A Guide to Municipal Cooperation:

Succeeding in Regional Partnerships

MCDP

MUNICIPAL CAPACITY DEVELOPMENT PROGRAM

Developed by
Municipal Capacity Development Program
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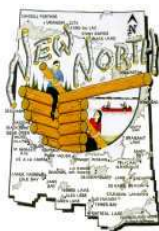
Executive Summary

The Municipal Capacity Development Program (MCDP) Guide to Municipal Cooperation (GMC) is a valuable resource for elected officials, engaged community members, First Nation and Métis community representatives, government officials, consultants, planners and other professionals who strive to implement and uphold sustainable practices.

The purpose of the guide is to provide municipalities with the information, resources and tools that they will need to begin or continue effective working relationships with other municipalities. The full-length guide provides a wealth of information on:

➢ beginning a collaborative process;
➢ structuring an intermunicipal working group; and,
➢ maintaining a cooperative relationship.

The document also contains templates to guide municipalities when writing agreements, memorandums of understanding, and questions to consider when beginning the process.

Content Overview

Building on related resources, the GMC provides information on, but not limited to, the following fundamentals of successful intermunicipal relations:

➢ Overcoming barriers to working collectively

➢ Stakeholder Identification and Group Formation

➢ Formal and Informal Group Development and Membership Responsibilities

➢ Communication Strategies

➢ Dispute Resolution Mechanisms

➢ Community Action and Regional Planning

➢ Developing Intermunicipal Agreements

➢ Budgets and Accounting

Overcoming Barriers to Working Collectively
While some of the barriers to working on a regional level will most often be overcome after a working relationship has been established and trust has been built in time, there are some ways to address these barriers at the onset of a partnership. This section provides some techniques to overcoming common barriers to working intermunicipally.

Stakeholder Identification and Group Formation
There is not a required set of people and/or organizations which must be included in a regional group. Each situation is unique and a process of stakeholder identification should be undertaken at the onset to ensure inclusivity. This section provides an overview of stakeholder characteristics and types of stakeholders to consider, the roles taken by certain stakeholders I.e. decision making vs. advisory, how to approach potential stakeholders and how to keep them engaged in the intermunicipal process.

Formal and Informal Group Development and Membership Responsibilities
Working groups can structure themselves through formal or informal arrangements. Formal arrangements are a technical or statutory approach to a working group while informal arrangements usually take form as handshake or verbal agreements and have no legal force. Depending on the situation, some groups can exercise both arrangement types. This section outlines the difference between formal and informal arrangements, provides examples of both types and details the procedural responsibilities associated with each form.

Communication Strategies
Communicating effectively with stakeholders, members of the intermunicipal group, and the community can decrease disputes, increase productivity and support, and strengthen intermunicipal cooperation. Communication is more than providing minutes of meetings. A communication strategy will help you to maintain a sufficient level of communication among group members and with key stakeholders. This section offers numerous tools and templates to assist working groups in developing communication strategies.

TIP:
Reaching each stakeholder may take different forms. Focus on each of the stakeholder groups or target audiences and the best way to provide information. Also use more than one communication tool to ensure each audience has received the message.

Dispute Resolution Mechanisms
Working groups without dispute resolution mechanisms in place tend to dissolve when their initial needs have been met, when tough decisions need to be made, or when they simply cannot agree. By having dispute resolutions in place, municipalities can stay connected as a group when issues arise. A number of conflict resolution tools for cooperating on a regional basis are outlined in this section including, but not limited to, techniques to prevent conflict when communicating with other members, establishing ground rules for group meetings and formal and alternative dispute resolution methods.

Community Action and Regional Planning
When a group of municipalities have come together with the understanding they want to work collaboratively to address various needs and take advantage of certain opportunities then they should create a plan to address their desires. Community Action Planning (CAP) is the process

by which the guiding members of an organization look to its future and develop the procedures and operations necessary to achieve that future. In this section the benefits of planning are discussed, and the action planning process and related implementation strategies are outlined.

The CAP process can often lead into or coordinate with a more formalized process such as the formation of a Planning District. A Planning District process requires that a district official community plan and local zoning bylaws be adopted by each council to ensure that the community and strategic planning processes becomes policy for each municipality involved. Information about formal planning methods is also provided in this section.

Developing Intermunicipal Agreements

An intermunicipal agreement is a written understanding between two or more municipalities. Usually, these agreements set out specific arrangements that state how the involved municipalities will share a particular service. Intermunicipal agreements allow municipalities to retain local autonomy while providing effective and efficient services. Included in this section are the benefits to developing intermunicipal agreements, a process to follow when creating comprehensive agreements, items to include in all agreements and various funding options to consider in any intermunicipal agreement.

Budgets and Accounting

The document concludes with a section on working group budgets and accounting procedures. Intermunicipal groups who begin to develop projects from their community action plans should create a timely, realistic and responsible budget. A budget provides evidence of need and value to respective councils when determining the amount they can contribute to the process. A budget will also assist the group to remain accountable for the money spent to achieve the necessary outputs.

<div style="background-color:green;color:white;">Conclusion</div>

Intermunicipal and regional cooperation is one of the most effective ways for municipalities to succeed. The GMC provides municipalities with the tools to work together regionally to:

➢ **Share knowledge.**
➢ **Enhance service delivery.**
➢ **Focus on building a strong region.**
➢ **Effectively plan for growth.**
➢ **Practise consistent planning.**
➢ **Increase the quality of life in the area.**
➢ **Share the risk, control and benefits of development initiatives.**
➢ **Ensure consistency.**

We hope that the full-length document serves as a useful resource in building effective and long-term intermunicipal cooperation across the province.

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DISCLAIMER: This document was created for the purpose of educating and assisting Saskatchewan intermunicipal working groups. It is not intended for profit. Do not use without permission.

1.0 Introduction

1.1 Preamble

Intermunicipal cooperation is an important way for municipalities to deliver effective and efficient services.   This document provides a wealth of information ranging from how to begin the process, how to structure a working group, to maintaining a cooperative relationship. The document also contains templates to guide municipalities when writing agreements, memorandums of understanding, and questions to consider when beginning the process. We hope that this document will provide municipalities with the information resources and tools that they need to begin and/or continue effective working relationships with other municipalities.

1.2 Overview

The purpose of this document is to provide municipalities with practical information about intermunicipal cooperation whether it is formally or informally arranged. This document is meant only to guide municipalities working collectively and is in no way a regulatory document.

The document will provide information on the following:

- Intermunicipal Cooperation

- Working With Your Neighbours

- Stakeholder Identification

- Developing an Intermunicipal Working Group

- Community Action Planning/ Strategic Planning

- Budgets and Accounting

- Cost Sharing

- Agreements

- Memorandums of Understanding

We hope that this document serves as a useful resource in building effective and long-term intermunicipal and regional cooperation across the province.

2.0   Intermunicipal Cooperation

2.1   What does it mean?

Intermunicipal Cooperation is an effective way for municipalities to tackle issues of mutual concern and issues that cross jurisdictional boundaries. Local priorities dealing with sustainable development, economic development, utilities, or the delivery of services can easily be resolved through regional action. Intermunicipal cooperation also creates opportunities that individual municipalities could not normally achieve.   This collective approach is exemplified by cost sharing agreements, regional recreational committees, joint by law enforcement officers and even regional planning. It is important to remember that intermunicipal cooperation is not the process of integrating municipalities but is an agreement to work together to create area wide opportunities.

2.2   Benefits

Regional partnerships are an excellent means for municipal success; in good form they increase the quality of economic, political, social and environmental aspects of life.

Intermunicipal Cooperation allows municipalities to:

> **Share their knowledge.** All communities experience different levels of growth and development and can benefit from the assets and knowledge of one another. i.e.) Relationships with particular developers or government organizations, successful grant proposals, etc.

> **Enhance service delivery.** Per-unit costs of delivering services decreases when a larger group is using the service. Intermunicipal cooperation can help to lower these costs by achieving economies of scale and allowing for the delivery of more efficient or enhanced utilities, municipal services, and professional services by using existing resources more effectively. i.e.) Joint Economic Development Officer, Joint Building Inspector, Shared Planner, Sharing of Equipment, Sharing of utilities or faculties, etc.

> **Focus on building a strong region.** Economic and social challenges are increasingly becoming regional, rather than local, issues. Instead of trying only to attract jobs and people on a municipal level, focus on a regional approach that secures regional investment, growth and prosperity by building on the opportunities, services and assets of your municipality as well as your neighbouring areas. Joint initiatives, servicing and infrastructure allows municipalities to reduce certain costs, provide better leverage of

grant approvals and security to engage in numerous initiatives they might not be able to undertake alone..   i.e.) Tourist attractions, health, schools, recreational services, business etc.

- ➤ **Plan for growth.** Population, demographics, and economics are continuously changing, which creates numerous challenges for municipalities to provide different services and new infrastructure. Cooperative approaches can allow municipalities to develop these services and pay for infrastructure they would otherwise be unable to provide.

- ➤ **Consistent Planning.** Consistent land use policies and zoning bylaws reduce complexities and risk for developers seeking to invest in your region. Common policies for business sectors (oil & gas, agribusiness or residential development, etc) provide a more attractive region where companies know they can invest and have common standards.

- ➤ **Increase the quality of life.** Intermunicipal cooperation pools solutions and resources to resolve local issues, solve area wide problems and collectively meet the needs of citizens in the region increase morale and that communities are facing- enabling communities to better understand the problems they and their neighbors are facing and develop collective solutions. It allows for the spread of innovative ideas and expands service choices.

- ➤ **Strengthen.** Sharing of risk, control and benefits. Regional partnerships decrease the risk that a municipality would have when working on its own. The cost reduction in shared services allows for more funding in other parts that are lacking. Responsibility is equally distributed for regional issues allowing for better governance at an individual municipal level. Overall, it creates a more efficient, effective and innovative municipality.

- ➤ **Ensure consistency.** Intermunicipal cooperation ensures that wasteful reproduction of services does not occur. It distributes the cost of regional services and improves the situation of the region as a whole while increasing the quantity and quality of services.

2.3   Opportunity

In the first stage of cooperation prospective municipal partners meet (e.g. through a joint council meeting or another similar forum) to determine if there is support for the idea of working together. Usually, the parties will come together to discuss a particular opportunity

that they have identified as suitable for pursuing through a shared working venture such as a planning district, district development appeals board or recreation committee. In some cases, however, the parties may not have identified a particular opportunity and will arrange to meet to hold a visioning session or other similar discussion forums to identify possible partnering opportunities that they could explore together. In these situations, a municipal council will often meet prior to the intermunicipal or regional discussion, to determine what items they feel are in their interest to address when discussing a regional partnership. An agreement outlining how the municipalities will proceed in developing a particular partnership around a specific or a set of opportunities is important during the initial stages to provide context and stability to further discussions.

2.4   Ways to cooperate

There are numerous ways that municipalities can work together. Municipalities may work together on a specific issue, such as transportation, infrastructure or environmental protection, while others may work together for a combination of different purposes.

Below is a list of potential regional opportunities for cooperating municipalities. This list reflects some of the most pressing issues facing municipalities in our province today.

- Water treatment, transmission and distribution
- Sanitary sewage collection, transmission and treatment
- Storm water management
- Solid waste management
- Garbage collection and or recycling
- Land use planning
- Road maintenance
- Infrastructure management
- Bylaw enforcement
- Administrations/ governance
- Policing
- Fire and emergency services
- Recreation
- Economic development
- Property assessment
- Affordable and seniors housing
- Permits, inspections, etc
- High speed data transmission

This list is in no way inclusive. Depending on the group and their objectives, cooperation can take many different forms and tackle any variety of issues that both Councils wish to address.

2.5   Overcoming Barriers to Intermunicipal Cooperation

Impediments to cooperation on an intermunicipal or regional level are typically caused by a weakness in the existing relationship or a lack of communication. As the intermunicipal relationships grow many of the barriers melt away. It is important to recognize these barriers at the beginning of a process so that you can build upon each of your strengths and address the following issues:

> **Lack of trust**. Trustful relationships are essential when collaborating with other municipalities, but historical conflicts may cloud current conversations. There is always some fear on both sides of the table that a municipality may be taken advantage of by the other, but it is important to recognize that this is a mutual concern. Trust is built over time; however, ensuring that agreements are entered into and negotiations are open and honest are the best ways of ensuring you are treated in the same manner.

> **Fear of losing authority.** It is common for a municipality to fear a loss of control on issues at the regional level.   It is important to remember that the majority of regional and intermunicipal initiatives are advisory in nature and council retains the authority to make decisions. Where that authority is transferred there is always an opportunity to regain authority if the process is not working for your municipality.

> **Fear of losing identity.** Municipalities tend to think that by working at a regional level, a municipality's uniqueness and identity is lost.

> **Fear of the unknown.** Fear of not knowing is always a barrier to overcome.

> **Who will benefit?** There tends to be a notion that larger and/or urban municipalities will benefit over the rest. It is important to remember that when your municipality is involved in a regional initiative you should come to the table ready to address your concerns as well any larger neighbours. This is a partnership and a lasting relationship must be built on a measure of equality.

Methods to overcoming barriers

While some of the barriers to working on a regional level will likely only be overcome after a working relationship has been established and trust has been built in time, there are some ways to address these barriers at the onset of a partnership.   Some techniques to overcoming common barriers to intermunicipal cooperation include:

- ➤ **Confrontation.** The easiest and most efficient way to negate these barriers is to acknowledge them in the beginning stages of working together. Discussing fears/concerns and thoughts on the process can assist each stakeholder to better understand and be aware of the situation as it is experienced by the others. This provides ample opportunity to begin the working relationship by discussing and putting into practise mechanisms to deal with these barriers as a group.

- ➤ **Direct your energy.** Direct energy away from fear and conduct it towards solving joint problems and possible opportunities. After addressing your initial concerns with the group, decide that in the best interest of moving your regional partnership forward that you spend your time around the table finding innovative and feasible solutions to your joint issues. Know that once a plan has been established there will be new issues which arise that you will also have to deal with as a group in order to ensure that you are successful in your venture. There is always time to review the course of action with your Council, community members and other stakeholders and to change your mind.

- ➤ **Establish clear expectations.** Be sure that throughout the process you are clear with the group about your expectations. Doing so allows the group to take these into consideration when planning, fosters trusting working relationships, and ensures that the time you spend around the table (and the time spent by others) is not viewed as wasted time. A good strategy to assist with this is to ask a roundtable question or two about meeting and process expectations at the beginning of each meeting.

- ➤ **Be clear on decision-making authority.** Establish early on in your working relationship where decision-making authority lies.

2.6   Decision-making Authority

Ask: Who has the authority?

According to Section 5 of the *Municipalities Act,* municipalities are required to take action through its council. Although anyone can participate on a regional committee, elected officials (for each municipality) are the authorities required to make decisions. Before a municipality may enter into an agreement, council must approve the municipality's involvement and the agreement itself.

Ask: What are we allowed to do?

Intermunicipal cooperation typically involves joint decision-making. It is up to the municipalities that are involved to determine how they will structure themselves, what their objectives are and what steps will be taken to achieve goals. It is important to understand that stakeholders who have entered a cooperative agreement can only carry out functions established in and pertain to the agreement.

Agree on a way/ways in which your group will gather information and make decisions.

Some useful decision-making techniques include:

1) Brainstorming – Write the ideas down.

   I)   Free Writing – can either be a group or an individual exercise. Be clear about the topic and decide on an amount of time that you will brainstorm. Record all of your ideas around a particular issue that come to mind. Don't worry about style. When your time is up review what has been written, expand on and refine to better articulate your ideas.

   II)   Listing/Bulleting – break your issue/goal into key components and list in bullet form any related ideas that come to mind. If your issue is not clearly defined then you will likely have two topics to brainstorm -1) why is _____ an issue; and, 2) how can we address the _____ issue.

   III)   Three Perspectives- this technique involves answering the following questions and then working with your group to identify inconsistencies and commonalities in the responses.

          a) Description: Describe your issue in detail. What is the issue? What are its components? How is this issue the same as and different from related issues experienced in other areas?

          b) History: What is the history of the issue? Has the issue changed over time? How has it changed? What has caused it to change?

          c) Impacts: What other issues are your issue linked to? What is your issue influenced by (environment, regulations, habits)? How is it influenced by those things? Does your issue impact any other areas? How? Who has a stake in your? How? What resources can you draw on to understand and address this issue?

2) Prioritization- Rank items in accordance to commonly perceived importance.

3) Pros and Cons- Note the pros and cons of a particular idea and provide a visual/example.

4) Informal poll –Vote for decisions.

Source: The Writing Center, University of North Carolina at Chapel Hill.
http://www.unc.edu/depts/wcweb/handouts/brainstorming.html

3.0   Getting Started

Before approaching your neighbours, it is important for you to be prepared, know what to expect from the process and to establish what your purposes are for working regionally. Working through the points below will help you be better equipped when establishing any type of intermunicipal initiative.

3.1   Identify your neighbours

It is important to be aware of your municipality and the area that surrounds it. Geographically, who could be part of the intermunicipal initiative? How large could the initiative be? What area would it cover?

3.2   Expectations for working regionally

It is extremely important to identify what expectations there are for working regionally. Identify the possible areas and/or issues where you and your neighbours could collaborate efforts.

Here are a few questions to consider:

> a)   *What would you like to see from a regional partnership? Outcomes?*
> b)   *What are some issues that you think could be better solved in your area by working with other municipalities?*
> c)   *What are some services that could be shared with other municipalities?*

3.3   Research!

Pull together some background information and try to identify which municipalities in the potential working area are or have worked together in the past. Have these initiatives been successful and, if so, in what ways? If not, how could they have been improved?

3.4   Time Commitment

It is important to take into consideration the time that will be needed to work as a region. Make sure that you are able to commit enough time to properly lead this initiative. If you know that you will be too busy to attend meetings and/or to do follow-up work during the next few weeks then it would be best to wait until you can make more of a time commitment to get the initiative underway. If your issues are time sensitive then you may want to share the responsibility with another municipal representative to get the ball rolling.

3.5   <u>Effort</u>

It takes effort to accomplish anything valuable. Cooperating with your neighbors will involve effort from all parties involved. Remind yourself and others throughout the process that results do not happen overnight so it is important to be patient.

4.0   Stakeholder Identification

Once an issue has been raised, a commitment to look at regional solutions has been made and everyone's expectations have been outlined, it is time to decide who the relevant stakeholders to bring to the table are.

4.1   How to identify stakeholders?

There is not a set list of people or organizations that should be included or invited to participate in every regional group. All groups are unique and a new process of stakeholder identification should be undertaken when they are formed and each time they work to address a particular issue. To identify which stakeholders would be beneficial there are a couple of factors that need to be considered.

- *What are you working on? (I.e. planning, services, recreation, utilities, etc.)*

- *Why are you working on it regionally? (i.e. cost saving, reducing duplication, relationship building, accessing funding, pooling experience, etc.)*

- *Who can help you achieve your goal or objective in the region?*

- *Who will benefit from being a part of the group?*

- *Who will be affected by the decisions made by this partnership?*

- *Who will impact or influence how and what decisions are made?*

- *Who can provide the necessary resources and knowledge to address the regional issues?*
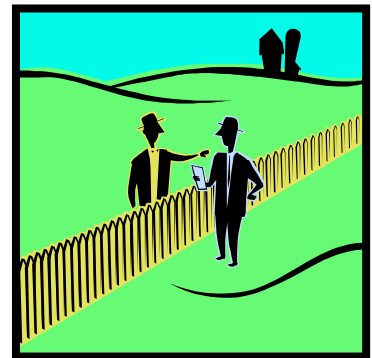
Each municipality is unique and so is the intermunicipal group. They may be facing some of the same issues or have dealt with issues that are similar, but taken a different approach to resolving them. Including a range of municipalities will broaden the knowledge base and increase the potential for improved intermunicipal cooperation.

The following characteristics can assist in determining the initial municipal stakeholders that may benefit, influence, or be affected by the process.

➢ *Geographical location* –What are the Standard Geographical Classification Boundaries for the area? (I.e. Statistics Canada - Census subdivision, Census division, Census Agglomeration and Economic Region, etc.)

➢ *Physical attributes (Environmental)* – What environmental features or landscapes create natural boundaries or groupings of municipalities. For example rivers, lakes, forest, coulees or other topography.

➢ *Service Districts (Organizational)* – What are the organizational boundaries in the area? (I.e. Health District, School Divisions, Enterprise Regions, etc.)

➢ *Commuter Sheds* – What are the commuting patterns in the area? Which communities do citizens regularly commute to and commute from to meet their needs?

➢ *Social* – Which communities have facilities that are frequented by your current residents? Which communities have residents that frequent your facilities?

➢ *Economic* – Which municipalities share similar or complimentary industries? I.e. one community is agriculture based while another is implement dealer based.

➢ *Political* – Where are the municipal boundaries? Where are you in relation to different provincial and federal jurisdictions (Reserve Lands)?

4.2   Types of Stakeholders

When establishing which stakeholders should be approached to participate, keep in mind that there is a wide variety of stakeholders that you can look to include in the process. Some of the most notable and knowledgeable in municipal issues include:

- Elected officials – Mayors, Reeves, and Councillors
- Municipal staff – Administrator, Department Directors, Planners, Engineers
- Regulatory Bodies or agencies (Saskatchewan Watershed Authority, etc)
- Advisory Bodies (District Planning Commissions, community groups, etc)
- Provincial and Federal Ministries
- Community Organizations – Chamber of Commerce
- Service District representatives – Health, School, Enterprise Regions
- First Nations representatives
- Community Members/Public Members
- Institutions – Colleges, Universities, SIAST

4.3   The Role of the Stakeholder

Decision-making vs. Advisory

Stakeholders can take on different roles within an intermunicipal group. Decision-making stakeholders are those who have the opportunity to be involved in each meeting and have input into the decisions made throughout the process. Decision-making stakeholders are the people who will influence, be affected by or benefit from the actions that take place. For example, if the intermunicipal group were to discuss upgrading a highway in the region, the communities that are along the highway would more than likely be included in making decisions related to the project scope and its anticipated outcomes.

Knowledge based or advisory stakeholders become involved when information, experience or advice from a regulatory body is needed to complete certain work being undertaken by the group. Community organizations, provincial agencies and other community groups may take on an advisory role by providing support, advice and information on the related topic(s) they are most knowledgeable about. For example, The Ministry of Environment may be involved an environmental study being undertaken for a forestry management plan or providing standards for a regional landfill, but not be a part of making the decision to have a regional landfill.

4.4   How to approach identified stakeholders?

There are many ways to approach a neighbouring municipality, organization or group to become a potential stakeholder.

A written letter signed by the highest official of the municipality is the most formal way of approaching a potential stakeholder. This method can be used when approaching a municipality with which you may not already have an existing relationship, organizations, institutions and/or formal regulatory and advisory bodies. A formal letter also provides a record of the invitation and written clarification of the scope of the request for you and the stakeholder invited into the process.

For a potential stakeholder with whom you may already have an existing relationship a more direct approach can be taken. A phone call, a quick briefing at an upcoming meeting or an email can all be considered direct and informal methods of approaching potential stakeholders. This approach can also be taken as a follow up to a formal letter of invitation.

Whether you choose the formal or informal route of invitation, the message provided to potential stakeholders should be clearly outlined. If the request is for an advisory stakeholder, i.e. Ministry of Environment, the role of the stakeholder within the working group and the benefits from their assistance should be outlined. If you are unsure as to what their role in the process might be then simply outline the issue you will be addressing, state why you have chosen to invite them to the table and request their input.

When you are extending the invitation to participate to a neighbouring municipality be sure to state your intentions, expectations for the initiative and outline the benefits that they may receive from the partnership. Many municipal representatives are very busy and have little time for extra projects; by explaining the benefits of the partnership you provide them with the information that they need to make an informed decision about whether it is currently feasible and in their best interest to participate. It is also a good practice to provide all available information regarding anticipated costs and time commitments when approaching municipalities as it is better for them to decline the invitation at the onset than to have them to withdraw their involvement part of the way through the process. The group will lose some momentum if members begin to withdraw and the potential for future intermunicipal partnerships may be lessened.

When approaching community organizations or community members a combination of the two above approaches may be taken. Be transparent and explain the project(s) thoroughly, outline the value of their involvement, the benefit they could receive from participating, the role(s) they can play and the expected time commitment involved. Community members and organizations need to know that they are integral contributors to the group and that they add value to the process in order to feel ownership and pride in the working relationship.

Whichever method you chose to approach potential stakeholders ensure that you are straightforward at the onset with related expectations, involvement and commitment. Relationships will start out strong and last if stakeholders are kept aware of the circumstances and continue to gain value from the process.

Make a good impression at the start

Intermunicipal groups who build a strong relationship at the start are more likely to succeed. Make sure to include as many relevant stakeholders in the process as you can right from the beginning. Having everyone around the table at the start will allow for more effective decision-making and make everyone feel included in the process. Schedule the first meeting at a time when all stakeholders can attend. Some stakeholders may feel excluded if you schedule a meeting during a time when they cannot attend. Creating a structure and an open line of communication right away will help build a solid foundation for the group to grow from. (See **Section 3.0 - *Developing an Intermunicipal Working Group*** for communication strategies and working group structure)

Be Inclusive

In the spirit of inclusivity, keep an open door policy for potential future stakeholders. This is a good policy to keep as you may have a group, organization or municipality that does not initially see the value in participating but later would like to be involved in the process or you may realize that a certain group, organization or municipality that should have been included were overlooked. It is also important to remember that projects and regional issues will change over time and likely so will the stakeholders who are involved in the process. Openly allow the

apprehensive stakeholders to monitor the successes of the group, doing so will likely reduce their concerns related to regional partnerships and will make them more apt to participate in the future.

Another side to being inclusive is within the decision-making process. Participants will feel a stronger sense of connection, accountability and ownership for the work that is being accomplished if they are allowed to share their ideas with the group and if these ideas are positively received. Each stakeholder is unique and can bring a different perspective on a situation to the table. Allowing them to weigh in will provide you with more options to choose from and improve the commitment to the process and decisions that are made.

Stakeholders are the backbone of an intermunicipal group. Spending the time to properly identify, approach and include these people and organizations will build a strong foundation for cooperation to develop and mature in the future.

5.0   Developing an Intermunicipal Working Group

5.1   Broad Issue and Opportunity Identification

Once you have identified the stakeholders, a group discussion should take place on the reasons why each stakeholder has agreed to participate in the process; each participant has an agenda of their own that they would like to address by being a part of the larger group. At this point it is important that all of the issues and concerns of each stakeholder are expressed and that the information is used to identify some common themes among the group.

Identifying these broad issues will make everyone aware of each other's situations as well as lay the groundwork for the development of the vision and mission and goals of the group. The issue identification will become the starting point for the group to take advantage of opportunities to better the region.

Issue and opportunity identification can also be referred to as a needs assessment. A needs assessment can be done informally through a roundtable discussion or more formally through a Council and/or community survey or checklist of municipal issues.

5.2   Identifying your Vision, Mission, Values and Goals

To operate smoothly each intermunicipal group should have a vision for the future, a mission to accomplish, and values to guide them in fulfilling their mission.

> *"Mission, vision and value statements are fundamental to strategic planning and good management. Thus, reviewing major decisions against these yardsticks is a powerful governance tool. Further… it allows [individuals] to truly understand the objectives of the [group in order] to make everyday [cooperative] decisions that are consistent, and to buy-in on new directions. The [group] is able to evolve without experiencing chaos because its overall direction and intent are clear" (Plant, 2008, p. 32)*

Vision Statement

A vision guides the direction of the intermunicipal group and answers the question "what will the future look like?" The vision should include both an internal description of how the intermunicipal group would be if it were operating at its best and an external component which describes how the world outside of the group would be improved if the group were to accomplish its mission.

Mission Statement

A mission describes what services the intermunicipal group provides, the reasons for providing those services and for who the services are targeted. Essentially, a good mission statement should answer three questions:

1) *What are you doing as a group?*
2) *Why are you doing it?*
3) *For whom are you doing it?*

Value Statements

Values will guide the manner in which an intermunicipal group carries out their operations. It will be the core foundation behind the behaviour the group will use when working with each other and the people they serve. When writing the intermunicipal group values make sure describe how the values will be used to achieve the vision and mission.

A vision, mission and value statement reflects the personality of the intermunicipal group as a whole. They should encompass a unified view not the visions, mission and values of one individual stakeholder.

Some examples include:

3   *Faithful:* We will carry out our mission according to faith based principles.

4   *Professionalism:* We will carry out our mission with respect and due diligence.

5   *Unification:* The group is dedicated to working together as a whole towards common goals. The group believes that the pursuit for common interests will create a stronger voice and better opportunities for the area.

6   *Tolerance:* The group is committed to be tolerant of each other, to one another's ideas and opinions and to change. The group will work to promote tolerance of newcomers and of diversity of culture and ethnicity.

Goal Development

Goals turn your issues and opportunities into something achievable and attainable. Goals as defined here should clearly define an overarching objective of your group rather than the specific actions to achieve that objective. By creating broad goals, the group can avoid creating a narrow path of achievement to reach the goal. For example, if the group would like to see more efficient services in the area then the goal could be to increase the efficiency of services provided to communities in the region. If you were to make the goal to create a regional wastewater treatment plant then you would increase the efficiencies of some services but not look at the full potential of the all services provided. Goals need to be:

- Realistic;
- Aligned with the vision and mission statements; and
- Set out for both the short-term and long-term.

Goals will keep the group focused on addressing the issues and will work to build corresponding opportunities.

5.3   Role Identification

It is important to identify the various commitments that are involved with cooperating on an interjurisdictional basis. What will the group and each member be responsible for throughout the process? This section will help you determine and understand your role in an intermunicipal working group.

➢ **Attend Meetings.** The time commitment from the designated member(s) should be clearly stated. For example, approximately 3 hours a month plus the monthly meeting. It is also the group's responsibility to decide how their meetings will be structured i.e. dates, times, agenda, location, frequency etc.

➢ **Representation.**   Each group member will be representing their Council and municipality on issues related to Intermunicipal cooperation.   Are designates representing any other groups or organizations? If so, which ones and what is their role at the table with respect to those groups or organizations?

➢ **Reporting.** Determine if group members will be responsible to report back to their Council and/or organization after each meeting and whether they will be required to report to the larger group after each Council/group/organization meeting.

➢ **Homework.**   Group members will likely need to complete action items between meetings or designate someone to complete the action item(s) for them. The group members will be responsible for carrying out the initiative (e.g. a regional plan).

➢ **Hosting.**   The group should determine where the meetings will be held and, if applicable, create a 'hosting' schedule i.e. on a rotating basis.

➢ **Address Issues at a Regional Level.** Stakeholders will be responsible to bring local issues and concerns to the table and then work collectively to define related regional issues and intermunicipal solutions.

➢ **Observe and Analyze.** Every municipality will be at a different stage in dealing with specific issues and so it is important to identify what work each municipality has done to address these issues in order to properly define roles and give the group direction in their initiatives. *(See Appendix A - Gauging Intermunicipal Cooperation)*

➢ **Communicate.** It is the group's responsibility to communicate and interact with each other when needed. Communication does not always need to be at meetings, groups can also communicate via email or telephone.

➢ **Cooperate.** Intermunicipal cooperation involves numerous stakeholders and so it is important to participate, be open to all suggestions and ideas, and be fair in decision-making.

➢ **Equal Leadership.** It is important to maintain equality and to ensure that everyone has an equal opportunity to participate in discussions and provide input in decision-making.

➢ **Budgeting and Funding.** It is the group's responsibility to look after costs at the regional level. They should have an organized structure and internally delegate who will be responsible for budgeting and all other accounting purposes.

5.4   Communication Strategy

Communicating effectively with stakeholders, members of the intermunicipal group, and the community can decrease disputes, increase productivity and support, and strengthen intermunicipal cooperation. A communication strategy will help you to maintain a sufficient level of communication among group members and with key stakeholders. Some important questions to ask when developing a strategy are:

➢ **Purpose** - *Why are you providing the information?*

➢ **Objectives** - *What are you trying to accomplish by providing the information?*

➢ **Audience** - *Whom do you want to provide this information to?*

➢ **Message** - *What information do you want to provide to the audience?*

➢ **Medium or Tool** - *Which form of communication will be used and how will it be used?*

A communication schedule *(see Appendix B – Communication Schedule)* will allow you to monitor all the details of the communication plan.

Little or no communication with your audience can cause members to be misinformed or feel excluded from the process. Too much communication can create an overload of information and may cause important messages to be disregarded. To keep the messages direct and communication meaningful, the group should decide on the purpose and objectives for providing information to the group.

Some intermunicipal groups may have a large diverse audience that needs to be communicated with including municipalities, organizations, associations, and the public. It may be difficult to

ensure that each stakeholder has received the information relevant to them. A stakeholder map is a good way to keep track of your intended audiences and how you plan to reach each of them throughout the process *(see Appendix C – Stakeholder Map)*. Not only can you ensure that the right messages are getting to the right people but a stakeholder map allows you to monitor the effectiveness of the communication strategy itself. If, for example, you are communicating the groups achievements to community members via signage at the Town office but no one in the community seems aware the groups' accomplishments when asked at a Town meeting then you can safely say that your communication strategy needs to be updated and improved.

Communication is more than providing minutes of meetings. Reaching each stakeholder may take a different form. Focus on each of the stakeholder groups or target audiences and the best way to provide information. In addition, use more than one communication tool to ensure each audience has received the message.

Some ideas for communication tools include:

- Meeting Minutes
- Newsletters
- Newspaper articles
- Flyers
- Radio announcements
- Community meetings
- Brochures
- Annual reports

Be creative in the communication tools used but remember to keep the message direct and targeted to the specific audience.

Communication is the key success to any relationship. Direct, targeted and detailed communication will build strong relationships in an Intermunicipal partnership.

5.5   Dispute Resolution

Conflict is a disagreement through which the parties involved perceive a threat to their needs, interests or concerns. Working groups without dispute resolution mechanisms in place tend to dissolve when their initial needs have been met, when tough decisions need to be made, or when they simply cannot agree. By having dispute resolutions in place, municipalities can stay connected as a group when issues arise. There are numerous conflict resolution tools that should be considered when cooperating on a regional basis.

I) Set the Stage at the Beginning of the Intermunicipal Initiative

➢ **Identify Roles.** Identify the roles of the group at the very beginning so that each stakeholder is aware of what their purpose is and what is involved in being part of an intermunicipal working group.

➢ **Have a Facilitator.** Whether you decide to bring in an outsider to facilitate, designate rotating facilitators or agree to a regular Chair/Co-Chairs, it is important to ensure that all stakeholders have an equal opportunity to participate and that the meeting is organized in order to avoid confusion and to keep the momentum.

➢ **Maintain Equality.** Remember that, regardless of size or tax base, each participating municipality is equal and should have the opportunity to play an equal role in the group.

II) Techniques to Prevent Conflict When Communicating with Other Members

1. *Know Oneself!* Manage your emotions and know how to handle yourself.

2. *Communicate:*   Effective Listening & Effective Speaking.

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Tips for Effective Speaking:
Know your material
Know the audience
Know the room
Start with a bang!
Do NOT read a speech word for word!!!
Tone, Inflection, Volume and Pace
Avoid fillers
Use visual aids to add to your presentation
Use personal examples where appropriate
Close on your time and on a high note!

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Tips for Effective Listening
Concentrate
Send the nonverbal message that you are listening (eye contact, questions, reiterate key points)
Avoid Presumptions and avoid getting defensive
Encourage
Apply Emotional Intelligence (dealing with emotional responses to conflict)
Practice Paraphrasing
Ask Questions!

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3. *Give and Receive Productive Feedback:*   Do not criticize; ensure your comments can help to improve the situation.

4. *Co-operate and Negotiate Fairly.*

5. *Map Conflicts & Develop Options:* As a group, decide on a method for devising solutions to your current issues.

6. *Use the Win-Win approach:*   Solve issues as partners and not as opponents.

7. *Creative Problem Solving:* Change problems into opportunities. Rather than seeing the negative side of the issue, see what opportunities can arise from addressing the issue as a region.

   source: http://www.crnhq.org/pages.php?pID=12#skill_2
   source: http://www.ohrd.wisc.edu/onlinetraining/resolution/step1.htm

III) Ground Rules

Establish ground rules for your group meetings. As a group, determine ahead of time what actions will not be tolerated if you are to work effectively as a group. These ground rules can be updated as new issues arise. Some examples of ground rules include:

> ➢ **Respect.** Verbal or physical abuse is not allowed. No sexist, ageist, or racist language or behaviour.

> ➢ **Space.** People deserve the time and space to say what they mean to, that means no interrupting or monopolizing attention.

> ➢ **Care.** Do your best to be sensitive and meet the needs of the other members of the group.

> ➢ **Confidentiality.** Personal information shared with the group, stays with the group.

IV) Dispute Resolution Methods

If a working group enters into an agreement (i.e. Memorandum of Understanding, Administration Sharing Agreement, or adopts a Regional Plan, Regional Land Use Bylaw, etc.) it is important to agree upon a method(s) of dispute resolution. It is a good practise to include this information within any written agreement. The policy/provision should include:

- Definition of dispute: i.e. public policy disputes regarding a municipal decision or policy; disputes about policy implementation or municipal administration/group administration; organizational conflict; contractual disputes, etc.

- Initiation of a dispute resolution process.

- Limitation of dispute resolution; i.e. what will and won't be covered/ what will and can't legally be covered by this process.

- Resolution mechanisms/methods (when will negotiation, mediation, collaborative law or arbitration be used) – i.e. Liaison committee review and process, administration review and process, mediation by Saskatchewan municipal board, etc.

- Time limitations – i.e. what is a reasonable length of time to resolve a dispute.

Formal Dispute Resolution Models

➤ **Negotiation.** Negotiation is a method of resolving conflicts that arise. Outcomes should satisfy various interests from the stakeholders involved, but participation is voluntary and there is no third party to facilitate or impose a resolution process.

➤ **Mediation.** In mediation, a third party is involved, a mediator, who facilitates the resolution process and may even suggest a resolution.

➤ **Collaborative law.** In this model, each party has an attorney who facilitates the resolution process within specifically contracted terms. The parties reach agreement with support of the attorneys (who are trained in the process) and mutually agreed experts. No one imposes a resolution on the parties. However, the process is a formalized process that is part of the litigation and court system.

➤ **Arbitration.** Participation is typically voluntary. Simply put, the process uses a third party who imposes a resolution. Non-binding arbitration is used to see where the two parties would end up if a neutral party were to issue a decision, but commonly it is used to issue a binding resolution to end a prolonged dispute.

Other Forms of Alternative Dispute Resolutions

➤ **Case Evaluation.** A non-binding process in which parties present the facts and the issues to a neutral case evaluator who advises the parties on the strengths and weaknesses of their respective positions, and assesses how the dispute is likely to be decided by a jury or other adjudicator.

➤ **Early Neutral Evaluation.** A process that takes place soon after a case has been filed in court. The case if referred to an expert who is asked to provide a balanced and neutral evaluation of the dispute. The evaluation of the expert can assist the parties in assessing their case and may influence them towards a settlement.

➤ **Family Group Conference.** A meeting between members of a family and members of their extended related group. At this meeting (or often a series of meetings) the family becomes involved in learning skills for interaction and in making a plan to stop the abuse or other ill-treatment between its members.

➤ **Neutral Fact-Finding.** A process where a neutral third party, selected wither by the disputing parties or by the court, investigates an issue and reports. The neutral fact-finding process is particularly useful for resolving complex scientific and factual disputes.

Related Resources Available to Municipal Working Groups:

Dispute Resolution Office
3rd floor, 3085 Albert St.
Regina, Saskatchewan S4S 0B1
Phone: (306) 787.5747
Fax: (306) 787.0088
Email: disputeresolutionjustice@gov.sk.ca
Website: http://www.justice.gov.sk.ca/disputeresolutionoffice/

5.6 Working Group Structure

Working groups can structure themselves through formal or informal arrangements. It is important to point out that these forms are not exclusive - municipalities can exercise both forms depending on their situation.

Formal and Informal Arrangements

I) Formal Arrangements

Formal arrangements are a technical or statutory approach to a working group. Formal arrangements have the written consent of council, may involve a legal agreement and certain decisions may be binding. This type of arrangement is slightly political, but can be flexible and allows municipalities to enter into more stable intermunicipal arrangements.

➢ **Intermunicipal Agreements.** Intermunicipal agreements are a formal way that municipalities can work together. An Intermunicipal agreement is a written understanding between two or more municipalities that sets out specific arrangements regarding various issues ranging from intermunicipal servicing, cost sharing for facilities, or even a joint development appeals board. Examples of agreements include joint: District Development Appeals Board Agreements, Intermunicipal Municipal Reserve Agreements, Administration Agreements, Sand and Gravel Operations Agreement, Road Maintenance Agreements, etc. (See Appendix X)

➢ **Planning Arrangements.** Through participation in formal planning arrangements municipalities can address local responsibilities.

Examples of Formal Planning Arrangements:
(see Appendix D -   Formal Planning Models)
Typical Models
  ▪ Planning District (Advisory Board only)
  ▪ Planning District (Regional Service Agency)
  ▪ District Planning Authority

Commonalities
- District Official Community Plan
- Similar Zoning Bylaws
- Council representatives on Planning Commission/District Authority Boards

➢ **Commissions.** Commissions are another example of formal working arrangements. These groups are advisory boards to multiple councils, but may be granted authority to undertake certain functions. District Planning Commissions, for example, advise councils on planning issues, but may be granted certain authorities and become district planning authorities, if requested by each of the member municipalities.

Powers and Duties of a District Planning Commission:
The members of the commission review and advise municipal councils on planning, subdivision and development matters. It may also serve as a joint public service agency (building, planning and engineering services, bylaw enforcement, utilities, etc.), which is controlled and directed by the municipalities. The commission is typically responsible for assisting or advising the municipalities on financial matters, grant applications or providing administrative advice.

Examples of District Planning Commissions:
- Planning Districts around Regina and Saskatoon
- WaterWolf Planning District
- Prince Albert Planning Commission.

see Section 97-109 of the Saskatchewan Planning and Development Act for further details on the role of a District Planning Commission and a District Planning Authority.

II)   *Informal Arrangements*

Informal arrangements are often the beginning steps that lead to the creation of a formal arrangement. They usually take form as handshake or verbal agreements. Informal arrangements have no legal force and do not need a legal basis. Two common forms of informal arrangements are the intermunicipal collective and intermunicipal working group. Please refer to the chart below for more information about the responsibilities related to each of the arrangements.

Responsibilities	Intermunicipal Collective	Intermunicipal Working Group
Membership	- Elected Officials and/or engaged community members - Number of representatives determined by local interest	- Elected Officials and engaged community members - Number of representatives determined by local interest - Executive established - Sub working groups sometimes established

Information transfer	- Intermunicipal forums scheduled based on activities in the area	- Regularly scheduled Intermunicipal forums - On-going correspondence between members
Vision, Planning and Evaluation	- Collective may not have an overall shared vision but works on a case-by-case basis on overlapping element - shared responsibility for setting priorities and implementing actions	- Group creates an overarching plan for the area & implements it - Group sets priorities, general direction and implements actions
Human Resources	- In-kind contributions determined by group representatives - Volunteer driven	- In-kind contributions determined by group representatives - Primarily volunteer driven
Organizational Operations	- Organization and chairing functions often shared - No management hierarchy - Decisions by consensus	- Organization and chairing functions often shared - May have joint staff person - Little or no management hierarchy - Decisions by consensus among Executive but reliant on information provided by sub-groups and community members
Finances	- Financial matters worked on by group on a project by project basis i.e. funding applications, fundraising etc.	- Financial matters worked on by group on a project by project basis i.e. funding applications, fundraising etc. - Municipalities may provide some financial resources to the group for administration and/or projects
Community Relations/ Engagement	- all members represent the collective to the community - Community engagement plan developed and implemented by membership	- all members represent the collective to the community - Community engagement plan developed and implemented by membership

<u>Memorandums of Understanding</u>

Memorandums of Understanding (MoU) are a common way for groups to formalize and solidify their intermunicipal arrangements. *A MoU* is a bilateral or multilateral agreement between parties in the form of a legal document. It is not fully binding in the way that a contract is, but it is stronger and more formal than a traditional verbal agreement. Sometimes, a memorandum of understanding is used as a synonym for a letter of intent particularly in private law. A letter of intent expresses an interest in performing a service or taking part in an activity, but does not legally obligate either party. An MOU therefore indicates an intended common line of action.
(See Appendix F - MOU Template)

Meeting Structure

Setting the stage for meetings is a critical step to intermunicipal cooperation. At the first meeting you should develop a meeting structure which will set the stage for how the future relationships and future issues will be handled. Meeting structure is important to keep the energy and flow of the process moving and achieve what needs to be accomplishment within a reasonable timeframe.

Discuss a number of items at the first meeting, or prior to each meeting, if a more flexible structure is desired. Necessary items to discuss include:

- *When and how often should meetings be held?*
- *What location should they be held?*
- *Who should attend?*
- *Who will facilitate/ chair the meetings?*
- *Who will be responsible for agendas, taking minutes?*
- *Who should send out information?*

Having regularly scheduled meetings will keep the momentum going to complete the work that the intermunicipal group is doing. Schedule set meetings dates around the stakeholders and council meetings. Avoid bad timing such as elections, holidays and even harvest season. Meetings should be scheduled when all representatives are able to attend otherwise stakeholders may feel left out and disregarded as part of the group.

The frequency of meetings will be dependent on a number of factors which will vary from group to group. A stakeholder meeting may be held every month, every second month, etc. It depends on the projects that the group is working on, the actions each stakeholder is responsible for and the time commitment allotted for the group. In some cases regular meetings need to be cancelled or opportunities arise that need to be addressed before the next meeting. The group should decide on an appropriate time frame to notify all stakeholders of a cancellation or addition of a meeting. Give yourself a sufficient amount of time to prepare. The end result will be easier to achieve if everyone has ample of time to organize and prepare themselves.

Selecting the proper location is important for setting the tone of a meeting. The first meeting should be held at a centralized location to create a neutral ground where the host does not dominate the meeting. For future meetings, a centralized location is ideal for larger groups and groups where the municipalities span a large area. Each meeting can also take place at different locations. Some municipalities want the chance to showcase their community or reduce group costs by providing alternating facilities and refreshments. Choose an option that works best for the group.

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Choosing the right room size is important to ensure that those participating are comfortable. Take the time to prepare and get a rough count of how many will be attending and, if options permit, choose a location that will best accommodate your group. A good practise is to sit people in a circle. This will create a feeling of equal opportunity to speak with no one person dominating. Coffee and a snack will keep the group revitalized, relaxed and focused on the meeting.

Make sure that all relevant stakeholders are invited to participate at each regular meeting – deciding who to invite to attend, outside of the formal group members, is often reliant on the agenda topics. It is the group's decision whether all advisory stakeholders attend each regular meeting. It depends on the size of the group and the issues you discuss at each meeting how you proceed with the inclusion of advisory stakeholders. For example, you may not have the Saskatchewan Watershed Authority attend each meeting but rather attend the meetings that discuss the water priority.

Meeting responsibilities
There are certain responsibilities that are crucial to the success of each meeting.

> **Chair/Facilitator.** A chair or a facilitator should reside over the meeting to make sure the agenda is followed, scheduled time is adhered to and everyone has an equal opportunity to voice their opinions and participate in discussions.

> **Recording Secretary.** A recording secretary takes detailed notes of the meeting including any new developments, decisions that are made and action items to be completed. They are responsible for developing the minutes and sending it to the main contact person for distribution. The recorder should keep a record of who attended the meetings and which organization/municipality they are from. As a note, the recording secretary may be someone who is not directly included in the decision-making process. They will then be able to concentrate on capturing details and not on the decision to be made.

> **Agenda creator.** Someone must take responsibility for creating the agenda for the meeting. The agenda should include the date, timeframe, location, items to discuss, the presenters and sometimes the allotted time for each item. The agenda and any pertaining material should be sent out by the main contact prior to the meeting to allow stakeholders a chance to review and prepare. The group should decide on an appropriate time prior to each meeting by which the agenda should be distributed for review.

The group may decide to rotate responsibilities between stakeholders or designate each responsibility to a person/people who would consistently oversee that responsibility; there are pros and cons to both allocations. The process will remain consistent if one person regularly performs a responsibility. That person will also become experienced in performing the

responsibility which creates efficiency within your group. The downside to this is the perception held by some members of the group that the person is now in control and dominates that part of the process. By rotating responsibilities through the group each person builds capacity to complete each responsibility. It also provides an alternate if someone is unable to attend and complete their duty. If responsibilities are rotated, however, there is no consistency and misunderstandings or miscommunication may occur because the contact for that responsibility changes each meeting. To alleviate this problem you may choose to rotate responsibilities but less regularly than each meeting i.e. yearly.

Main Contact

To eliminate misunderstandings and to keep communications consistent it is a good practise to have a designated individual(s) as the main contact(s) for the group. This person would typically be responsible for sending information to stakeholders about changes to meetings, agendas, minutes, follow-up correspondence etc. All communications will be sent through the contact person to keep lines of communication open to all stakeholders. A neutral person such as an administrator, regional enterprise region etc., would be an ideal candidate for a main contact. A neutral person can be unbiased to the work and the stakeholders involved and concentrate on their responsibility to the intermunicipal communication.

Funding

Each intermunicipal group is different from the make up of stakeholders to the projects they are working on. Deciding on the structure of funding is equally as unique. Some questions that could be asked when deciding on the funding structure for an intermunicipal group are as follows:

- *What are the sources of funding? (i.e. municipalities, grants, private organizations)*
- *How much funds are available from each source?*
- *How should the fee structure be divided among stakeholders?*

An intermunicipal group should be seen and classified as a shared service between municipalities. It requires some source of funding and a budget to keep track of what is spent and what funding is remaining. The amount of funds needed by the group will be determined by the projects that they work on, the studies undertaken and the administration costs associated with the group. When an intermunicipal group is first developed the amount of funding for projects and studies is often unknown until the group a community action plan (See Section 4.0) has been created. Typically, the group requires some seed funding to cover the initial administration costs, meeting room rentals, refreshments provided, photocopying etc. The group should decide how to cover initial costs during the first or second meeting.

Some groups opt for rotating meeting locations whereby the hosting municipality covers all of the costs associated with that

particular meeting. Groups who have a set structure, a main contact person and centralized location may decide to seek a pool of funds from the members.

Funding can be based on:

- Population Size
- Per capita
- Yearly set membership fee
- In kind contributions
- Grants

Population Size and Per Capita

These two forms of funding are based on the municipal stakeholders as the source of funds. Determining funds based on population size and per capita provides fair allocation of funds for intermunicipal groups made up of a variety of municipalities. For example, a village with the population of 200 people may not be able to pay a $500 yearly fee while a city of 15,000 people may not see this as a large sum. If each were able to pay a percentage based on their population size or per capita then the funds would be distributed more evenly. This also works well for shared services. (See Section 5.1 for Allocating costs fairly)

Yearly set membership fee

A yearly set membership fee is a great form of allocating funds when an intermunicipal group is in its beginning stages. It provides a way to pay for meeting rooms and refreshments and allows for a yearly commitment to the process without the need for a complex budget review. A set membership rate is virtually maintenance free for the year while a per capita or population based funding would require continual changes to calculations as new members are included. There may also be non-municipal members or stakeholders which would make the population size or per capita payment not applicable.

The fee must remain reasonable so all stakeholders can afford the membership fee but be sufficient to cover the costs.

In-Kind Contributions and Grants

The main source of funding for an intermunicipal group usually comes from the municipalities themselves. To decrease the strain of municipalities shouldering most of the responsibilities, the group could research and apply for grants pertaining to intermunicipal partnerships. There may also be an opportunity for private or community organizations to contribute. This is a great way to get more community members involved in the process. In-kind contributions may be beneficial in a situation where there is a mix of organizations and municipalities involved in the group.

Remember: If funds are being collected then it is in the best interest of all involved to appoint a treasurer to oversee the administration of the funds. (See Section 5.0 for Budgets and Accounting)

Funds can make or break an intermunicipal relationship. Remember to distribute the fee structure fairly, practise good recordkeeping and, whenever possible, provide evidence of the cost savings to each municipality because of their involvement in the intermunicipal partnership.

Membership

Section 4.0 provides information and tools for identifying stakeholders to be involved in the intermunicipal process. This section is meant to assist intermunicipal groups in developing their membership structure - who should be members of the intermunicipal group and how someone can become a member.

Questions to ask in deciding on a membership structure:

- *How will membership classification be defined? - Is membership strictly limited to municipalities or does it include certain types of organizations and associations? Is there a certain ratio of municipalities versus organizations that should be in place?*

- *How does one become a member? – Does a potential member have to send a request to the group and have it voted on? Is there a list of criteria for potential members?*

- *Is there a membership fee? Does the membership fee only have to be paid once or is the fee for each representative on the committee? Will there be a different fee structures for different classifications i.e. municipalities, non profits, corporations, etc.*

As stated in the Section 4.0, membership should be inclusive. The ideas and actions generated from the group will be welcomed more openly if the group welcomes new members openly. Some ways to make the membership reflect an inclusive environment are to have:

- A simple process in place that does not discourage others from being involved or discourage current members from suggesting new membership; and,
- A reasonable membership fee that all can afford.

Representation

Each municipality/organization that holds membership within the group will need to have a designated representative(s). The responsibility of each representative will need to be determined by the group but could relate to the following:

- attendance at meeting
- participation in discussions
- reporting back to member organizations
- participation in implementation, etc.

The group should determine how many representatives each member municipality/organization can have on the committee and who those representatives will be. For a municipal member, does the representative have to be from Council, an administrator or just an active citizen? Does the representative have to be assigned to participate by council? For an organization, does the representative have to be the chairperson, manager or staff person?

The number of representatives from each member municipality/organization is an important topic as well. If there is a large membership base then the group may look at having only one or two individuals represent each municipality/organization. Smaller groups may have a person from council, an administrator and an engaged community member; the group will need to decide on the membership structure that works best for them.

Voting

When decisions are being made about projects, actions to be undertaken and intermunicipal operations then there needs to be a structure in place which clearly outlines who has voting authority and what voting process will be used to make a decision.
Some questions to consider are:

- *Will each membership have a vote or will each representative have a vote?*
- *Will voting be based on majority consensus?*
- *How many voting members need to be present for a decision to be accepted?*

Exit Strategy

Not only does an intermunicipal group need to decide on the structure to allow members to join but they must decide on means to allow members to withdraw from the process without too much difficulty. In some cases, members begin to feel that the direction of the working group no longer aligns with the direction of their organization or municipality. If there is no set process in place for a member to discontinue membership then they may feel forced to stay with the group, often inhibiting effective decision-making, or may feel uncomfortable initially committing to the process. With a good strategy in place, a member should feel that they can return to the table when their situation better allows for the commitment, keeping the relationship very open and avoiding conflict.

On the other side of the scale, member loss may cause discrepancies in the allocation of costs or man power to complete actions. Loss of members can also lower the morale and motivation of the group. Having a strategy in place to maintain motivation, handle reallocation of funds and transfer of action responsibilities will create a smooth transition for the rest of the membership when a member chooses to withdraw from the process.

6.0   Community Action Plan/ Strategic Plan

When a group of municipalities have come together with the understanding that they want to work collaboratively to address various needs and take advantage of certain opportunities then they should create a plan to address their desires. Community Action Planning is the process by which the guiding members of an organization look to its future and develop the procedures and operations necessary to achieve that future. Action Planning is not a response to short-term difficulties but is a method in which to steer the long –term direction of the group to avoid those difficulties in the future. An Intermunicipal Community Action plan (CAP) is created for the committee to address regional issues, not only to address the individual municipalities concerns.

This process can often lead into or coordinate with a more formalized process such as the formation of a Planning District. A Planning District process requires that a district official community plan and local zoning bylaws be adopted by each council to ensure that the community and strategic planning processes becomes policy for each municipality involved.

6.1   Benefits of Planning

Planning can be used as a tool to accomplish intermunicipal cooperation. The following are a list of rationales of planning for a sustainable future.

> ➢ A number of changes are taking place across the province in which each community needs to be proactive. The planning process involves acknowledging and analyzing the past, present and future trends in an area and using the information to chart out the progress of the community. It takes more effort to be reactive rather than proactive.

> ➢ The planning process provides a framework to uncover human, financial and partnering resources and use them efficiently.

> ➢ A plan for the future with input from the residents will provide the blueprint for succession planning. Once councils and stakeholders change hands, the ones who succeed will have an idea of the process that was taken and the ideas that were generated. Though plans may change as the world changes, the blueprint of the future is defined.

> ➢ An intermunicipal plan will provide coordination and consistency for each municipality involved. When planning for a larger community, each municipality can coordinate their efforts with other municipalities to ensure areas are being used in a viable and compatible sense. A coordinated Intermunicipal plan will also provide consistency for developers, administrators, current and future residents, etc.

➢ The planning process involves gathering a variety of information about each community. More information will provide for more informed decisions.

➢ Proactive planning can be less expensive than reactive planning. When a plan is developed, areas of interest that need attention are outlined. A budget is then able to be addressed for the future rather than immediate spending to be reactive. Areas of interest are then addressed which in turn creates additional and improved services for residents.

➢ Ultimately, the adoption of a district or local official community plan and zoning bylaw allow municipalities to adopt a statutory growth management strategy for their municipality or region and direct development, infrastructure and growth in their municipalities.

6.2   Community Action Plan Process

The community action planning process is a series of seven integrated and interactive phases. Because each intermunicipal group is unique, the process is structured for flexibility and creativity. Each step is important to achieve a successful level of intermunicipal cooperation. If steps are missed, the process may take longer than necessary or the motivation may be lost to complete the process.

- Get ready *(See Section 3.0 and 4.0)*
- Write the vision and mission statements *(See Section 4.0)*
- Assess your situation
- Agree on priorities
- Write the plan
- Implement the plan
- Evaluate and monitor the plan

Assess Situation and Agree on Priorities
When assessing the situation, the group must understand the advantages the region has but also analyse the issues that arise and prioritize them. Issues and priorities that can arise will affect or benefit more than just the municipality(s) participating. Keep the community action plan focused on the situation and priorities of the entire intermunicipal group or committee. If the action plan becomes too focused on the municipality, interest and input from others will be lost.

Write the Plan
Make sure to write up the plan using an accepted structure. Discussion, decisions and priorities need to be clearly outlined and a plan of action needs to be established. The long term action

worksheet will keep the goals aligned with the ideas and actions aligned with deadlines. The worksheet attached in *Appendix G – Action Plan Worksheet* will provides a template to outline:

- goals, objectives, and activities/actions;
- human and financial resources needed;
- timelines;
- lead for the actions; and
- other details.

Implement the Plan

It is important to implement the plan. Members have put time into generating priorities, ideas and actions to turn challenges into opportunities for the region. Without implementation these ideas sit on a shelf collecting dust. It is great to have ideas written up but without implementation the ideas for the future can never become a reality. The action plan worksheet will assist you to organize the actions, have timelines for completion and a person responsible for having the action completed. This keeps each person accountable to the process and implementation of the plan.

Adoption by Council

Once a plan has been written it should be taken to each municipality's council to be adopted. Each member of the intermunicipal group has put hard work and effort into the development of the Community Action Plan. Adoption by each council will ensure the group can continue to use and work on the actions set out in the plan during changes in municipal government. Members should follow their regular process for approvals but suggested steps to take are:

1. Go to council with the plan to gauge interest in adoption and receive comments

2. If council has made the decision to adopt the plan, the group will send out a public release and set up a one to two hour open house in each community for comment and discussion.

3. Review and update document as a group based on council and community comments.

4. Have council approve and adopt the document.

Evaluate and Monitor the Plan

The progress on the Action Items needs to be monitored on a regular basis using measures and indicators. The indicators are the tangible means of knowing the objective has been attained; how do you know when you've completed your task? Measures allow you to gauge the progress made on the objective by using the following:

- **Baselines** – What is the situation when you began?
- **Benchmarks** – Where are we at during intervals when achieving the objectives?

- **Targets** – Where do we want to be?

Monitoring is important for accountability to the process and community. Without proper monitoring there is no accurate way to know if the objectives are being met or if the process is successful.

Goals and objectives change as new information becomes available and should be reviewed and revised on a regular basis. The frequency depends on emerging trends and changes in the operational environment.

The entire plan is a living document and should remain relevant to the group in the present and in the future.

6.3   Putting Results into Practice

Community action planning, asset mapping, infrastructure planning and other intermunicipal projects are preliminary steps towards the establishment of a higher order plan. These preparatory tools provide relevant information that can be applied to the development of a Regional Official Community Plan. Official Community Plans establish a broad and strategic framework for land use planning. Essentially, municipalities work together and adapt policies to plan and manage growth in a region.

"The purpose of an Official Community Plan is to provide a comprehensive policy framework to guide the physical, environmental, economic, social and cultural development of the municipality or any part of the municipality." (Municipal Affairs Website)

A Regional Official Community Plan:
- Is prepared in consultation with a professional community planner
- Requires policies regarding:
  - sustainable current and future land use;
  - current and future economic development;
  - the general provision of public works;
  - the management of lands that are subject to natural hazards;
  - the management of environmentally sensitive lands;
  - source water protection; and
  - the means of implementing the plan.
- It may also contain:
  - co-ordination of municipal programs;
  - policy regarding the use of dedicated lands;
  - concept plans;
  - maps - current or future land use or policy areas;

- policy relating to the physical, environmental, economic, social or cultural development of the municipality; and
- co-ordination of land use and development, future growth patterns and public works with adjacent municipalities.

Source: Municipal Affairs/MCDP presentation

Tips When Preparing a Regional Plan

➢ **Establish a clear purpose**– Plans should be prepared for the municipalities that are involved and not for anyone's personal or individual interests. View the plan as a promotional tool for your community.

➢ **Be dynamic** – include pictures and information that reflects who and what the area represents.

➢ **Have a direction** – Regional Plans are regulatory documents but are meant for community strategic direction.

➢ **Be open to change** – People in the community can use these living documents to acquire change in the community.

*see section 102 of the Saskatchewan Planning and Development Act for further information on Official Community Plans for a Planning District.
*see section 29 of the Saskatchewan Planning and Development Act for detailed information on Official Community Plans for an individual municipality.

7.0   Recommendations for success

Start with a simple project
When working on an interjurisidictional basis it is a good idea to start off with an easy project. Simple projects provide for a better understanding of the intermunicipal process. Stakeholders can achieve their goals and objectives quickly and with less uncertainty. A solid foundation at the initial stage allows for greater potential for success throughout the entire process.

Example of Simple Projects:
  ➢ **Equipment Sharing.** Some municipalities underutilize their equipment and some simply cannot afford to buy equipment. Below are the different ways that municipalities can cooperate to resolve this issue.
  ➢ **Rental Agreement.** Municipalities that own equipment can rent it out to those who cannot afford to purchase it on their own. Municipalities should enter into a rental agreement which provides details of the arrangement and the costs.
  ➢ **Joint Ownership.** Both municipalities own the equipment. This form of cooperation involves greater detail. i.e. scheduling of the equipment, cost arrangements, where will it be located, maintenance fees, etc.
  ➢ **Equipment Trading.** Municipalities can exchange one machine for another for a certain amount of time.

Entering a rental agreement or trading equipment would be the easier forms of sharing equipment in this situation. There are numerous items to consider with joint equipment ownership thus making it more complicated for a group that is beginning the process. Once relationships are established and stakeholders become familiar and comfortable with the process, it would then be a good time to embark on the more challenging initiatives.

Be Cautious
It is easy to lose formality and structure once a goal has been achieved. It is important to continue with regular meetings and structured procedures so formality is not lost. Maintain the momentum.

Stay up to date
Be aware of new issues arising in the area. Stay open minded and be willing to try something new; risk can lead to success!

Remain positive
 Maintain a positive attitude. Learning from mistakes is a great way to deal with them.

Be Patient
Some initiatives may take long but with the right procedures, goals will be reached! Remember that smaller steps may take longer but can be more efficient and will still get you to where you want to go!

Think Regionally
It is important to maintain the regional view of things while not jeopardizing individual needs. The goals of a working group are there to benefit you and your partners as a region.

Communicate
As simple as it sounds, it is important to communicate with your partnering municipalities. Keep them informed of any changes or new issues arising in the area. Communication can extend beyond scheduled group meetings.

8.0   Developing Intermunicipal Agreements

Intermunicipal agreements are a written understanding between two or more municipalities. Usually, these agreements set out specific arrangements that state how the involved municipalities will share a particular service. Intermunicipal agreements allow municipalities to retain local autonomy while providing effective and efficient services.

 A written agreement is important to have for a number of reasons.

1. It clearly states the responsibilities of and arrangements between the stakeholders;
2. They eliminate misunderstandings and ensure fairness between the parties;
3. They provide the foundation for altering arrangements; and,
4. They provide a means for succession planning.

Source: Cardi Toolbox, http://www.cdtoolbox.net/government_policies/00026.html.

The benefits of entering into intermunicipal agreements are vast and include:

- "Controlling spillovers or externalities: spillovers from municipal services involve the benefits and costs from public services within one jurisdiction being used at little or no cost by others…spillovers may be controlled or taken into consideration through the use of …coordination (including agreements) among affected municipalities.
- Achieving the benefits of economies of scale: economies of scale exist when per unit costs of delivering services decline as the population base served increases. Economies of scale may be achieved by assigning services displaying economies to one service provider under intermunicipal agreements… these services can include water, sewerage, and solid waste management.
- Ensuring a uniform quantity and quality of service: if a uniform quantity and quality of service is provided across all municipalities within a geographical area… intermunicipal agreements can be used… failure to provide [certain] services at uniform levels in some municipalities [I.e. water and sewers, policing] may lead to harmful and costly externalities for other municipalities within the same geographical area.
- Supporting local preferences in the purchase of goods and services: this supports small-scale, local governments because they maintain a quasi-market. It results in competition and provides an incentive for efficient, accountable and effective service responsibility because neighbouring municipalities may benchmark service costs with each other." (Service Nova Scotia, 2006, p. 10-11).

Before entering into an agreement with other municipalities it is important to prepare. Below is some useful information to consider before entering into an agreement.

- ➢ **Background Research**– Identify any current or previous arrangements that your municipality has been previously involved. List each arrangement and highlight things that have been successful or improved. Identify the various sharing agreements that other municipalities have undergone with other municipalities. Develop a list of potential resources that your municipality may share with neighbouring municipalities.

- ➢ **Identify Potential Partners** – Determine which municipality/ies would also benefit from an arranged agreement.

8.1 The Process

There are three main stages when entering into an agreement.

Formulation
- Once your municipality has decided to enter into an agreement, it is important to assign someone with experience with the process to formulate the draft document.
- Set a deadline for the draft and a meeting date to review.

Review & Revise
- Ensure a complete and timely review. When the draft is put together, the committee or working group should meet to review and revise the document. Often, the person who wrote the document would read it word for word and others would comment when needed.
- After making revisions you should send the draft to all participating municipalities for comment. Request a specific deadline for submission with changes and comments.
- Revise with suggested comments/changes included.
- Review the second revised version with the Committee or working group.

Update
- Revisit the agreement to determine if the information is still relevant. Are there any new stakeholders involved? Is there new information?

8.2 What to Include

An agreement must include:
- Date and Title
- Names of the participating municipalities
- Purpose

- Authorization of elected officials from each municipality
- Cost arrangements
- Dispute resolution method
- Time notice for termination
- Accountability of each participating member
- What is being shared and how the arrangements will be set out (include specific details) i.e. For an Administrative Agreement between three municipalities, it is important to include information on how office equipment will be shared, stationary supplies, telephone and postage, wage, the location of the Administrator, etc.

see Appendix H - Cost Sharing Agreement Template
Templates are for guiding purposes only and should be edited and altered where needed to suit the needs of the group.

One of the most important aspects to consider when sharing costs is to make sure that the expenses are equally allocated. Allocating costs between municipalities can take many forms. Depending on the specific project and situation, intermunicipal groups can use one specific method or a combination of methods.

8.3 Funding Options

The following funding options are for situations or programs which are not self supported i.e. they cannot be supported by user fees.

Equal Shares
The equal shares method is used when each participating municipality receives identical benefits from the joint initiative. Each municipality is required to pay exactly the same amount. It is important to continuously monitor the project and make sure that equal benefits are being received by all.

Example: Costs for a Regional Plan – Planner, Engineers, Studies, etc.

Use
In this situation, municipalities would pay according to their use. This model would pertain to situations where the residency of the users or direct beneficiaries of the service can be identified. By identifying the users accordingly, costs can then be distributed equally. This method is often the fairest choice if the residence can be determined.

Example: Users of library services can usually be identified by municipality or the number of riders on a transit system can be counted at each stop in each municipality.

Population

In this category, costs are allocated according to population. The municipality's share is equal to its percentage of the total participating population. Population must be accurately measured for this method to be accurate. Census population counts are often distorted in their measurements therefore it is important to be cautious when calculating costs. It is also important to be aware that population is continuously changing and therefore can be inaccurate in a short course of time.

Example: Institutions such as schools or colleges can use this to determine the amount of people from the municipalities that are using the facility. If there are 500 students attending the college and 120 are from the Rural Municipality of X, then 120/500= .24 * 100= 24. Municipality X would have to pay 24% of the total costs.

Assessed Valuation

In this method, the estimated value of property is used to determine how costs will be allocated. The assessed valuations for all participating municipalities are combined to make a total. Each municipality can then determine their percentage by dividing their individual assessed value by the total. Shares tend to be higher for the more developed municipalities and lower for the less developed.

Example: Costs for a recreation centre.

Formula: Cost Share = $\dfrac{\text{Assessed Value for Municipality 1}}{\text{Total Assessed Value}}$ x 100

Direct Taxes

Direct taxation is also another method that municipalities can use. These taxes are separate from regular municipal taxes.

Example: Environmental Improvement Districts, Transportation Development Districts

9.0   Budgets and Accounting

Intermunicipal groups who begin to develop projects from their community action plans should create a timely, realistic and responsible budget. A budget provides evidence of need and value to respective councils when determining the amount they can contribute to the process. A budget will also assist the group to remain accountable for the money spent to achieve the necessary outputs.

Timing

Budgets for an intermunicipal working group should adhere to and be aligned with the timing of each municipal budget process. Budgets should be created and put forth to respective councils in advance of municipal budget schedule time. Have a meeting set a side at the same time each year to discuss budget and review the process. Leave enough time between the group budget meeting and the respective council meetings for councils to review the group budget and suggest revisions before it needs to be passed.

If a budget is not reviewed and passed by each municipal council, the group may risk one or more municipalities not being able to contribute the budgeted portion of money to the projects being undertaken. The other municipalities would then have an increase in the amount they must provide or certain projects may dissolve for that year. If enough time is left between the budget meetings, the group will be able to revise the budget to fit each council.

Realistic

Make sure to have a realistic budget. If a budget is too high or too low, financial contributors may question the decisions made and influence the amount received after the next budget period. A large deficit may provide the impression of overspending or reckless spending while a significant surplus may cause contributors to feel too much money was initially interjected and decrease the amount for next year.

When a community action plan is created a list of actions are outlined to accomplish the goals of the group. Analyze each project you will be working on over the next year and set a budget for each. Putting a budget to each of those items will simplify the task of creating an overall budget for the group. Unlike the start up fee which pays for meetings and refreshments, budgeting for each project will need to be more detailed and provide more clear accountability for the work done by the group. It will allow each respective council to analyze the work that

will be done and provide their feedback for what they feel will be a value to contribute funds to.

Accounting

When developing the structure and initial start up fees, a member should be assigned as the treasurer for the group. This could be an administrator who is familiar with the ins and outs of financial documents or a hired person to take care of joint secretary/treasurer responsibilities.

The treasurer will be responsible for:
- monitoring the fees received from each stakeholder;
- tracking expenses for administration (i.e. meeting room rentals, photocopy costs, etc.) and overseeing all project expenses;
- providing regular reports on the financial status; and
- ensuring the statements are audited each year. Because the intermunicipal group is separate from one individual municipality's financial information, it must be audited separately. Having an audit take place assures accountability and transparency for all councils and stakeholders within the intermunicipal groups.

Budgets and accounting are important to justify the money stakeholders are contributing the intermunicipal cooperation. Keeping budgets realistic, on time and accurate will contribute to the overall intermunicipal success.

10.0 <u>Conclusion</u>

Municipal and regional cooperation is an effective way for municipalities to work together. Combining resources and knowledge allows municipalities to tackle issues of mutual concern and issues that cross municipal boundaries. Intermunicipal cooperation creates opportunities for municipalities to more easily achieve local priorities dealing with sustainable development, economic development, utilities, or the delivery of municipal services such as community planning.

Organizing service provision in collaboration with other municipalities is one way which has proven successful in reducing the financial impact to individual municipalities. A collective approach to service deliver can come in the form of cost sharing agreements, regional committees, joint facilities, shared equipment and professional staff such as bylaw enforcement officers, building inspectors or even municipal engineers. Outside of service provision, municipalities can cooperate with one another on economic ventures, land use planning and policy development, sustainable initiatives, lobbying efforts and communication networks.

It is important to remember that intermunicipal and regional cooperation is not the process of integrating municipalities, but working together to create or enhance local and regional opportunities and strengths. Municipalities have the option of working together informally to share their experiences and to provide guidance to one another or to formalize their relationship in e.g. a District Planning Commission potentially allowing them to act as a joint public service agency. Contractual cooperation can also be undertaken by those municipalities wishing to formalize intermunicipal arrangements in the areas of water treatment, waste management, recreation, hiring of shared staff, etc.

Interest in these and other types of municipal and regional cooperation have grown over the years as municipalities seek to develop economies of scale and improve the delivery of local services. Many municipalities have found municipal cooperation advantageous in that their local economic competitiveness has been strengthened and the quality of life in their municipalities has increased. The potential for furthering cooperative relationships remains great and should be explored by those interested in building on municipal progress.

11.0 Municipal Capacity Development Program

"Building Sustainable Communities in Saskatchewan"

Launched in 2006, the Municipal Capacity Development Program (MCDP) developed as a partnership between SARM, SUMA, the New North and Municipal Affairs to promote growth, cooperation and community development through intermunicipal partnership.

Following the recommendations of the Clearing the Path (CTP) Committee, the partnering organizations, with municipal input, developed the MCDP to assist municipalities in building local capacity for sustainability through facilitation, training, education and research. Four key areas of service delivery have become the focus of the MCDP, these include: the facilitation of intermunicipal relationships and partnership development; engagement of municipalities and other stakeholders to work together to improve service delivery and build local planning capacity; support the development of and assist municipalities to carryout intermunicipal sustainability plans and strategies; and, to provide municipalities with the tools and abilities to maintain the intermunicipal planning process.

MCDP resources (staff and/or contracted resources) are available through SARM, SUMA, and The New North (SANC) to assist municipalities working together. The team provides services to Saskatchewan Municipalities interested in creating new or expanding on existing intermunicipal working relationships. MCDP activities include, but are not limited to the following:

- Coordination and facilitation of intermunicipal forums and community meetings;
- Educating intermunicipal working groups of the benefits and possible approaches to sustainable planning;
- Supporting the establishment of formal and informal intermunicipal working groups, including the engagement of government agencies and other stakeholders in the process;
- Assisting with the development of a background report/intermunicipal profile for the group to begin the planning process e.g. community dynamics, population growth etc.;
- Tailoring a process for the intermunicipal group to follow in identifying common issues and opportunities;
- Facilitating the development of intermunicipal community action plans (comprehensive strategic plans);
- Assisting with the development of asset inventories - comprehensive asset mapping exercises to support MAIS;
- Providing models and templates of intermunicipal working agreements and cost sharing arrangements i.e. human resources;
- Assisting with the development of Terms of Reference for shared resources;

- Providing information on and assistance with the development of Memorandums of Understanding and dispute/conflict resolution mechanisms;
- Supporting the establishment of project management structures e.g. governance, assigning responsibilities, timelines, allocating resources etc.;
- Providing technical assistance to intermunicipal groups as the need arises e.g. networking, specific funding information,
- Maintaining a user-friendly website with links, case studies, agreements, models and best practices for sustainable communities - http://www.municipalcapacity.ca/;
- Host the *My Community* forum at http://www.municipalcapacity.ca/forum/ to provide municipalities with a means to exchange ideas, opinions and information;
- Supporting the development and implementation of communication strategies for local community engagement e.g. flyers, PowerPoint presentation, open-houses, etc.;
- Editing *Interconnections,* the sustainability focused newsletter for Saskatchewan Communities, in partnership with SARM and SUMA; and,
- Developing and/ coordinating relevant topic specific workshops with applicable organizations and agencies at the request of intermunicipal groups.

Currently, the Municipal Capacity Development Program is directly assisting over 150 municipalities, First Nations and Métis Communities across the province to further their intermunicipal partnerships.

If your municipality is interested in more information about our program or to learn more about intermunicipal initiatives in your area please visit our website and/or contact us:

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Tanya Doucette Southern Development Officer 201 - 2022 Cornwall Street Regina, Saskatchewan, S4P 2K5 Phone: 306.761.3735 Fax: 306.761.3740 E-mail: tdoucette@sarm.ca
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APPENDICES

APPENDIX A - GAUGING INTERMUNICIPAL CO-OPERATION

1.	Does your municipality provide services, under contract or by agreement, to other municipalities? If yes, what services and to which municipality/ies? What are the positive and negative aspects of these arrangements? Ex) cost effectiveness, etc.?

2.	Does your municipality receive services, under contract or by agreement, to other municipalities? If yes, what services and from which municipality/ies? What are the positive and negative aspects of these arrangements?

3.	Does your municipality share or provide any of its staff resources to regularly assist another municipality with service delivery functions? If yes, which staffing resources and for what service delivery function(s)? What are the positive and negative aspects of these arrangements?

4.	Does your municipality share or make available its equipment or facilities for use in the delivery of services to another municipality? If yes, what equipment or facility/ies and to which municipality/ies? What are the positive and negative aspects of these arrangements?

5.	Does your municipality have Intermunicipal arrangements or agreements in place which provide for the shared delivery of one or more areas of municipal government services? If yes, please expand.

6.	Having answered the above questions, please list and elaborate on 3 or more key areas in which you feel that your municipality can:
	a) Expand your current working relationship(s) and/or
	b) Establish a new intermunicipal working relationship.

Understanding our Area
1. What are the challenges your municipality is facing?
2. How do you propose to address these issues?

Understanding Planning in our Area:
5. Does your municipality have an Official Community Plan? When was it written? Is it still applicable?
6. Does your municipality have Land-Use and Zoning By-laws? When were they written? Are they still valid? Are they enforced?
3. Have you every engaged in planning with another municipality in your area?
4. What are your thoughts on area-wide planning? Positives/Concerns?
5. Would you be willing to look into area-wide planning with your neighbours?
6. If no, what would have to change for you to revisit are-wide planning?

APPENDIX B – COMMUNICATION SCHEDULE

Key Message	Audience	Timeline	Communication Tool	Who is responsible?	Cost
Example: Priorities	General Public	July 2007	Public an article with the priorities that were decided at the June 25th meeting.	Pleasantville Herald journalist rep from the Pleasantville community planning association.	$500/article

APPENDIX C – STAKEHOLDER MAP

Stakeholders	Projects					
	Community Action Plan	*MLA Meeting*	*Wastewater treatment plant opening*	*Etc.*		
Town A	✓		✓			
Rural Municipality B		✓				
Village C	✓					
Health District			✓			
School Division		✓				
Etc.						

APPENDIX D – FORMAL PLANNING DISTRICT/BOARD MODELS

Responsibilities	Planning District (Minimum)	Planning District (More Fully Utilized)	District Planning Authority
Membership	- Councillors from each municipality	- Councillors from each municipality - First Nations representative - Provincial Government representative - Joint appointments by Municipalities	- Councillors from each municipality - Appointed by Minister - Joint appointments by Municipalities

Power/Duties	- <u>Advisory</u>
	  o District OCP/ Zoning Bylaw
		- <u>Advisory</u>
		  o District OCP/ Zoning Bylaw
		  o Servicing/Services *(building, planning, engineering, utilities, etc.)*
		  o Financial
			- <u>Authority</u>
			  o Any power granted to Council by P&D Act
			  o Subdivision approval *(with retention of a planner)*

Staff	- Optional	- Optional: any occupations necessary to fulfill duties	- Optional: any occupations necessary to fulfill duties

Table 1. Source: Saskatchewan Municipal Affairs, Community Planning Branch

APPENDIX E - INFORMAL-FORMAL INTERMUNICIPAL PLANNING MODELS

Responsibilities	Intermunicipal Collective	Intermunicipal Working Group
Membership	- Elected Officials and/or engaged community members - Number of representatives determined by local interest	- Elected Officials and engaged community members - Number of representatives determined by local interest - Executive established - Sub working groups sometimes established
Information transfer	- Intermunicipal forums scheduled based on activities in the area	- Regularly scheduled Intermunicipal forums - On-going correspondence between members
Vision, Planning and Evaluation	- Collective may not have an overall shared vision but works on a case-by-case basis on overlapping element - shared responsibility for setting priorities and implementing actions	- Group creates an overarching plan for the area & implements it - Group sets priorities, general direction and implements actions
Human Resources	- In-kind contributions determined by group representatives - Volunteer driven	- In-kind contributions determined by group representatives - Primarily volunteer driven
Organizational Operations	- Organization and chairing functions often shared - No management hierarchy - Decisions by consensus	- Organization and chairing functions often shared - May have joint staff person - Little or no management hierarchy - Decisions by consensus among Executive but reliant on information provided by sub-groups and community members
Finances	- Financial matters worked on by group on a project by project basis i.e. funding applications, fundraising etc.	- Financial matters worked on by group on a project by project basis i.e. funding applications, fundraising etc. - Municipalities may provide some financial resources to the group for administration and/or projects
Community Relations/ Engagement	- all members represent the collective to the community - Community engagement plan developed and implemented by membership	- all members represent the collective to the community - Community engagement plan developed and implemented by membership

Table 2. Source: Saskatchewan Municipal Affairs, Community Planning Branch and the Municipal Capacity Development Program (MCDP).

Memorandum of Understanding

Between

The Rural Municipality of _____ No.

and the

Town of _____

WHEREAS, the Rural Municipality (RM) accesses direct and indirect municipal services from the Town for residents of the RM; and

WHEREAS, the RM wishes to make available to its residents direct and indirect Town municipal services, these services being available to the residents of the RM; and

WHEREAS, the Town has developed and maintained the facilities and infrastructure required to provide these services to their residents and the residents of the RM, and

WHEREAS, the Town and RM want to ensure the municipalities are developed in a manner that is equitable and fair to both municipalities, and

WHEREAS, both the Town and the RM are desirous of maintaining one agreement between both parties.

NOW THEREFORE, by mutual covenant of the parties hereto it is agreed as follows:

A. DEFINITIONS

1) In this Agreement

   a) "Services" means those services that both parties are desirous of joint cost sharing, which includes:
      i) Cemetery;
      ii) Fire;
      iii) Library;
      iv) Recreation and culture
      v) Water and Wastewater;
      vi) (ANY OTHER SERVICES THAT THE MUNICIPALITIES WISH TO SHARE)
   b) "Net Operating Costs" means the managed routine and extraordinary maintenance and operation of existing programs and facilities, less any associated revenues;
   c) "Year" means the calendar year beginning on January 1st and ending on December 31st, and
   d) "Region" will refer to all municipalities within the RM and will include the Towns of _____, _____, _____, and the Village of _____, including the RM.
   e) "Municipal Taxes" shall mean all municipal taxes, including land, machinery and equipment, business and other taxes, levied or assessed by the RM against or with respect to any property which is subject to this Agreement pursuant to *The Municipalities Act, The Planning and Development Act, 2007*, or similar legislation, and actually levied, but shall not include the following:
      i) any taxes or rate levied to meet the requisition of a public or other (i.e.: catholic) school district; and
      ii) local improvement taxes

f) "Service Zone" shall mean those properties connected to and receiving treated water and/or wastewater services from the system owned and operated by the Town.

B. TERM OF AGREEMENT

1) The initial term of this Agreement shall be from _____ to _____ unless specified otherwise in this Agreement. Thereafter the agreement will automatically renew for a further 10 year term unless either party provides one years notice of termination or desire to renegotiate the agreement.
2) This Agreement may be amended by mutual consent of both parties unless specified otherwise in this Agreement.
3) It is agreed by the RM and the Town that every 3 years the Intermunicipal Committee shall meet to review the terms and conditions of the agreement.
4) In the event of termination by one of the parties after the initial 10 year term, the issue of compensation for services provided under the agreement will be dealt with in accordance with the dispute resolution Clause L.

C. SCHEDULE OF PAYMENTS

1) Unless otherwise provided in this Agreement, payments shall be made on a quarterly basis (March 31, June 30, September 30, December 31 in any year) if invoiced at least thirty days in advance or within thirty days of receipt of invoice.
2) Receipt of invoice shall be considered to be seven days from postmark of mailing.

D. INTERMUNICIPAL COOPERATION

1) The Town and the RM agree to create a recommending body known as the Intermunicipal Committee (hereinafter referred to as the Committee)
2) The Committee will meet on an as required basis and will develop recommendations to the Town and RM Councils on all matters of strategic direction and cooperation affecting RM and Town residents, except matters where other current operating structures and mechanisms are operating successfully. The topics to be discussed will include:
    a) Long-term strategic growth plans for the RM and the Town as may be reflected in Municipal Development Plans, Area Structure Plans, Inter Municipal Development Plan and other strategic studies.
    b) Intermunicipal and regional transportation issues including the Transportation and Utility Corridors, truck routes, transitional access into and out of the Town.
    c) The provision of Town services into the RM.
    d) Prompt circulation of major land use, subdivision and development proposals in either municipality which may impact the other municipality; and
    e) The discussion of urban fringe and other intermunicipal or multi-jurisdictional issues in lieu of a regional planning system.
3) The Committee shall consist of four members, being the Reeve and local Councillor from the RM and the Mayor and one Councillor from the Town.
4) The Administrator or each municipality will be advisory staff to the Committee, responsible to develop agendas and recommendations on all matters, and for forwarding all recommendations from the Committee to their respective Councils.

E. GENERAL TERMS

1) Both parties agree that in consideration of the payments outlined in Clause F for services that residents of the region will be provided the same services at the same costs, including user fees, as the Town residents for services provided by the Town and the RM residents for services provided by the RM.

2) The Town and the RM agree to include a section within their respective Official Community Plans that addresses rural/urban fringe issues and growth to ensure the orderly development of the area surrounding the Town.

3) In order to minimize competition for development between the municipalities and within the region, The RM agrees to present the following for inclusion in the appropriate planning bylaws:
   Subdivision lot sizes within 2 miles of the Town for country residential, commercial and industrial developments to limit direct competition with urban uses
   a. *(This is where the Municipalities may set out additional restrictions on proposed development along the rural/urban fringe to ensure access to and preservation of developable land for future urban growth. This and the below sections may be reduced or expanded based on negotiation by the local jurisdictions. This is NOT prescriptive.)*
   b.
   c.

4) The Town agrees to submit the following for inclusion in the appropriate planning bylaws: "country residential developments will not be permitted within the urban municipality."

5) The Town and RM also agree to submit for inclusion in the planning bylaws, clauses that will address variances to the provisions in Clauses 3 and 4, that will provide for the following
   a. Variances of up to 10% in parcel size may be dealt with at the administration level and upon the agreement of both municipal administrations may be permitted.
   b. Variances to the general terms and size variances of greater than 10% will be referred to the Committee for their consideration and approval.

F. RECREATION AND CULTURE PLANNING

1) The municipalities within the region recognize that recreation and culture are important services provided by all municipalities in the region and agree within the first 24 months of this agreement to complete a Regional Recreation and Culture Master Plan, including libraries, and with costs of preparing the plan to be shared on a per capita basis.

2) The RM and the Town recognize that the Town has ownership and operational control of the recreation facilities and services offered by the Town, and further the RM recognizes the Town's capital contribution for the development of these facilities.

G. MUNICIPAL SERVICES – CAPITAL PROVISIONS

1) The RM and the Town have expressed a need to be involved in the decision-making process leading to capital projects, including recreation, cultural, library, water and wastewater infrastructure and major roadways.
2) Both parties agree to notify the other of capital projects at the initial planning stage.
3) The initial notification will include a general description of the project, estimated costs and timing of expenditures. The other party will advise if they have objections in principle to funding the project and provide reasons. An opportunity will be provided to discuss the project at a joint meeting of the two Councils.
4) Both municipalities may become involved in the planning of capital projects, by appointing a person to whom the information can be directed.
5) The representative may participate in any of the meetings for the design process.
6) The following criteria will be used when assessing funding of new capital projects:
    a) Relationship of the proposed capital project to existing municipal boundaries and future urban annexation or development areas;
    b) Relationship to any Regional Development Plans, Regional Transportation Plans, or any other regional long term planning document prepared by the municipalities or province;
    c) The level of community support;
    d) The nature of the project;
    e) The demonstrated effort by volunteers to raise funds and obtain grants (if applicable);
    f) The projected operating costs for new capital projects;
7) The Town and RM recognize that the decision to participate in or not participate in a capital project ultimately lies with the respective municipal councils, who in turn must rely on the support of their electorate to support the project and any capital borrowing that could be required.

H. MUNICIPAL SERVICES – OPERATIONAL COSTS

1) Cemetery

a) The municipalities within the region will continue to operate the cemeteries within their respective municipalities and all residents of the region will be provided access to a cemetery for the same fee as charged to a resident of the municipality operating the cemetery.

2) Parks and Open Spaces

a) The municipalities within the region will continue to operate the parks and open spaces within their respective municipalities and all residents of the region will be provided access to the parks and open spaces for the same fee.

3) Fire Services and Mutual Aid Agreements

a) It is agreed by the RM and the Town that a Fire Department Cost Sharing Agreement shall be considered and be a separate stand-alone Agreement and shall be excluded from this Agreement.

4) Library

a) It is agreed by the RM and the Town that the RM will provide annual per capita funding to the Town to cover the operation costs, books and capital maintenance, based on the recreation area population as designated by the RM, with the increase in funding to be phased in over a five year period based on the following amounts, and subject to Clause I, Funding Adjustments.

Year	Base Funding Per Capita
2009	$
20010	$
Year Two	$
Year Three	$
Year Four	$
Year Five & beyond	$

b) The RM and the Town acknowledge that in addition to the operation costs, that a fund for capital maintenance should be separately identified for library facilities.

c) It is agreed that the Town will contribute a minimum of the equivalent per capita amount to the library programs and facilities and where it does not, shall refund to the RM any excess contributions.

d) It is agreed that the RM will be entitled to nominate a person for appointment to the Town Library Board and the Town agrees to appoint that person.

5) Agricultural Pest Control (Fungus and Weeds)

a) The Town and the RM agree to work together to administer and maintain agricultural pest control programs within the region.

b) It is agreed, if required, that the RM and the Town will enter into a stand alone separate Agreement to provide pest control.

6) Recreation and Culture

c) The Town and RM agree recreation and culture facilities and programs require assistance from the taxpayers in order to subsidize youth and senior programs.

d) For the purposes of this Agreement, the RM will provide an annual grant to the Town to assist in the cost of providing recreation and culture programs, except as elsewhere provided in this agreement, including the operation, and maintenance of all indoor and outdoor recreation and culture facilities located in the Town.

e) The parties agree that the per capita grant formula will be based on the recreation area population as designated by the RM, with the increase in funding to be phased in over a

five-year period based on the following amounts, and subject to Clause I, Funding Adjustments.

Year	Base Funding Per Capita With Pool	Base Funding Per Capita No Pool
2009	$	$
20010	$	$
Year Two	$	$
Year Three	$	$
Year Four	$	$
Year Five & beyond	$	$

d) It is agreed that the Town will contribute a minimum of the equivalent per capita amount to the town recreation and cultural programs and facilities and where it does not, shall refund to the RM any excess contributions.

7) Water and Wastewater

a) The Town agrees to provide water and wastewater services to businesses, industry and residential developments in the RM within the area identified in Schedule A (Map of proposed development areas in vicinity of the Town), subject to the RM paying the library, recreation and culture funding as outlined in Clauses 4a and 6e and subject to the payment of the appropriate water and wastewater facility expansion costs to the Town.

b) The RM will be responsible for all costs associated with the infrastructure and over sizing required to connect into the Town water and wastewater systems. The Town acknowledges that the RM will cover these costs and will eventually recover their costs as new developments connect into the system.

c) In recognition of providing water and wastewater services to properties in the RM, it is agreed that the RM will pay to the Town 10% of the municipal taxes collected for any developments serviced with town water and 10% for any developments served by town wastewater services from the time of service connection until the end of this Agreement for a maximum total of 20% of property taxes.

d) The Town's responsibility for water/wastewater line maintenance shall end at the outlet of the meter vaults servicing the RM or at the point that water or wastewater lines cross the Town boundary.

e) The Town shall establish water and wastewater rates similar to the rate charged within the Town.

f) The Town will be allowed to recover capital costs for servicing development in the RM through a servicing fee, set by the Town, which will be collected by the RM and then provided to the Town. Alternatively, should services be extended to a development

where a servicing fee has not been collected, the Town may charge water and wastewater rates appropriate to recover the capital costs over a period of time.

g) The Town shall provide the RM with notice of any annual changes to the water and wastewater rates charged to the RM by December 31 of each year for rate change implementation by April 1 of the following year.

h) The RM shall provide "as-built" drawings of all existing water system lines connected to Town's system, and shall provide, in a timely manner, drawings of any changes that might subsequently be carried out.

i) The RM shall on an annual basis provide a listing of all "RM" customers supplied by the Town, so that the Town may determine its testing requirements in accordance with their "Approval to Operate".

j) The Town shall have the right to review and approve the design of any new RM services connecting to their system.

k) The Town shall contact the RM in the event of any service disruption, and the RM shall be responsible for notifying their customers. The RM shall be responsible for any precautionary start-up procedures required following such disruption of service.

l) The RM agrees to administer the water and wastewater systems in accordance with the same standards, policies and bylaws as applicable to the users in the Town.

m) In the event of any dispute concerning the accuracy of meters within the meter vaults, the Town shall ensure that any meter in question shall be tested in a timely manner. Should the meter be found to be accurate the RM shall pay all costs incurred for meter testing. Should the meter be found to be inaccurate, the Town shall pay all costs incurred for meter testing and repair.

n) The Town agrees to enter into an agreement to administer service and maintain the water and wastewater systems in the RM based on the full recovery of costs, plus 10% for administration.

I. **FUNDING ADJUSTMENTS**

1) RM ASSESSMENT – the annual increase in the base funding provided by the RM for libraries, recreation and culture under Clauses H.4.a and H. 6.e is conditional on the RM having access to water and sewer services and will be phased in over a maximum of five years. Increases in base funding after 2009 will be based on the accumulated increase in new assessment in 2009 and subsequent years.

    Accumulated less than 2%   no change
    2% but less than 4%   Year Two
    4% but less than 6%   Year Three
    6% but leas than 8%   Year Four
    8% plus   Year Five

    Year Five base funding shall be in place no later than 2015.

2) CHANGES IN PROVINCIAL LEGISLATION AND OR REGULATIONS REGARDING THE CALCULATION OF PROPERTY ASSESSMENT – the cost sharing arrangements in this agreement are based on the current Act and regulations regarding assessment. In the event

the Province changes these regulations in a manner that will materially affect the RM's ability to collect revenue the parties to this agreement, agree to revisit the per capita funding amounts for recreation, culture and libraries.

3) POPULATION ADJUSTMENTS – the Federal Census population statistics will be used to calculate the populations for the Town and the area within the RM serviced by Town (recreation district). The RM agrees to phase in the population adjustment from the 2006 Federal Census beginning in 2009 based on adding 4% in 2009, 4% in 20010 and adjustments to reflect the actual population increase resulting from the 2011 census. The RM and the Town also agree to increase their respective populations beginning in 2009, based on 2.6 people per new housing start in the previous year, subject to adjustment of population numbers at the time of each Federal Census without recalculation of past funding.

4) REDISTRIBUTION OF FUNDS – In the event not all the funds are utilized, the RM may hold, at the request of the Town, the funds in reserve for up to one year. In the event the Town cannot utilize and/or provide the matching municipal funds for a given year, the unused portion of their allocation may be redistributed to operational expenses of the RM.

J. INDEMNITY

1) The Town shall indemnify and hold harmless the RM, its employees and agents from any and all claims, actions and costs whatsoever that may arise directly or indirectly out of any act or omission of the Town, its employees or agents in the performance of this Agreement. Such indemnification shall survive termination of this Agreement.
2) The RM shall indemnify and hold harmless the Town, its employees and agents from any and all claims, actions and costs whatsoever that may arise directly or indirectly out of any act or omission of RM, its employees or agents in the performance of this Agreement. Such indemnification shall survive termination of this Agreement.
3) The RM shall not be liable or responsible for any bodily or personal injury or property damage of any nature whatsoever which may be suffered or sustained by the Town, its employees or agents in the performance of this Agreement.
4) The Town shall not be liable or responsible for any bodily or personal injury or property damage of any nature whatsoever which may be suffered or sustained by the RM, its employees or agents in the performance of this Agreement.

K. BOUNDARY ALTERATIONS

1) The Town and the RM agree that during the term of this agreement that they will work together to support the growth of both communities. The RM agrees to support annexation requests by the Town for purposes of ensuring the orderly and planned development of the Town, and agrees to enter into an annexation agreement with the Town.
2) When the supply of available land within the Town boundaries has been reduced to less than 10 years of growth, the RM will support annexation requests that will normally provide

for the Town to have sufficient land for 25 years of growth. The Town and the RM agree that the cost sharing formulas within this agreement will be adjusted following an annexation by the Town to reflect the appropriate cost sharing based on the revised populations.

3) The Town agrees, in the event of annexation, the Town will reimburse the RM for the appropriate/proportionate share of the infrastructure costs that have not been recovered through servicing fees.

4) The RM and Town agree, in the event of annexation, to adjust the referral area and begin discussions on future growth trends and corridors within each municipality.

L. DISPUTE RESOLUTION

In the event that a dispute over any issue related to or addressed under this agreement should occur between the RM and Town:

1) The Committee will meet and attempt to resolve the dispute.
2) In the event the Committee is unable to resolve an issue, the next step will be to seek the assistance of mediation through the Saskatchewan Municipal Board.
3) In the event a dispute cannot be resolved through Steps 1 and 2, either party may apply to the Saskatchewan Municipal Board to appoint an arbitrator whose decision shall be final and binding upon both parties. The Arbitration Act of Saskatchewan in force from time to time shall apply to arbitration proceedings commenced pursuant to this Agreement.

IN WITNESS WHEREOF the parties have affixed their corporate seals as attested by the duly authorized signing officers of the parties as of the first day above written.

Rural Municipality of _____ No. ###   Town of _____

_____   _____

Reeve   Mayor

_____   _____

APPENDIX G – COMMUNITY ACTION PLAN WORKSHEET

2009-2029 Worksheet

Issue:

Overall Goal:

Strategic Goal/ Objective	Activities/ Actions	Resources- H & F	Timelines	Lead	Notes
Measures/Indicators:					

APPENDIX H – COST SHARING AGREEMENT TEMPLATE

SHARED COSTS AGREEMENT

THIS AGREEMENT made in duplicate effective this ___ day of _____ 20 ___

BETWEEN:

> **THE RURAL MUNICIPALITY OF** _____ **NO.** ___, a municipal corporation in the Province of Saskatchewan, (hereinafter referred to as the "R.M.").

> -- and --

> **THE VILLAGE OF** _____, a municipal corporation in the Province of Saskatchewan, (hereinafter referred to as the "Village").

> **WHEREAS** pursuant to Section 254 of *The Rural Municipality Act, 1989* and section 175 of *The Urban Municipality Act, 1984*, a municipal council may authorize the making of an agreement for the performance of any matter or service that is considered to be a benefit to the municipality; and

> **WHEREAS** the parties named above desire to associate with each other for the purpose of cost sharing the expenses incurred for the local library, assistant administrator wages, postage meter and scale, and stationery.

> **NOW THEREFORE**, in consideration of the mutual covenants, terms and conditions contained herein, the parties hereto agree as follows:

1. The preamble hereto shall form an integral part of this agreement.

2. The respective contribution of each party to the expenses incurred each year for heat, power and phone for the local library. Whereas the R.M. shall provide for 70% of the library expenses and the Village shall provide for 30% of the library expenses.

3. The Village will submit a breakdown of operating costs to the R.M. Council prior to January 15th for the previous year's library expenses. The R.M. shall make an annual payment based on the 70% cost share on or before January 31st of each year to the Village.

4. The respective contribution of each party to the expenses incurred each year for the assistant administrator's wages and benefits. Whereas the R.M. shall provide for 70% of the assistant administrator's expenses and the Village shall provide for 30% of the assistant administrator's expenses.

5. The R.M. will submit a breakdown of assistant administrator's wages and benefits to the Village Council prior to January 15th for the previous year's assistant administrator expenses. The Village shall make an annual payment based on the 30% cost share on or before January 31st of each year to the R.M.

6. The respective contribution of each party to the expenses incurred each year for the postage meter and scale. Whereas the R.M. shall provide for 70% of the postage meter and scale expenses and the Village shall provide for 30% of the postage meter and scale expenses.

7. The R.M. will submit a breakdown of postage meter and scale expenses to the Village Council prior to January 15th for the previous year's postage meter and scale expenses. The Village shall make an annual payment based on the 30% cost share on or before January 31st of each year to the R.M.

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8. The respective contribution of each party to the expenses incurred each year for stationery. Whereas the R.M. shall provide 70% of the stationery expenses and the Village shall provide for 30% of the stationery expenses.

9. The Village will submit a breakdown of stationery expenses to the R.M. Council prior to January 15th for the previous year's stationery expenses. The R.M. shall make an annual payment based on the 70% cost share on or before January 31st of each year to the Village.

10. The parties agree to perform and do all acts necessary in order to authorize, execute and perform this agreement.

11. It is further understood and agreed that this agreement shall be retroactive to January 1, 2004 and continue indefinitely until amended or terminated by any of the parties concerned.

12. This agreement may be terminated by either of the parties concerned after giving one year's notice in writing.

IN WITNESS WHEREOF The R.M. of _____ No. ___ has hereunto affixed its corporate seal, duly witnessed by the hands of its proper officers in that behalf, duly authorized this___ day of 1_____, 20__.

R.M. OF_____ NO. ___

_____
REEVE

_____
ADMINISTRATOR

IN WITNESS WHEREOF The Village of _____ has hereunto affixed its corporate seal, duly witnessed by the hands of its proper officers in that behalf, duly authorized this __ day of _____, 20__.

VILLAGE OF _____

_____
MAYOR

_____
ADMINISTRATOR

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