

## Request for Decision

<b>Title</b>	<b>Intermunicipal Collaboration Frameworks/Intermunicipal Development Plans and Appointment of Members to Project Committees</b>
<b>Proposed Motions</b>	<ol style="list-style-type: none"> <li>1. That the Terms for Reference for an Intermunicipal Negotiating Task Force, as provided in Attachment 1 to the report dated July 9, 2018, be approved.</li> <li>2. That three members of Council be appointed to the Intermunicipal Negotiating Task Force.</li> <li>3. That three members of Council be appointed to an Intermunicipal Collaboration Framework Committee between Sturgeon County and the City of St. Albert.</li> </ol>
<b>Administrative Recommendation</b>	<p>That Council approve the terms of reference for an internal Intermunicipal Negotiating Task Force and appoint members to the Task Force and a supporting St. Albert / Sturgeon governance committee.</p> <p>Note that a project charter for internal use only has been developed to support the development of sixteen (16) <u>Intermunicipal Collaboration Frameworks (ICFs)</u> and nine (9) <u>Intermunicipal Development Plans (IDPs)</u> with the County's neighbours. This project charter is to be supplemented by proposed <u>governance committees</u> and a confidential <u>ICF Negotiating Framework</u> that provides a spectrum of potential collaboration levels.</p>
<b>Previous Council Direction</b>	<p>July 3, 2018 – Informal Briefing</p> <p>Council received an informal briefing on the ICF / IDP development process, and on the formation of an Intermunicipal Negotiating Task Force. Council also commenced a process to identify three (3) members of Council for the Intermunicipal Negotiating Task Force, for confirmation at the Council meeting scheduled July 9, 2018.</p>
<b>Report</b>	<p><u>Background Information</u></p> <p><b>ICF Legislation / Requirements</b></p> <ul style="list-style-type: none"> <li>• The Alberta <i>Municipal Government Act</i> (MGA) requires municipalities to complete Intermunicipal Collaboration Frameworks (ICFs) with neighbouring municipalities. Sturgeon County, therefore, is required to negotiate and approve 15 ICFs with its neighbours (plus one optional ICF with the Alexander First Nation).</li> <li>• ICFs will serve as a single source of information on relationships and agreements with the County's neighbouring jurisdictions.</li> </ul>

- ICF legislation requires completion of these ICFs in a manner that identifies:
  - services related to: transportation; water and wastewater; solid waste; emergency services; recreation; and any other service where those services benefit residents in more than one of the municipalities that are parties to the framework;
  - services that are currently provided by each municipality, which services are to be provided inter-municipally or by third party, and how each of these services would be best delivered and funded;
  - specify land use planning considerations in areas adjacent to intermunicipal borders; and
  - matching municipal bylaws that contain a dispute resolution process, IDP references, and a term of review not to exceed 5 years.
- The legislation also requires that ICFs be supplemented with Intermunicipal Development Plans (IDPs), where a regional growth plan does not apply.
- In drafting the ICFs, every effort will be made to respect the needs and desires of each municipality in the process.

#### **IDP Legislation / Requirements**

- Section 631(1) of the *MGA* requires that municipalities with common boundaries (that are not members of a growth board) must pass matching bylaws to adopt an Intermunicipal Development Plan (IDP) with respect to lands adjacent to each boundary.
- Generally, an IDP would identify the growth area for municipalities which would incorporate a variety of land uses. The IDP will guide approaches to “regional growth, outline how regional land development will occur, and provide the criteria for infrastructure and services.”
- Considerations under an IDP include: land use, future development processing, transportation systems, environmental matters, and physical/social/economic development matters.
- A public hearing on an IDP must occur between the two municipalities. Both municipalities must also accept the IDP for it to serve as an official guiding document - if one municipality were to refuse the IDP, the plan would not be in effect.
- The purpose for having both an IDP and ICF is to ensure that the services and land use planning are compatible and can be supported by efficient and effective servicing.

#### **Governance – Intermunicipal Negotiating Task Force (Internal)**

- An Intermunicipal Negotiating Task Force (INTF) is recommended to oversee and provide strategic direction for the development of Sturgeon County ICFs and IDPs. The draft INTF Terms of Reference is provided as attachment 1.
- The INTF serves in an advisory capacity to Council and be delegated the authority to provide specific negotiating direction (consistent with Council’s approved confidential ICF Negotiating Framework) to the Project Manager and/or Negotiators as required.

- In most cases the INTF will work through the County's negotiators. However, the INTF could liaise directly with other municipalities if the need was identified.
- Three (3) appointed Council members will form the INTF. Council members who are not appointed to the INTF will be invited to attend and vote in any discussions pertaining to municipalities within or adjacent to their division.
- The INTF will be guided by Council's confidential ICF Negotiating Framework. Decisions, recommendations, and actions determined by the Task Force will be driven by this framework and what is in the best interest for Sturgeon County and its neighbours.
- The INTF will be supported by a Project Manager in addition to all members of Senior Administration and other internal or external officials based on the needs of the project.

#### **Governance – ICF Committee with St. Albert (External)**

- At the June 27, 2018 St. Albert / Sturgeon County Inter-municipal Affairs Committee (IAC) meeting, the IAC approved an Intermunicipal Recreation Collaboration Framework Project Charter and created a sub-committee between the municipalities to oversee negotiations.
- This sub-committee, called the ICF Committee, will consist of three (3) appointed Council members from both Sturgeon County and the City of St. Albert with a similar Terms of Reference to the IAC's Joint Opportunities Task Force.

#### **Governance – Confidential ICF Negotiating Framework (Internal)**

- To assist in decisions related to negotiating ICFs, Administration will present an ICF negotiating framework for Council approval.
- The framework is a confidential tool that will detail several options for levels of collaboration, including the high-level advantages and disadvantages. The framework will guide all decisions of the Task Force relative to specific negotiating positions for each municipality.
- For example, following detailed reviews Council may decide to maintain the current level of collaboration with one municipality, and to increase / decrease collaboration with another municipality.
- Decisions related to the framework by the Task Force will also be supplemented by stakeholder analyses, gap assessments (i.e. collaboration current state vs. desired future state), best practice research, and detailed studies as required.

#### **Project Schedule**

The challenge for Sturgeon County is to negotiate and complete 16 ICFs, 9 IDPs, and matching bylaws by April 1, 2020 - while ensuring that the agreements meet Council's desired outcomes. Note that areas for future consideration are not required to be fully complete by the deadline.

Current Status: Initiation Phase and Planning Phase Complete.  
Intermunicipal discussions to commence summer 2018, with completion targeted for Q4 2019.

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External Communication

- Neighbouring municipalities will receive a letter from the Mayor advising that Administration will be scheduling an introductory meeting regarding ICFs/IDPs. Ongoing communication will then occur.
- Status of the ICFs (i.e. commencing, negotiating, finalizing, complete) will be placed on the website, communicated at Council/Committee of the Whole meetings, and shared through the regular tri-annual corporate reporting process.
- Final ICF/IDP documents will be submitted to the Government of Alberta upon completion and adoption of matching bylaws.

Relevant Policy/Legislation/Practices:

- Section 632, *Municipal Government Act*, Municipal Development Plans.
- Section 708.27, *Municipal Government Act*, Intermunicipal Collaboration.
- Intermunicipal Collaboration Framework Regulation.
- Intermunicipal Collaboration Framework Workbook 2018.
- St. Albert/Sturgeon County Intermunicipal Affairs Committee Bylaw.
- Morinville/Sturgeon County Intermunicipal Affairs Committee Bylaw.
- Existing policies and intermunicipal agreements.

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**Implication of  
Administrative  
Recommendation**

Strategic Alignment:

- **Strong Local Governance and Regional Leadership** – Although mandated, collaboration on intermunicipal issues and opportunities helps to foster improved communication and cooperation between municipalities. The appointment of members to the INTF will assist Sturgeon County in maintaining its position as a respected regional partner, particularly as it embarks on the development of ICFs/IDPs with neighbouring municipalities.

Organizational:

- The development of ICFs and supporting IDPs is expected to place a moderate demand on members of Council and a high demand on Administration for the duration of the project. This includes support for multiple committees, ongoing communications/negotiations, detailed reviews and analyses, and more in addition to other ongoing committee and regional work (the County actively participates on and monitors dozens of regional committees). Full clarity on requirements will be available following decisions on specific intermunicipal positions.
- Majority of project requirements will be managed and completed internally by Community & Regional Planning personnel, with potential for contracted support as required. Capacity will also be required from members of Senior Leadership Team, and various departments on a case by case basis.

	<ul style="list-style-type: none"> <li>Depending on specific negotiating mandates and agreements, future changes to County operations, structures, programs, and service levels may result.</li> </ul> <p><u>Financial:</u></p> <ul style="list-style-type: none"> <li>The financial impact of ICFs is dependent on specific negotiating mandates, negotiated agreements (cost sharing, new/amended service levels, etc.), and any potential requirement for supporting studies.</li> <li>IDPs are not expected to result in a financial impact beyond minor costs for public engagement activities.</li> <li>At this point in time, required project costs are expected to be accommodated within existing budgets, including costs for facilitation/advice (if required), meeting requirements (travel, refreshments, venues), and other related components.</li> <li>The INTF will be resourced with minor supplies and refreshments as required, to be funded through regular departmental budget allocations.</li> </ul>
<p><b>Alternatives Considered</b></p>	<p>The following alternatives could be considered:</p> <ol style="list-style-type: none"> <li>Adjust the recommended Terms of Reference for the Intermunicipal Negotiating Task Force, for example to provide for an increase or decrease to Council representation.</li> <li>Council could choose to not appoint any members to the Intermunicipal Negotiating Task Force.</li> <li>Council could choose to appoint different members to the Intermunicipal Negotiating Task Force.</li> </ol>
<p><b>Implications of Alternatives</b></p>	<p><u>Strategic Alignment:</u></p> <p>No implications at this time in the above alternatives unless the ability for the County to deliver completed ICFs and IDPs were impacted.</p> <p><u>Organizational:</u></p> <p>If Council did not support the Task Force with any members, the Task Force would cease to operate. In this case an alternate approach would be required to support the ICF/IDP project, or all matters pertaining to project direction would be directed to Council during closed sessions.</p> <p>If Council changed the recommended appointments, alternate appointments could be approved. There would be no impact to the organization in this case.</p> <p><u>Financial:</u></p> <p>None at this time.</p>
<p><b>Follow up Action</b></p>	<ol style="list-style-type: none"> <li>Arrange Initial Intermunicipal Negotiating Task Force meetings and logistics (Community and Regional Planning, July 2018).</li> <li>Confirm membership of ICF Task Force to St. Albert (Community and Regional Planning, July 2018).</li> </ol>

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3. Prepare initial briefings and materials for Intermunicipal Negotiating Task Force meetings (Community and Regional Planning, July 2018).
  4. Update Council Board Appointments Listing (Legislative Services, July 2018).
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<b>Attachment(s)</b>	1. Draft Intermunicipal Negotiating Task Force Terms of Reference (Attachment 1)
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**Report Reviewed  
by:**



Travis Peter, Manager Community and Regional Planning



Collin Steffes, General Manager Integrated Growth Division



Bill Minnes, County Commissioner/CAO

## Strategic Alignment Checklist

**Vision:** Sturgeon County: a diverse, active community that pioneers opportunities and promotes initiative while embracing rural lifestyles.

**Mission:** Provide quality, cost effective services and infrastructure to meet the diverse needs of the Sturgeon County community, while improving competitiveness and sustainability.

Focus Areas	Not consistent	N/A	Consistent
<b>Strong Local Governance and Regional Leadership</b>			
<i>We promote consistent and accountable leadership through collaborative and transparent processes (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Consistent with neighborhood role (see MDP), master plans, policies</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers fiscal stability and sustainability</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Has a positive impact on regional and sub-regional cooperation</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Respect the Natural Environment</b>			
<i>We acknowledge the importance of a healthy environment and will minimize and monitor our impact on ecosystems (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Compliance with Provincial and Federal regulations and/or legislation</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Ensure effective environmental risk management</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Community Identity &amp; Spirit</b>			
<i>We will build upon our strengths, where together we will create an inclusive, caring community (Strategic Plan, (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Promotes and/or enhances residents' identification with Sturgeon County</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Enhances service provision through community partnerships</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Supports Sturgeon County's cultural history</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Planned Growth and Prosperity</b>			
<i>We encourage varied and integrated enterprises that enhance our strong economic base, while balancing the needs of the community and natural environment. (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Does the proposal align with the Integrated Regional Growth Strategy (map/policies) pg. 26 MDP</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers cumulative costs and long-term funding implications</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Targets growth around current or planned infrastructure</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Maintain and Enhance Strong Communities</b>			
<i>We are committed to a safe, secure community, where our residents are respected and provided with access to opportunities. (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Positive impact on residents' quality of life</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Supports and promotes volunteer efforts</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Provides programs and services that are accessible to all residents</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Operational Excellence</b>			
<i>We have the organizational capability to deliver consistent and defined levels of service to all stakeholders in a professional, efficient, and cost effective manner</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Staff have the knowledge, skills and capability to perform their jobs</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Streamlines operational processes and policies</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Promotes engagement and professional interaction with stakeholders</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers a cost-structure which allows Sturgeon County to remain competitive within a regional, national and global context</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>