Report on Municipal Rescaling & Regional Cooperation:

- Bibliography
- Case Studies

Prepared for: Executive Directors of Municipal Associations & Provincial / Territorial Deputy Ministers Responsible for Local Government

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INTRODUCTION

Municipalities in Canada are changing. Demographic, political and economic restructuring have affected municipalities in every province and territory, and have impacted municipal structures and operating procedures in a variety of different ways. Provinces / Territories and the municipal sector both recognize that they have a role to play in addressing these changes.

This report, Municipal Rescaling and Regional Cooperation, is the product of a partnership between Municipal Associations and Provinces / Territories. The report is designed to be a resource for local, provincial, and territorial decision-makers that supports the successful management of the challenges and opportunities presented by the continuing changes in their communities.

The goal of the report is to provide Municipal Associations and Provinces / Territories with a practical and user friendly document that will enable decision makers to more easily learn from the experiences of other jurisdictions. Contact information is included for users to follow up to obtain additional information for a more in-depth understanding of the specific initiative.

The report has 2 components:

1. Bibliography

The report contains a themed, annotated bibliography of recent publications on municipal rescaling and regional cooperation in Canada. The bibliography is designed to provide Municipal Associations and Provinces / Territories with a relevant and user friendly resource on different approaches on these topics and includes:

- Canadian publications (books, journal articles, and web sites) within the last 10 years;
- Reference information (author, year, website address, etc.); and
- A brief summary of the content of each publication.

The bibliography is organized according to the approach used (amalgamation, regional cooperation, etc.) and by source of publication. It is also organized chronologically with the most recent publication first.
2. Case Studies

The report includes brief case studies from across Canada that highlight successful municipal rescaling and regional cooperation initiatives that have been implemented in municipalities and communities across Canada.

These case studies reflect the diversity and flexibility of public policy options available for managing municipal change. They are also a resource that can be used by decision makers when considering actions in their own jurisdictions.

The case studies highlight approaches such as:

- Amalgamation and restructuring;
- Regional cooperation;
- Regional governance;
- Regional revenue and tax sharing; and
- Regional service sharing and service delivery.

It is clear from this report that all jurisdictions are taking action to address the challenges created by municipal change through municipal rescaling and regional cooperation. All jurisdictions can benefit from the experience of others.

Thank you to all the Municipal Associations and Provinces / Territories that participated in the development of this report.
# TABLE OF CONTENTS

Bibliography – Municipal Rescaling & Regional Cooperation ........................................ 3

Amalgamation and Restructuring .................................................................................. 4
  Impetus for Change ................................................................................................. 4
  Guides / Process .................................................................................................... 5
  Evaluating the Experience ..................................................................................... 6
  General ................................................................................................................... 11

Regional Co-operation ............................................................................................... 14
  Municipal Publications ......................................................................................... 14
  Provincial Publications ......................................................................................... 14
  Think Tanks and Institutional Publications ......................................................... 15

Regional Governance ............................................................................................... 16
  Think Tanks and Institutional Publications ......................................................... 16
  Academic Publications ......................................................................................... 17

Regional Revenue/Tax Sharing ................................................................................. 19
  Think Tanks and Institutional Publications ......................................................... 19
  Academic Publications ......................................................................................... 19

Regional Service Sharing and Service Delivery ...................................................... 20
  Municipal Publications ......................................................................................... 20
  Provincial Publications ......................................................................................... 20
  Think Tanks and Institutional Publications ......................................................... 21
  Academic Publications ......................................................................................... 21

General Publications / Resources ........................................................................... 22
# TABLE OF CONTENTS (CONTINUED)

## Case Studies — Municipal Rescaling and Regional Cooperation

### Amalgamation and Restructuring

- Economic Development Provides Impetus for Boundary Extension (BC) .......................................... 26
- Financial Challenges lead to Amalgamation of 5 Municipalities (NL) ............................................. 26
- Financial Viability Impetus for Dissolution Application (NS) .......................................................... 27
- Regional Municipal Governance Review leads to Amalgamation (AB) ........................................... 27
- Infrastructure Pressure Provides Impetus for Amalgamation (MB) ............................................... 28
- The Team Approach (ON) ................................................................................................................. 28

## Regional Co-Operation

- Vitrine des Pratiques Innovantes (QC) .............................................................................................. 28
- York-Durham Sewage System, Southeast Collector Trunk Sewer (ON) ........................................... 29
- An Original Idea in Niagara (ON) ..................................................................................................... 29
- Industrial Wastewater Treatment Facility Upgrade - A Partnership with industry (MB) .............. 30
- Transitioning Regions (ON) .............................................................................................................. 30
- Joint Economic Development Initiative (JEDI) Strategic Plan (AB) ................................................. 31
- Durham/Elgin Provincial Offences Act (POA) Collection Services Agreement (ON) .................. 31
- Lake Huron and Elgin Area Water Supply Systems (ON) ............................................................... 32
- Centre 48 Arts and Education Centre (SK) ....................................................................................... 32
- Solid Waste Management through a Regional Services Commission Solution (AB) ................. 33

## Regional Governance

- Tlicho Community Government Act (NT) .......................................................................................... 33
- Regional Districts Provide Governance, Planning and Service Delivery (BC) ................................. 34

## Regional Revenue/Tax Sharing

- Inter-Municipal Cooperation Agreement based upon the principle of mutual benefit (AB) ... 35
- Municipal Tax Sharing (MB) ........................................................................................................... 35

## Regional Service Sharing and Service Delivery

- We will take care of that (ON) .......................................................................................................... 36
- REACT Waste Management District (SK) ...................................................................................... 36
Bibliography
Municipal Rescaling & Regional Cooperation
AMALGAMATION AND RESTRUCTURING

IMPETUS FOR CHANGE

Provincial Publications

   Contains a detailed analysis of local governance institutions and the challenges they are facing. Recommendations include: eliminating unincorporated areas; reconstituting local service districts, rural communities, villages and most towns into larger municipal units; establishing 12 regional service districts and boards to exclusively deliver specific services (planning, solid waste management, policing, emergency measures and economic development); increasing fiscal autonomy for local government, including abolishing the current unconditional grant funding system; accountability and transparency measures for municipal government; consolidating various statutory provisions; spheres of jurisdiction approach for by-law-making powers and responsibilities of municipalities; and implementation recommendations.

   Discusses possible changes to the number and types of municipal governments. Outlines the preliminary report that covers issues such as the importance of the municipal system and multifaceted renewal; reviews the objectives, directions, approaches and requirements for renewal; examines issues such as demographics, and financial features of the municipal system.

   Focuses on the need for and nature of municipal renewal within the Northern Administration District in Saskatchewan. Provides an overview of requirements for achieving municipal renewal; an overview of the factors that create the need and impetus for renewal; and a detailed framework of issues, options and potential directions to consider in undertaking municipal renewal.

   Focuses on municipal renewal within the rural and urban sectors in southern Saskatchewan. It provides an overview of the factors that create the need and impetus for renewal; a detailed framework of issues, options & potential directions that should be considered in undertaking municipal renewal; and an overview of the requirements for achieving municipal renewal.
Includes the summary of the final report on rural and urban sectors and the summary of the final report on the northern sector. It discusses the need, vision and goals for renewal as well as the requirements and nature of municipal renewal.

Think Tanks and Institutional Papers

Argues that the provincial governments of Nova Scotia, Ontario, and Québec were acting "autonomously" when amalgamating Halifax, Toronto, and Montréal and not responding to globalization or internal political pressures.
URL: http://www.queensu.ca/iigr/conf/Arch/03/03-2/Sancton.pdf

 Discusses amalgamation in St. John’s and the fight to keep the Southlands, formerly from the City of Mount Pearl, amalgamation in Atlantic Canada (Town of Grand Falls-Windsor, Northeast Avalon, City of Miramichi, Charlottetown, City of Summerside, Cape Breton Regional Municipality, Halifax Regional Municipality, Region of Queens, and Saint John), municipal services in St. John’s, arguments against amalgamation in St. John’s, and a final analysis of the situation there.

GUIDES / PROCESS

Provincial Publications

Provides a step-by-step overview of the process of voluntary municipal restructuring to assist in determining if voluntary restructuring is desired. It lists quick facts on municipalities in Saskatchewan and several examples of municipal dissolution and incorporation in Saskatchewan. It then provides a step-by-step process for voluntary municipal restructuring. It also provides guidance on financial assistance for voluntary municipal restructuring and available help from the Ministry of Municipal Affairs. Appendix A provides a financial comparison worksheet and Appendix B outlines the process of village dissolution.
URL: http://www.municipal.gov.sk.ca/AdministrationMunicipal-Status/Merger/Guide-Voluntary-Restructuring

Bibliography — Rescaling & Regional Cooperation
Provides the framework for local government restructuring activity in British Columbia. It explains the provincial interest in local government structures that adapt to changing circumstances; reviews the options available to local governments and communities that are considering restructuring; summarizes the historical trends in local government restructuring; outlines the principles underlying restructuring; outlines the ministry programs which facilitate the process for restructuring local governments; and clarifies the roles of those involved in the restructuring process.

Outlines the amalgamation process for Alberta municipalities. It covers why municipalities might amalgamate, how the process starts, what else happens, and what happens after amalgamation.

Outlines the dissolution process for Alberta municipalities, including how the process starts, what else happens, and post-study.

EVALUATING THE EXPERIENCE

Municipal Publications

Examines the persistence of municipal identities after amalgamation. It begins by presenting arguments for and against amalgamation. It focuses on the erosion of local identity and illustrates this through the experience in Miramichi, which was created by the amalgamation of the towns of Newcastle and Chatham in 1995. It provides information on the merger, the realized benefits of amalgamation, and how the distinct communities have remained post-amalgamation. It concludes with a summary of other New Brunswick amalgamations.

Presents highlights from Toronto's change in municipal governance that occurred in 1998 when the regional level of government merged with six local governments. It describes: (1) how amalgamation has changed the governance structures and the service responsibilities from a federated two-tier system of government to a unified metropolitan governance structure for the City of Toronto; (2) the key features of the reform process; (3) the role that the new City of Toronto plays in the intergovernmental arena; and (4) in what ways the new governance structures have increased cooperation and coordination among political representatives, leaders of civil society, and the community.

**Provincial Publications**


Provides summary data on municipal restructuring in Ontario since 1996. It lists the county/district, party municipalities, new municipal entity, new municipal status, approval type, royal assent/order date, gazetted date, and effective date.

URL: http://www.mah.gov.on.ca/AssetFactory.aspx?did=6212

**Think Tanks and Institutional Publications**


Evaluates whether the amalgamation of communities within the Toronto metropolitan area has produced a mature metropolis that represents its residents based on four criteria: (1) effectiveness and responsiveness, (2) consensus oriented, (3) transparency, accountability and participation, and (4) maturity.


Presents a history of recent amalgamations and mergers in both Québec and Ontario. It recounts the process of amalgamation in both Québec and Ontario and then tries to determine why the de-amalgamation movement has been successful in Québec, but not in Ontario.


Examines the amalgamation experiences of five Canadian metropolitan areas, four of them with two-level political and administrative structures, having central and sublocal entities. The four with this dual structure are Toronto, Halifax, Montréal and Québec City. Ottawa is the sole city discussed with a unified arrangement.


Describes and analyzes Canadian cases of municipal amalgamation and inter-municipal cooperation to assess the pros and cons of each. This study evaluates some of the mechanisms used to govern local communities and arrange for the provision of local public services. Case studies include Laval, Edmonton, Cape Breton, St. John's, Abbotsford, Regina and Moose Jaw, London and the Regional Municipalities of York and Durham.


Documents the process of amalgamation, describing the experiences of a number of municipalities. It summarizes the results of the Municipal Restructuring Survey, which was carried out in spring 2000, and looks at the experiences of 15 municipalities. It covers initiation of restructuring, committees and procedures, development of new government structure, human resources, the financial merger, municipal and community identity, services, etc.

Academic Publications


Details the planning in nine regions in Atlantic Canada prior and after to municipal amalgamations between 1991 and 1997, the response to amalgamation, and the lessons learned. It includes a table summarizing the result of each amalgamation, the population sizes in 1996, 2001 and 2006, and the year that the region was amalgamated, and a second table noting whether there were regional and other plans in effect prior to reorganization and the
plans adopted since reorganization.

21. Voters' preferences regarding municipal consolidation: Evidence from the Quebec de-
Wihry, D.F.
Examines voter preference concerning municipal consolidation using the data from the 2004
Québec referendum. It reviews the theory of optimal jurisdictional size, reviews literature
dealing with the economic determinants of local government structure, develops hypotheses
about citizen preferences regarding municipal mergers, and describes the voting process and
variables.

22. The governance of metropolitan areas in Canada. *Public Administration and
Examines in brief five significant Canadian developments with respect to the governance of
metropolitan areas: annexations and mergers such that there is one level of government for the
metropolitan area, two-tier metropolitan government, the amalgamation of two-tier
metropolitan systems into a single municipality, demergers in Québec, and the creation of
flexible and innovative entities for metropolitan governance. It particularly focuses on the
Greater Toronto Area, although it also covers cities across Canada.

23. Are services delivered more efficiently after municipal amalgamations? *Canadian Public
Kushner, J., & Siegel, D.
Evaluates whether the recent Ontario municipal amalgamations resulted in more efficient
service delivery by comparing the 1999 level of expenditures (2000 for Chatham-Kent) in each
of the three amalgamated municipalities with the 1996 level of expenditures in their
constituent municipalities. It specifically looks at the municipalities of Chatham-Kent, Central
Elgin, and Kingston.

24. Citizen satisfaction with municipal amalgamations. *Canadian Public Administration,
Reviews three amalgamations in Ontario, which reduced the number of municipalities from
twenty-nine to three, to determine whether the mergers resulted in a change in the quality of
service delivery. It analyses the changes in the level of outcomes as measured by the level of
public satisfaction with the quality of service before and after amalgamation for the
communities of Central Elgin, Chatham-Kent, and Kingston.

25. The restructuring of local government in rural regions: A rural development perspective.
Examines a particular rural restructuring in Ontario, Canada. Through the application of rural
development principles and criteria, it concludes that the process was antithetical to rural
development, and in terms of outcomes, of dubious value. It poses several questions and
challenges for rural development theory, including governance, and practice.
Examines whether municipal amalgamations in Ontario reduce the number of councillors and whether this equates to a financial savings.

Examines the metropolitan consolidation of the Ottawa-Carleton region of Ontario, focusing on the experience of the former City of Gloucester. It represents a mid-stage report on consolidation.

Discusses the reaction of the citizenry to the amalgamation in Central Elgin (Belmont, Port Stanley, and Yarmouth), Chatham-Kent, and Kingston (City of Kingston, Kingston Township, and Pittsburgh Township). It reports on the citizens' attitude to the amalgamation, both before and after, the citizens' perceptions of value for taxes, and citizens' sense of attachment to the new and old municipalities.

Examines the saga of local government restructuring in Canada's capital city. Specifically, it analyzes the interplay between provincial and local agendas for local government reform over many years, which culminated in provincial legislation and a one-year transition process to establish one municipality for the Ottawa city region. In doing so, the article addresses the extent to which the Ottawa transition demonstrates learning from other major urban restructuring efforts and the extent to which the Ottawa case provides new insights for future local government reform efforts. Key conclusions are that the key motivation for provincially initiated reform—cost saving through simplification of the local government structure in Ottawa—does not fully coincide with local needs and interests. Furthermore, the promise of financial savings has proven difficult to realize as a result of the local politics surrounding existing municipal debt and unresolved human resource management costs. Instead, future benefits from the amalgamation may lie in improved capacity to manage physical development, environmental sustainability, and cultural diversity.

Analyses the advantages and disadvantages of municipal amalgamations, provides a historical perspective of such amalgamations, and examines how these experiences apply to the city-region of Montreal. Reviews amalgamations in the USA, Canada (notably Toronto & Halifax), Great Britain, New Zealand and Australia. Includes case studies.
Examines the transition and short-term effects of municipal amalgamation, reviewing the impacts of restructuring on the administrative, financial, and political systems, of five recently amalgamated municipalities in Canada: Abbotsford, Aldborough, Victoriaville, Miramichi, and Halifax.

Studies service typologies and the design of tax-service packages in two recently amalgamated urban regions in the Maritimes: Halifax Regional Municipality, NS, and the City of Miramichi, NB. Study assesses whether restructuring of boundaries can address inefficiencies and inequities associated with municipal spillovers. It draws a distinction between four service characteristics: point specific, non-point specific, externality generating and non-externality generating services.

Examines recent municipal consolidations in Nova Scotia, New Brunswick and Ontario and of the consolidation debates in Québec and British Columbia. It covers amalgamation, downloading of services, service realignment, alternative service delivery and citizen response to municipal consolidation.

**GENERAL**

**Provincial Publications**

Provides a brief historical background of economic, agricultural and rural development in Saskatchewan since the beginning of the 20th century. Discusses two systems of functional economic areas: one based on an 11 region system and the other on 17. Examines commuting patterns, population projections and administrative framework. It includes the results of a public opinion survey. Includes recommendations.
Reviews problems pertaining to the organization of the municipal sector and the key objectives of municipal reorganization in Québec. Only the summary is available in English.

Think Tanks and Institutional Publications

Looks at the significance of local autonomy movements that appear in reaction to municipal amalgamations in both Montréal and Toronto.
URL: http://www.queensu.ca/iigr/conf/Arch/03/03-2/Boudreau.pdf

Looks at the history of Québec’s municipal reforms since the Quiet Revolution; presents an overview of the new municipal reforms, particularly the political and institutional changes in Montréal; and, suggests an analysis of the limitations of these reforms.
URL: http://www.queensu.ca/iigr/conf/Arch/03/03-2/Hamel-Rousseau.pdf

Examines the report of the Commission and the reorganization plan that was proposed by the Québec government in the beginning of 2000. It uses Kingdon’s theoretical framework to analyze the determinants of the policy process.

Reviews 50 years of evidence on the relationship between the structure and performance of local governments in metropolitan areas. The paper suggests that, given the diversity of communities and local services, no single organization can perform all the tasks demanded of local government. One solution that is heavily examined is the role of amalgamation.

Examines local government reforms in 6 developed Anglo-American countries: Australia, New Zealand, Britain, Ireland, United States, and Canada. It discusses municipal reforms, examining the structural, functional, financial, jurisdictional, and organizational/managerial reforms in each jurisdiction. The final section provides a comparative analysis of all six jurisdictions. Topics include: amalgamation, regional cooperation, intergovernmental partnerships, Commonwealth funding, intergovernmental cost shifting, public participation, political leadership, managerial reform, property taxation and assessment, fiscal autonomy, electoral system reforms, accountability, and performance evaluation systems.


Explores whether the megacities created from municipal amalgamations have satisfied the key roles of municipal government. It discusses the consolidationist (fewer, larger municipalities) and the public choice perspective (large number of smaller municipalities), the myth that amalgamation produces less government with examples from the US and UK, and the adoption and implementation of blended structures to meet service delivery roles (e.g. British Columbia's regional district system).


Discusses local government / municipal reform in all ten provinces and 1 territory, Northwest Territories, focusing on whether to centralize or decentralize. It addresses changes in the roles, structure, and functions of municipal government and municipal-provincial relations.


Suggests that city-regions proceed through distinct stages of reform. Develops a descriptive process model, which traces the progress of local and regional government reorganization for a hypothetical city-region. Canadian examples are used to identify how the local government system progresses.

URL: http://www.lib.unb.ca/Texts/CJRS/Autumn00/Meligrana.pdf
Municipal Publications

Analyzes the feasibility and benefit of creating an integrated growth management plan for Alberta's Capital Region. The report addresses past approaches to regional cooperation and the need for a regional approach; framework for an integrated regional growth management plan; the recommended regional governance structure and approach; cost estimates for future infrastructure needs; cost sharing; funding the Regional Board's activities and mandate; and establishing the Board and creating a framework for land use decisions.
URL: http://www.alberta.ca/home/CapRegionFiles/Working_Together.pdf

Provincial Publications

Reports on a public consultation to explore acceptable and appropriate local governance models and regional service delivery structures, conducted in response to recommendations of the Round Table on Local Governance for unincorporated areas, regional collaboration and service delivery. Some recommendations are targeted at laying the foundation for the gradual acquisition of local powers in unincorporated areas. Other recommendations are targeted at improving existing regional service commissions and at providing a mechanism for communities to voluntarily and formally enter into arrangements for the shared provision of other services.

Looks at the benefits of inter-municipal agreements, guidelines for inter-municipal agreements, and the evaluation of inter-municipal agreements. Includes the results of a focus group workshop. The handbook is a collaboration between Service Nova Scotia and Municipal Relations and the Union of Nova Scotia Urban Municipalities.
Think Tanks and Institutional Publications

Provides a framework for assessing multi-level governance arrangements and then applies the framework to five case studies of regional development policy: France, Italy, Germany, Spain, and Canada. Relates the importance of contractual arrangements for customized management of interdependencies, for clarifying responsibilities among actors, for dialogue, and for learning.

Reviews alternative definitions of a large city; identifies trends, challenges and opportunities; assesses the relative performance of large cities with cities abroad in four categories (economic sustainability, social sustainability, cultural sustainability, and environmental sustainability); examines government structures and models, including one- and two-tier, voluntary cooperation, special purpose districts, and the provincial government as regional government.

Examines the potential for municipalities within a city-region to cooperate. It investigates the current status of regional governance, the pressures for, and barriers to, regional cooperation, strategies for First Nations participation in regional governance, and best practices in regional cooperation.
URL: http://www.cwf.ca/pdf/200113.pdf

Describes and analyzes Canadian cases of municipal amalgamation and inter-municipal cooperation to assess the pros and cons of each. Evaluates mechanisms used to govern local communities and provide for local public services. Case studies include Laval, Edmonton, Cape Breton, St. John's, Abbotsford, Regina and Moose Jaw, London and the Regional Municipalities of York and Durham.

Bibliography – Rescaling & Regional Cooperation
REGIONAL GOVERNANCE

Think Tanks and Institutional Publications


Analyzes the economic performance of the Greater Toronto Area and proposes a new agenda for sustainable competitiveness in order to enhance productivity. It recommends improving current governance by means of strategic planning at the regional level.


Reviews the nature of city-regions and why they exist, describes the history of the Capital Region, and specifically addresses some of the formal issues that must be considered in the development of regional governance structures.

URL: http://www.uofaweb.ualberta.ca/crsc/pdf/UTA%20SUPA%20Regional%20Governance%20Explored%20v8.pdf


Provides an overview of public policies and policy instruments to promote rural and regional development in Canada, at the federal level and select other jurisdictions (Ontario, Québec, British Columbia, the European Union, the United Kingdom, Scotland, Denmark, Iceland, Norway, Alaska, Oregon, and Wisconsin). Approaches include traditional economic instruments; promotion of innovation, technology and regional clusters; support for local economic development; community development and capacity building; and new governance models. Concludes with summary of key lessons for the Newfoundland and Labrador context.


Examines the Montréal area and competitiveness and governance questions facing this metropolitan region. Defines the region of Montréal and its competitiveness from a global standpoint; looks at governance in the region, including the past amalgamation, municipal resources, and tax structure; examines ways to enhance economic competitiveness.
**Academic Publications**

Examines current and historical trends in metropolitan governance in the United States and to a lesser extent Canada and Mexico. Of note are the chapters on metropolitan governance in Canada by Andrew Sancton and Vancouver’s regional governance by Patrick Smith.

Examines urban growth and regional planning in the Calgary Region and the conflict over the construction of a beef processing facility by Rancher’s Beef Ltd. It details how Calgary and the Municipal District of Rocky View feuded over the provision of water and waste water infrastructure to support the facility and the eventual closure of the facility. The article discusses an evolutionary approach to urban change, the history of Calgary and the beef industry, regional planning and urban/rural conflict, changes brought in with the 1995 Municipal Government Act, and annexation in Alberta.

Describes and analyzes the various approaches that have been taken within Canada over the past fifty years to the problems of metropolitan governance. The paper defines metropolitan areas, looks at four different types of institutional arrangements for metropolitan governance, and examines the politics of metropolitan areas and metropolitan policy. It concludes with a discussion on possible future shapes of metropolitan governance.

Looks at how to structure city-regions for effective governance. The author argues that city-regions in western liberal democracies cannot be self-governing. It demonstrates that difficulties in reaching agreements on boundaries fatally limits the capacity of city-regions to be self-governing. It considers municipal boundaries, discussing the need for boundaries, expanding municipal boundaries, two-tier systems of urban governments, local approval for boundary change, and the statistical use and definition of metropolitan areas. It also looks at the theory and practice of city-states, including city-states in Europe. The book concludes with a look at self-government for the City of Toronto.

Examines in brief five significant Canadian developments with respect to the governance of metropolitan areas: annexations and mergers such that there is one level of government for the metropolitan area, two-tier metropolitan government, the amalgamation of two-tier
metropolitan systems into a single municipality, demergers in Québec, and the creation of flexible and innovative entities for metropolitan governance. It particularly focuses on the Greater Toronto Area, although it also covers cities across Canada.

Reflects on results of metropolitan governance restructuring in Toronto, during the 'long 1990s', the time period roughly between the collapse of international property markets in the late 1980s and the events of 9/11/01. Discusses more recent developments including the establishment of more moderately liberal and social democratic administrations in Ontario and Toronto. Through a discussion of the search for new 'fixes' at the city-regional scale in Toronto, particularly in the sectors of competitiveness, transportation and the environment, highlights how social movement demands have been rearticulated in the period following revisions of municipal governance mechanisms such as the debates about the municipal charter in Toronto.

Outlines the issues that are associated with the debates about boundaries and functions and points out that, especially for Toronto and Montréal, the recent municipal amalgamations have prompted wide-ranging attempts to fix the internal municipal governance problems apparently caused, in some respects at least, by the amalgamations themselves. It also notes that the governance of Canadian cities is too important to be left to municipalities alone—regardless of their size or sway.
URL: http://www.irpp.org/po/archive/feb04/Sancton.pdf

Provides a case study of one such “new regionalist” response. It examines the Alberta Capital Region Alliance (ACRA), a voluntary, polycentric regional organization that provides the Greater Edmonton Metropolitan region with its only pan-regional venue for coordinated municipal government action and regional advocacy.

Consolidates the history, evolution, current practice, and future prospects for regional planning in Canada into one reference work. It identifies the intellectual and conceptual foundations of regional planning and review the history and main modes of regional planning for rural regions, economic development regions, resource development regions, and metropolitan and city-regions. It also proposes a new paradigm addressing the needs of regional planning now and in the future, emphasizing regional governance, greater inclusiveness and integration of physical planning with planning for economic sustainability and natural ecosystems.
Examines metropolitan models of governing structure and evaluates how well these models achieve the coordination of service delivery over the entire metropolitan area as well as the extent to which they result in the equitable sharing of costs of services. The models examined include: one-tier fragmented, one-tier consolidated, two-tier, voluntary cooperation, special purpose districts.

Looks at the role of city regions as players in the creation of the wealth of nations and offers the example of the goal for growth of the Montreal Metropolitan Community and the factors that are necessary for this to occur, including the creation of a new partnership to accelerate public investment and revenue sharing of this new growth in order to reinvest in the communities.

Academic publications

Discusses how federal, provincial, and municipal governments can find a means to provide cities with access to self-managed revenue sources in light of the fixed municipal revenue base, the offloading of services to municipalities by the provinces, and an increasing infrastructure deficit. It details limited revenue sharing agreements and programs, offers three reasons why the federal government should care about cities, and the need for adequate revenue sources from fiscal powers granted by the provinces.
Municipal Publications

Provides a detailed service analysis of the impacts of splitting Comox Strathcona Regional District into two separate regional districts. It covers: government services, fire protection, 911 emergency answering service, building inspection services, water services, liquid waste management, pesticide awareness service, solid waste management and other waste services, planning, geographic information services, by-law enforcement, community parks, and recreation and pools.
URL: http://www.comoxstrathcona.ca/uploadedFiles/Notices/MNPreport.pdf

Provincial Publications

Reports on a public consultation to explore acceptable and appropriate local governance models and regional service delivery structures. Some of the recommendations put forward are targeted at laying the foundation for the gradual acquisition of local powers in unincorporated areas, while other recommendations are targeted at improving existing regional service commissions and at providing a mechanism for communities to voluntarily and formally enter into arrangements for the shared provision of other services.

Contains a planning framework for the Montréal Metropolitan Region, including: the territory of the metropolitan region of Montréal; costs and problems of an expanding metropolis; Government's vision statement on land use planning and development and the concept of spatial organization; Government's expectations for the Communauté métropolitaine de Montréal; and government equipment and infrastructure projects, including tourist facilities, transportation infrastructures, and facilities and services for people.
Think Tanks and Institutional Publications


Examines metropolitan models of governing structure and evaluates how well these models achieve the coordination of service delivery over the entire metropolitan area as well as the extent to which they result in the equitable sharing of costs of services. Models include one-tier fragmented, one-tier consolidated, two-tier, voluntary cooperation, special purpose districts. URL: http://www-wds.worldbank.org/external/default/WDSContentServer/IB/2007/08/14/000158349_20070814091849/Rendered/PDF/WPS4317.pdf

Academic Publications


Assesses whether three amalgamations (Central Elgin, Chatham-Kent, and Kingston) that reduced the number of municipalities from 29 to three resulted in efficiency improvements in service delivery.


Compares the costs, resources, service levels, crime rates, workloads, and citizen perceptions of police services before and after the amalgamation of the Town of Bedford, the cities of Dartmouth and Halifax and Halifax County.

73. Accommodating multiple boundaries for local services: British Columbia’s local governance system. (2002). Bish, R.L. Bloomington, IN: Indiana University.

Describes British Columbia's regional-district municipality system for local governance. Examines theoretical issues relating to determining institutional arrangements and boundaries for different public goods and services, the problems that have arisen, and its evolution over time. Includes the author’s suggestions for incremental modifications in a county-municipality system to achieve similar results to US metropolitan areas. URL: http://www.indiana.edu/~workshop/papers/bish_102102.pdf
Looks at the history and present state of recent municipal reform in the three Maritime provinces: New Brunswick, Nova Scotia, and Prince Edward Island. It identifies a number of seminal reports calling for municipal reform in each province.

Describes and analyzes the systems of municipal government in Canada’s provinces, covering the history and structure of municipal institutions, the functions, electoral rules, provincial oversight, municipal associations, municipal finance, and demography. They assess the extent to which municipal governments have the capacity to act autonomously, purposefully, and collaboratively.

Details how metropolitan regions have developed in terms of geographic and institutional organization; how political and institutional settings interrelate with the socio-cultural and economic characteristics of large urban areas and their political processes and public policy; and how various efforts have been made to reform metropolitan institutions. They analyze experiments with metropolitan governance and government on four continents, offering a look at the political dimensions of the dynamics of metropolitanization.

Provides an overview of the role, powers, and structure of local government in British Columbia. It covers: provincial ministry and agency functions related to local governments; municipal incorporation, expansion, and amalgamation; municipal governance; municipal elections and referenda; municipal services and finance; the functions, governance, and finance of regional district governments; other local governments (school districts, improvement districts, regional hospital districts, regional library districts, and the Islands Trust); local government service delivery; protective services; engineering services; recreation and cultural services; social services; local planning functions (regulation and development); labour relations; local government revenue sources and financing; and First Nation Governments.
Details local government in Canada. Chapters address the powers and roles of local government in Canada, the historical foundations of local government, turn of the century reforms, pressures of city growth and change, local government reform and restructuring, restructuring limitations and alternatives, intergovernmental relations, municipal finance, structures within municipal government, local political process, accountability and ethics within municipal government, municipal elections, public participation with municipal government, municipal policy-making, and the future of municipal government in Canada.

Contains papers from the book that present an account of recent local government reforms in major Canadian metropolitan areas and evaluates metropolitan governance and reforms in these areas. The jurisdictions covered include: Toronto, Greater London, Montréal, Winnipeg, Greater Vancouver, and Ottawa-Gatineau.

Looks at the state of federal-provincial-municipal relations in 2004. Topics include: federal urban role and federal-municipal relations; fiscal municipal relations with the federal and provincial government; political-economy and fiscal-federalism; municipal amalgamations (Halifax, Toronto, and Montréal); municipal reform in Québec; polycrural social mobilization in Montréal and Toronto; changes to provincial-municipal relations in Ontario; ethnocultural diversity and intergovernmental relations in Canadian cities; factors affecting Canadian housing policies; policymaking in Vancouver; municipal-provincial-federal relations in Mississauga; urban asymmetry and provincial mediation of federal-municipal relations in Newfoundland and Labrador; and federal-municipal-provincial relations in Saskatchewan.

Explores issues of influence and power within local institutions and decision-making processes using numerous illustrations from municipalities across Canada. Shows how large and small communities have distinctive political cultures and so respond differently to changing global and domestic environments. Case studies of Prince George, Sherbrooke, Saint John, and Kitchener-Waterloo illuminate historical and contemporary challenges to local governance. Topics include: local democracy and self government; public participation in local governance; electoral process; party politics in local government; role of mayor and council; the evolution of provincial-local relations and municipal government; municipal restructuring; contemporary intergovernmental relations; the politics of urban planning; environmental challenges; local public administration; and business management and the municipal corporation.
Provides an overview of the principle characteristics of municipal organization in Canada, and outlines specific features in certain provinces and some of the changes that have been under way since the early 1990s. It covers the legal and political foundations of the municipal system; municipal responsibilities, functions and roles; municipalities' financial and fiscal resources; municipal organization in metropolitan areas; the electoral system, administrative organization, and intergovernmental relations. Concludes with a section examining the arguments currently being presented by big cities that are demanding a change in status under the Constitution, and are consequently calling for a major overhaul of Canada's municipal organization.

Discusses municipal finance issues related to municipal expenditures, revenues, governing structures, service-delivery options, and decision-making tools in Canada. Includes: the property tax base, the incidence and efficiency of property taxes, user fees, intergovernmental transfers, financing capital expenditures, additional tax sources, alternative service delivery systems, municipal structure and restructuring, and fiscal sustainability.

Reports on Canada's economic trends at the territorial level. Examines five distinct sections: (1) territorial trends and disparities; (2) territorial development strategies and policies; (3) urban policymaking; (4) policies for rural regions and northern territories; and (5) fiscal and metropolitan reforms. Examines Canada's need to create and assess the consistency of policy to ensure cohesion across the three macroregions. Advocates for increased federal involvement with urban centres and reviews recent changes in rural policies.

Explores the question, "What is our national policy toward urban affairs?" It focuses on what has happened since the 1970s, examining how the ideas of city-regions and the urban policymaking process have changed. The essays are broken down into four categories: social issues affecting cities; governance issues; planning and economic development; and fiscal challenges.
Case Studies
Municipal Rescaling & Regional Cooperation
AMALGAMATION AND RESTRUCTURING

Economic development provides impetus for boundary extension (BC) – 2011
Following a complex three-year process, the boundaries of the Village of Pemberton (pop. 3,200) were recently extended in order to diversify its tax base. The land included in the boundary extension is important to the community for the following reasons: the Village now has control over a popular site for outdoor events; the Village can properly manage watershed stewardship; the Village will receive tax revenue from an independent power producer, and; there is development potential for some of the land.

The boundary extension, which included Lil’wat Nation-Mount Currie Band lands, was supported by the residents in the village as well as in the area of extension. The Lil’wat Nation-Mount Currie Band also supported inclusion of some of its fee simple land within the Village boundary. The Village and Lil’wat Nation signed a protocol agreement to set-out some important considerations for this land would be managed. In order to mitigate the financial impact on the Squamish Lillooet Regional District of the municipalisation of the land within its boundary, the Village has agreed to provide some compensation over a three year period.

Contacts:
BC Ministry of Community, Sport and Cultural Development:
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Financial Challenges lead to Amalgamation of 5 Municipalities (NL) – 2010
Fogo is an island off the northeast coast of Newfoundland and Labrador. Prior to the 2010 amalgamation, Fogo Island was composed of 4 town councils and 1 regional council, providing regional governance to approximately 2,800 people. Some of these municipalities had accumulated significant debt, and were not in a financial position to take on further capital debt to complete necessary infrastructure projects. At the request of the 5 municipalities, the Department of Municipal Affairs was involved in an amalgamation creating a single municipality, the Town of Fogo Island. The Province committed approximately 5 million dollars to retire the capital debt of the previously incorporated municipalities, to assist the new town with transitional costs, and to complete a new municipal plan. As a result, the new Town of Fogo Island is nearly debt free, and has significant financial flexibility.

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Town of Fogo Island:
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Elizabeth Russell; email: ElizabethRussell@gov.nl.ca; ph: 709-729-1953
Financial Viability Impetus for Dissolution Application (NS) – 2010
As a result of the closure of the Town’s major employer (Seafreeze fish plant) and the loss of its main commercial tax base, the Town of Canso (pop. 911) has struggled to be financially viable for a number of years.

After careful consideration Town Council made application to the Nova Scotia Utility and Review Board for Dissolution. The department’s approach is to be a collaborative partner with both the Town of Canso and the neighboring Municipality of the County of Guysborough. The Department’s interest is to try and ensure that the dissolution process does not have a negative impact on the Province or Municipal government in general. As the process is being decided by the Nova Scotia Utility and Review Board, the department has intervener status during the hearing process.

The main role of the department to date has been to provide advice and guidance during the process. Funding was provided for costs associated with studies required by the Board (i.e. infrastructure status which will assist all parties in the decision making process) and other transitional costs incurred by the Town including the engagement a CAO/transition coordinator. A preliminary hearing is scheduled for the first week of December, 2011 to hear the matter.

Contacts:
Town of Canso:
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Service Nova Scotia and Municipal Relations:
Mark A. Peck; email: peckma@gov.ns.ca; ph: 902-424-7917

Regional Municipal Governance Review leads to Amalgamation (AB) – 2007
The Town of Lac La Biche (pop. 2,776) and Lakeland County (pop. 5,301) had a significant number of formal and informal agreements for shared services, and somewhat functioned as a regional community. Numerous families lived in one municipality, but worked and/or owned businesses in the other. In addition, the Town had undergone significant administrative and governance challenges that affected the ongoing viability of the town.

The municipalities entered into a regional governance review and amalgamation study process that included a public consultation component and plebiscite. At the conclusion of the process, the municipalities successfully amalgamated to form the new municipal district called Lac La Biche County.

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Infrastructure Pressure Provides Impetus for Amalgamation (MB) – 2002
The Village of Garson (pop. 350) was facing a loss of municipal leadership, struggling to provide quality services at a reasonable cost, and could not finance a required new sewer and water system due to its limited borrowing capacity. The Village approached the Rural Municipality of Brokenhead (pop. 3,520) with whom it had several formalized municipal services sharing agreements. By combining the resources of the two municipalities, the new municipality was able to secure borrowing approval for a new sewer and water system and move forward as a larger, more viable municipality. Manitoba’s Municipal Act provides the flexible tools to allow for the interests of each municipality to be addressed by amalgamating.

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Manitoba Local Government:
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The Team Approach (ON) – 2001
Initiated in 2001 under the leadership of the Municipality, Burlington witnessed a coming together of the major public and private sector economic development stakeholder groups, which included: the City of Burlington (pop.164,415), Aldershot Business Community, Burlington Downtown Business Association, Burlington Economic Development Corporation, Burlington Chamber of Commerce, Burlington Hydro and Tourism Burlington under one umbrella. Team Burlington was developed out of the necessity for a refocused investment attraction and development strategy for the community.

Team Burlington has created a multi-party team that is fostering a progressive and dynamic city with a unique one-window approach to business development and retention services.

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REGIONAL CO-OPERATION

Vitrine des Practiques Innovantes (QC)
The Vitrine des pratiques innovantes, or Showcase of innovative practices, is a web 2.0 online database designed to collect and spread innovative practices in governance and municipal management. The showcase of innovative practices is intended to be a broad sharing community for elected officials, municipal managers and citizens. This showcase is the perfect
instrument for publicizing the successes of municipalities and highlighting best practices in Québec municipalities. This initiative is in line with the mission of the Union des municipalités du Québec (UMQ) in supporting its members in building democratic, innovative and competitive living environments.

In recent months, the UMQ invited its entire membership to provide their innovative practices using an online forum, which has resulted in more than 200 innovative practices and projects being shared across the province so far.

Contacts:
Union des municipalités du Québec:
Peggy Bachman; email: pbachman@umq.qc.ca; ph: 514-282-7700

York-Durham Sewage System, Southeast Collector Trunk Sewer (ON) – 2011
The York-Durham Sewage System is a series of five pumping stations, force mains and over 120 kilometres of sewer pipe that services the municipalities of Newmarket, Richmond Hill, Aurora, Markham, Vaughan and Pickering. Sections of the Southeast Collector (SEC) Trunk Sewer are operating near capacity. The SEC Trunk Sewer Project, scheduled to start in spring 2011, will provide for the twinning of existing sewage infrastructure (15 kilometres), rehabilitation of existing pipes and environmental and recreational improvements to meet projected growth in both Regions through the next 25 years, at a joint cost of $570 million. The project follows joint environmental studies to meet the requirements of the Environmental Assessment Act.

Contacts:
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Regional Municipality of Durham
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Association of Municipalities of Ontario:
Pat Vanini; email: pvanini@amo.on.ca; ph: 416-971-9856 ext. 316

An Original Idea in Niagara (ON) – 2010
Niagara Region’s Economic Growth Strategy identified six strategic action plans to spur economic activity and strengthen the community’s competitive advantages. Two action plans became the catalyst for the development of the transformative regional branding strategy: “Niagara Original.” The Niagara Original Brand was developed in partnership with business, government and the non-profit sector to provide a strong collective voice for the Region’s economic transformation.
The brand was so effective that Niagara Original has won excellence in marketing awards from both the Economic Developers Council of Ontario (EDCO) and the Economic Developers Association of Canada (EDAC).

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Niagara Region:
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Ontario Ministry of Municipal Affairs and Housing:
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Industrial Wastewater Treatment Facility Upgrade — A partnership with industry (MB) — 2010
The Town of Neepawa (pop. 3,900), a major agricultural centre that sought out an innovative solution to a wastewater treatment facility upgrade needed to facilitate an industrial expansion of a hog processing plant. The plant would create significant job expansion, bringing real and positive growth to the community.

The Town, together with the industrial partner worked to jointly address the capital costs of the upgrade and entered into a unique agreement — a corporation that shares ownership, oversight, management and operating costs between the municipality and the industrial partner. The facility was able to accommodate the industrial expansion. As well, the existing wastewater lagoon has the capacity to accommodate new residential and commercial development. With the expansion complete, the Town is seeing economic spin-offs and increases to its tax base.

Contacts:
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Transitioning Regions (ON) — 2010
The Sand Plains Community Development Fund assists rural communities in the tobacco-growing region known as the Sand Plains to transition to a non-tobacco based economy. Funding is targeted to community-based initiatives which support regional development, attract and retain people and investment, and stimulate business development and job creation.
At the request of Agriculture and Agri-Food Canada (Rural Secretariat), the South Central Ontario Region (SCOR) is participating through involvement on the Program Steering Committee. SCOR looks forward to guiding delivery of this program for the benefit of the rural residents, communities and businesses of the region. SCOR will continue to advocate for rural initiatives with regional importance.

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Joint Economic Development Initiative (JEDI) Strategic Plan (AB) – 2009
The City of Wetaskiwin, the County of Wetaskiwin, and the Town of Millet (combined pop. 24,333) collaborated to develop a regional industrial growth plan to address concerns with the partnering municipality’s ability to address municipal service pressures as a result of significant growth experienced and anticipated within the region.

The Province of Alberta supported the partnership with developing the regional industrial growth plan to guide the industrial development within the region; identify future growth trends, obstacles, and constraints; evaluate the impacts of industrial development on municipally delivered services; plan for future infrastructure requirements; and act as a framework for integrating future developments within current and future environments.

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The purpose of the Collection Services Agreement was to enable Elgin County (pop. 85,351 located in Southwestern Ontario) to partner with Durham Region (pop. 561,258 located within the Greater Toronto Area) on a trial basis, to take advantage of the Region’s state-of-the-art collection technologies, policies/procedures and civil enforcement activities to collect on defaulted POA fines (eg. speeding tickets). Durham Region developed leading edge collection processes, including a website for POA fine collections, “Pay Tickets,” now in use in a number of municipalities. The partnership is focused on ensuring fiscal responsibility and process improvement through innovation and quality service.
Specifically, Elgin County has not had to “reinvent the wheel” in introducing a new POA collection process, more resources/expertise are available to support collection activities and improve customer service and the level of fine collections has been improved or maintained. The 2008 Collection Services Agreement has been extended annually since 2008 and a new agreement is currently being negotiated.

Contacts:
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County of Elgin
Jennifer Ford, Financial Analyst; email: jford@elgin-county.on.ca; ph: 519-631-1460 ext 107
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Pat Vanini; email: pvanini@amo.on.ca; ph: 416-971-9856 ext 316

Lake Huron and Elgin Area Water Supply Systems (ON) – 2004
In Southwestern Ontario, between the shores of Lake Huron and Lake Erie, the water needs of one half a million people in large and small and rural and urban communities are being met by two Joint Boards of Management for each of the Elgin and Lake Huron Primary Water Supply Systems. The two Boards serve 14 municipalities including the Cities of London and St. Thomas, the Town of Aylmer and a number of more rural municipalities. In 2004, the City of London (pop. 352,395) and the two Boards entered into a partnership to explore, develop and deliver a strategic, long-term infrastructure program focused on a sustainable high quality water supply, energy conservation and protection of the natural environment. The respective Joint Board of Management owns and governs the area water systems, using the City of London as the Administering Municipality. The area water systems are operated and maintained by American Water Canada Corp., under contract to the respective Joint Board of Management. Guiding principles for the operation of the Boards include: quality of service; operating flexibility/innovation, efficiency; asset protection and maintenance; continuity of service; environmental impact; municipal control; value for service; capital projects and the appropriate allocation of risk.

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Association of Municipalities of Ontario:
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Centre 48 Arts and Education Centre (SK) – 2002
In 2001, The Village of Montmartre (pop. 413) and RM of Montmartre No. 126 (pop. 513) partnered to create an economic development committee. This committee was tasked with creating new initiatives which would make the community more attractive for current and future residents. This committee decided to promote educational, cultural, music and
professional programming to the community and surrounding area through the creation of a regional arts and continuing education centre.

Since its establishment, Centre 48 has educated over 1,800 students from 20 communities in the Regina East area, generated approximately $180,000 into the local economy and created opportunities for over 180 instructors.

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Saskatchewan Municipal Affairs:
Dustin Austman; email: Dustin.Austman@gov.sk.ca; ph: 306-787-2740

Solid Waste Management through a Regional Services Commission Solution (AB) – 1998
The Town of Banff (pop. 8,721), Town of Canmore (pop. 12,226) and the Municipal District of Big Horn (pop. 1,454), partnered to form the Bow Valley Waste Management Commission for the purpose of providing environmentally responsible solid waste management services throughout the region, including National and Provincial Parks. The Regional Services Commission acts proactively within its municipal partnerships to employ sustainable improvements in reduction, reuse, composting and recycling, and aids the member municipalities in achieving waste reduction objectives. Through this partnership, the Commission purchased the MD of Bighorn’s dry waste site, and was able to purchase an additional 36 acres of landfill expansion lands, providing opportunities for service and program expansions.

Through the expansion and addition of new programs, the waste diversion rate at the landfill increased from 18% in 2000, to 62% in 2006 (See: www.bvwaste.ca).

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REGIONAL GOVERNANCE

Tlicho Community Government Act (NT) – 2004
This legislation is very similar to others Acts used to create municipalities, except for one very important and unique difference. This Act is the result of a land claims and self-government agreement, the first agreement combining these elements in the Northwest Territories. This legislation provides the governance structure for four community governments, two of which
are former band communities and two of which are former charter communities. Due to the legislation, the Tlicho community governments have a shared governance model.

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Northwest Territories Municipal and Community Affairs:
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Regional Districts Provide Governance, Planning and Service Delivery (BC)
Regional districts (RD) are an integral part of BC’s local government landscape through which effective governance and service delivery are provided. More specifically, RDs serve the following three key purposes:

1. They act as regional governments to regions by providing key services and activities for the entire region;
2. They provide a political and administrative framework for joint/inter-local government service delivery, and;
3. They act as local governments for electoral areas (EA).

A fundamental attribute of the RD system is its federated nature. This enables RDs to focus on integration and the joint delivery of services through partnerships among members, thereby allowing RDs to adapt and customize service delivery to fit an amazing variety of different needs and geographic scales. Although developed over 40 years ago, the RD system continues to be seen as a unique and effective governance model because it can: provide for inexpensive rural government; achieve economies of scale in service delivery; provide an effective framework for inter-municipal cooperation; and adapt to different areas of the province.

The regional district system provides municipalities with the opportunity to scale-up their services to a sub-regional level. For example, the Cariboo Regional District provides a sub-regional recreation service to the communities in the greater Quesnel region which includes the City of Quesnel and 4 surrounding electoral areas. In order to set-up the service, each of the communities must provide consent (in other words, the participants are not forced into the service). There are many, many examples like this around the province. This kind of arrangement allows communities to regionalize the tax base to ensure equitable sharing and access to services. Since the regional district provides communities with a means of cooperation, the pressure for amalgamation or a boundary extension is reduced.

Contacts:
BC Ministry of Community, Sport and Cultural Development:
Jill Symonds; ph: 250-356-6034
Regional Revenue/Tax Sharing

Inter-Municipal Cooperation Agreement based upon the principle of mutual benefit (AB) – 2010

The Town of Peace River (pop. 6,240) and the Municipal District of Peace (pop. 1487) decided to jointly develop an Inter-Municipal Cooperation Agreement based on the principle of mutual benefit (revenue) derived from joint land use planning and equitable contributions toward regional facilities, program, and services. Under the agreement, the municipalities share in the costs and benefits (revenue) from development or service provision in designated areas. To cultivate open, meaningful, and ongoing dialogue, the communities agreed to strike a joint Inter-Municipal Cooperation Committee with a mandate of fostering effective communication between them and providing a forum to deal with both issues and opportunities that may arise.

YouTube videos from the Chief Administrative Officers (CAO) and Chief Elected Officials (CEO) are available on the following:

Former CAO, Town of Peace River:
http://www.youtube.com/user/YourAlberta#p/c/4542F3120EB7E806/2/KaV1zumJMo0
Former Mayor, Town of Peace River:
http://www.youtube.com/user/YourAlberta#p/c/4542F3120EB7E806/1/tesRFkJsgDM
CAO, MD of Peace:
http://www.youtube.com/user/YourAlberta#p/c/4542F3120EB7E806/6/kBgjMBSWxOs

Contacts:
Alberta Municipal Affairs:
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Municipal Tax Sharing (MB) – 2001

The City of Portage la Prairie (pop. 12,728) and the RM of Portage la Prairie (pop. 6,793) have entered into two distinct municipal tax sharing agreements to share revenue from commercial and industrial development. The tax sharing agreements apply to a major industrial development, as well as all new commercial and industrial developments, recognizing that both municipalities make key contributions to attracting new development to the area. The agreements ensure both municipalities benefit equitably from commercial and industrial development in the region.

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RM of Portage la Prairie:
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Manitoba Local Government:
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REGIONAL SERVICE SHARING AND SERVICE DELIVERY

We will take care of that (ON) – 2010
The City of Ottawa developed a “one stop shop” process through which a business owner is no longer required to obtain approvals from multiple City departments. The applicant need only to make one trip to a Client Service Counter, complete an application form, pay the required fees and provide the required documentation to licensing staff who coordinate and facilitate the various approvals on behalf of the client in an efficient and effective way.

Contacts:
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Linda Anderson; email: linda.anderson@ottawa.ca; ph: 613-580-2424 ext 29257
Ontario Ministry of Municipal Affairs and Housing:
Bohdan Wynnycky; email: Bohdan.Wynnycky@ontario.ca; ph: 416-585-6638

REACT Waste Management District (SK) – 1996
The Regional Authority of Carlton Trail (REACT) Waste Management District is a group of 47 member municipalities (combined pop. 25,047) that partnered together to deliver cost effective commercial residential waste and recycling services. To date, REACT has achieved its goal of 50 percent waste diversion and has been chosen by the Federation of Canadian Municipalities (FCM) as one of the top nine municipal entities in Canada for reaching substantial waste diversion through recycling initiatives.

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