

Ministry of Municipal Affairs and Housing

Office of the Deputy Minister

MEMORANDUM

February 27, 2018

Ref: 233401

Deputy Ministers

Re: Rural Designation for Capital Regional District (CRD) Electoral Areas Communities

Dear Colleagues:

The Ministry of Municipal Affairs and Housing has reviewed the policy rationale it uses to determine the eligibility, of electoral areas in highly urbanized regions, for provincial and federal programs.

As a result of this analysis, the Ministry has determined that the three rural areas within the Capital Regional District (CRD), Juan de Fuca, Salt Spring and the Southern Gulf Islands, which have been previously considered urban for purposes of eligibility, in fact have all of the characteristics of rural areas.

The Ministry found that these rural areas experience reduced services compared to their urban neighbours, and they have a lack of a capacity to compile general revenue funds to cover the costs of core services and amenities. Therefore, these particular electoral areas have a greater need for senior government grant funding programs.

In contrast to this assessment, the Island Coastal Economic Trust excludes the three assessed electoral areas from its boundaries, precluding them from sharing in the benefits of the program. However, consistent with our assessment, the Rural Dividend Program (RDP) has recently amended its criteria for rural communities to accept as eligible a community with a population of 25,000 or less located outside of the boundaries of the Capital and Metro Vancouver Regional Districts, but including the three CRD electoral areas.

Therefore, consistent with the assessment by the Ministry and with the recent direction of the Ministry of Forests, Lands, Natural Resource Operations and Rural Development in relation to the RDP,s.13 s.13

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Please provide any feedback or direct any questions respecting this request to Tara Faganello, Assistant Deputy Minister, Local Government Division.

Sincerely,

Jacqueline Dawes Deputy Minister



February 27, 2018

Ref: 234141

The Honourable Navdeep Bains Minister of Innovation, Science and Economic Development House of Commons Ottawa ON K1A 0A6

Dear Minister Bains:

The Ministry of Municipal Affairs and Housing has reviewed the policy rationale it uses to determine the eligibility, of electoral areas in highly urbanized regions, for provincial and federal programs.

As a result of this analysis, the Ministry has determined that the three rural areas within the Capital Regional District (CRD), Juan de Fuca, Salt Spring and the Southern Gulf Islands, which have been previously considered urban for purposes of eligibility, in fact have all of the characteristics of rural areas.

The Ministry found that these rural areas experience reduced services compared to their urban neighbours, and they have a lack of capacity to compile general revenue funds to cover the costs of core services and amenities. In fact, these particular electoral areas have a greater need for senior government grant funding programs. Therefore, I am writing to you to request a policy revision used in the design of federal programs related to electoral areas that are in a highly urbanized region to ensure that these rural areas are not getting grouped in with the other CRD communities and denied access to rural programs as the CRD in its entirety is sometimes excluded.

I recently met with three rural electoral area directors for the CRD and they too were concerned that the design of the Federal (and Provincial) Rural Economic Development Programs are not always sensitive to these facts. Specifically, these rural areas have challenges in providing services and developing their economies. This includes an inability to levy general taxes to raise monies region-wide for projects in local communities that would otherwise fund services and assist with economic challenges.

I understand that Western Diversification and other federal ministries have a strong rural focus. Therefore, I am respectfully asking for your commitment, when designing future funding programs, to recognize that these areas have rural development challenges in providing services and developing their economies. It is important that these rural areas be recognized separately from other CRD communities in this regard and be eligible for any future grant programs.

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250 387-4312

Fax:

The Honourable Navdeep Bains Page 2

Thank you in advance for your consideration.

Sincerely,

Selina Robinson

Minister

237885





Ministre de l'Innovation, des Sciences et du Développement économique

Ottawa, Canada K1A 0H5

MAY 17 2018

The Honourable Selina Robinson, M.L.A. Minister of Municipal Affairs and Housing Government of British Columbia P.O. Box 9056, Station Provincial Government Victoria, British Columbia V8W 9E2

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Dear Minister Robinson:

Thank you for your letter regarding federal economic development programs and rural electoral areas within the Capital Regional District.

I appreciate your bringing to my attention the potential barriers faced by rural areas when considered part of an urban region. Please be assured that the Government of Canada is committed to ensuring all Canadians can benefit from a growing economy, including in rural and remote communities. The federal government delivers a range of economic development programs and services that are inclusive to all communities in the West. The Western Diversification Program—the core community economic development program delivered by Western Economic Diversification Canada (WD)—welcomes project proposals from a number of organizations that promote economic growth in response to changing and challenging economic circumstances in their communities. The program does not base eligibility on a community's rural or urban classification; rather, evaluation of proposals considers the potential for the project to contribute to the community's economic development.

Furthermore, WD supports Western Canada Business Service Network organizations to provide services that help create and build small businesses. This network undertakes broad-based community economic development initiatives by providing loans, business counselling, and skills training for rural entrepreneurs.

We look forward to continued collaboration with the Government of British Columbia to advance economic inclusiveness and prosperity in all regions of the province.

Once again, thank you for writing, and please accept my best wishes.

Sincerely,

The Honourable Navdeep Bains, P.C., M.P.



 From:
 Gedney, Vanessa R MAH:EX

 To:
 Patrucco, Ian MAH:EX

Subject: FW: BN REQUEST: Urban (vs rural) designation for CRD communities

Date: November 23, 2017 4:14:33 PM

I had already forwarded to Ana – she said she'd forward on but include in CLIFF

From: Gardea, Daniela MAH:EX

Sent: Wednesday, November 22, 2017 5:26 PM

To: Faganello, Tara MAH:EX

Cc: Ashbourne, Craig MAH:EX; Gedney, Vanessa R MAH:EX

Subject: RE: BN REQUEST: Urban (vs rural) designation for CRD communities

More on 'rural' vs 'urban' for briefing note.

s.13

Currently the three electoral areas are excluded from the Provincially funded Island Coastal Economic Trust (I.C.E.T) and the Federally funded Community Futures program. I.C.E.T., alone has contributed over 50 million dollars to coastal communities from Lake Cowichan to Port Hardy and from Gabriola Island to Lund. Every Gulf Island and rural community outside the CRD has been included. Although Nanaino is considered a rural center, Salt Spring Island, Mayne Island, Pender Island, Port Renfrew, Shirley and Otter Point are considered urban.

In addition to I.C.E.T., programs such as the HST exclusion on rural cottages, BC Rural Dividend grant program and specific grant programs directed at Provincial rural communities have specifically excluded the three electoral areas of the Capital Regional District.

Community Futures, sponsored by the Federal Government have excluded the three electoral areas because they follow the Provincial classification.

In 2016, UBCM passed a resolution asking the Provincial Government to officially recognize and classify the three CRD electoral areas as rural communities. I would respectfully ask that your government include the Juan de Fuca , Salt Spring and Gulf Islands electoral areas in I.C.E.T. , include them in all rural programs and grant opportunities and inform the Federal Government of your re-classification so that they may receive the benefits of the Community Futures program.

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Daniela Gardea

Ministerial Assistant

Minister of Municipal Affairs and Housing and responsible for Translink

C: (778) 677-4304

E: daniela.gardea@gov.bc.ca

From: Gardea, Daniela MAH:EX

Sent: Wednesday, November 22, 2017 11:59 AM

To: Faganello, Tara MAH:EX

Cc: Ashbourne, Craig MAH:EX; Gedney, Vanessa R MAH:EX

Subject: RE: BN REQUEST: Urban (vs rural) designation for CRD communities

As I understand it from what I'm told, some communities in the CRD are classified as 'urban' instead of 'rural' and this prevents them from accessing grants that they could access if they were designated as rural?

We were told we will soon receive a letter from Mike Hicks.. requesting a change of designation of the electoral areas that he represents.

MLA Olsen also raised this point in a recent meeting with MSR, though he was referring to the

Southern Islands experiencing this issue.

--

Daniela Gardea

Ministerial Assistant

Minister of Municipal Affairs and Housing and responsible for Translink

C: (778) 677-4304

E: daniela.gardea@gov.bc.ca

From: Faganello, Tara MAH:EX

Sent: Wednesday, November 22, 2017 11:44 AM

To: Gardea, Daniela MAH:EX

Cc: Ashbourne, Craig MAH:EX; Gedney, Vanessa R MAH:EX

Subject: RE: BN REQUEST: Urban (vs rural) designation for CRD communities

Hi Daniela

Yes happy to put together a note, just need to clarify what is meant by "urban vs rural designation"? Is it related to the CRD dispute resolution process? or is it more being a municipality versus just part of a regional district?

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From: Gardea, Daniela MAH:EX

Sent: Wednesday, November 22, 2017 8:53 AM

To: Faganello, Tara MAH:EX

Cc: Ashbourne, Craig MAH:EX; Gedney, Vanessa R MAH:EX

Subject: BN REQUEST: Urban (vs rural) designation for CRD communities

Morning Tara!

Could we please get a briefing note on the issue of urban (vs rural) designation for communities in the CRD and potential/path/implications for switch to rural?

This is an issue that has been raised by both PJH and MLA Olsen.

Thank you!

--

Daniela Gardea

Ministerial Assistant to Minister of Municipal Affairs and Housing and responsible for Translink



BRIEFING NOTE FOR INFORMATION

Date: December 6, 2017

Prepared For: Honourable Selina Robinson, Minister of Municipal Affairs and Housing

Title: Rural Designation for Capital Regional District (CRD) Electoral Areas Communities

Issue: The three CRD Electoral Area Directors want access to provincial and federal programs

SUMMARY:

• The Province respects the unique rural character of the three electoral areas of the CRD.

• The provincial government has adapted the Rural Dividend Program (RDP) to reflect the unique situation of a rural area abutting the second largest metropolitan area in the province.

We encourage CRD rural directors to take advantage of current opportunities in the RDP.

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BACKGROUND:

The CRD directors for the Juan de Fuca, Salt Spring Island and Southern Gulf Islands Electoral Areas argue that they are missing out on benefits of provincial and federal programs directed at rural areas. This is a consequence of how the provincial government defines rural areas for the purpose of determining eligibility for programs directed at rural areas.

The directors request that government classify the CRD's three electoral areas as" rural" so that they may qualify and receive the benefits from Provincial and Federal Government programs that are directed at rural communities. Specifically they assert that the three electoral areas are excluded from the following three programs:

Island Coastal Economic Trust (I.C.E.T)

ICET was created by provincial legislation and was provided a significant endowment. The EA directors note it has contributed over \$50 million dollars to coastal communities from Lake Cowichan to Port Hardy and from Gabriola Island to Lund. Every Gulf Island and rural community outside the CRD has been included. Although Nanaimo is considered a rural center, Salt Spring Island, Mayne Island, Pender Island, Port Renfrew, Shirley and Otter Point are considered urban.

Rural Dividend Program

The goal of the provincial program is to support the social and economic development rural communities across British Columbia. Applications must demonstrate how the proposed project will support or assist in social and economic development of small communities. A small community is defined as community with a population of 25,000 or less, located outside the geographic boundaries of Metro Vancouver and the CRD.

The directors assert that communities within the Juan de Fuca Electoral Area, Salt Spring Island Electoral Area and the Southern Gulf Islands Electoral Areas should be eligible recipients of grants from the program.



Community Futures

This program is sponsored by the Federal Government. The EA directors assert that the federal government has excluded the three electoral areas because they follow the Provincial classification of urban and rural. This program supports societies which have been established to promote social and economic development. These Community Futures Societies can apply for funding from a variety of sources including the provincial RDP.

In 2016, the Union of British Columbia Municipalities passed a resolution asking the Provincial Government to officially recognize and classify the three CRD electoral areas as rural communities. The EA directors ask that the provincial government include the Juan de Fuca, Salt Spring and Gulf Islands electoral areas in Island Coastal Economic Trust (ICET) and include them in all rural programs and grant opportunities and inform the Federal Government of their classification so that they may receive the benefits of the Community Futures program.

DISCUSSION

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Rural Dividend Program

The program is managed by the Ministry of Forests, Lands and Natural Resources Operations (FLNRORD). The goal of the program is to assist small rural communities across British Columbia. Rural is defined as a community with a population of 25,000 or less, located outside the geographic boundaries of Metro Vancouver and the CRD. However an exception is made for communities within the Juan de Fuca Electoral Area, Salt Spring Island Electoral Area and the Southern Gulf Islands Electoral Areas. These are eligible to apply for funding (as defined on the CRD website – www.crd.bc.ca). The RDP has always provided an exception (as noted above) for the communities within the Juan de Fuca Electoral Area, Salt Spring Electoral Area and Southern Gulf Islands Electoral Area. In the first intake the applicants had to request an exception and in subsequent intakes the exception has been guaranteed. Over the three intakes to date the Program has funded multiple projects in the impacted areas.

Attachment one provides a list of projects approved for rural communities in the CRD.

FLNRORD is currently reviewing the RDP. This review will look at the definition, the 25,000 population limit and special rules for rural areas within the CRD and CRD regional districts.

Action: S. 13

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Island Coastal Economic Trust (ICET)

ICET was created by provincial legislation and is overseen by the Ministry of Jobs, Trade and Technology (JTT). The boundaries are established by provincial regulation. However, it has a high degree of autonomy over its operations. The Trust is focussed on developing rural communities on Vancouver Island. The CRD was excluded because of its metropolitan character and its having a more robust economy than the rest of the Island. The legislation makes it possible to change the boundaries of ICET by regulation.

In fact, the legislation requires that the Board review itself every five years. Since its inception there have been two such reviews. In each case there was no recommendation to the Province to change boundaries According to the executive director of the ICET board has been neutral on the question of boundaries.



Action: S. 13

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Community Futures

This is a federal program which promotes socio-eeconomic development across Canada. The program provides funds to societies. Note Societies created to access federal resources under this program umbrella are eligible for provincial Rural Dividend Grants as well.

Action: S.13

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Attachment: (1)

1. List of Grants Provided to CRD Rural Communities

PREPARED BY:

Gary Paget, Senior Advisor 778 698-3210 APPROVED BY:

Tara Faganello, Assistant Deputy Minister Local Government Division

Jacqueline Dawes, Deputy Minister

DATE APPROVED:

December 6, 2017

December 6, 2017



ATTACHMENT 1: List of Grants Provided to CRD Rural Communities

- 1. Port Renfrew Tourism Trail
 - Organization: CRD: Juan de Fuca Electoral Area Parks and Recreation
 - Funding Provided: \$10,000
 - Project Description: This project will include a feasibility study for Port Renfrew Tourism Trail.
 This trail will link the San Juan River Bridge to the Community Pier at Snuggery Cove, connecting tourists to local businesses.
- 2. Rural Accelerator
 - Organization: CRD: Salt Spring Island
 - Funding Provided: \$72,080
 - Project Description: This project will launch a structured program to support local businesses by offering training, mentoring, and access to capital.
- 3. Pacheedaht Campground Improvement and Expansion
 - Organization: Pacheedaht First Nation
 - Funding Provided: \$100,000
 - Project Description: The project is for improvement and additions to the Pacheedaht "North End"
 Campground to increase the service and experience offerings for customers.
- 4. Experience the Gulf Islands Concept Plan Implementation
 - Organization: Salt Spring Island Chamber of Commerce and Southern Gulf Islands Tourism Consortium
 - Funding Provided: \$10,000
 - Project Description: This project will support a previously developed tourism strategy by: (1) completing outreach/engagement; (2) developing an inter-island committee and committee coordination for the tourism initiative; (3) secure a formal endorsement of the tourism initiative; and (4) develop an application for a larger project for the Rural Dividend to implement the tourism initiative.
- 5. Building Pender Islands Economy Through Edu-Tourism
 - Organization: Southern Gulf Islands Community Resource Centre Society
 - Funding Provided: \$77,760
 - Project Description: Project will develop and implement an Edu-Tourism project on the Pender Islands. The project will include Youth and Seniors Advisory Councils.
- 6. Port Renfrew Tourism Trail Phase 1
 - Organization: CRD: Juan de Fuca Electoral Area Parks and Recreation
 - Funding Provided: \$89,194
 - Project Description: This project will fund Phase one construction of the Port Renfrew Tourism
 Trail project. The project will achieve an off-street trail route through the town of Port Renfrew,
 linking the Community Centre to Beach Camp, the waterfront and a range of tourism attractions
 and small businesses, with a clear focus on highlighting the recreation and scenic values of the
 community.
- 7. Salt Spring Island Farm Centre Program Development
 - Organization: Salt Spring Island Farmland Trust Society
 - Funding Provided: \$100,000



 Project Description: This project will support the development of the Salt Spring Island Farm Centre, which will provide future program and services to increase local food production, valueadded processing, food education, and consumption of locally grown foods. Project activities include the refinement of business and financial plans, marketing and training.



Nov 22, 2017

Honourable Selina Robinson Minister of Municipal Affairs and Housing

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Adam Olsen MLA Saanich North and the Islands

Dear Minister Robinson,

Thank you for meeting with me and my staff on November 2, 2017. I appreciate the opportunity to discuss certain issues facing Saanich North and the Islands. I write to you today as a follow-up to that meeting.

A major source of frustration for my constituents in the Southern Gulf Islands is the "urban" classification of the islands. The mandate of the Islands Trust is to preserve and protect the natural environment. The Gulf Islands are rural but they are, in some cases, classified as "urban" due to their membership in the Capital Regional District.

As you know, the populations on each of the islands are all quite small - Salt Spring has the largest population of just over 10,000. The island communities all require significant travel on the ferry system and much of the islands are without cell service or high-speed internet capability. Suffice to say that Ganges is more rural than Duncan, yet Duncan is considered a rural community while Ganges does not always have that classification.

This arbitrary distinction is having a profound impact on access to grant funds for communities in my riding. For example, my understanding is that because of their association with the CRD they are excluded from participating in the Island Coastal Economic Trust program and the federal Community Futures program - both of which are programs targeted to help rural communities, and could substantially help with needed infrastructure funding and economic programs in the Gulf Islands.

The distinction is also troubling for important services like the community libraries. For example, the Ministry of Education's Libraries Branch has refused the request of the Salt Spring Public Library Association to change their classification to rural in order to be able to better serve their community. On the other hand, Pender Island's community library is classified as rural.

The confusion around the classification is compounded by the rural-dividend program that Salt Spring and the Southern Gulf Islands have qualified for in the past. In this case, it appears an exception has been made despite their association with the CRD.

It is frustrating for gulf islanders that in some cases they are considered rural and in some cases they are not. I am not aware of a definition of "rural" in either the Local Government Act or the Community Charter, yet under the Interpretation Act of 1996, a 'rural area' is defined as "territory that is not in a municipality." The Salt Spring Island Electoral Area and the Southern Gulf Islands Electoral Area clearly fall into this definition.

Constituency Office

215 – 2506 Beacon Avenue Sidney, BC V8L 4T9 T 250-655-5600 F 250-655-7398 **Legislative Office**

Room 028 Parliament Buildings Victoria, BC V8V 1X4 T 250-387-8347 Adam.Olsen.MLA@leg.bc.ca

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In 2016, there was a unanimous motion at UBCM to support rural status for three CRD electoral areas: Juan de Fuca, Southern Gulf Islands, and Salt Spring. This issue has been discussed for a number of years now and I am asking your ministry to find a resolution at the earliest possible opportunity.

HÍ SW KE,

Adam Olsen

MLA for Saanich North and the Islands

Cc. Minister Bruce Ralston (Jobs, Trade and Technology)
Minister Donaldson, (Forest Lands Natural Resource Operations and Rural Development)
Wayne McIntyre, Electoral Area Director Salt Spring
Dave Howe, Electoral Area Director Southern Gulf Islands
Steve Price, Capital Regional District Chair
Peter Luckham, Islands Trust Chair
Elizabeth May, MP, Saanich Gulf Islands





February 21, 2018

Ref: 231875

Adam Olsen, MLA Saanich North and the Islands 215 – 2506 Beacon Ave Sidney BC V8L 4T9 Mike Hicks, Director Juan de Fuca Electoral Area Capital Regional District 3-7450 Butler Rd Sooke BC V9Z 1N1

Dear Mr. Olsen and Director Hicks:

I appreciate your concerns regarding your communities' access to the Rural Dividend, the Island Coastal Communities Economic Trust and Community Futures programs. I also appreciated the opportunity to hear your perspectives respecting how senior government grant programs may exclude your rural communities.

The Rural Dividend Program (RDP) is under the responsibility of my colleague, the Honourable Doug Donaldson, Minister of Forests, Lands, Natural Resources Operations and Rural Development. I am pleased that the RDP's goal is to assist small rural communities across British Columbia. Rural is defined as a community with a population of 25,000 or less, located outside the geographic boundaries of Metro Vancouver and the Capital Regional District (CRD). However, I understand that, following an initial request to the program, the RDP has consistently provided exceptions for the communities within the Juan de Fuca Electoral Area, Salt Spring Island Electoral Area and Southern Gulf Islands Electoral Area.

Over the three intakes to date, the RDP has funded multiple projects in these areas. I have enclosed a list of approved projects for rural areas of the CRD. I also understand that Minister Donaldson is currently reviewing the Program, and to ensure that he is aware of your views, I will share with him your correspondence and I also encourage you to connect with him directly.

The Island Coastal Communities Trust (ICET) is the responsibility of the Honorable Bruce Ralston, Minister of Jobs, Trade and Technology. The boundaries of the ICET are defined in legislation and regulation. Any changes would need to consider the views of the Trust Board and other stakeholders. I am pleased to bring your concerns to the attention of Minister Ralston.

.../2

Fax:

Location:

Community Futures is a federal program which promotes socio-economic development across Canada and provides funds to community societies. Please note that societies created to access federal resources under this program umbrella are eligible for provincial Rural Dividend grants as well. I will discuss this issue with Minister Ralston, and suggest that he consider your concerns as he engages with his federal counterpart. I will also send a copy of this letter to the Honourable Navdeep Bains, Minister of Innovation, Science and Economic Development, to ensure an appreciation for including small rural communities in any future programs.

Provincially, we will also ensure the consideration of small rural communities' eligibility in future grant programs. I look forward to working with both of you in the coming year.

Sincerely,

Selina Robinson

Minister

Enclosure

Honourable John Horgan, MLA Langford - Juan De Fuca

The Honourable Navdeep Bains Minister of Innovation, Science and Economic Development

Honourable Doug Donaldson Minister of Forests, Lands, Natural Resource Operations and Rural Development

Honourable Bruce Ralston
Minister of Jobs, Trade and Technology

List of Grants Provided to CRD Rural Communities

- 1. Port Renfrew Tourism Trail
 - Organization: Capital Regional District: Juan de Fuca Electoral Area Parks and Recreation
 - Funding Provided: \$10,000
 - Project Description: This project will include a feasibility study for Port Renfrew Tourism
 Trail. This trail will link the San Juan River Bridge to the Community Pier at Snuggery Cove,
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 - Project Description: This project will launch a structured program to support local businesses by offering training, mentoring, and access to capital.
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 - Organization: Pacheedaht First Nation
 - Funding Provided: \$100,000
 - Project Description: The project is for improvement and additions to the Pacheedaht "North End" Campground to increase the service and experience offerings for customers.
- 4. Experience the Gulf Islands Concept Plan Implementation
 - Organization: Salt Spring Island Chamber of Commerce & Southern Gulf Islands Tourism Consortium
 - Funding Provided: \$10,000
 - Project Description: This project will support a previously developed tourism strategy by:

 (1) completing outreach/engagement;
 (2) developing an inter-island committee and committee coordination for the tourism initiative;
 (3) secure a formal endorsement of the tourism initiative; and
 (4) develop an application for a larger project for the Rural Dividend to implement the tourism initiative.
- 5. Building Pender Islands Economy Through Edu-Tourism
 - Organization: Southern Gulf Islands Community Resource Centre Society
 - Funding Provided: \$77,760
 - Project Description: Project will develop and implement an Edu-Tourism project on the Pender Islands. The project will include Youth and Seniors Advisory Councils.
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 - Organization: Capital Regional District: Juan de Fuca Electoral Area Parks and Recreation
 - Funding Provided: \$89,194
 - Project Description: This project will fund Phase 1 construction of the Port Renfrew
 Tourism Trail project. The project will achieve an off-street trail route through the town of
 Port Renfrew, linking the Community Centre to Beach Camp, the waterfront and a range of
 tourism attractions and small businesses, with a clear focus on highlighting the recreation
 and scenic values of the community.

Mr. Olsen and Director Hicks Page 4

- 7. Salt Spring Island Farm Centre Program Development
 - Organization: Salt Spring Island Farmland Trust Society
 - Funding Provided: \$100,000
 - Project Description: This project will support the development of the Salt Spring Island
 Farm Centre, which will provide future program and services to increase local food
 production, value-added processing, food education, and consumption of locally grown
 foods. Project activities include the refinement of business and financial plans, marketing
 and training.