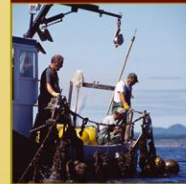


2007-2014

# Politique nationale de la ruralité

An approach supporting  
local dynamism



**Presentation to Reversing the Tide: Strategies for Successful Rural Revitalization**

*th*

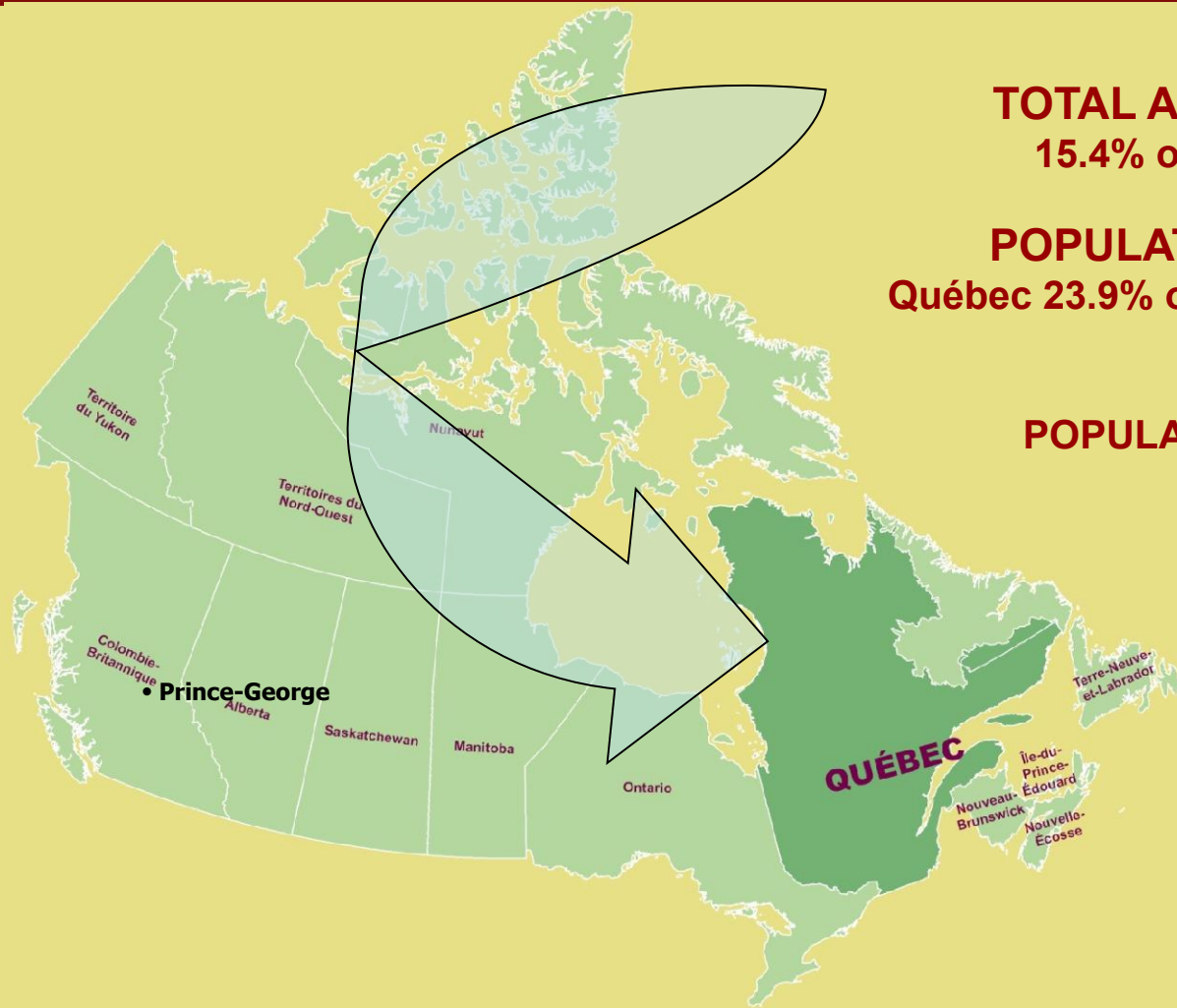
**October 8 2008, Prince George, BC**

Affaires municipales  
et Régions

Québec 

# QUÉBEC IN BRIEF : CANADIAN SCALE

I



**TOTAL AREA : 1 7 M km<sup>2</sup>**  
15.4% of Canada area

**POPULATION<sup>1</sup> : 7,5 M inh.**  
Québec 23.9% of Canadian population

**POPULATION DENSITY<sup>2</sup>**  
: 4.8 /km

<sup>1</sup> From Census 2006

# QUÉBEC IN BRIEF :



I

## Municipal territorial organization



The 9 major cities with 100,000 or more inhabitants



-  Unorganized territories included in the RCMs
-  Local municipalities (as a general rule, the local municipalities are included in the RCMs)

Two metropolitan communities, one in Montréal and one in Québec, are also constituted

# QUÉBEC IN BRIEF :

# REGIONAL AND SUPRALocal LEVELS

I

➤ 17 Regions (1966,1987)



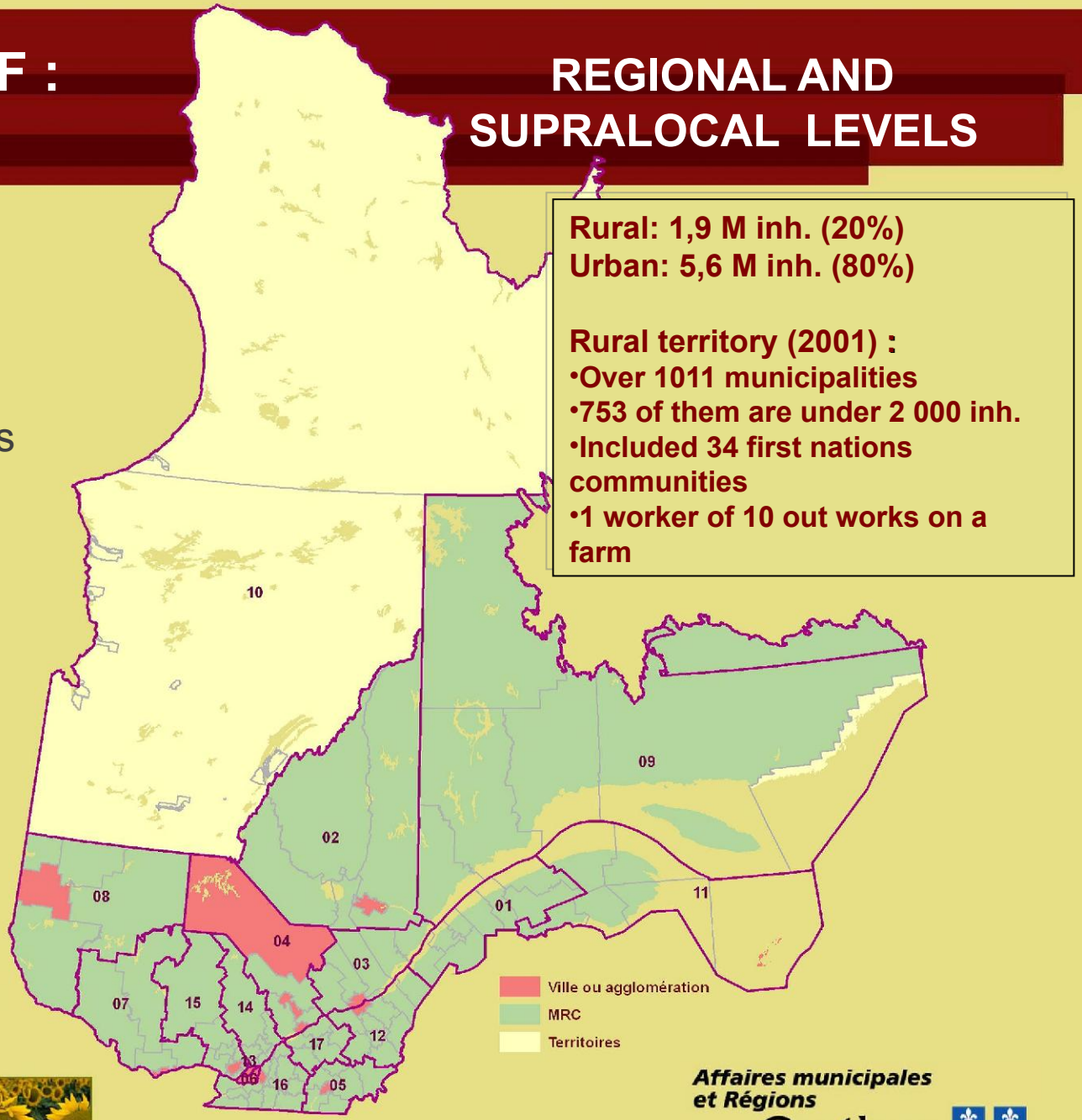
➤ 86 Regional municipalities of county) (RMCs) (1980)



1139 local municipalities

➤ 4 territories :

- Eeyou Istchee
- Jamésie
- Kativik
- Basse-Côte-Nord



Rural: 1,9 M inh. (20%)  
Urban: 5,6 M inh. (80%)

Rural territory (2001) :  
•Over 1011 municipalities  
•753 of them are under 2 000 inh.  
•Included 34 first nations communities  
•1 worker of 10 out works on a farm

● Ville ou agglomération  
● MRC  
● Territoires



# QUÉBEC IN BRIEF : LOCAL AND SUPRA LOCAL LEVELS

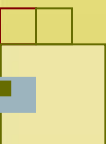
I

## Local municipalities:

- Decentralized level with various jurisdictions throughout Québec
- With large political, financial and administrative autonomy
- 87% of their funding comes from autonomous

## RMCs - Mandatory power :

- Land use planning and development plan
- Residual materials management planning
- Fire protection and civil defence planning
- Administration of unorganized territories
- Management of local development centres: 120 LDC (92 \$ million, 1/3 from RMCs)
- Real estate assessment
- Waters course management
- **Optional:** social housing, transportation, regional park, supra local facilities, territorial development plan, assistance to economic development bodies, acquisition of powers from local municipalities, delegation of certain powers by local municipalities (ex. energy production and community telecommunication systems)



Affaires municipales  
et Régions

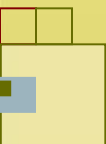
Québec 

# WHY A RURAL POLICY?

6

## II

- ☞ Mobilization from rural areas to get:
  - recognition that they have a strategic role in Québec development with add-value
  - their own way of life, well-being and the same public services that the urban population
- Weak weight of rural communities in the territorial governance
- Significant population decline
- ☞ Loss of public services
- ☞ Necessity for dynamic land occupancy in Québec
- ☞ More than 400 rural municipalities are devitalized

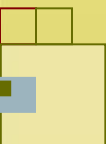


# WHAT WE HAVE LEARNING FROM OUR PAST PUBLIC POLICIES SINCE 40 YEARS?

7

## II

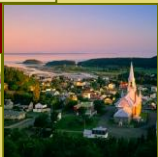
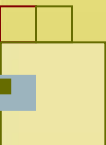
- Rural areas are plural and non homogeneous
- Regional disparities: interregional and intraregional disparities even though Quebec government has implemented many economic development policies, strategies, and funding for past 40 years
- Thriving territories and communities built themselves on many networks and different valorizations, activities, values and visions
- Past boost agreements (1989) for devitalized or monoindustrial areas: flexibility in the program management, population engaged in the decision, regional civil servant support communities (mobilization process, expertise, built project))
- Governmental program are built often on one model without flexibility and don't specifically recognize rural particularities and new trends
- It's possible to inverse some rural phenomena



## II

### CHALLENGES AND ISSUES

- Keep the rurality that we have and make this sustainable
- Find local responses to demographic trends
- Develop human potential
- Seek development models specific to rural areas
- Contribute to sustainable development
- Respond to market globalization
- New opportunities : wood, crisis, climate changes, well-being, values, Internet, renewal of territorial identity, new-comers
- Well-being of devitalized municipalities



## II

- ❑ Confident in the future of rural communities
- ❑ Focus on the people; their pride, their feeling of belonging to a place (territory), and their local knowledge and vision
- ❑ That enables rural communities to push forward initiatives based on their own priorities
- ❑ That is focused on mobilization, community capacity building, partnership and support;
- ❑ That is designed to be flexible and to take into consideration local needs
- ❑ That offers a governmental response geared the specific needs and expectations of rural communities
- ❑ That fosters innovation

⇒ Assuming that rural communities have the capacity to take their development into their own hands.



# THE NEW RURAL QUÉBEC POLICY 2007-2014

10

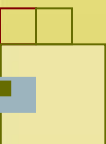
## II

### FEATURES

Seven years in duration - budget of \$ 280 million

The biggest portion: \$230 million is decentralized to RMCs

- Rural pact : \$ 213 million
- Rural development officer : \$ 25 million (136 officers)
- Measure concerning speciality products : \$12 million
- Rural laboratories: \$ 15,5 million for 25 laboratories
- Task forces group : \$ 8,6 million
- Rural declaration (2001) and national rural partnership agreement (2007)
- *Comité des partenaires de la ruralité* : chairwoman : minister of municipal and regional affairs, 2 national municipal associations (FQM, UMQ), CLDQ Association, Solidarité rurale du Québec (rural coalition)
- Interdepartmental committee (19) : adaptation mechanism, 54 measures, *Coffret rural* (Tool kit) include a vitality monitoring indicator (under elaboration)
- *Grands prix de la ruralité*



Affaires municipales  
et Régions

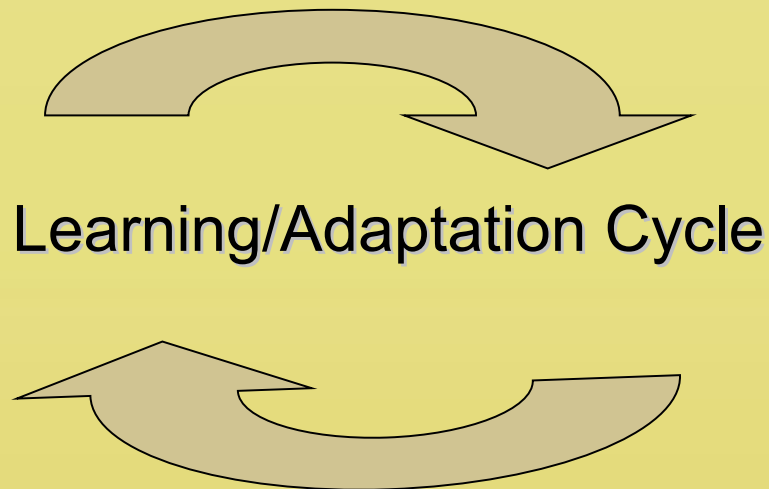
Québec 

# BASIC QUEBEC POLICY CONCEPT

II

## Reinforce a community capacity

Scholar/  
Expert  
Knowledge  
producer



State/Planner  
Support

Residents/Users  
Decision-maker/Governance

Source: Henri Lefebvre, "Production de l'espace", 1974, French sociologist  
Source: Serge Belley, Énap Québec, "Gouvernance territoriale citoyenne et partenariale", 2005

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et Régions

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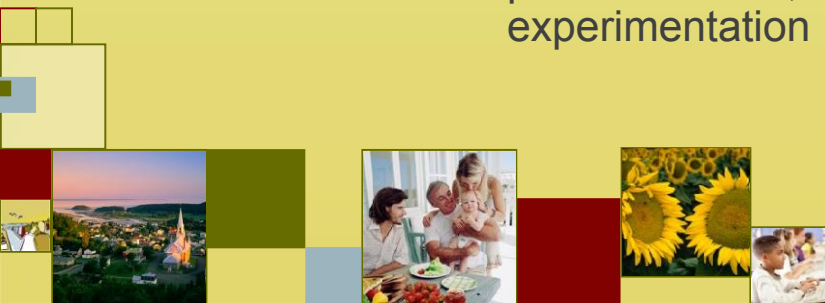
## III

### Government Project:

- Regionalized public services
- Program adaptation to take in consideration of the regional realities
- Partnership to implement specific projects

**Main Partner :** Regional Conferences of elected people (CRÉ)

**Measures :** Table-Québec région – CRÉ is the regional advisor  
Regional fund (\$ 3 million/year for 17 CRÉ) - Strategic plan  
Specific agreement concerning different topics and partnerships : public intramunicipal land management, tourism, youth migration, research and innovation, mechanism of concertation, public services, school specialization, culture democratization, experimentation



### III

## Regional Conferences of Elected Officers

- Within the context of the renewal of regional governance, 21 Regional Conferences of Elected Officers (CRE) were created in 2004 to:
  - act as the governments privileged intervener in regional development matters;
  - exercise powers defined by the law in concerted action and planning of regional development.
- The law institutes a CRE in each of the 17 administrative regions of Québec. However, there are three CREs in the Montérégie region and three authorities acting in this capacity in the Nord-du-Québec region.



## Composition of a CRE

### III

- A CRE is a body for concerted action by community partners and planning of regional development. It is a legal person established in the public interest.
- As a general rule, two thirds of the board of directors of a CRE is composed of municipal elected officers (mainly RCM wardens and mayors of local municipalities of 5,000 or more inhabitants) who call upon representatives of various socioeconomic sectors.



### III

## Principal responsibilities of the CREs

- Promote concerted action by the partners in the region;
- Express opinions on the region's development, as the case may be, to the Minister of Municipal Affairs and Regions;
- Perform any other mandate specifically assigned to them by the Minister;
- Establish a five-year development plan defining the general and specific objectives of the region's development within a sustainable development perspective;
- Enter into specific agreements with government departments and agencies and, as the case may be, with other partners.



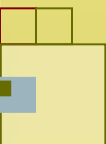
# OTHER QUEBEC APPROACH: ACCORD

## III

ACCORD : Concerted Action for regional development cooperation (2002)

### Purpose

- Building competitive regional production systems throughout Québec that are competitive in North America and worldwide by identifying and developing niches of excellence in each of Québec's regions
- \$ 95 million for 5 years to support action plan
- 14 regions have an agreement in principle





## Regional committee :

### Who?

- Regional players known for their creativity, entrepreneurial spirit, essentially private sector entrepreneurs, but also civic entrepreneurs (university, research center, etc)
- Representative of CRÉ
- Regional representation of ministries of exportation, innovation and economic development

### Work to identify ?

- Growth niches in which the region could be a leader or key partner
- Emerging niches with strong growth potential
- Niches under evaluation

### Signed an agreement in principle to recognize regional niches:

Québec government (territorialized government action), Société général de financement (Financing package), Accord Regional Committee (mobilization of the economic leaders)

### Work to concretize the agreement in principle – implement agreement for each niche

Web site : <http://www.mdeie.gouv.qc.ca/index.php?id=3715>

Contact: [xavier.fonteneau@mdeie.gouv.qc.ca](mailto:xavier.fonteneau@mdeie.gouv.qc.ca)

# OTHER QUEBEC APPROACH: DELEGATION OF PUBLIC INTRAMUNICIPAL LAND MANAGEMENT

## III

### Purpose

- respond to the needs of local and regional communities, who are asking to take part in the decisions related to the management and development of crown lands in their areas
- Better use and management of public lands that are located near municipal limits and privately owned land enclaves

### Measure

- Territorial management agreement that transfers responsibilities and powers to the RMCs related to:
  - Integrated development planning for the territory;
  - Land regulation;
  - Land management;
  - Forest resources management;
  - Management of protected natural environments.
- Fund created by RMCs to finance project
- Regional consensus by regional specific agreement is a prealable

Contact: [andre.auclair@mrfn.gouv.qc.ca](mailto:andre.auclair@mrfn.gouv.qc.ca)

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## IV

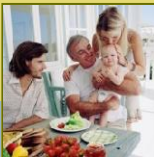
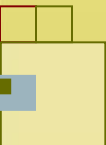
### OUR BASIC COMPONENTS

- Focus on the people, on the social capital
- Based on local particularities, identities and know-how
- More territorial than sectoral
- Aimed specifically the development of rural territories

### Principles

- A bottom-to-top approach with concrete government support
- Reliance on and accountability of local bodies
- Development of all of the territory's human and natural resources: a horizontal and multifunctional approach
- A democratic, participatory approach

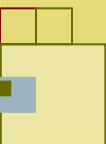
*\*\*challenge for now: transfer of knowledge at the rural communities, and adaptation of programs and ways to do things*



# REGIONAL-SCALE GOVERNANCE : SUCCESS FACTORS

## IV

- Be sure that everyone accepts the roles and responsibilities of participants within the regional territory
- Take the time to set things up properly
- Provide Regional funding help
- Need a Formal Agreement to set long-term objectives
- Regional and local people have to get advantages
- Build on existing things
- Design at the beginning a measure for knowledge transfer
- Create a shared vision, priorities and action plan
- Monitor, review and revise



**For more information on rural policy (in french):**  
[http://mamr.gouv.qc.ca/regions/regi\\_rura.asp](http://mamr.gouv.qc.ca/regions/regi_rura.asp)

**English publications**

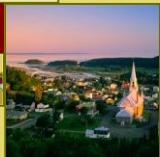
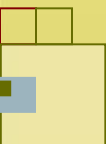
[http://www.mamr.gouv.qc.ca/publications/publ\\_angl.asp](http://www.mamr.gouv.qc.ca/publications/publ_angl.asp)

**Contact:** [christine.gosselin@mamr.gouv.qc.ca](mailto:christine.gosselin@mamr.gouv.qc.ca)  
phone number: (418) 691-2015,ext 3451

**THANK YOU!**



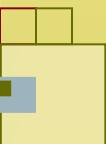
# ANNEX - More on Québec Rural Policy



# THE RURAL PACT

## VI

- Contract with the MRC
- Repartition between the 91 MRC or equivalent structure : basic amount and \$59 million more while considering the weight of devitalized municipalities (2006 census)
- Duration: April 2007 to March 2014;
  
- Actions plan : local public hearing, vision, priorities
- No obligation to spend the money each year
- Governmental funds : maximum 80% after 7 years
- Community-centred nature of projects: exclusion of private projects and basic municipal infrastructures
- Rendering of accounts: population, government



# RURAL DEVELOPMENT OFFICERS

24

## VII

- 136 officers— the new officers will be assigned according to the number of municipalities and the number of devitalized municipalities.
- The officers are included in the rural pact.
- Obligation: joint funding (\$25,000), the same accountability as under the rural pact, compulsory hiring of officers.

**\*\* *Rural development officers :Work for the CLD or MRC (CLD: Local development center manage by the community)***



## VIII

### *Objectives: Generate new activities and occupy the territory*

- A measure to financially support the creation of original, specialty products in rural areas in the agri-food, no timber forest products, culture and heritage, and arts and crafts sectors;
- Products stemming from the producers' know-how and ability to innovate;
- A \$12-million budget over seven years (a maximum grant of \$25,000 per project);
- Objectives: 32 projects per region over seven years, i.e. a minimum of 480 projects for rural Québec overall.

*2007-2008 : 79 projects – \$1,1 million from the measure for \$12,5 million*



## IX

- Provide funding for 25 broad rural development experiments in, until now, relatively unexplored promising sectors with the obligation to transfer information, knowledge and expertise
- Objective : to experiment initiatives-ideas come from communities
- Maximum grant of \$100,000 per project per year for five or six years;
- 3 Call for projects :
  - › 2007: Intention in October 19, Project in December 2007 (10)
  - › 2008 :Intention in March 1st, Project in May 2008 (10)
  - › 2009 : Intention in January 5, Project in February 2009 (5)
- National selection committees, regional follow-up and public diffusion of issues while and at the end of the laboratories

***March 2007: 14 rural laboratories selected on 174 projects***

***June 2007 : received 74 projects***



# RURAL LABORATORIES: THEMES

27

## IX

- Health in rural areas (2)
- Accommodation, settling and integration of newcomers (1)
- Innovative specialty and local agriculture (1)
- The school at the heart of the community
- New forestry (1)
- Culture and heritage at the heart of rural development (2)
- Rural areas as stakeholders in the energy sector (1)
- Sustainable development and environment (2)
- Multitheme (1)
- Entrepreneurial community-community entrepreneurship (1)
- Local economies
- Integrated resource development (2)
- New information and communications technologies (ICTs)
- New forms of local services

\*\*\* (projects selected by themes in march 2008)

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# TASK FORCES GROUP

X

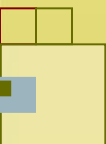
*Several promising fields for rural development in respect of which there are no responses, indicators and solutions now available to rural communities.*

## MANDATE

- to study, probe and **explore** promising solutions and **transfer them to rural areas** by assembling human resources and knowledge of each theme.
- can undertake studies or research or adopt other means in order to develop.

## BUDGET

- **Fonds d'initiative pour l'avenir rural** with an \$8.6-million budget over seven years will support already announced and future task forces and the initiatives submitted to the Minister
- On average each Task forces group can get a maximum of \$450,000



# TASK FORCES: THEMES

29

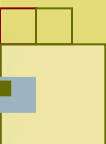
X

## Started June 2008

- Energy production in rural areas
- Multi-functionality in rural areas
- Marketing of specialty products through Québec emporiums
- The rural-urban complementarity
- Connection to telecommunications networks
- Devitalized municipalities

## Will start in 2008

- A support platform
- International meetings and exchanges on rurality (2009 conference)
- The maintenance and viability of rural schools
- Housing, a tool for local development
- The impact of climate change on rurality



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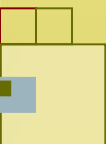
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## ADAPTATION

- Consideration of the specific characteristics of rural areas (low population density, dispersal and small size of communities);
- Adaptation of public services and territorial fairness.
- A interministerial rural committee (17 departments) that works at the regional and national level

## MODULATION CLAUSE

- Requires that characteristics of rural areas be considered when developing policies and programs;
- Gives the *Comité des partenaires de la ruralité* the possibility to issue recommendations concerning adaptation.



## XI

### TECHNICAL AND FINANCIAL SUPPORT AND THE PROVISION OF MEANS AND EXPERTISE

- Enhancement of the **Coffret rural** (rural tools kit): measures, programs, technical support agencies, expertise available, reference centre, useful contacts, learning from the first policy  
<http://www.regions.mamr.gouv.qc.ca/ruralite/coffret/>
- Communications kit on the policy for MRC and municipalities (elected representatives, volunteers, individuals).



# GOVERNMENTAL SUPPORT

XI



## IMPORTANT

La Politique nationale de la ruralité 2007-2014, lancée le 7 décembre 2006, sera mise en application le 1<sup>er</sup> avril 2007. Veuillez noter que l'information présentée dans le Coffret rural demeure valide d'ici là. L'information sera mise à jour en avril 2007. Entre-temps, vous pouvez consulter la page Web [Entente de partenariat rural - Politique nationale de la ruralité](#).

Pacte rural

Mesures  
gouvernementales

Contacts

Recherche



Abonnement aux  
mises à jour

Désabonnement  
aux mises à jour

Pour nous joindre

ABONNEMENT

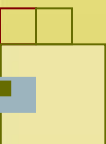


# COMMITMENTS BY GOVERNMENT DEPARTMENTS

33

XI

- 54 measures and commitments involving 17 government departments and agencies
- 24 include budget commitments
- Some of the measures and commitments involve task forces and laboratories
- 21 commitments continue on from the first *National Policy on Rurality*



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et Régions

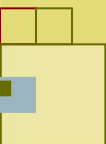
Québec 

# REVIEW OF THE OUTCOMES OF THE FIRST POLICY (2002-2007)

# REVIEW OF THE OUTCOME OF THE FIRST POLICY

35

- Large-scale mobilization: over 30,000 individuals, including 7,000 volunteers, participating in 155 committees and 136 RCM sector-based working groups and 462 local committees
- Implementation of change and an empowerment process
- Definition of a territory-based development perspective
- Elaboration and adoption of development and innovation tools
- Emergence of a new rural economy
- A contact based agreement : the rural pact



# REVIEW OF THE OUTCOME OF THE FIRST POLICY

36

- The rural pact was designed to:
  - › Consolidate and develop the economy and employment in rural communities;
  - › Bolster residents' commitment to community development;
  - › Ensure and enhance the availability of community services.
  
- Above all, the rural pact has helped strengthen the management of rural development and contributed to getting projects started.
  
- Projects funded under the rural pact have broadened the acquisition of knowledge and skills in communities. Moreover, they offer unique avenues for development and original solutions to rural problems.



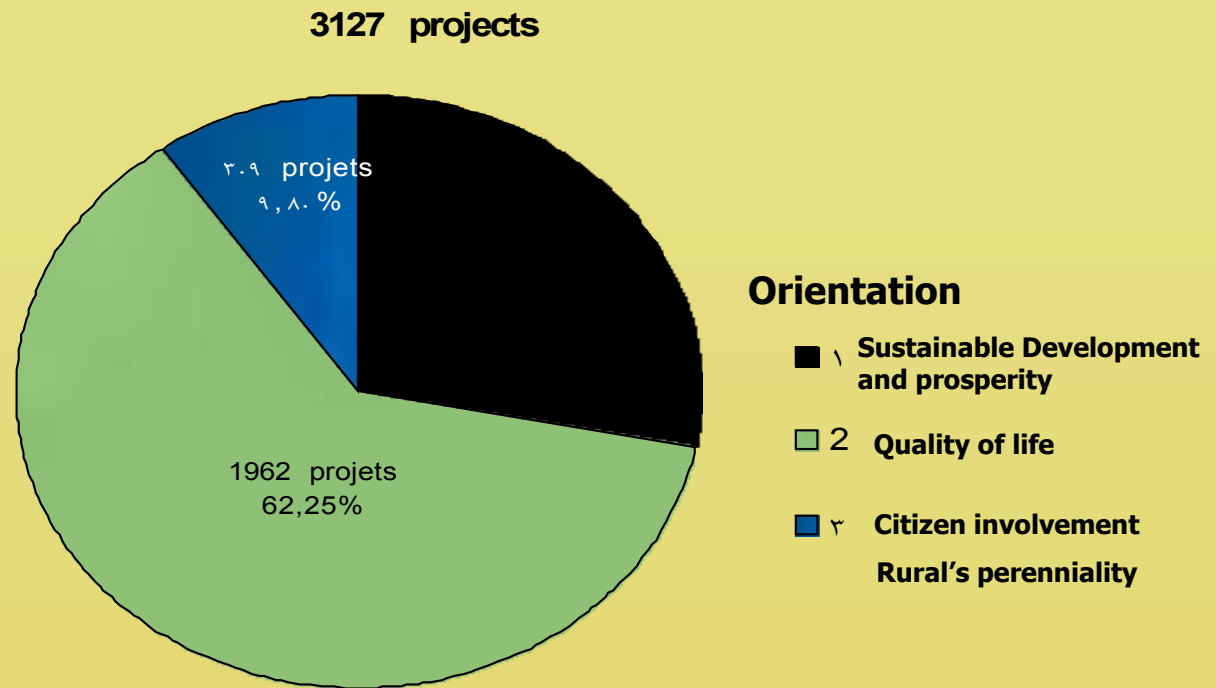
# REVIEW OF THE OUTCOME OF THE FIRST POLICY

37

- More than 4,934 projects are underway or have been completed.
- Over 7,765 jobs have been created.
- Some \$85,8 million from the pacts has generated investments of nearly \$516 million
- Leverage effect : 6
- The average cost of a project was roughly \$109 770
- The average contribution per project from the pact was approximately \$17,390, the equivalent of 16% of the cost.



## Project by orientation (2004-2006)



## The rural Pact : six priority sectors

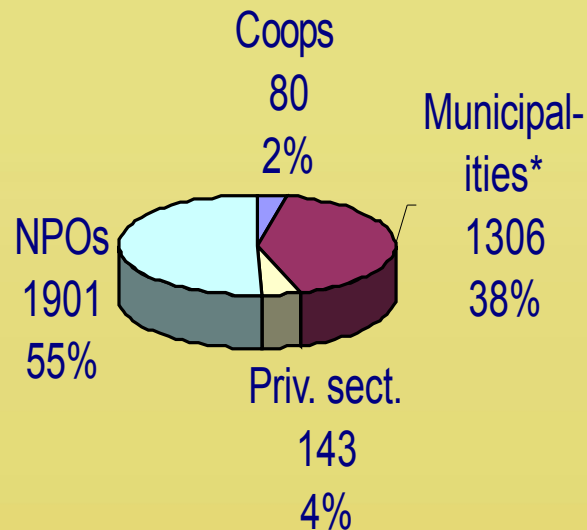
1. Maintaining and improving the provision of services;
1. Developing new products and new businesses;
1. Holding on to youth and families and getting them to return to the community;
1. Supporting individual and collective entrepreneurship;
1. Developing human capital;
1. Ensuring a network of promoters and local stakeholders.



## The rural pact

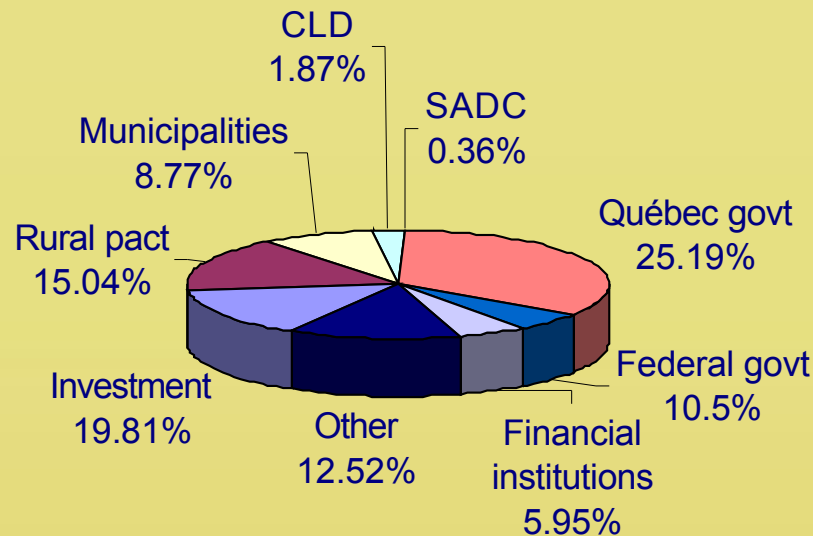
- Non-profit organizations (NPOs) carry out the most projects, followed closely by the municipalities, the RCMs and municipal organizations.

### Status of project sponsors



## The rural pact

### Breakdown of financial partners



## Less successful facets that must be improved

- The adaptation of government policies and programs
- Support by MAMR and the government in the regions for rural communities, especially devitalized communities
- The transfer of expertise, experience and knowledge from the first policy to sustain community development initiatives
- The use of rural pact budgets essentially as a source of funding for projects instead of an opportunity to foster innovation and guide rural development (common or territorial approaches were often overlooked)
- Promotion of the policy did not reach all clientele, was often confined to mayors and hardly affected municipal councillors, the staff of organizations and rural residents in general (the outcome of the rural pacts was not always presented to local residents)

