



**Intermunicipal Collaboration
Framework Between the
Municipal District of Bonnyville
and the Summer Village of
Bonnyville Beach**

(the Municipalities)

May 6, 2019

Prepared for:

The Municipal District of Bonnyville and
the Summer Village of Bonnyville Beach

Prepared by:

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INTERMUNICIPAL COLLABORATION FRAMEWORK BETWEEN THE MUNICIPAL DISTRICT OF BONNYVILLE AND THE SUMMER VILLAGE OF BONNYVILLE BEACH



PREAMBLE

WHEREAS, the Municipal District of Bonnyville and the Summer Village of Bonnyville Beach recognize the importance and the responsibility of each respective municipality to make decisions on behalf of their residents; and

WHEREAS, the parties share common interests and are desirous of working together to provide services to their residents and ratepayers; and

WHEREAS, the parties are committed to the principle of mutual benefit to deliver some services within the region effectively, efficiently, and economically; and

WHEREAS, the parties share a common border; and

WHEREAS, the *Municipal Government Act* stipulates that municipalities that have a common boundary must create a framework with each other that identifies the services provided by each municipality and the funding arrangements for these services.

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

1. PURPOSE

- a) The purpose of this Framework is to establish an Intermunicipal Committee and a collaborative process to direct intermunicipal communication and cooperation to support services that have mutual benefit.

2. SIGNATORIES

- a) The signatories to this Framework are the Municipal District of Bonnyville and the Summer Village of Bonnyville Beach.
- b) The terms “Signatory”, “Party”, “Partner” and “Municipalities” may be used interchangeably in this agreement.

3. DEFINITIONS

- a) In this Agreement

“Capital Costs” means expenses related to developing or obtaining infrastructure or other hard assets such as new facilities /equipment, expansions to existing facilities/equipment, and intensification of use of existing facilities.

“Chief Administrative Officer” means the Chief Administrative Officer for each municipal jurisdiction party to this agreement or their designate(s) thereof. “Chief Administrative Officer” or “CAO or “Village Manager” may be used interchangeably in this Agreement.

“Committee” means Intermunicipal Collaboration Committee as defined in Section 5 of this Agreement.



"Framework" or **"Agreement"** may be used interchangeably in this document and means this agreement including all Appendices and Schedules hereto.

"Intermunicipal Development Plan" in this agreement means the Intermunicipal Development Plan filed for the Municipal District of Bonnyville and the Summer Village of Bonnyville Beach.

"Intermunicipal Service Provision" refers to municipal services provided through a shared or joint agreement with another municipality to residents and ratepayers. This includes services where a formal or an informal arrangement with another municipality is in place to access, administer, or deliver a civic service or function.

"Lead" refers to the municipality or organization assigned to organize or administer the day-to-day operations of a specific intermunicipal initiative.

"Municipal Service Provision" refers to municipal services provided directly by a municipality to residents and ratepayers. This includes services where the municipality has direct control over the service contract along with the authority to directly hire contractors to perform services or address a civic function on behalf of the municipality.

"Mutual Benefit" means equality and respect within the relationship between the partners and agreements in which both parties gain value.

"Service Delivery Agreement" means a legally binding agreement such as a Contract, Agreement, or Memorandum of Understanding that outlines cost-sharing and management of new arrangements and is signed by both parties.

"Services" or **"In Scope Services"** means services that both parties may consider for joint cost sharing or management and are identified in Section 5 of this Agreement.

"Signatory", **"Party"**, **"Partner"**, or **"Municipalities"** means the Summer Village of Bonnyville Beach and the Municipal District of Bonnyville.

"Third-Party Service Provision" refers to municipal services provided through an agreement with a non-municipal independent entity. This refers to those services that are offered through agencies, boards, commissions, and current or former publicly-owned corporations (also known as crown or government-owned corporations that manage major infrastructure and associated services) in a region.

"Year" means the calendar year beginning on January 1st and ending on December 31st.

4. TERM AND REVIEW

Effective Date and Duration

- a) In accordance with the *Municipal Government Act*, this is a permanent Agreement and shall come into force on the passing of bylaws adopting the ICF by the Municipalities.



Review

- b) It is agreed to by the parties that the Intermunicipal Committee shall meet at least once every four years commencing no later than 2023 to review the terms and conditions of the agreement, or upon request by either party.

Amendments

- c) This Agreement may be amended by mutual consent of both parties unless specified otherwise in this Agreement.
- d) Amended copies of this Agreement shall come into force on the passing of bylaws by both municipalities.
- e) Amended versions to this Agreement shall supersede and replace all previous versions of this Agreement.

5. INTERMUNICIPAL COMMITTEE

- a) The Municipal District of Bonnyville and the Summer Village of Bonnyville Beach agree to create a recommending body known as the Intermunicipal Committee (hereinafter referred to as the Committee).
- b) The Committee will meet on an as required basis and will develop recommendations to the councils on all matters of strategic direction and cooperation affecting residents of the Municipalities, except matters where other current operating structures and mechanisms are operating successfully.
- c) The Committee shall be comprised of an equal number of members from each municipal council, to a maximum of three from each.
- d) The CAOs will be advisory staff to the Committee and responsible to develop agendas and recommendations on all matters. CAOs will be responsible for forwarding all recommendations from the Committee to their respective councils.
- e) The Committee will promote a consistent and shared flow of information from intermunicipal meetings from a set of common notes that will be established. The common notes will be confidential and regarded as privileged until released by mutual consent of the mayor and reeve.
- f) Parties will give 30 calendar days of a notice for a meeting. Meeting requests will be directed to the CAO for the respective municipality.
- g) "Services" or "In scope services" to be considered in this agreement for potential future joint-cost sharing or management include:
 - i. Transportation;
 - ii. Water and Wastewater;
 - iii. Solid Waste;
 - iv. Emergency Services;
 - v. Recreation; and
 - vi. Other services that benefits residents.



6. FUTURE PROJECTS, SHARED SERVICES, AND AGREEMENTS

- a) When either municipality seeks to pursue a new project and/or initiative with the other party, the initiating CAO or designate will notify the other CAO.
- b) The initial notification will include a general description of the project, estimated costs, and timing of expenditures. The receiving municipality will advise the initiating municipality if they support or object in principle to providing funding for the project and provide reasons.
- c) The Committee will meet to discuss the project within 30 days, if requested by either municipality, and may schedule subsequent meetings as needed.
- d) The following criteria will be used when assessing the desirability of funding of new projects:
 - i. The nature of the project;
 - ii. The level of community support including the demonstrated effort by volunteers to raise funds and obtain grants, if applicable;
 - iii. Relationship of a proposed capital project to the Intermunicipal Development Plan, or any other regional long-term planning document prepared by the municipalities;
 - iv. The projected operating cost for new capital projects;
 - v. Projected utilization by residents of both municipalities; and
 - vi. Municipal debt limit.
- e) The Committee will review and negotiate the terms related to the project or new shared service including the cost sharing arrangement of the project or service. The Committee will provide a recommendation for approval to the councils of the partners.
- f) In the event that the Committee or municipal councils are unable to reach an agreement within 90 days, and do not jointly agree to extend the time period, then any unresolved issues shall be dealt with through the dispute resolution process as referenced in this bylaw. If urgency is needed, the initiating municipality must note this in the initial notice, and the receiving municipality will make best efforts to accommodate a compressed timeframe.
- g) A proposed list of future service projects or initiatives to be explored by the Committee are included in Appendix A of this Agreement. This list may be updated from time to time as agreed to by the Committee.
- h) The Municipalities recognize that the decision to participate in or not participate in a project ultimately lies with the respective municipal councils, who in turn must rely on the support of the electorate to support the project and any borrowing that could be required.

7. SERVICE AGREEMENTS

- a) Any change to the shared services provided by the municipalities will include a schedule for implementation of the change. This will include the following:
 - i. The start date that the change will take effect.
 - ii. A plan to phase out the existing service delivery and to initiate the new service delivery methods.



- iii. A plan for the phasing in or out of cost sharing, or other arrangements.
 - iv. A review date to evaluate the efficiency of the shared service delivery and funding strategy.
- b) Where the Committee desires a joint cost sharing or management agreement, a service agreement shall be developed on that specific item.
- c) When developing service agreements, the Committee shall:
- i. clearly identify which municipality will lead service delivery for the service(s).
 - ii. determine the appropriate funding for the service(s) discussed.
 - iii. set out a time frame for the delivery of the service(s) discussed including the start and end date of the service delivery.
 - iv. set out a process for discontinuing the service provided if one or both municipalities wish to discontinue in the service delivery.

8. THE ROLE OF COUNCIL AND ADMINISTRATION

- a) Each council retains the ability and responsibility to make decisions on behalf of their residents. By signing on to the Framework each council is affirming a commitment to increased collaboration, cooperation, and to provide direction to their administration and the public for the importance of increased communication at all levels of the organization.
- b) Administration, through the direction of the CAO, will be the mechanism through which the Framework is formalized, maintained, delivered, and made durable.
- i. Administration will be responsible to ensure the requirements of the Framework are carried out operationally and can initiate communication on an as needed basis.
 - ii. Municipal counterparts will work together to address issues that arise within the scope of their authority and mandate and be accountable for informing the appropriate levels of authority about matters that require attention for the mutual benefit of the municipalities.

9. OVERVIEW OF MUNICIPAL SERVICES

- a) The Municipal District of Bonnyville and the Summer Village of Bonnyville Beach have both reviewed the services offered to residents.
- b) Based on the review it has been determined that each party desires to continue to provide services through the various arrangements that are in place independently, with their respective municipal partners and with third-party bodies.
- c) The following listings indicates which services are provided independently by each municipality, intermunicipally, or via a third-party provider, to residents and ratepayers in each municipal jurisdiction, (as of the date of Bylaw adoption).

“Municipal Service Provision” refers to municipal services provided directly by a municipality to residents and ratepayers. This includes services where the municipality has direct control over the service contract along with the authority to directly hire contractors to perform services or address a civic function on behalf of the municipality.



“**Intermunicipal Service Provision**” refers to municipal services provided through a shared or joint agreement with another municipality to residents and ratepayers. This includes services where a formal or an informal arrangement with another municipality is in place to access, administer, or deliver a civic service or function.

“**Third-Party Service Provision**” refers to municipal services provided through an agreement with a non-municipal independent entity. This refers to those services that are offered through agencies, boards, commissions, and current or former publicly-owned corporations (also known as crown or government-owned corporations that manage major infrastructure and associated services) in a region.

Service Provision in The Municipal District of Bonnyville

ICF Category	Municipal	Intermunicipal with Others	Intermunicipal between Municipal District of Bonnyville and Summer Village of Bonnyville Beach	Third-Party
Transportation	1. Road Maintenance	1. Road Maintenance		
Water/Wastewater	1. Wastewater 2. Water	2. M.D. provides Level 1 water & Wastewater Support		1. Regional Utilities Services Commission
Solid Waste		1. Recycling 2. Transfer Stations		1. Regional Waste Commission
Emergency Services	1. Mutual Aid 2. Peace Officer/Traffic Enforcement	1. Mutual Aid 2. Peace Officer/Traffic Enforcement 3. Bylaw Enforcement	1. Peace Officer/Traffic Enforcement 2. Bylaw Enforcement	1. Ambulance 2. Fire 3. Police(RCMP)
Recreation	1. Baseball Diamonds 2. Boat Launches 3. Playgrounds 4. Trails	1. Recreation Centre (C2)		1. NE Municor (Iron Horse Trail)
Other Services that Benefit Residents	1. Animal Control 2. Assessment and Appeals 3. Asset Management 4. Agricultural Services 5. Bylaw Enforcement 6. Communication & Public Engagement 7. Development Permits 8. Economic Development 9. Elections 10. Engineering	1. Pest & Weed Control 2. Safety Codes Inspection & Permitting 3. Geographic Information Systems 4. Information Technology 5. Intermunicipal Cooperation Grant	1. Geographic Information Services 2. Safety Codes Inspection & Permitting	1. Affordable Housing / Seniors Housing 2. Electricity 3. Family & Community Support Services 4. Gas



ICF Category	Municipal	Intermunicipal with Others	Intermunicipal between Municipal District of Bonnyville and Summer Village of Bonnyville Beach	Third-Party
	11. General Purchasing & Procurement 12. Geographic Information Systems 13. Information Technology 14. Legal 15. Legislative 16. Pest & Weed Control 17. Planning 18. Rental Equipment 19. Safety Codes Inspection & Permitting 20. Subdivision Development & Appeal			

Service Provision in the Summer Village of Bonnyville Beach

ICF Category	Municipal	Intermunicipal with Others	Intermunicipal between Municipal District of Bonnyville and Summer Village of Bonnyville Beach	Third-Party
Transportation	1. Road Maintenance			
Water/Wastewater				
Solid Waste	1. Empty Transfer Bin			1. Regional Waste Commission (Landfill Transfer Station)
Emergency Services			1. Peace Officer/Traffic Enforcement 2. Bylaw Enforcement	1. Ambulance 2. Fire 3. Police(RCMP)
Recreation	1. Hall			
Other Services that Benefit Residents	1. Assessment & Appeals 2. Bylaw Enforcement 3. Development Permits		1. Geographic Information Services 2. Safety Codes Inspections and Permitting	1. Electricity 2. Gas



ICF Category	Municipal	Intermunicipal with Others	Intermunicipal between Municipal District of Bonnyville and Summer Village of Bonnyville Beach	Third-Party
	4. Elections 5. Engineering 6. General Purchasing & Procurement 7. Information Technology 8. Legal 9. Legislative 10. Planning 11. Subdivision Development & Appeal			

10. EXISTING COOPERATION

- a) The Municipal District of Bonnyville and the Summer Village of Bonnyville Beach have agreements to provide the following services to residents and ratepayers (as of the date of Bylaw adoption):
- i. **Emergency:** The Municipal District of Bonnyville and the Summer Village of Bonnyville Beach have an agreement in place for the provision of a Peace Officer and Bylaw Enforcement services to the Summer Village of Bonnyville Beach by the Municipal District of Bonnyville.
 - ii. **Other Resident Services:** The Municipal District of Bonnyville and the Summer Village of Bonnyville Beach have an agreement in place for or the provision of Safety Codes Inspections and Permitting by the Municipal District of Bonnyville.
- b) Where any of the above agreements have lapsed, the Committee may desire to review and renew agreements.

11. INTERMUNICIPAL DEVELOPMENT PLAN

- a) The Municipalities have adopted an Intermunicipal Development Plan, by bylaw, in accordance with the MGA.
- b) The Intermunicipal Development Plan will be reviewed a minimum of every four years, at the request of one or both of the Municipalities, or in conjunction with the review of the ICF.

12. INDEMNITY

- a) The Summer Village of Bonnyville Beach shall indemnify and hold harmless the Municipal District of Bonnyville, 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 Summer Village of Bonnyville Beach, its employees or agents in the performance of this Agreement.



- b) The Municipal District of Bonnyville shall indemnify and hold harmless the Summer Village of Bonnyville Beach, 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 Municipal District of Bonnyville, its employees or agents in the performance of this Agreement.

13. DISPUTE RESOLUTION

- a) The Summer Village of Bonnyville Beach and the Municipal District of Bonnyville agree that it is important to avoid any dispute by ensuring that the intent of the Framework is followed and, if there are any disagreements as to the interpretation and application of this Framework or any agreements hereto that do not have a dispute resolution mechanism specified within them, the following binding dispute resolution mechanism, will be implemented.

As agreements are renegotiated over time, it is the intent that all agreements which are contained within the Framework will follow this dispute resolution process.

To satisfy this requirement and to ensure that the principles of fairness and due process are respected, a dispute or disagreement resolution process consisting of seven stages has been established.

- b) If there is a disagreement regarding matters outlined in the Framework, they shall be addressed and resolved at any of the stages of the dispute resolution process outlined as follows:

Stage 1 – Notice of Dispute

- i. When a party believes there is a dispute under the Framework and wishes to engage in dispute resolution, the party must give written notice of the matters under dispute to the other parties.

Stage 2 – Municipal Administrative Communication

- i. Administration from the Municipalities shall meet and attempt to resolve the issue/concern. If no resolution can be agreed upon, the issue shall be advanced to the Committee.

Stage 3 – Intermunicipal Committee Review

- i. If the disagreement is moved forward to the Committee, a meeting of all members of the Intermunicipal Committee shall be set within 21 days from the time of referral from the Municipal Administration review.
- ii. After careful consideration of the facts and points of view, the Committee may:
 - a) Request additional information to assist in its deliberations;
 - b) If possible, agree on a consensus position of the Committee in support of or in opposition to the proposal, to be presented to both municipal councils; or
 - c) Conclude that no consensus can be reached at the Committee level. If agreed to, a facilitator may be employed to help the Committee work toward a consensus position. If consensus cannot be reached, an informal joint council meeting shall be held.

Stage 4 – Mediation Process



- i. Prior to the initiation of the mediation process, the municipalities shall:
 - a) Appoint an equal number of council representatives, up to a maximum of three each, to participate in the mediation process;
 - b) Engage a mediator agreed to by the municipalities at equal cost to each municipality; and
 - c) Approve a mediation process and schedule.
- ii. If the dispute cannot be resolved through negotiations, the representatives must appoint a mediator to attempt to resolve the dispute by mediation.
- iii. The initiating party must provide the mediator with an outline of the dispute and any agreed statement of facts.
- iv. The parties must give the mediator access to all records, documents, and information that the mediator may reasonably request.
- v. The parties must meet with the mediator at such reasonable times as may be required and must, through the intervention of the mediator, negotiate in good faith to resolve their dispute.
- vi. All proceedings involving a mediator are without prejudice, and, unless the parties agree otherwise, the cost of the mediator must be shared equally between the parties.
- vii. At the conclusion of the mediation process, the mediator will submit a report to both councils for consideration. The mediator's report and recommendations are not binding on the Municipalities and would be subject to the approval of both councils.
- viii. If both councils agree to the mediation report recommendation, then the applicant municipality would take the appropriate actions to address the disputed matter.

Stage 5 – Mutually Agreed Upon Arbitration

- i. If the Municipalities cannot reach agreement through mediation, an arbitrator may be appointed to produce a binding or non-binding decision. The Municipalities are not required to abide by this decision.

Stage 6 – Binding Arbitration

- i. If optional municipally agreed to arbitration is unsuccessful, the Municipalities must forward a copy of the issue and work completed to the Minister of Municipal Affairs with a request to the Minister to appoint an arbitrator.
- ii. In appointing an arbitrator, the Minister may place any conditions on the arbitration process as the Minister deems necessary.
- iii. The Municipalities will follow the Arbitration Process and subsequent steps as outlined in the "Model Default Dispute Resolution Provisions" Schedule of the Intermunicipal Collaboration Framework Regulation AR 191/2017 and the MGA.



14. CORRESPONDENCE

a) Written notice under this Agreement shall be addressed as follows:

i. In the case of the Municipal District of Bonnyville to:

**Municipal District of Bonnyville
Postal Bag 1010
4905 – 50 Avenue
Bonnyville, AB T9N 2J7**

Attention: Chief Administrative Officer

ii. In the case of the Summer Village of Bonnyville Beach to:

**Summer Village of Bonnyville Beach
PO Box 6439,
Bonnyville, AB T9N 2G9**

Attention: Chief Administrative Officer

DRAFT



15. AUTHORIZATIONS

Signed and dated on:

Signature of XX
Reeve, Municipal District of Bonnyville

Signature of XX
Mayor, Summer Village of Bonnyville Beach

Signature of XX
CAO, Municipal District of Bonnyville

Signature of XX
CAO, Summer Village of Bonnyville Beach

Date

Date

DRAFT



Appendix A POTENTIAL FUTURE PROJECTS, SHARED SERVICES, OR AGREEMENTS

- 1) The Municipalities have identified that the following items will be explored in further detail after the adoption of this Intermunicipal Collaboration Framework:

The Summer Village of Bonnyville Beach would like to:

- a) Negotiate a Mutual Aid Agreement between the Municipal District of Bonnyville
- b) Negotiate a Boat Launch Maintenance Agreement between the Municipal District of Bonnyville
- c) Discuss Road Maintenance Support (TWP 610/ RR 464A) with the Municipal District of Bonnyville
- d) Discuss contracting Animal Control Services with the Municipal District of Bonnyville
- e) Discuss establishment of a Regional Assessment Review Board
- f) Discuss contracting the Municipal District of Bonnyville Assessors
- g) Discuss the opportunity of establishing a Regional Subdivision and Development Appeal Board
- h) Discuss the opportunity to establish a recycling service for the Summer Village with the Municipal District



SCHEDULE I EXISTING SERVICE DELIVERY AGREEMENTS

The Municipalities have worked collaboratively in the past with the following agreements in place to serve residents of both municipalities:

Service Category	Year	Name of Agreement	File Number	Lead Municipality	Funding Arrangement
Emergency	2007	Peace Officer Traffic Patrol Services Agreement		Municipal District of Bonnyville	Fee for service
Emergency	2009	IT Service Contract for Bonnyville Regional Fire Authority		Municipal District of Bonnyville	Fee for service
Other	2013	Safety Codes Inspection and Permitting Services – Uniform Quality Management Plan	Council Resolution # 13.148	Municipal District of Bonnyville	Fee for service

As new agreements are negotiated, they will be added to this list.

