		
 Encourage small business start-ups through Entrepreneurship training Leadership by the Chamber of Commerce Partnership with Manitoba Agriculture, Food and Rural Initiatives (MAFRI) and with Junior Achievement 	 Identified start-up grants from town(s), provincial and federal government levels The Neepawa Chamber of Commerce to sponsor training (minimal cost) 	Training sessions to be established within six months (by September 2012) based on the 2012 -2013 budgets
Improve broadband serviceKey for business growth and expansion	Cost not identified	Within 12 months (by March 2013)
 Create "Think Bank" Set up an environment to engage young people and inspire new and fresh ideas about economic and business development for the area 	Minimal costs and hope to have sponsored by MAFRI or other stakeholders	Within 12 months (by March 2013)
Increase cultural awareness training for local businesses • Available through Diversity and Intercultural Trainers (http://www.ditmanitoba.ca/)	Training is free due to the contributions of the Immigrant Settlement Services	Due to its current availability, the Chamber of Commerce could coordinate training within six months (by September 2012)
Provide financial health training for newcomers	Cost is free (or minimal cost) through Immigrant Settlement services and in partnership with Royal Bank of Canada	Already ongoing

HEALTH		
 Health educational pamphlets Provided in appropriate languages and simple English 	Estimate as it depends on the population moving into the community and their literacy level	Within 12 months (by March 2013)
Increase translation services for medical appointments and hospital services	Winnipeg services as a lead for establishing cost estimates	Currently underway but there is no specific timeframe
Conduct cultural awareness training for all staff Health Unit Hospital Doctors offices	 Training is free due to the contributions of the Immigrant Settlement Services Additional costs include coordinating time off: 2 days x 3 hours for workshop training 	As soon as possible
Address loss of bonus pay for Hylife employees when attending medical appointments	Short term costs to the company would result in long term savings	 As soon as possible and solution could include signed proof of appointment
Assign initial data entry work for the temporary foreign workers coming to Manitoba to Manitoba Health Require works to bring their medical records with them, and have the information entered into the system prior to their arrival	Not sure about estimated costs for this change	As soon as possible
Establish at least one or more nurse practitioners in Neepawa They could work evenings, weekends, staggered hours	Cost not identified	Within 12 months (March 2013)
EDUCATION		
Reorganize and expand English as an Additional Language (EAL) classes Time accessible classes for workers	Shared cost with education	Currently exists and needs to be reorganized and expanded
 Enhance parent and pre-school education programs for new residents Help with school and social expectations 	Shared cost with education and health	Now – "to satisfy each new 'wave' of families come to the community – EAL for adults health"
HOUSING		
 Build multi-family rentals Multi-family units are a top priority for housing development They can be reverted to condos at anytime 	• \$100,000 - \$120,000 per unit	Within one year if everything else is in order (by March 2013)
 Increase attention to unsafe housing that should be condemned Issue: where do current tenants go if evicted because building has been condemned. 	Per inspection and enforcement of regulations	As soon as possible

LONG TERM ACTIONS (1+ years)	WHAT IS THE ESTIMATED COST?	WHAT IS THE TIME FRAME?
ECONOMY		
Diversification and attraction of new large industry – participants identified the need to create employment for 100 plus people, including the spouses of new residents	The cost depends on the infrastructure requirements and tax incentives	Within one to two years, and on- going for two to five years (by March 2014)
HEALTH		
Improve the accessibility of service hours for medical services	Already underway with weekend intake coverage in development	Within the next two years (March 2014)
 Lobby for new hospital and more staff Revisit Site and population growth 	• 50 million	Within five years (by March 2017)
EDUCATION		
 Build a new middle school (grades5-8) for 400+ students New school would require room for family education programs and language programs 	 Substantial The acquisition of land for this building as a challenge 	 School to be fast-tracked and be constructed within three years (by March 2015) School division and public school finance board need to take this action.
HOUSING		
Improve Roads and sidewalks for safety and access transportation when no family vehicles, and safer walking routes.	Cost not identified	No time estimate
Need to increase administrative expertise related to house construction	Cost not identified	Neepawa's town council needs to work with developers to expedite zoning and other construction processes.
 Improve associated Infrastructure Water and sewer capacity and expansion Waste management 	Costs are extremely high and municipal governments are past their borrowing capacity and this is getting worse.	One to two years engineering and financing and then one to two years to complete the work (by March 2016)
Increase affordable home ownership	• \$150,000 and up	2 years construction once all other issues are clear
Increase affordable senior housing to open up entry level homes for families	• \$150,000 and up	2 years construction once funding is in place with available property
Increase high end market housing	\$150,000 and up \$300,000 and up even in rural communities	2 years construction once funding is in place with available property