



**Westlock
Regional Collaboration Study
Final Report**

July 28, 2017

Submitted to:

**Town of Westlock Council
Westlock County Council
Village of Clyde Council**

Transitional Solutions Inc.
#201, 236 – 91 Street
Edmonton, AB T6X 0A9
587-583-4308

Letter of Transmittal

July 28, 2017

Mayor Ralph Leriger
Town of Westlock
10003 – 106 Street
Westlock, AB T7P 2K3

Mayor Doug Nyal
Village of Clyde
4812 – 50 Street
Clyde, AB T0G 0P0

Reeve Don Savage
Westlock County
10336 – 106 Street
Westlock, AB T7P 2G1

Re: Westlock Regional Collaboration Study Final Report

Dear Mayor Leriger, Mayor Nyal & Reeve Savage:

We are pleased to present to you and your Councils the Final Report on the Westlock Regional Collaboration Study.

Since commencement of the Study in August 2016, we have interviewed, reviewed, gathered, assessed and developed a series of recommendations for your collective consideration as it relates to regional collaboration and cooperation. We have concluded that if you are to succeed in achieving your declared goal (The goal of the Municipalities is to optimize their collective resources through collaboration to ensure the Region's growth and long-term viability while ensuring effective and efficient service delivery) there are a series of actions that should be implemented. And while some are relatively simple with no financial consequences others are significantly more complex requiring considerable investment of time and dollars. The adoption of the Modernized Municipal Government Act and various regulations alone will have significant financial consequences to your operations.

We have regularly communicated with you and your Administrations throughout this process and believe we have captured the intent and the objectives of your request for proposal. On behalf of our Team of Consultants we wish to thank you for the opportunity to assist your municipalities in this endeavour. We have enjoyed getting to know your communities and would welcome the opportunity to work with you again in the future.

Respectfully



Erica Thomas, MBA, Ec. D.
President, TSI

Contents

- Letter of Transmittal 2
- Table of Contents.....3
- Executive Summary.....4
- Project Scope and Plan.....5
- Service Level Reviews 9
- Current Collaboration 21
- Public Engagement 28
- Provincial Legislation & Governance Options..... 37
- Alternative Service Delivery Models..... 43
- Recommendations 71
- Summary of Recommendations..... 92
- Appendix I: References / Key Research 96
- Appendix II: Survey results..... 99

Executive Summary

The Westlock Regional Collaboration Study commenced in August 2016. Four meetings were held with the Councils with the final meeting (presentation of the Report) on April 12, 2017.

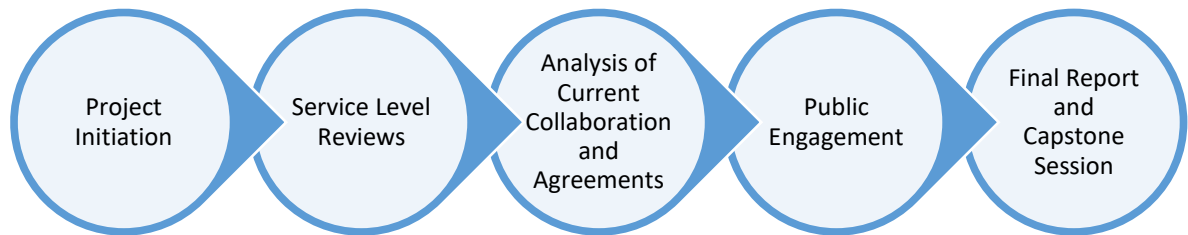
In total seventy-eight documents were reviewed along with the many requests for clarification and/or confirmation of information vis-à-vis e-mails and/or telephone calls. Twenty-nine agreements were researched and analyzed. Thirty-one interviews were conducted to obtain an accurate picture and understanding of collaborative efforts. Many other conversations with other jurisdictions soliciting their best practices also occurred. Numerous websites were mined for relevant information.

A public consultation program was adopted which included the use of social media, two surveys (resident & business), three public engagement sessions and a presentation at the Mayor's Annual Breakfast.

An ongoing communications strategy was implemented keeping the three municipalities informed as to the progress being made as well as informing the public as to the initiative.

A detailed review of Bill 21 (the Modified Municipal Government Act) was undertaken with particular emphasis on Growth Management Boards and Intermunicipal Collaboration Frameworks. Eight different governance models were presented along with two or three models for each service area. Taking into account all of the above, thirty-four recommendations have been developed. A detailed explanation is provided for each of the recommendations under the "Recommendations" section of the Report. A "Summary of the Recommendations" has also been provided at the end of the report for ease of reading/quick reference. While thirty of the recommendations relate to a specific service, there are four general recommendations that have a broader context. The first two deal with the consolidation of all utility services (water, wastewater and solid waste) into a single entity. TSI believes the formation of a Municipal Controlled Corporation is the best governance model for the Westlock Region given the current state of affairs. The third recommendation relates to securing legal advice. Many of the recommendations involve minimal to no cost while some have considerable added costs.

Project Scope and Plan



Project Initiation

A start-up meeting with the Municipalities with your TSI team occurred August 30, 2016 in the Town of Westlock Council Chambers.

Project Plan Presentation/Start up Meeting

1. Introduction of TSI Team and team structure
2. Review of the project history
3. Present the scope of work outline
4. Schedule outline with key milestones identified
5. Project meetings and outcomes (Identifying key contacts)
6. Project communications plan
7. Information requests from the Municipalities

Service Level Reviews

TSI conducted a full service level review of each of the three Municipalities to develop the baseline by which alternative service methods were identified. This also included a review of the current inter-municipal agreements/arrangements to identify potential opportunities for improvement and identified areas where additional collaboration, cooperation, coordination and service delivery could be pursued.

For each service area, TSI has provided:

- At least two alternative service methods such as a regional service, service provision from one municipality to another or other delivery methods we have encountered or researched in our experience. The proposed models have:
 - o Identified opportunities to improve service delivery to the public, cost efficiency and any constraints the proposed models may have;
 - o Identified proposed structure, staffing requirements, anticipated budgets and reporting structures.

TSI studied the following services of each municipality including the budgets, finances and the operations for each service:

- The provision of a regional approach to economic development and promotion;
- The provision of bylaw enforcement services;
- The provision of regional water and the regional landfill;
- Regional recreation services;
- The provision of fire services;
- The operation of the Westlock Airport;

In addition, TSI researched and identified other regional initiatives or opportunities not listed which we have encountered from our previous work/experience or through the study process.

When analyzing the various services shown above, TSI has at minimum, focused on the following:

- Citizen access and use of the service;
- Beneficial collaboration possibilities to strengthen the model in service level, cost efficiency or other benefits;
- Infrastructure assets and deficiencies within each model;
- Level of service currently provided by the municipalities;
- Financial collaboration considering resident usage, assessment base, debt and taxation rates;
- Municipal administration and operations functionality and anticipated cost savings or cost increases of the model;
- Council and/or Board requirements and cost savings or cost increases of the model; and
- Costs for transition to the model.

Current Collaboration

TSI has researched all applicable services where collaborative initiatives exist to gain an understanding of how the services function and fulfill the needs of the public.

Public Engagement

TSI developed a multi-tiered approach to engage your internal and external stakeholders, ensuring anyone who wanted an opportunity to be engaged, was engaged. We presented this strategy to the Municipalities and held a Key Messages Workshop with key members of each Municipality to ensure all potential questions or issues that may arise had an appropriate response developed and agreed upon. A Key Messages Manual was developed and provided to the Municipalities and all Councilors of the region to ensure everyone was tooled with the responses to any questions they may be asked around the Collaboration Study.

TSI developed and analyzed a regional stakeholder matrix based upon the Municipalities and developed a conventional and social engagement strategy that targeted all stakeholders and stakeholder groups.

TSI engaged and increased public awareness of the campaign through traditional and social media channels (utilizing the Municipalities' current Facebook and Twitter accounts). TSI ensured online and offline campaigns coincided and that the social media messages both led and supported the other traditional tactics. Through constant evaluations of the exposure and response to the campaigns, TSI continuously evolved the campaign to ensure all target markets gained awareness.

Final Report

TSI has developed and delivered a final report with the following included:

- An executive summary, including a recommendation on which service models are the best solution/opportunity for the region.
- A full summary of the public engagement including qualitative and quantitative data gathered and conclusions around community sentiment and attitudes towards current service levels and models recommended;
- A detailed report of each model identified including a recommended structure for the model; a recommended assimilation of administration if applicable; a financial analysis of the model considering assessment; anticipated operational costs, and government (Council/Board) costs;

and a synopsis of the advantages and disadvantages of the model. TSI will also include opinions if the model promotes or demotes citizen accessibility to the service and other factors deemed appropriate;

- Recommendations on the procedures of implementing each model;
- Anticipated time lines necessary to implement each model along with estimated costs for implementation; and
- Full rationale and analytical back up of TSI's final recommendations.

Capstone Session

Following our development of the Final Report, TSI would propose a minimum half-day Capstone Session with all the CAO's and Councilors of the Municipalities to present our report and recommendations and field any questions or concerns.



Service Level Reviews

Service Level Reviews

In general terms, there is a concerted and cooperative effort being made at the operational level with respect to service delivery. And while this is particularly true with bylaw enforcement and fire protection, the same applies to a lesser extent in most of the other service areas examined in this Study. The same cannot be said at the political level where lack of trust and elements of political posturing were observed. Each Council as stewards of the public purse for their constituents, have developed different philosophical biases which more often than not conflict. There are those on Town Council who believe the County is not paying its fair share specifically as it relates to potable water and recreation. Similarly, on Village Council some believe the County is being unfair in its contributions for fire protection. County Council itself is often very divided and split on what levels of service it should provide. Some County Councillors believe the County should not be involved in the ski hill business or operating an aerodrome. Some also believe the Town and Village with their controlling votes on the water commission are not as supportive of County desires and initiatives as they should be. The range of political opinions and beliefs are such that they often promote dissention not collaboration and cooperation. By continuing to work through their collaboration frameworks, TSI believes the three municipalities can work through the above differences and biases and create a community well prepared for future growth. Table 1 below provides an overview of the discourse that was collected when speaking with the fourteen municipal elected officials.

**TABLE 1
SUMMARY OF COMMENTS
ELECTED OFFICIALS**

	Town	County	Village
COUNCIL CHARACTERISTICS			
<i>mix of political experience</i>	✓	✓	x
<i>strong desire to serve the community; make it a better place</i>	✓	✓	✓
<i>Council works well together</i>	✓	x	✓
INTERMUNICIPAL RELATIONSHIP			
<i>have enjoyed a stable, collaborative relationship over the years marked by several successful joint service agreements</i>	x	x	x
<i>political relations have deteriorated and become strained with the County; need to rebuild that relationship</i>	✓		✓
<i>relations have deteriorated and become strained with the Town; need to rebuild that relationship</i>		✓	x
<i>political relations have deteriorated and become strained with the Village; need to rebuild that relationship</i>	x	✓	
GOVERNANCE/SERVICE DELIVERY OPTIONS			
<i>two commissions working reasonably well</i>	✓	✓	✓
<i>inter-municipal agreements need updating</i>	✓	✓	✓
<i>formation of societies has a place</i>	✓	✓	
<i>joint services committee is ineffective and not working</i>	✓		
<i>memorandums of agreement should be reviewed/updated</i>	✓	✓	
FINANCIAL ISSUES/CONCERNS			
<i>belief that County is not paying fair share</i>	✓		
<i>reluctance to increase funding</i>		✓	
<i>rate structure for water problematic</i>	x	✓	
<i>insufficient financial support towards specific services</i>	✓	✓	✓
<i>aerodrome does not generate any revenue</i>	✓	✓	
<i>ski hill is a financial drain</i>		✓	
SERVICE LEVEL STANDARDS			
<i>Airport - missed marketing opportunities</i>	✓	✓	
<i>Airport - lack of revenue generation</i>		✓	
<i>Airport - could be better managed</i>	✓	x	
<i>Bylaw Enforcement - good working relationship</i>	✓	✓	✓
<i>Bylaw Enforcement - more time needed in bylaw enforcement versus issuing tickets</i>	✓	✓	
<i>Economic Development/Promotion - no collaboration at all</i>	✓	✓	✓
<i>Economic Development/Promotion - lack of understanding</i>	✓		✓
<i>Economic Development/Promotion - no growth/no competition attitude prevails</i>		✓	✓
<i>Economic Development/Promotion - concerns with loss of control</i>	✓		
<i>Fire - duplication of service & effort</i>	✓	✓	✓
<i>Fire - good working relationship between departments</i>	✓	✓	
<i>Fire - lack of standard operating procedures and policies</i>		✓	✓
<i>Landfill - commission functions reasonably well</i>	✓	✓	
<i>Landfill - addition of Manager viewed as being positive</i>	✓	✓	
<i>Landfill - Leachate and transfer station issues</i>	✓	✓	
<i>Landfill - administrative support inequities related to funding</i>		✓	

<i>Recreation - funding inequities</i>	✓	✓	
<i>Recreation - challenges with respect to operations</i>	✓	✓	
<i>Recreation - lack of a functioning agreement</i>	✓	✓	
<i>Recreation - differing philosophical base</i>	✓	✓	
<i>Water - commission functions reasonably well</i>	✓	✓	✓
<i>Water - funding formula adjustments required</i>	x	✓	
<i>Water - concerns with Town providing Management support</i>	✓	✓	
<i>Water - representation on commission is a concern</i>		✓	
<i>Water - purchase of service from Town and Village is a concern</i>		✓	
COLLABORATION OPPORTUNITIES			
<i>desire to increase aerodrome utilization</i>	✓	✓	
<i>willingness to share bylaw enforcement</i>	✓	✓	✓
<i>work together to promote the region</i>	✓	✓	✓
<i>adoption of similar operating procedures for fire & landfill</i>	✓		
<i>work towards a consolidated fire service</i>	✓	✓	✓
<i>streamline operations and financial model for landfill</i>		✓	
<i>establishment of a renewed recreation agreement</i>	✓		
<i>renew purchase of services contracts for water</i>		✓	
SUCCESS			
<i>a better working relationship with other municipalities</i>	✓	✓	✓

Notwithstanding these differences of opinion and philosophical positions, there is some reasonably “low hanging fruit” that in the opinion of the Consultants could be implemented sooner rather than later, and arguably begin the process of demonstrating to the Public the municipalities’ commitment to regional collaboration and cooperation. The Public have said we need our elected officials to work together and consider our region as a whole. Some Public members continue to believe the region would be better served if it functioned as a single entity working for the benefit of all. That said, it has been made abundantly clear to the Consultants that “consolidation or amalgamation” at this time is not part of the terms of reference of this Study and will therefore not be analyzed or commented on. What will be analyzed and commented on: are the collaborative opportunities highlighted in Tables 1 & 2; those heard through the public engagement and social media channels; those articulated in the recently adopted Modernized Municipal Government Act; and those that we believe will lay the foundation for success so that that the Region will become a trendsetter for the Province as it relates to collaborative and cooperative arrangements.

Part of this service review also involved discussions with Municipal Management (the CAO’s; Department Heads; and other personnel directly involved in service delivery) from each municipality. As they are the people charged with implementation of Council’s decisions, they have the expert knowledge and information on how things are accomplished. A summary of the seventeen conversations is reflected in Table 2.

TABLE 2
SUMMARY OF COMMENTS
APPOINTED OFFICIALS

OVERALL/GENERAL
Council relations pose a significant risk
Lack of long term vision/strategic plan/capital plan in County and Village
Opportunities to share staff and service delivery
Development a strategy for bylaws and policies
Political lines versus Administration lines crossover
Relationships have deteriorated
Service levels discussed during budget deliberations
AIRPORT
Issues with financial arrangements
Governance issues
Opportunities to promote commercial utilization
Maintenance issues
Not serviced with water or waste water
Seen as a potential economic driver
BYLAW ENFORCEMENT
Close working relationship between County/Town/Village
Occasional political interference
Opportunity to become a regional service
Opportunity to reallocate bylaw resources with cancellation of County Bylaw Contract with RCMP
Opportunity to share a peace officer
Writing tickets versus educating people
ECONOMIC DEVELOPMENT/PROMOTION
County Industrial Park south of Town cause for considerable mistrust
Lack key performance indicators
Lack of adequate resources
Lack of industrial serviced land
Lots of opportunity to work together in this regard
No vision, plan, or strategy
No benchmarking with other municipalities
No Chamber of Commerce or Board of Trade
No identified goals or objectives
No joint economic development marketing
Opportunity to expand Health Services should be explored
Opportunity to share resources
Policy/bylaw vacuum insofar as how they are reviewed during budget deliberations
Tourism marketing does not occur
Very few defined service levels related to policy or bylaw
Very high non-residential mill rate in County
Water and Wastewater concerns in Industrial Park south of Town

FIRE
All departments work well together
Capital firefighting apparatus is very old
Motor Vehicle Collisions in County are a concern
Opportunity for sharing apparatus (e.g. an aerial)
Shortage of volunteers responding to incidents
LANDFILL
Just hired a Manager which should help alleviate many concerns
Methodology used for determining contracted services
RECREATION
Capital and operational funding for Spirit Center
Cost recovery for facility operating costs
Indoor pool funding is adequate notwithstanding the expiration of the agreement
Lack of understanding what recreation facilities cost to operate
Limited benchmarking
WATER
Concerns with exceeding borrowing capacity
Concerns with Town providing Management Services (high risk for conflict of interest)
Funding inequities
Governance issues with respect to voting structure
Not all customers are metered
Option to join another Water Commission
Should have its own Manager

As can be readably observed in Table 2 many of the administrative comments are similar to those expressed by the elected representatives. These findings and observations demonstrate while there are concerns and issues to be resolved, there is a willingness by most to proceed down the path of collaboration and cooperation. Given the goal of this study is to: *“optimize the collective resources of the municipalities through collaboration thereby ensuring the Region’s growth and long-term viability”*, will undoubtedly require some of the turf protection mentality to be abandoned for the greater good of the Region. If this does not occur the level of success will be significantly impacted. There is an old Chinese proverb: “where there is a will there is a way”. If the individual political forces want this process to be successful, a way can be found. If the individual political forces are not prepared or committed to the Region, economic growth and prosperity will continue to elude the individual municipalities as well as the Region. This is in part why the Province has embarked upon a major review and update of the Municipal Government Act and Regulations which will be dealt with later in the Report.

Other Observations and Findings

Considerable time and effort was dedicated to document review and what the public had to say about collaboration and cooperation. All municipal agreements, joint service bylaws, inter-municipal agreements, regulations, statutory plans, minutes, budgets, financial statements, relevant reports, mill rate bylaws, questionnaires, surveys, and other best practices were examined in order to establish a baseline for the delivery of services on a regional basis. Highlighted below is a summary of our observations and findings.

General Observations

- Mill Rates 2016

	Residential	Non-residential	Ratio
County	4.5785	26.1955	5.72
Town	8.6962	19.3906	2.23
Village	9.0000	18.0000	2.00

- A residence assessed at \$200,000 would pay the following municipal taxes in 2016
 - County \$ 945.70
 - Town \$ 1,739.24
 - Village \$ 1,800.00
 - The County residential to non-residential mill rate ratio exceeds the 5:1 maximum tax rate ratio identified in the MMGA (grandfathering provisions are provided for)
 - Residential taxpayers in the County pay almost half the municipal property tax of those in the Town and Village
- Notwithstanding County residents' taxes are much lower than the Town and Village they remain the highest among all neighboring Counties with whom they have a coterminous boundary

2016 Municipal Taxation Rate	
MD of Lesser Slave River	2.2104
Sturgeon County	3.7673
Athabasca County	3.9300
Thorhild County	4.1746
Westlock County	4.5785

- Equalized Assessments

	2017	%	2016	%	2015	%
County	\$1,018,728,550	62.32%	\$1,028,130,275	63.39%	\$966,315,581	63.20%
Town	\$583,356,651	35.69%	\$563,394,610	34.73%	\$533,638,518	34.90%
Village	\$32,489,357	1.99%	\$30,511,378	1.88%	\$29,103,142	1.90%
Total	\$1,634,574,558	100.00%	\$1,622,036,263	100.00%	\$1,529,057,241	100.00%

- The County equalized assessment decreased in 2017 by \$15,915,523 (15.48%)

- Populations

	2016	2011	%
County	7,220	7,644	-5.5%
Town	5,101	4,823	5.8%
Village	430	503	-14.5%
	12,751	12,970	-1.7%

- The Region has experienced a decrease in population
- No regional growth plan exists
- The Intermunicipal Development Plan between the County and the Town has expired
- While reference is made to the South Westlock Area Structure Plan in the Intermunicipal Development Plan, no area structure plans exist in the County, Town or Village
- The Village does not have a municipal development plan

Westlock Regional Airport

- County and Town equal owners of 164.97 acres of airport lands
- Village is not involved in the Airport
- County provides management oversight and administrative support for \$12,000 per annum
- A part-time contracted person has been hired who looks after maintenance & operations
- Airport operates as a Registered Aerodrome with a 3000 foot paved runway
- Operational and Capital Costs for the past three years
 - 2014 – \$74,837
 - 2015 – \$104,097
 - 2016 – \$395,420 (includes a \$305,800 capital expense for a runway and taxiway improvements)
- Approved Operational and Capital Costs for current year
 - 2017 - \$146,000

- All municipal property taxes generated from airport lands are invested into the airport
 - 2015 – \$52,391
 - 2016 – \$61,356
 - 2017 – \$61,000
- County and Town contributions
 - 2015 – \$22,750
 - 2016 – \$15,000
 - 2017 – \$28,000
- Airport users pay no fees for usage
- Airport lacks water and wastewater servicing
- Slave Lake Airport operates under the Commission Governance Model (the only airport commission in the Province) and has been in existence since 1998
- Slave Lake Airport generated \$98,347 in fuel sales in 2015 compared to Westlock Airport \$55,704
- Slave Lake Airport generated \$103,077 in landing fees
- Ratepayers on airport lands are making no contributions to any other county functions and costs
- The Airport Advisory Board has not met over the past few years (no records of any minutes or financial status reports have been filed)
- There is no ASP for the Airport nor does the County MDP contain any policy statements for development at the Airport

Bylaw Enforcement

- The County contract with the RCMP for the provision of 1.0 FTE for bylaw enforcement services ends July 2017
- The County and Town each have 1.0 FTE peace officer while the Village uses their Administrative Assistant to provide bylaw enforcement services
- Net Cost

	2017 Budget	2016 Budget	2015 Actual
County	\$122,705	\$103,586	\$294,702
Town	\$120,960	\$108,442	\$62,229
Village	\$<1,550>	\$<3,940.80>	\$<2,411>

- County 2017 Budget includes \$12,000 transferred to Capital Reserve
- Village has realized a surplus in its net costs for the past three years
- County and Town have expressed some interest in cost sharing a 1.0 FTE peace office

Regional Economic Development & Promotion

- Little to no effort has been made to jointly promote economic development within the Region
- Net Costs

	2017 Budget	2016 Budget	2015 Actual
County	\$87,450	\$89,500	\$135,500
Town	\$151,962	\$164,881	\$92,220
Village	\$0	\$0	\$0

- High mill rates for non-residential development pose a barrier to future development

Fire

- Both County and Town have full-time Fire Chief
- County has five fire halls (Fawcett, Jarvie, Westlock Rural, Pickardville & Busby) all located along/close to H44
- Town & Village each have one fire hall
- Net Cost

	2017 Budget	2016 Budget	2015 Actual
County	\$1,466,205	\$911,113	\$583,436
Town	\$362,405	\$339,018	\$374,281
Village	\$14,775	\$49,193	\$15,916

- County 2017 Budget includes 968,000 for Capital
- County 2016 Budget includes \$425,000 for Capital
- Village 2016 Budget includes \$39,288 for Capital
- Dispatching service provided by different providers
- There are no defined fire service areas within the County
- County property owners are charged a fee for service while the same does not exist in the Town or Village
- Service definition and agreements between municipalities relative to relationships and responsibilities is unclear
- The County Fire Department and the Village Fire Department provide several services but do not have council approved policies to establish approved services and levels of service
- The Town Fire Department does not respond to fire calls in other municipalities unless Mutual Aid is requested (no mutual aid agreement exists between the County and the Town)
- The Village Fire Department responds to calls in a large undefined area of the County
- The County removed their tanker from the Village Fire Hall resulting in the Village Fire Department responding with 400 gallons of water on a bush truck
- There are five fire associations including the one in the Village that have purchased equipment, built buildings and appear to operate the fire services (There has been little consideration of

how this puts the liability for the service decisions on the association and ultimately all its members)

- Given there is no mutual aid agreement between the County & Town, the County created a fire hall and department in the County industrial park on the south side of the Town
- Training programs do not all have specific plans and goals with similar targets between the three municipalities (Regional Training should be reviewed)
- The provincial radio system, AFRACS, is available but only in use by the Health system with the RCMP switching over this year not all departments will move to this system immediately which will create a communication gap
- Dispatch is carried out by Kytex for the County and Village while the Town receives dispatch from Parkland County which creates issues with the time taken to dispatch other fire departments
- A fire hazard assessment is lacking
- The major emergency planning process in the County has been sporadic while the Town Municipal Emergency Plan has been approved by Council and work is underway on support plans with a guided tabletop exercise held last year
- Capital Replacement plans (including funding committed based on service levels) for all three municipalities are weak or do not exist (Current issues identified include: some vehicles in the County are past their life expectancy; Westlock Rural fire hall has no washroom facilities and should be reviewed to ensure safety and code minimums are met; and the Town has identified the need for a Ladder Truck replacement)
- Cost recovery and service rates are inconsistent between all municipalities
- Recruitment and retention processes to support the departments is absent
- Reduction in the last year of responses to MVCs in the rural area has led to less interest in the fire department volunteers
- Regional prevention and safety codes was weak or absent

Westlock Regional Waste Management Commission (WRWMC)

- Commission owns the land, buildings, and equipment
- Commission hired a full-time Manager in June 2016 and operates with 3 employees
- County provides administrative support for \$12,000 per annum (no agreement was provided confirming this arrangement)
- Landfill is open 40 hours per week
- No capital reserves currently in place albeit a 10 year capital plan is being prepared
- Operational & Capital Costs

2017 Budget	2016 Budget	2015 Actual
\$634,064	\$997,078	\$502,671

- 2017 Budget includes \$45,000 for capital reserve transfer
- 2016 Budget includes \$332,515 for a new cell and leachate monitoring well

- Accumulated surplus at end of 2015 was \$1,275,869
- Long Term Debt at end of 2015 was \$71,380 (projected to be debt free by 2020)
- 2015 Financial Statements indicate the WRWMC is in a solid financial position
- County transfer stations (Busby/Jarvie/Pibroch/Vimy) are not part of the Commission making the County responsible for all waste transfers to the Regional Landfill location
- On February 12, 2016, the Board discussed the idea of a shared manager with the Westlock Regional Water Services Commission (while this matter was to have been discussed at the next WRWMC Board meeting it appeared this did not happen)
- The Commission is considering the implementation of new programs (composting and expansion of recycling) that enhance the level of service to its member municipalities

Regional Recreation

- Notwithstanding the Facilities Operational Cost-Sharing Agreement between the County and the Town expired in 2014, the County has continued to honor the agreement by making an annual contribution based on \$40.50/capita (for 2016 this amounted to \$309,582)
- The County has not contributed to any other capital or operational costs in the Town or Village
- The Town has not contributed to any capital or operational costs in the County or Village
- The Village has not contributed to any capital or operational costs in the County or the Town
- Net Cost

	2017 Budget	2016 Budget	2015 Actual/Budget
Aquatic Centre	\$468,058	\$383,678	\$359,568
Spirit Center	\$1,196,160	\$1,060,231	\$1,048,506
Tawatinaw Ski Hill	\$251,943	\$200,055	\$336,750

- County has a 20 Year \$1.5M debenture for the Tawatinaw Ski Resort which expires 2023 (annualized payments \$172,643)
- Town has three debentures for the Spirit Center with annualized payments totaling \$517,110.24
 - 20 Year \$4.0M debenture which expires 2030 (annualized payments \$288,480.66)
 - 20 Year \$3.0M debenture which expires 2031 (annualized payments \$205,947.84)
 - 5 Year \$108K debenture which expires 2018 (annualized payments \$22,681.74)
- County Mill Rate Bylaw 9-2016 does not reflect the annual contribution the County makes to the Town
- No comments or feedback was received with respect to the three municipalities collaborating on the delivery of programming or other services
- Spirit Center Usage

Spirit Center						
	Jan - Dec 2015	% of Use	Jan - Sep 2016	% of Use	Combined	% of Use
County	30,982	42.60%	20,629	37.19%	51,611	40.26%
Town	32,115	44.16%	25,110	45.26%	57,225	44.64%
Village	2,700	3.71%	2,296	4.14%	4,996	3.90%
Other	6,932	9.53%	7,440	13.41%	14,372	11.21%
Total	72,729	100.00%	55,475	100.00%	128,204	100.00%

- Aquatic Center Usage

Aquatic Center						
	Jan - Dec 2015	% of Use	Jan - Dec 2016	% of Use	Combined	% of Use
County	2,804	32.49%	3,097	23.65%	5,901	27.16%
Town	3,207	37.16%	5,433	41.49%	8,640	39.77%
Village	261	3.02%	416	3.18%	677	3.12%
Other	2,358	27.32%	4,149	31.68%	6,507	29.95%
Total	8,630	100.00%	13,095	100.00%	21,725	100.00%

- The County has provided to a Lessee an Option to Purchase Agreement for the Tawatinaw Ski Resort
- Annual net costs on a per capita basis: (i) County - \$152.31 (2015) ; Town - \$374 (2016); and Village - \$44.74 (2016)

Westlock Regional Water Services Commission (WRWSC)

- Commission owns land, building and infrastructure
- Town provides management oversight for \$42,000 per annum and operational support for \$274,275 per annum (2017)
- Village provides administrative support for \$30,000 per annum (2017)
- Operational & Capital Costs

2017 Budget	2016 Budget	2015 Actual
\$1,908,100	\$1,610,176	\$1,877,583

- 2017 Budget includes \$305,066 for capital improvements and capital reserve transfer
- 2015 Actual includes \$827,338 for capital amortization
- 2015 incurred a \$90,448 operating loss
- 2015 Accumulated Surplus was \$26,636,279
- 2015 Operating Reserve was \$277,000
- 2015 Capital Reserve was \$292,040

- 2015 Long Term Debt was \$9,610,079 (five debentures expiring in 2035, 2036 & 2037)
- 2015 Financial Statements indicate the WRWSC is at 86.4% (\$9,932,930) of its debt limit (\$11,000,000)
- No capital plan in place
- Commission issued a contract for operations without following the provisions Article 14 of the North West Partnership Trade Agreement (NWPTA). Article 14 (Procurement) Subsection 1 reads: “Further to Articles 3 and 4, Parties will provide open and non-discriminatory access to procurements of the following government entities: (a) departments, ministries, agencies, boards, councils, committees, commissions and similar agencies of a Party where the procurement value is: (i) \$10,000 or greater for goods; (ii) \$75,000 or greater for services; or (iii) \$100,000 or greater for construction; and ...”. However, the NWPTA goes on to say in Part V (Exceptions) Subsection C (Government Procurement) that: “1. Articles 3, 4 and 14 do not apply in the circumstances listed below in paragraph 2 provided that procurement procedures are not used by the procuring Party to avoid competition, discriminate between suppliers, or protect its suppliers. 2. Procurements: (a) from philanthropic institutions, prison labour or persons with disabilities; (b) from a public body or a non-profit organization; (c) of goods purchased for representational or promotional purposes, and services or construction purchased for representational or promotional purposes outside the territory of a Party; (d) of health services and social services; (e) on behalf of an entity not covered by Article 14; (f) by entities which operate sporting or convention facilities, in order to respect a commercial agreement containing provisions incompatible with Article 3, 4 or 14; (g) where it can be demonstrated that only one supplier is able to meet the requirements of a procurement; (h) where an unforeseeable situation of urgency exists and the goods, services or construction could not be obtained in time by means of open procurement procedures; (i) when the acquisition is of a confidential or privileged nature and disclosure through an open bidding process could reasonably be expected to compromise government confidentiality, cause economic disruption or be contrary to the public interest; (j) of services provided by lawyers and notaries; (k) of goods intended for resale to the public; or (l) in the absence of a receipt of any bids in response to a call for tenders”
- Town interests and Commission interests have caused awkward situations from time to time (there is a preference by the Town that they discontinue providing management oversight)





Current Collaboration

Current Collaboration

Through the course of the Service Level Reviews with elected and administrative personnel, it became abundantly clear there were a number of collaborative initiatives underway in each of the seven services reviewed with the exception of economic development. Table 3 below identifies the type of agreement, bylaw, plan or regulation. There are no less than twenty-nine agreements, bylaws, plans and regulations either in place or recently expired as shown in Table 3.

TABLE 3 INTER-MUNICIPAL AGREEMENTS BYLAWS PLANS & REGULATIONS SUMMARY								
Inter-Municipal Agreements, Bylaws, Plans & Regulations	Start	End	Status	Involvement				
				Town	County	Village	Commission	External Municipalities
Airport								
Interim Airport Operation Agreement	May-16	Dec-17						
Bylaw Enforcement								
Peace Officer Services Agreement	Jun-09		Terminated					
Report Exec Software MOA	Mar-15		Ongoing					
Report Exec Software MOA	Mar-15		Ongoing					
Economic Development								
Fire								
Memorandum of Agreement for Peacetime Disasters	Dec-89		Annual Review					
Peacetime Emergency Mutual Aid Agreement	Nov-94		Annual Review					Multiple
Fire Training Grounds Facility Use Agreement	Nov-10	Oct-12	Expired					
Mutual Fire Aid Agreement	Apr-12		Ongoing					
Mutual Fire Aid Agreement	May-13		Ongoing					Barrhead
Emergency Plan	Feb-16		Annual Review					

Mutual Fire Aid Agreement	Feb-16		Ongoing					
Landfill								
WRWMC Regulation (AR 40/2000)	Feb-00		Ongoing					
WRWMC Waste Disposal Fees Bylaw	Oct-15		Ongoing					
WRWMC Appointment of a Board & Chair Bylaw	Nov-15		Ongoing					
WRWMC Governing the Administration of the Commission Bylaw	Oct-16		Ongoing					
Method of Compensation for Facility Access MOA	Jan-17	Jan-22						
Recreation								
Facilities Operational Cost-Sharing Agreement	Sep-10	Sep-14	Expired					
Water								
WRWSC Regulation (AR 167/2008)	Oct-08		Ongoing					
WRWSC Appointment of a Board & Chair, Fees, and Administration of the Commission Bylaw	Nov-08		Ongoing					
Water Supply Agreement	Sep-10	Sep-35						
Water Ring Main Agreement	Sep-10		Ongoing					
Water Supply Agreement	Oct-10	Oct-35						
Water Supply Agreement	Oct-10	Oct-35						
WRWSC Services and Fees Bylaw	Nov-12		Ongoing					
Operational Agreement	Aug-15	Dec-20						
Interim Manager MOA	Dec-15	Jun-17						
Administrative Centre Agreement	Jan-17	Dec-21						
Other								
Westlock Intermunicipal Plan	Apr-09	Apr-14	Expired					
Joint Services Agreement	Nov-15		Ongoing					

Notwithstanding Table 3, there are some noteworthy observations in regards to each of the seven service areas, the Intermunicipal Development Plan, and the Joint Services Agreement.

Airport

- An Advisory Board makes recommendations and forwards these to County and Town
- County and Town must agree to the annual operating and capital budget
- Advisory Board is not following its mandate as prescribed in Article 12.2 of the Agreement

Bylaw Enforcement

- The County and Village are using the Town's "Report Exec Software" used for documenting enforcement history
- While the Village/County agreement has ended, there is no record of it being officially being terminated by either the Village or County

Economic Development

- No collaborative efforts are occurring in this regard

Fire

- Town & Village have a mutual aid agreement with no specified end date
- County & Village have a mutual aid agreement with no specified end date
- County & Town do not have a mutual aid agreement

Landfill

- The Westlock Regional Waste Management Commission was created under the authority of Alberta Regulation 40/2000 consisting of the County, Town & Village
- Bylaws 02-2015, 03-2015 and 01-16 stipulate how the Commission functions and operates

Recreation

- The Facilities Operational Cost-Sharing Agreement is for the Westlock Recreation Center (includes the indoor pool) and is between the County & the Town
- The expired agreement reflects the County contributing \$40.50 per capita

Water

- The Westlock Regional Water Services Commission was created under the authority of Alberta Regulation 167/2008 consisting of the County, Town & Village
- Management Services contracted to the Town and due to expire June 2017
- Operational Services contracted to the Town and due to expire December 2020. Within the Agreement Article 9.01 reads: "The Agreement may be terminated by either party at any time by giving one (1) year written notice to the other party. The parties specifically agree that the notice and consideration set forth in this paragraph constitutes reasonable, fair and equitable notice".

- Administrative Support Services contracted to the Village and due to expire December 2021. Within the Administrative Center Agreement Article 9.04 reads: “The Commission may terminate this Agreement for any reason, upon giving one hundred and eighty (180) days’ notice in writing to the Village to such effect, provided that such termination shall have been authorized by ordinary resolution of the Board and a certified copy of such resolution shall be given to the Village with the notice”. Article 9.05 reads: “The Village may terminate this Agreement for any reason, upon giving one hundred and eighty (180) days’ notice in writing to the Commission to such termination”.
- Bylaw 1 and 7 stipulate how the Commission functions and operates

Joint Services Agreement

- An advisory committee with representation from all three municipalities whose purpose is to collaborate on joint municipal initiatives
- Committee has not held any meeting for the past few years (there are no records of any minutes)

Inter-municipal Development Plan

- Plan between the County and the Town lapsed in April 2014 (every five years it must be re-adopted or it ceases to be in force and effect)

These agreements, bylaws, plans and regulations clearly demonstrate collaboration and cooperation is functioning in the Region albeit some services more than others. In some instances, the collaborative efforts have stalled and even ceased as demonstrated in the IDP between the County and the Town. However, with a renewed interest and effort being made by the three municipalities along with the requirements of the new Modernized Municipal Government Act, the catalyst for significant advancement in this regard is underway.



Public Engagement

Public Engagement

Methodology

Beginning early in the project, TSI began communicating with residents through social media. The campaign began by educating and informing residents on the process, followed by a community SWOT analysis and a push to get residents to respond to an online survey. Further to the online push, TSI presented at the Mayor’s Annual Breakfast. Completing the engagement, TSI held three public engagement sessions:

- Busby Community League – focus on educating on the process and gathering surveys
- Westlock Rotary – focus on PEST analysis (Political, Economic, Social and Technological factors impacting the region)
- Regional Workshop in Town of Westlock – Focus on community SWOT and SWOT on each individual service area

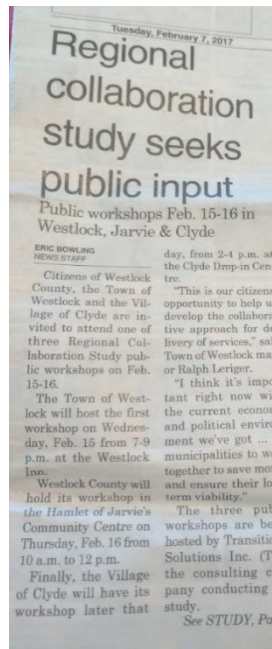


While it was originally difficult to attract participants to the above workshops, TSI and the three community Councils worked together to bring over 40 participants to a joint workshop with a great cross section of demographics and community representation.

The following is a list of methods used to attract participation in the workshops and surveys.

Facebook pages of the Town and Village of Clyde

- Postcard which was distributed to all residents who receive a utility bill from their municipality
- Newspaper Advertising and Editorial
- Radio Advertising



Regional Collaboration Study

Your opinion matters to us...

TSI will be in your community over the coming months engaging with residents and businesses as we assist the Town, County and Village in identifying ways for the three communities to collaborate and work more efficiently and effectively together.

Get involved in the process by:

- taking our resident or business survey
- attending a public workshop
- OR
- following the conversation on social media at Town of Westlock or Village of Clyde.

Surveys available at the two websites or in hard copy at the Town, Village or County offices.

www.westlockcounty.com www.westlock.ca

Public Workshops:

- February 15, 2017 7:00 - 9:00 p.m.
TOWN OF WESTLOCK
Place: Westlock Inn, Timber room.
- February 16, 2017 10:00 - 12:00 p.m.
JARVIE
Place: Jarvie Community Centre
- February 16, 2017 2:00 - 4:00 p.m.
VILLAGE OF CLYDE
Place: Clyde Drop-In Centre

Please RSVP to collaboration@tsi-inc.ca
Note: You can attend any of the three workshops.

Town of Westlock Village of Clyde

Summary of Public Workshop

Regional SWOT Analysis			
Strengths	Weaknesses	Opportunities	Threats
Tourism	Government regulations	Seniors housing	Volunteer burnout
Volunteers	Lack of industry/jobs	Opportunity to grow business – first mover advantage	Too close to St. Albert and Edmonton
Farm land	School board – losing schools	Tourism	Aging population
Strong Agricultural community	Lack of prime industry	Agri-business	Lack of tax base
Location – proximity to Edmonton	Aging population	Marketing agri-business and livestock	Increased regulation
Cradle to grave medical	Shopping outside the community	Brewery – micro brewery	Lack of growth
Shopping	Urban draw – youth leave the community	Water lines – access to water	Not prioritizing collaboration
Well educated workforce	No post secondary education options	Trauma centre – capacity at hospital	Lack of political participation or lack of cooperation
Social services and community resources	Police (lack of policing)	Keep youth in the community	Reactive vs proactive
Rural lifestyle	Dissention between municipalities	Spirit centre – expanded use and programming	Lack of communications in the region
Central to number of smaller other communities	Lack of economic development	Community futures and economic development	
Generous supportive community	High taxes	Diversify volunteer base	
Agri-business	Drugs	Joint economic development officer	
Recreation	No Chamber		
Highway corridor			
Gateway to the north and south			
Rail access			
Grain elevator terminal			
Airport			
Brilliant ag industry			

Regional Airport	
Strengths	Weaknesses
We have one!	Not well advertised or marketed
Services attract organizations from outside the region – sky divers	Not being developed
Amenity	Cost
	Feasibility
	Lack of cost/benefit analysis
	Not big enough for commercial flights
	Runway maintenance needed
	Taxes
	User fees
Options to Collaborate: <ul style="list-style-type: none"> • More soliciting of potential businesses • Need to attract investors • A refueling station 	

Regional Bylaw	
Strengths	Weaknesses
Active enforcement	No formal agreement between municipalities
Enforcement works together	Not enough support and not enough manpower
Safe community	Lack of education on bylaw vs police
Economies of scale would create efficiencies so more positions could be funded	Politics
No boundary competition	Distrust of law enforcement personnel
Pooled resources	
Options to Collaborate: <ul style="list-style-type: none"> • A joint agreement for bylaw enforcement – include administration • Joint bylaw officer and cooperation agreement 	



Regional Economic Development

Strengths	Weaknesses
Space (vacancy)	Funding
Opportunity	Lack of focus
Competitive Edge with regionalization	Too much red tape
One-stop permitting	Not enough manufacturing
Regional location	Lack of developed land
Land costs	Lack of regional collaboration
On the right side of the river	Lack of communication between 2 industrial parks
Good manufacturing	Lack of developers
Restaurants	Lack of choices for retail – nobody else leading
Hotels	Lack of conference centre space
Businesses starting fresh – John Deere	Vacant sites / buildings
Highway Corridor	Multiple biz developers
	Marketing for locating families within the community
	Lack of affordable housing options
Options to Collaborate:	
<ul style="list-style-type: none"> • Development of a regional economic development strategy with consensus based goals • Economic development committee or Chamber • Amalgamation 	

Regional Fire

Strengths	Weaknesses
Volunteers	No coordination
Well trained	Territorial control
Good equipment	Lack of funding
Train together	Too many Chiefs
Mutual aid	Don't share facilities
Good communication and cooperation between departments and regions	Demand for volunteers
	Appreciation for volunteers
	Ownership / territorial
Options to Collaborate:	
<ul style="list-style-type: none"> • Redesign the corporate structure • Eliminate duplication • Share resources • Cross training – urban to wildfire 	

Regional Recreation	
Strengths	Weaknesses
1 Building, not 3	Financial (shared)
Offer stronger programs	Local facilities not utilized
New Facility – well equipped	Lack of cooperation
Inventory of facilities all broadly marketed by a central agency	Transportation
Pooled funding	Communication
Proximity	Political pushback
Golf courses	Bylaws prevent expansion
Volunteers	Stuck in the past
Facilities	
Options to Collaborate: <ul style="list-style-type: none"> • Share the cost of an event coordinator to increase facility usage • Communities have to participate • Amalgamation 	

Regional Water / Waste	
Strengths	Weaknesses
Free – water and waste for rural	Perceived benefit of increased cost to upgrade remote or smaller communities
Good water	Roads
Transfer station well run with good hours	No program for bulk bags, grain bags
Starting a recycling strategy	Time required to address upgrades
Pooled rates and resources	Town pays for bilk station for the region – what does the county pay?
	No recycling centre
Options to Collaborate: <ul style="list-style-type: none"> • Add transmission rate to water • Equalization of funding 	

Regional Governance

- One lead with a ward system
- Communication between the 3 municipalities
- Amalgamation
- More efficient management
- Sharing resources
- One huge unwieldy bureaucracy
- Required well thought out, clear agreement
- Village might lose grant funding
- Leave the old behind and move to a new system
- Fire is less easy to do from a regional perspective

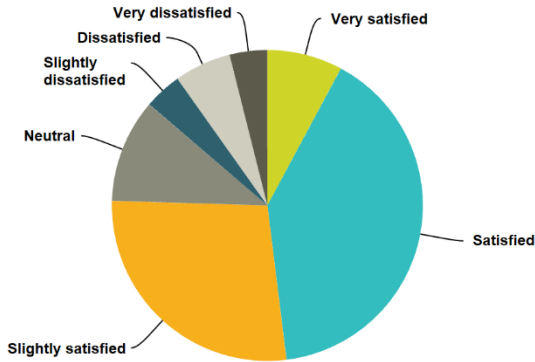


Summary of Resident Survey Results

105 Surveys were submitted both online and in hard copy at the workshops. Below are the quantitative results. The qualitative results are available in Appendix II:

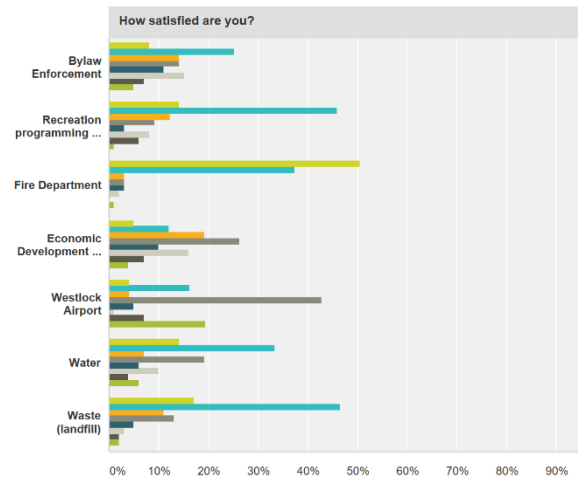
Overall, how satisfied are you with the services you receive from your municipality?

Answered: 102 Skipped: 3



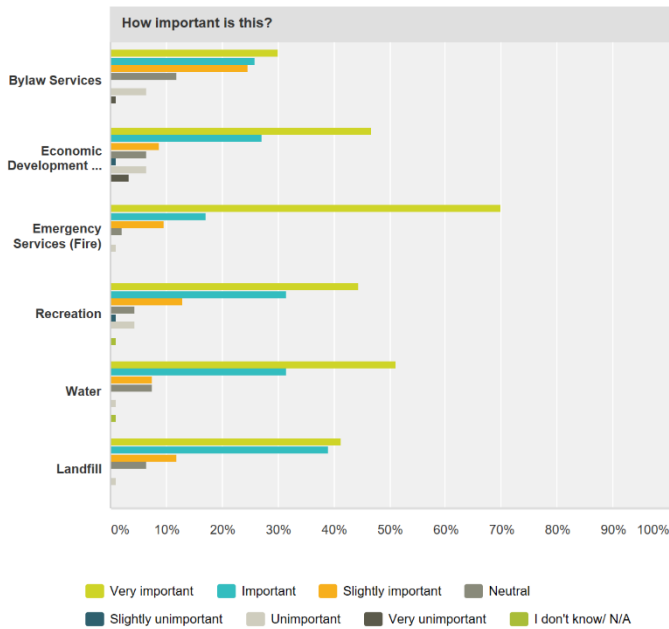
Please rate your level of satisfaction with each of the following services in your community:

Answered: 101 Skipped: 4



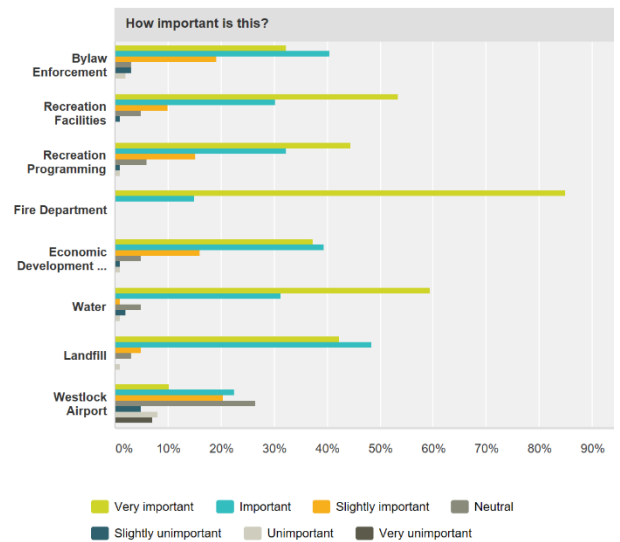
Please rate what you feel is the relative importance of working to provide each of the following services on a more regional basis moving forward

Answered: 94 Skipped: 11



Please indicate how important you feel each of the following services are to the community:

Answered: 101 Skipped: 4

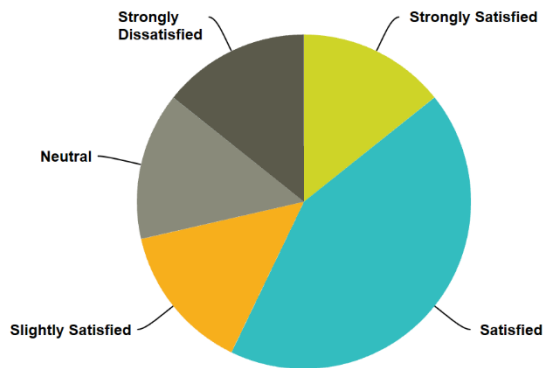


Summary of Business Survey Results

Overall, 8 business surveys were submitted. The following quantitative results were compiled (full results can be found in Appendix II):

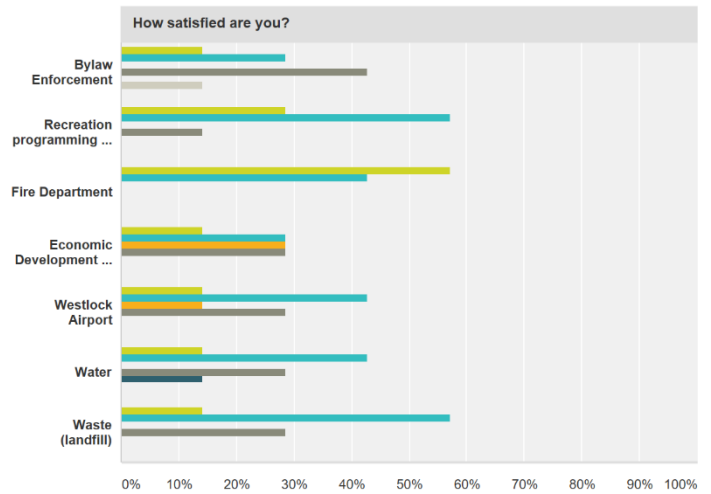
Overall, how satisfied are you with the services you receive from your municipality?

Answered: 7 Skipped: 1



Please rate your level of satisfaction with each of the following services in your community:

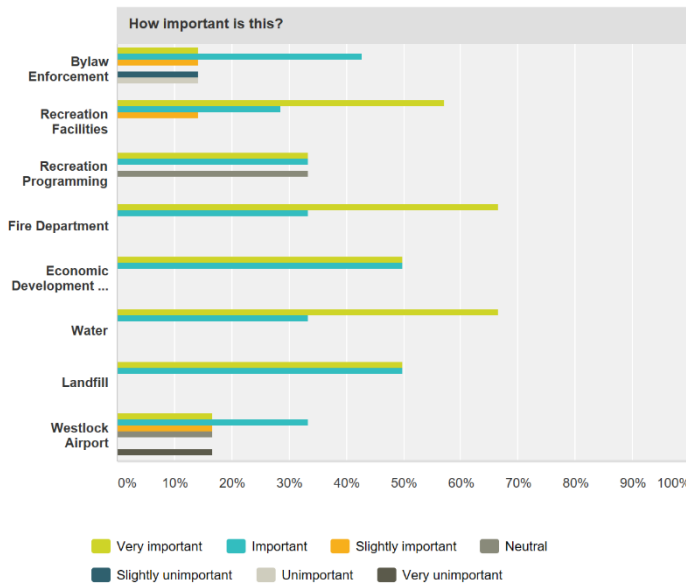
Answered: 7 Skipped: 1



Strongly satisfied Satisfied Slightly satisfied Neutral Slightly dissatisfied Dissatisfied Strongly dissatisfied

Please indicate how important you feel each of the following services are to the community:

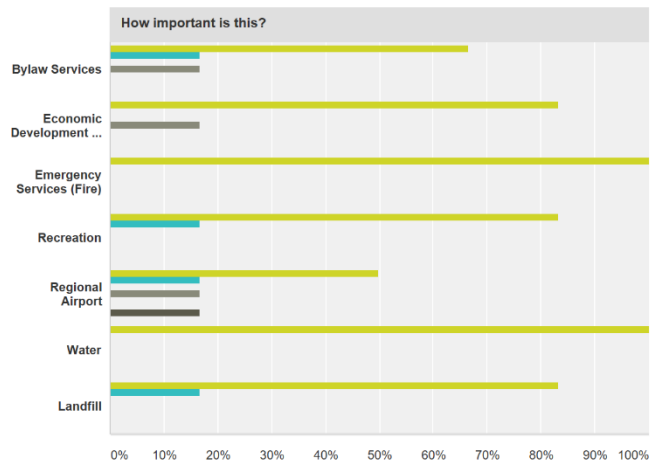
Answered: 7 Skipped: 1



Very important Important Slightly important Neutral Slightly unimportant Unimportant Very unimportant

Please rate what you feel is the relative importance of working to provide each of the following services on a more regional basis moving forward:

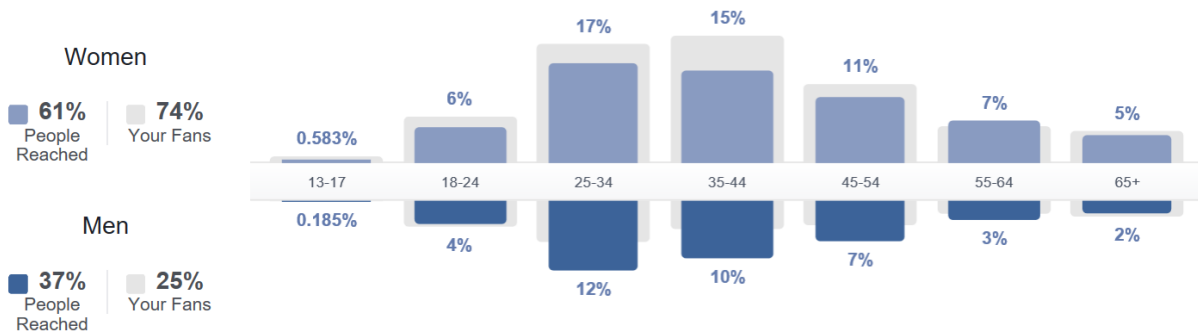
Answered: 6 Skipped: 2



Very important Important Slightly important Neutral Slightly unimportant Unimportant Very unimportant

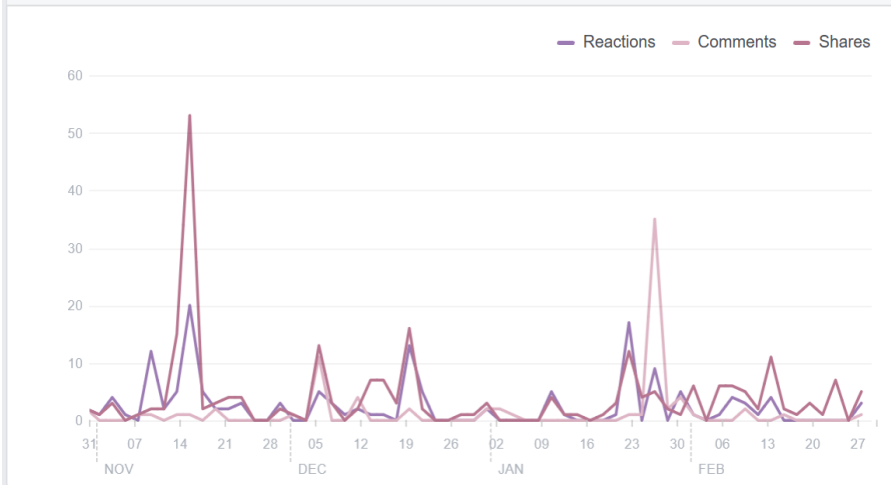
Summary of Social Media

The number of people your post was served to in the past 28 days.



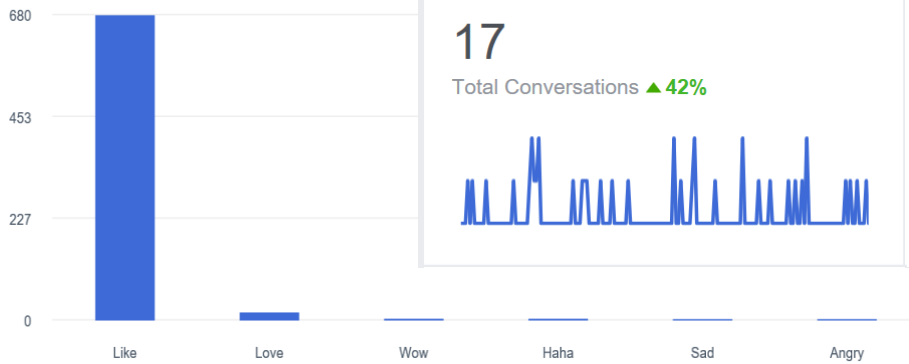
Reactions, Comments, and Shares

These actions will help you reach more people.



Reactions

Likes and other ways people react to your Page posts.

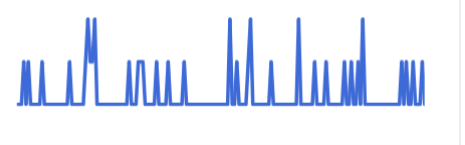


Total Conversations

September 2 - February 28

17

Total Conversations ▲ 42%





Provincial Legislation & Governance Options

Provincial Legislation & Governance Options

Provincial Legislation

With passage of Bill 21 (the Modernized Municipal Government Act) on December 6, 2016, the Province has identified how municipalities will function going forward. The changes are categorized into three broad groupings:

- i. How are Municipalities Empowered to Govern;
- ii. How do Municipalities Work Together and Plan for Growth; and
- iii. How are Municipalities Funded.

Notwithstanding further consultations continuing into 2017, there are more than 43 Municipal Government Act (MGA) regulations being updated, created, or combined. All changes are expected to be proclaimed before the 2017 Municipal Election. Of particular interest and those having relevance to this Collaboration Study are Part 17.1 (Growth Management Boards) and Part 17.2 (Intermunicipal Collaboration).

Part 17.1 deals with: the purpose of Growth Management Boards (GMB); their Establishment & Operation; Approval and Effect of Growth Management Plans; and other General Matters. This section of the MMGA exists in the current MGA but has been slightly amended in Sections 708.11 and 708.02. Section 708.11 now specifies: “the purpose of this Part of the MGA is to enable two or more municipalities to initiate, on a voluntary basis, the establishment of a GMB to provide for integrated and strategic planning for future growth in municipalities”. Section 708.02 has been updated whereby: “the regulation creating a GMB must create a growth management plan and specifies what needs to be in that plan”. At present, there are no voluntary GMB’s (Edmonton and Calgary Regions have been mandated to have a GMB). “A GMB is a corporation consisting of the participating municipalities and representatives as appointed by the Lieutenant Governor in Council” per Section 708.03 of the MGA. This model of governance is in addition to those that will be described shortly as being available for municipalities to consider.

Part 17.2 is new and deals with: Definitions and Purpose; Intermunicipal Collaboration Frameworks (ICF) being mandatory; what the contents of the Framework must include; their relationship to Intermunicipal Development Plans (IDP); how the ICF is created; Arbitration; Resolving Disputes; and General Matters. Section 708.27 states: “the purpose of this Part is to require municipalities to develop

an ICF among two or more municipalities: (a) to provide for the integrated and strategic planning, delivery and funding of intermunicipal services; (b) to steward scarce resources efficiently in providing local services; and (c) to ensure municipalities contribute funding to services that benefit their residents”. Section 708.28 stipulates: “municipalities that have common boundaries must, within two years create a framework with each other”. The section goes on to say that if a GMB has been created there is no requirement to develop an ICF. Section 708.29 states: “a Framework must list: (i) the services being provided by each municipality; (ii) the services being shared on an intermunicipal basis by the municipalities; and (iii) the services in each municipality that are being provided by third parties by agreement with the municipality; at the time the Framework is created”. The section further requires: “each Framework must address services relating to: (a) transportation; (b) water and wastewater; (c) solid waste; (d) emergency services; (e) recreation; and (f) any other services, where those services benefit residents in more than one of the municipalities that are parties to the Framework”. Section 708.3 states: “a Framework is not complete for the purposes of 708.29 unless the councils of the municipalities that are parties to the framework have also adopted an IDP”. And while further sections within Part 17.2 deal with various elements, the key takeaways relate to an ICF being mandatory, they must address specific services, and there must be an IDP in full force and effect. For the Town, this means creation of one ICF. For the Village, this means creation of one ICF. For the County, this means creation of ten ICF’s.

Governance Options

Municipalities have a range of governance options to choose from as they consider ways to offer services in their Region. The options provide choice and flexibility to municipalities. Each governance option provides a unique set of characteristics that allow for varying degrees of operational autonomy, borrowing ability and legal powers. Certain governance options allow the regional services body to assume natural person powers. Others permit business to be conducted and a profit returned to its members. Table 4 below outlines the basic differences.

**TABLE 4
GOVERNANCE OPTIONS**

	Inter-Municipal Agreement	Regional Services Commission	Municipal Controlled Corporation	Cooperative	Society	Part 9 Company	Public Private Partnership	Growth Management Board
Separate legal entity		X	X	X	X	X	X	X
Can borrow and incur debt servicing costs		X	X	X	X	X		X
Can directly expropriate land		X						
Can make a profit and distribute to members			X	X			X	
Requires provincial government approval for establishment		X	X	X	X	X	X	X
Ministry/parties responsible for establishment	Municipalities	Municipal Affairs		Service Alberta			Municipalities and Partners	Municipal Affairs
Legislation restricting types of services provided	MGA			Cooperatives Act	Societies Act	Companies Act	MGA	

(Alberta)

Intermunicipal agreements are entered into between two or more municipalities vis-à-vis passage of a resolution of the participating municipalities. These agreements can lead to the formation of an authority, board or committee that oversees the provision of services on a regional basis. The Westlock Airport is an example of such an arrangement. The County and the Town have formed an intermunicipal agreement that stipulates the airport will have an advisory committee to oversee its operations. Important to note is that the authority, board or committee which is formed by the intermunicipal agreement is subject to the provisions of the MGA as if the municipality was providing the service. Any issues relating to liability of the airport remain with the County and the Town.

Regional service commissions have their own distinct legal status with natural person powers, separate from the member municipalities. Two commissions currently exist in the Region: the Westlock Regional Water Services Commission and the Westlock Regional Waste Management Commission. Commissions can hire employees, administer their own payrolls, own property and raise capital. Any financial surplus must be used to reduce costs and may not be distributed back to the member municipalities. Rates charged for services must be established by bylaw and based upon a full-cost recovery rate model. Commissions are eligible for loans from the Alberta Capital Finance Authority (ACFA).

Municipal controlled corporations are for-profit corporations that are controlled by a municipality or group of municipalities to providing a regional municipal service. There are less than twenty municipally

controlled corporations in Alberta. EPCOR Utilities Inc. (owned by Edmonton) and Aquatera Utilities Inc. (owned by the City and County of Grande Prairie and Town of Sexsmith) are two examples. They are regulated by the MGA, Business Corporations Act, Control of Corporations Regulation, and the Debt Limit Regulation. They are a separate legal entity which can hire employees, administer payrolls, own property and raise capital. Municipal controlled corporations cannot borrow from the ACFA.

Cooperatives are corporations incorporated under the Cooperatives Act. One that municipalities may be familiar with is Rural Electrification Associations (REA's). Cooperative principles are specified in the Act and determine how the entity carries on business. Cooperative surpluses may be used to: develop its business; improve its services; establish reserves or payment of interest on member loans or dividends on shares; for community welfare; or a distribution among its members.

Societies are legal entities incorporated under the Societies Act. They are created for any benevolent, philanthropic, charitable, provident, scientific, artistic, literary, social, educational, agricultural, sporting or other useful purpose, but not for the purpose of carrying on a trade or business. Agricultural Societies and Community Associations are typical examples of societies. While societies can incur debt they cannot borrow from the ACFA.

Part 9 companies are formed to promote art, science, religion, charity or other similar endeavours, or they may be formed solely to promote recreation for their members. A Part 9 company must apply its profits in the promotion of its objects and no dividend should be paid to its members. Part 9 companies are regulated by the Companies Act. A Part 9 company may borrow funds for carrying out its objects, but is not eligible for direct loans from the Alberta Capital Finance Authority. The Alberta Industrial Heartland Association (an economic development entity consisting of the City of Edmonton, City of Fort Saskatchewan, Lamont County, Strathcona County, and Sturgeon County) is an example of a Part 9.

Public Private Partnerships (P3) may be a separate legal entity depending on the partnership agreement. Typically, they are an arrangement between one or more public and private sector entities with a long term life span. The construction and ongoing operations of the Anthony Henday Ring Road around Edmonton is an example. NorthWestConnect (a consortium of companies) and the Province entered into a P3 Agreement for the design, construction, operation, and maintenance of Anthony Henday Drive from H16 to Manning Drive until 2041. They usually involve significant capital investment and ongoing operational costs.

A range of factors and considerations will determine the governance option most appropriate for the partnering municipalities when delivering regional services.



Alternative Service Delivery Options

Alternative Service Delivery Models

When contemplating which options or alternatives best address the issue of regional collaboration several questions need to be asked and answered. Some of these questions would include:

- What types of services will be provided;
- Should the services operate at arms-length from the municipality;
- Does the service provider need to own land;
- Does the service provider need natural person powers (means the capacity, rights, powers and privileges of a natural person);
- Will services be provided as a business;
- Does the service provider need to borrow funds from time to time;
- Will the service provider need to have the ability to expropriate land;
- Will profits be made and distributed to member municipalities; and
- Will the organization be providing services outside of the municipal boundaries?

Depending upon the answers to these questions, a compelling governance model(s) will likely emerge. You will therefore see in the following two or three different models presented for each of the various services areas examined. We also present for your consideration three over-arching models that have the potential to fulfill the needs of the County, Town and Village if the political will exists to do so.



General Over-arching Models

Model 1 - Growth Management Board

- Requires application to Minister of Municipal Affairs
- Provides for integrated and strategic planning for future growth in the participating municipalities
- Requires the preparation of a growth plan for the Region
- Can highlight development patterns and future key infrastructure investment that compliments existing infrastructure
- Able to coordinate decisions to sustain economic development and growth
- Must not conflict with any Alberta Land Stewardship Act regional plan (planning for the Upper Athabasca Regional Plan has not yet commenced)
- Functions much like a Regional Services Commission with some exceptions as they relate to Financial Matters and Minister’s Powers
-

Advantages	Disadvantages
<p>Not required to adopt an Intermunicipal Collaboration Framework with participating municipalities</p> <p>Provides a mechanism for the development of a regional growth plan containing a long-term vision and guiding principles</p> <p>Requires all participating municipalities not to undertake a public work, adopt a statutory plan, make a bylaw or resolution, or enter a municipal agreement that conflicts with a growth plan</p> <p>Allows municipalities to maintain their individual autonomy</p> <p>Very prescribed in what needs to be done pursuant to the regulation establishing the Growth Management Board and the Municipal Government Act</p>	<p>Notwithstanding the Province may provide some funding will cost the municipalities more dollars</p> <p>The Province must approve the objectives of the growth plan, the contents, the timelines for adoption, its format, its desired effects, the funding model, and amending processes</p> <p>A regional growth management plan supersedes all other municipal plans</p> <p>Requires an administrative support structure along with the required fiscal resources</p>

Opportunities to improve service delivery to the public

- Implementation of a Growth Management Plan would send a signal to any future developer/proponent that the Westlock Region was open for business
- Land Use & Planning, Transportation, Water & Wastewater, Solid Waste, Emergency Services, Recreation, and any other services that benefit residents in the participating municipalities need to be addressed in Inter-municipal Collaboration Framework or Growth Management Plan
- To build political trust and understanding that can transcend into a renewed spirit of cooperation that residents and ratepayer can be proud of

- The more the participating municipalities work together to achieve common goals, the more likely they will fuel the engine of economic growth and sustainability

Proposed Structure

- Prescribed by the regulation appointing the Growth Management Board

Staffing Requirements

- Manager and Administrative Assistant to commence
- Consultants to assist with preparation and completion of the growth management plan

Anticipated Budget

- Year One an annual budget of between \$325k - \$375k (Includes: board, staffing as shown above, office space, utilities, materials & supplies, furniture & equipment, legal & accounting, and so on). It is likely this amount would continue in subsequent years
- Added to the above would be an additional amount of \$100k - \$150k for commencement of the growth management plan. A similar amount would likely be required in Year Two for completion of the plan. Thereafter this budget requirement would be reduced to zero unless other planning initiatives were deemed appropriate
- Overall the costs for Year One and Two are likely to range between \$425k - \$525k dropping to the \$325k - \$375k range in Year Three
- These are new costs to the participating municipalities

Reporting Structures

- While the Board is an autonomous entity (a corporation) it must submit an annual report to the Minister each year summarizing its activities
- Committees and Task Forces likely required
- All staff report to a Manager who reports to the Board

Model 2 - “Super” Commission

- Requires formation of a regional services commission that provides for the delivery of multiple services (could include all or some of the services being examined in this study)
- Municipalities must agree upon the services to be included
- Provincial regulation will stipulate membership, the board of directors, term of office, designation of the first Chair, assets, and any other specified components

Advantages	Disadvantages
Becomes a single autonomous body responsible for multiple services delivery resulting in significant cost efficiencies	Requires application and approval by Minister of Municipal Affairs
The Commission Board determines vis-à-vis an operating bylaw how the regional services function and are delivered	

The Commission has the power to requisition the participating municipalities for required operating and capital funds	Municipalities relinquish control over the provision of the regional service(s)
Participating municipalities continue to have the ability to influence decision making processes vis-à-vis their appointed representatives	Dis-establishment can be awkward and messy
Provincial policy and grant funding programs incentivize municipalities to regionalize the delivery of some municipal services	
Is the only governance model that can directly expropriate lands	

Opportunities to improve service delivery to the public

- Consolidation of the two existing commissions and adding additional services to re-set the delivery methods and standards creating a level playing field for residents regardless of their residency
- Opportunity to consolidate similar services together (e.g. Water and Solid Waste and/or Bylaw Enforcement and Fire under the umbrella of Emergency Services)
- Regional service delivery more likely to attract higher quality employee/contracted candidates which can lead to enhanced service levels often for little or no increase in costs

Proposed Structure

- Prescribed by the regulation appointing the super commission(s)

Staffing Requirements

- General Manager, Managers of each service (water, wastewater, solid waste, emergency services (includes bylaw and fire), and airport) and two Administrative Assistants to commence
- Contractors or staff to provide required operational requirements

Anticipated Budget

- Year One an annual budget of between \$6.3M - \$7.0M (Includes: water @ \$1.91M; wastewater @ \$525k; solid waste @ \$635k; bylaw @ \$242k; fire @ \$2.06M; airport @ \$146k; General Manger & administrative assistants @ \$300k; and Office space and associated costs @ \$65K. A factor of 5% and 15% have been used to determine the range). Assuming water, wastewater and solid waste are 100% cost recovery thru user fees, the net budget amount requiring municipal subsidy is estimated to range between \$2.7M - \$2.9M.
- The only new costs to the participating municipalities is an estimated \$365k for the General Manager, Administrative Assistants, and Office costs.

Reporting Structures

- The Board is an autonomous entity that is required to comply with the regulation creating it and to follow the provisions of the MGA

The General Manager will report to the Board; Managers & Administrative Assistant will report to the General Manager
Model 3 - Municipal Controlled Corporation (MCC)

- Municipalities must pass a resolution authorizing them to control the corporation and to specify its purpose
- Before passing such a resolution the municipalities must undertake a due diligence study, consider a business plan and hold a public hearing
- The business plan must include costs related to establishment, value of any assets, cash flow projections, financial statements and anything else prescribed by regulation
- Municipalities must pass complimentary utility bylaws regulating and providing for the terms, conditions, rates, and charges for the supply and use of the utilities provided by the Corporation
- Provincial regulation will stipulate all terms and conditions that apply

Advantages	Disadvantages
Becomes a single autonomous body responsible for multiple services delivery resulting in cost efficiencies	Requires application and approval by Minister of Municipal Affairs
The Corporation Board determines vis-à-vis various operating bylaws how the regional services function and are delivered (municipalities must unanimously agree)	Municipalities relinquish control over the provision of the services
Franchise fees can be paid to shareholders (i.e. municipalities)	Dissolution is thru the Business Corporations Act
Under the shareholders agreement dividends can be paid	Corporation is not subject to same transparency requirements as municipalities which could limit municipal and public awareness
Board of Directors are members of the public (less likelihood of political interference) and must be unanimously approved by the shareholders	Cannot expropriate (must use municipality’s ability if required)
Day to day operations are at arms-length to the municipalities	
Are usually exempted from the Alberta Utilities Commission (AUC)	

Opportunities to improve service delivery to the public

- Consolidation of the two existing commissions and adding waste water services demonstrates a unified and cohesive region regardless of residents residency
- Opportunity to enlist the expertise of community members whose primary objective is to do what is best for the Region
- More likely to attract higher quality employees/contracted candidates which can lead to enhanced service levels

- To generate additional revenue vis-à-vis providing services to other municipalities beyond the Westlock Region

Proposed Structure

- Prescribed by the regulation appointing the controlled corporation

Staffing Requirements

- Chief Executive Officer (CEO), Managers of each service and Administrative Assistant to commence
- Contractors or staff to provide required operational requirements

Anticipated Budget

- Year One an annual budget of between \$3.5M - \$3.9M (Includes: water @ \$1.91M; wastewater @ \$525k; solid waste @ \$635k; CEO & administrative assistant @ \$225k; and Office space and associated costs @ \$65K. A factor of 5% and 15% have been used to determine the range). Assuming water, wastewater and solid waste are 100% cost recovery thru user fees, the net budget amount requiring municipal subsidy is zero.
- Notwithstanding there are no additional costs to the municipalities, the fees for each utility would need to increase to offset the \$290k new costs.

Reporting Structures

- The Board is an autonomous entity that is required to comply with the regulation creating it and to follow the provisions of the MGA and Control of Corporations Regulation
- The CEO will report to the Board; Managers & Administrative Support will report to the CEO

Airport

Model 1 - Intermunicipal Agreement - Board

- Participating municipalities pass a resolution to become part of the agreement.
- These agreements can lead to the formation of an authority, board or committee that oversees the provision of the service
- Maintains the status quo
- The Board continues to function in an advisory capacity
- Village may or may not be part of the arrangement
- County and Town continue to be owners and legally responsible for all activities that occur at the airport

Advantages	Disadvantages
Does not materially change the governance structure	Municipalities may lack the human capital to manage and operate an efficient and effective airport
Relatively easy to withdraw	
Ownership does not change	The Board cannot implement any actions without the municipalities approvals
Municipalities maintain full control of the airport vis-à-vis the agreement and approval of the annual budget	Board Members often may have a vested interest and/or biases

Opportunities to improve service delivery to the public

- Enhance economic development activity in the Region whereby fixed wing aircraft are required to supplement said activity
- To upgrade current Aerodrome designation so as to accommodate commercial aircraft
- Recruit a new Part-time Manager skilled in the management and improvement of airport services

Proposed Structure

- No change (Advisory Board continues making recommendations to both County and Town)
- County supplied Part-time Manager continues to provide management and administrative oversight

Staffing Requirements

- Part-time Manager, Part-time Administrative Assistant, Part-time Operations person (these are already in place)

Anticipated Budget

- —
- The 2017 approved budget identifies \$146k to operate the airport. Revenues consist of \$61k from airport property taxes, \$14k from the Town, \$14k from the County, and \$56k from fuel sales
- No new costs to the municipalities

Reporting Structures

- No change

Model 2 (Commission)

- Requires formation of an Airport Services Commission
- Provincial regulation will stipulate membership, assets, and any other specified components
- The current advisory board would be replaced with a Commission Board with representation as agreed upon by the participating municipalities and determined in the Operating Bylaw
- Usually means hiring their own staff
- Could be part of a “Super” Commission

Advantages	Disadvantages
Becomes an autonomous body responsible for service delivery at the airport	Requires application and approval by Minister of Municipal Affairs
The Commission Board determines vis-à-vis an operating bylaw how the airport functions and operates	Ownership of assets may transfer to the Commission
Commission requisitions the participating municipalities for required operating and capital funds	
Participating municipalities continue to have the ability to influence decision making processes vis-à-vis their appointed representatives	
Can expropriate lands	

Opportunities to improve service delivery to the public

- Enhanced economic development activity in the Region may attract more airport usage
- To upgrade current Aerodrome designation so as to accommodate commercial aircraft
- Recruit a new Part-time Manager skilled in the management and improvement of airport services

Proposed Structure

- Prescribed by the regulation appointing the Commission

Staffing Requirements

- Part-time Commission Manager and grounds maintenance person
- Contracted administrative support

Anticipated Budget

- Year One an annual budget of between \$258k - \$283k (Includes current operating costs of \$146k; part-time Manager @ \$50k; and \$50k for an area structure plan. A factor of 5% and 15% have been used to determine the range)
- New costs to the municipalities of approximately \$100k for the part-time Manager and area structure plan

Reporting Structures

- The Board is an autonomous entity that is required to comply with the regulation creating it and to follow the provisions of the MGA
- The Commission Manager will report to the Board; all employees/contractors report to the Commission Manager

Bylaw Enforcement

Model 1 (Intermunicipal Agreement - Authority)

- Requires formation of a Bylaw Enforcement Authority
- Sharing of resources occurs on a pre-determined basis as per the provisions contained in the Agreement
- Management and administrative oversight usually supplied by one of the participating municipalities
- Municipalities continue to be legally responsible and accountable for all actions and activities

Advantages	Disadvantages
Allocation of human capital more flexible and efficient	Two municipalities relinquish some control of service delivery
Participating municipalities share in all operating and capital costs	
Political and administrative interference less of an issue	Risk and liability remain with the municipalities
Working Alone Legislative issues more easily addressed with multiple personnel	

Opportunities to improve service delivery to the public

- Consolidation of resources enables deployment of personnel in a more cost effective and efficient manner
- Enforcement standards more likely to be applied in a consistent fashion
- Coordination of bylaw activities can enhance the level of service

Proposed Structure

- Existing personnel would become employees of the Authority
- Would require one employee to assume command who would report to a Board
- Also requires administrative support

Staffing Requirements

- Existing compliment of 2 FTE’s could increase to 3 FTE’s plus 1 FTE for administrative support
- One of the FTE’s would in designated in charge

Anticipated Budget

- Year One an annual budget of between \$720k - \$790k (Includes: the Board @ \$20k; three community peace officers @ \$525k; administrative assistant @ \$75k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Assuming fine revenues of \$150k (the Town generated \$82k in 2016; the County is forecasting to generate \$35k in 2017; the Village generated \$2k in 2016; and the addition of a third community peace office is forecasted to generate \$35k) the net cost of bylaw enforcement will range between \$570k - \$640k
- New costs to the municipalities of approximately \$335k for a board, an additional community peace officer, administrative assistance, and office & associated costs

Reporting Structures

- The designated in charge peace officer would report to the Board
- Other peace officers would report to the in-charge peace officer

Model 2 - Intermunicipal Agreement – Separate Agreements

- Municipalities could consider one municipality providing regional bylaw enforcement services and the other municipalities providing other regional services (similar to Barrhead Fire Services arrangement)
- Municipalities would need to pass complimentary bylaws along with an appropriate bylaw services agreement
- Consideration required when capital purchases are required for use in the contracted municipalities

Advantages	Disadvantages
Cost savings more likely to accrue with shared peace officer arrangements Greater flexibility in the deployment of resources Service levels can be qualified vis-à-vis the agreement	Not a separate legal entity Municipalities rely upon another municipality to deliver the services

Relatively easy to form and easy to withdraw from	
Reduce political influence	

Opportunities to improve service delivery to the public

- Standardization of service more likely to lead to enhanced level of service
- When personnel depart, service coverage can continue vis-à-vis reallocation of resource deployment
- Training of personnel and upgrading of skills can be more easily accommodated

Proposed Structure

- One department within one municipality

Staffing Requirements

- Existing compliment of 2 FTE's could increase to 3 FTE's
- One of the existing FTE's would be designated in charge

Anticipated Budget

- Year One an annual budget of between \$630k - \$690k (Includes three community peace officers @ \$525k; and an administrative assistant @ \$75k. A factor of 5% and 15% have been used to determine the range). Assuming fine revenues of \$150k (the Town generated \$82k in 2016; the County is forecasting to generate \$35k in 2017; the Village generated \$2k in 2016; and the addition of a third community peace office is forecasted to generate \$35k) the net cost of bylaw enforcement will range between \$480k - \$540k
- New costs to the municipalities of approximately \$250k for an additional community peace officer and administrative assistance

Reporting Structures

- In charge peace officer, would report to a Director or Manager of Protective Services

Model 3 (Commission)

- Requires formation of a Bylaw Enforcement Services Commission
- Provincial regulation will stipulate membership, assets, and any other specified components
- The Commission Board required to put in place an Operating Bylaw
- Usually means hiring of own staff
- Could be part of a “Super” Commission or an Emergency Services Commission which could include fire

Advantages	Disadvantages
Becomes an autonomous body responsible for service delivery in all three municipalities	Requires application and approval by Minister of Municipal Affairs
The Commission Board determines vis-à-vis an operating bylaw how bylaw enforcement services functions and operates	Ownership of assets may transfer to the Commission
Commission requisitions the participating municipalities for required operating and capital funds	
Participating municipalities continue to have the ability to influence decision making processes vis-à-vis their appointed representatives	

Opportunities to improve service delivery to the public

- Standardization of the service level across the Region
- Consolidation of resources enables deployment of personnel in a more cost effective and efficient manner
- Coordination of bylaw activities can enhance the level of service

Proposed Structure

- Existing personnel would become employees of the Commission
- A board is established
- Also requires administrative support

Staffing Requirements

- Existing compliment of 2 FTE’s could increase to 3 FTE’s plus 1 FTE for administrative support

Anticipated Budget

- Year One an annual budget of between \$720k - \$790k (Includes: a board @ \$20k; three community peace officers @ \$525k; administrative assistant @ \$75k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Assuming fine revenues of \$150k (the Town generated \$82k in 2016; the County is

forecasting to generate \$35k in 2017; the Village generated \$2k in 2016; and the addition of a third community peace officer is forecasted to generate \$35k) the net cost to the Commission will range between \$570k - \$640k

- New costs to the municipalities of approximately \$335k for a commission board, an additional community peace officer, administrative assistance, and office & associated costs

Reporting Structures

- Would require one employee to become Manager who would report to the Commission

Economic Development

Model 1 (Intermunicipal Agreement - Society)

- Requires formation of a legal entity with agreed upon bylaws and objects
- Requires the creation of a Board for governance and operations
- Submits annually an operating and capital budget to the participating municipalities for their approval
- Usually hire own staff

Advantages	Disadvantages
Relatively easy to form	Board has limited power
Can own property and borrow funds	No power to requisition
Separate legal entity	
Direct influence by each Council vis-à-vis their respective appointees	

Opportunities to improve service delivery to the public

- Marketing and promotion of Region may attract new economic development activity

Proposed Structure

- An advisory board oversees the governance

Staffing Requirements

- One Manager with some Administrative Support

Anticipated Budget

- Year One an annual budget of between \$350k - \$380k (Includes: the Board @ \$20k; staff @ \$200k; contracted services @ \$100k; and office supplies @ \$10k. A factor of 5% and 15% have been used to determine the range). Contracted services includes: communication costs, advertising & promotions, subscriptions, membership fees, trade show costs, management services, office rent, utilities, and insurance.
- New costs to the municipalities of approximately \$110k for a board, a Manager, administrative assistance, contracted services, and supplies (Based upon current expenses as follows: County @ \$87k; Town @ \$151k; and Village @ \$0)

Reporting Structures

- Manager reports to Society Board
- Board makes recommendations to Municipal Councils

Model 2 (Intermunicipal Agreement - Authority)

- Requires formation of an Economic Development Authority
- The Agreement stipulates the terms and conditions for how the Authority may operate
- Requires the creation of an Advisory Board for governance and operations
- Participating municipalities are able to appoint their respective representatives

Advantages	Disadvantages
Eliminates potential for duplication of efforts	All participating municipalities must approve the annual operating and capital budgets Risk and liability remains with municipalities
A coordinated approach to development and promotion of the Region as a whole	
Participating municipalities share the costs and mutually benefit from the activities of the Authority	
More cost effective when three municipalities involved	

Opportunities to improve service delivery to the public

- Marketing and promotion of Region may attract new economic development activity

Proposed Structure

- Manager reporting to Board
- Budgetary decisions recommended from Board to Municipal Councils

Staffing Requirements

- One Manager with some Administrative Support

Anticipated Budget

- Year One an annual budget of between \$350k - \$380k (Includes: the Board @ \$20k; staff @ \$200k; contracted services @ \$100k; and office supplies @ \$10k. A factor of 5% and 15% have been used to determine the range).
- New costs to the municipalities of approximately \$110k for a board, a Manager, administrative assistance, contracted services, and supplies (Based upon current expenses as follows: County @ \$87k; Town @ \$151k; and Village @ \$0)

Reporting Structures

- Manager reports to the Authority Board
- Annual budget requires Municipal Councils unanimous approval

Model 3 (Part 9 Company)

- Requires formation of a Part 9 Company which likely would mean enlisting the support and advice of legal counsel to create bylaws and objects of the corporation
- Is a not-for-profit organization that can engage in business activities
- Is a legal entity
- The bylaws provide for the organization’s legal structure and usually provide for the board of directors, membership, fiscal management & accountability, employees, and other elements essential to good governance

Advantages	Disadvantages
Eliminates potential for duplication of efforts	Requires approval by Service Alberta for establishment
Functions as an autonomous body however still requires municipal approval vis-à-vis budgetary support	No power to requisition
Can own property, borrow funds, and incur debt servicing costs	
Direct influence by each Council vis-à-vis their respective appointees	

Opportunities to improve service delivery to the public

- Regional promotional material could be developed to attract new investment
- New investment likely to generate enhanced employment as well as new and/or improved services to the Region

Proposed Structure

An Executive Director reporting to an autonomous Board *Staffing Requirements*

- An Executive Director with Administrative Support

Anticipated Budget

- Year One an annual budget of between \$350k - \$380k (Includes: the Board @ \$20k; staff @ \$200k; contracted services @ \$100k; and office supplies @ \$10k. A factor of 5% and 15% have been used to determine the range).
- New costs to the municipalities of approximately \$110k for a board, a Manager, administrative assistance, contracted services, and supplies (Based upon current expenses as follows: County @ \$87k; Town @ \$151k; and Village @ \$0)

Reporting Structures

Executive Director reports to a Board

Fire

Model 1 (Commission)

- Requires formation of a Fire Services Commission
- Involves more of a command and control structure
- Provincial regulation will stipulate membership, assets, and any other specified components
- Could be part of a “Super” Commission or an Emergency Services Commission which could include Bylaw Enforcement Services

Advantages	Disadvantages
Separate legal entity	Commission assumes all risk and liabilities
Deployment of resources in response to an emergency can occur in a more efficient and effective manner	Participating municipalities cannot refuse the requisition
Reduces duplication of service resulting in cost efficiencies and savings	
Participating municipalities continue to have the ability to influence decision making processes vis-à-vis their appointed representatives	

Opportunities to improve service delivery to the public

- Standardization of the service level across the Region
- Consolidation of resources enables deployment of personnel in a more cost effective and efficient manner
- Coordination of fire activities can enhance the level of service

Proposed Structure

- Single department consisting of multiple fire hall stations

Staffing Requirements

- Existing two full time Fire Chiefs would simply move across to the Commission

Anticipated Budget

- Year One an annual budget of between \$2.3M - \$2.5M (Includes: the County 2017 budget @ \$1.556M; the Town 2016 FIR @ \$492k; the Village 2016 audited financial statements @ \$52k; a commission board @ \$20k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Assuming fees for service of \$300k (the Town generated \$204k in 2016; the County is forecasting to generate \$90k in 2017; and the Village 2016 amount is inconclusive) the net cost to the Commission will range between \$2.0M - \$2.2M
- New costs to the municipalities of approximately \$85k for a commission board and office & associated costs

Reporting Structures

- Would require one employee to become Manager who would report to the Commission

Model 2 (Intermunicipal Agreement - Council)

- Requires formation of a Fire/Emergency Services Regional Council
- The Agreement stipulates the terms and conditions for how the Regional Council may operate
- Management and administrative support usually hired by the Regional Council
- Municipalities continue to be legally responsible and accountable for all actions
- Usually requires one of the municipalities to be the hosting municipality

Advantages	Disadvantages
Eliminates potential for duplication of efforts	Risk and liability remains with municipalities
Facilitates the delivery of a coordinated response to emergency scenes	All participating municipalities must approve the annual operating and capital budgets
Property and assets remain with participating municipalities	
Easy to withdraw	

Opportunities to improve service delivery to the public

- Standardization of the service level across the Region

- Consolidation of resources enables deployment of personnel in a more cost effective and efficient manner
- Coordination of fire activities can enhance the level of service

Proposed Structure

- An autonomous body responsible for delivery of service

Staffing Requirements

- Maintain current staffing levels

Anticipated Budget

- Year One an annual budget of between \$2.3M - \$2.5M (Includes: the County 2017 budget @ \$1.556M; the Town 2016 FIR @ \$492k; the Village 2016 audited financial statements @ \$52k; a regional council @ \$20k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Assuming fees for service of \$300k (the Town generated \$204k in 2016; the County is forecasting to generate \$90k in 2017; and the Village 2016 amount is inconclusive) the net cost to the Council will range between \$2.0M - \$2.2M
- New costs to the municipalities of approximately \$85k for a regional council and office & associated costs

Reporting Structures

- Manager would report to the Regional Council

Model 3 (Part 9 Company)

- Requires formation of a Part 9 Company which likely would mean enlisting the support and advice of legal counsel to create bylaws and objects of the corporation
- Is a not-for-profit organization that can engage in business activities
- Is a legal entity
- The bylaws provide for the organization’s legal structure and usually provide for the board of directors, membership, fiscal management & accountability, employees, and other elements essential to good governance

Advantages	Disadvantages
Eliminates potential for duplication of efforts	Requires approval by Service Alberta for establishment
Functions as an autonomous body however still requires municipal approval vis-à-vis budgetary support	No power to requisition

Can own property, borrow funds, and incur debt servicing costs	
--	--

Direct influence by each Council vis-à-vis their respective appointees	
--	--

Opportunities to improve service delivery to the public

- Standardization of the service level across the Region
- Consolidation of resources enables deployment of personnel in a more cost effective and efficient manner
- Coordination of fire activities can enhance the level of service

Proposed Structure

- An autonomous body responsible for delivery of service

Staffing Requirements

- Maintain current staffing levels

Anticipated Budget

- Year One an annual budget of between \$2.3M - \$2.5M (Includes: the County 2017 budget @ \$1.556M; the Town 2016 FIR @ \$492k; the Village 2016 audited financial statements @ \$52k; a regional council @ \$20k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Assuming fees for service of \$300k (the Town generated \$204k in 2016; the County is forecasting to generate \$90k in 2017; and the Village 2016 amount is inconclusive) the net cost to the Part 9 Company will range between \$2.0M - \$2.2M
- New costs to the municipalities of approximately \$85k for a board and office & associated costs

Reporting Structures

- Manager reports to the Board

Landfill

Model 1 (Commission)

- Maintains status quo
- Residents from all participating municipalities have equal access to the services provided by the Commission
- Could be part of a “Super” Commission

Advantages	Disadvantages
Remains an autonomous body responsible for service delivery at the landfill	Commission assumes all risk and liabilities
Direct influence by each Council vis-à-vis their respective appointees	Participating municipalities cannot refuse the requisition
Commission requisitions the participating municipalities for required operating and capital funds	

Opportunities to improve service delivery to the public

- Expansion of recycling
- Composting
- Inclusion of additional members (Thorhild County and Barrhead County)
- In-house residential pick-up

Proposed Structure

- No change from current structure

Staffing Requirements

- No change from current staffing

Anticipated Budget

- Year One an annual budget of between \$665k - \$730 (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- No new costs to the municipalities as all costs are offset by user fees

Reporting Structures

No change from current reporting structure

Model 2 (Intermunicipal Agreement - Authority)

- Requires formation of a Solid Waste Authority and decommissioning of the existing Commission
- Given the Commission owns various assets including land, discussions will need to occur relative to their disposition
- The Agreement stipulates the terms and conditions for how the Authority may operate
- Requires the creation of an Advisory Board for governance and operations
- Participating municipalities are able to appoint their respective representatives

Advantages	Disadvantages
Relatively easy to form	All participating municipalities must approve the annual operating and capital budgets
Easy to withdraw	Risk and liability remains with municipalities
Eliminates potential for duplication	

Opportunities to improve service delivery to the public

- Expansion of recycling
- Composting
- Inclusion of additional members (Thorhild County and Barrhead County)
- In-house residential pick-up

Proposed Structure

- Manager reporting to Board
- Budgetary decisions recommended from Board to Municipal Councils

Staffing Requirements

- One Manager with some Administrative Support

Anticipated Budget

- Year One an annual budget of between \$665k - \$730 (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- No new costs to the municipalities as all costs are offset by user fees

Reporting Structures

- Manager reports to the Authority Board
Annual budget requires Municipal Councils unanimous approval

Model 3 (Municipal Controlled Corporation)

- Municipalities must pass a resolution authorizing them to establish the corporation and to specify its purpose

- Before passing such a resolution the municipalities must undertake a due diligence study, consider a business plan and hold a public hearing
- The business plan must include costs related to establishment, value of any assets, cash flow projections, financial statements and anything else prescribed by regulation
- Municipalities must pass complimentary landfill bylaws regulating and providing for the terms, conditions, rates, and charges for the supply and use of the landfill services provided by the Corporation
- Provincial regulation will stipulate all terms and conditions that apply

Advantages	Disadvantages
The Corporation Board determines vis-à-vis various operating bylaws how the landfill services function and are delivered (municipalities must unanimously agree)	Requires application and approval by Minister of Municipal Affairs
Franchise fees can be paid to shareholders (i.e. municipalities)	Municipalities relinquish control over the provision of the services
Under the shareholders' agreement dividends can be paid	Dissolution is thru the Business Corporations Act
Board of Directors are members of the public (less likelihood of political interference) and must be unanimously approved by the shareholders	Corporation is not subject to same transparency requirements as municipalities which could limit municipal and public awareness
Day to day operations are at arms-length to the municipalities	Multiple entities continue to exist resulting in duplication of efforts
Are usually exempted from the AUC	Cannot expropriate



Opportunities to improve service delivery to the public

- Opportunity to enlist the expertise of community members whose primary objective is to do what is best for the Region

Proposed Structure

- Prescribed by the regulation appointing the controlled corporation

Staffing Requirements

- General Manager and Administrative Assistant to commence
- Contractors or staff to provide required operational requirements

Anticipated Budget

- Year One an annual budget of between \$665k - \$730 (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- No new costs to the municipalities as all costs are offset by user fees

Reporting Structures

- The Board is an autonomous entity that is required to comply with the regulation creating it and to follow the provisions of the MGA and Control of Corporations Regulation
- The General Manager will report to the Board; Administrative Support and operational personnel will report to the General Manager

Recreation

Model 1 (Intermunicipal Agreement - Council)

- Requires formation of a Recreation Services Regional Council
- The Agreement stipulates the terms and conditions for the Regional Council operations and responsibilities
- Usually hire own staff
- Usually requires one of the municipalities to be the hosting municipality

Advantages	Disadvantages
Eliminates potential for duplication resulting in cost savings	All participating municipalities must approve the annual operating and capital budgets
Municipalities continue to be legally responsible and accountable for all actions	
Facilitates discussions and decisions between participating municipalities relative to the discharge of its services	

Opportunities to improve service delivery to the public

- Enhance program delivery on a regional basis

Proposed Structure

- Manager reporting to Board
- Budgetary decisions recommended from Board to Municipal Councils

Staffing Requirements

- No change from current compliment

Anticipated Budget

- Minimal costs if all programming costs consolidated into a single department
- Year One an annual budget of between \$5.6M - \$6.1M (Includes: the County 2017 budget @ \$847k; the Town 2016 budget @ \$4.3M; the Village 2016 audited financial statements @ \$30k; a regional council @ \$20k; and office & associated costs @ \$65k. A factor of 5% and 15% have been used to determine the range). Based upon fees for service of \$1.84M (the Town is forecasting to generate \$1.73M in 2017; the County is forecasting to generate \$112k in 2017; and the Village 2016 amount is inconclusive) the net cost to the Regional Council will range between \$3.75M - \$4.25M
- New costs to the municipalities of approximately \$85k for a regional council and office & associated costs

Reporting Structures

- Manager reporting to Regional Council
- All other staff reporting to Manager

Model 2 (Intermunicipal Agreement – Joint Cost Sharing)

- Requires agreement on how to share operating and capital costs related to specified recreation facilities
- May require the assistance of third party to assist with the development of a new agreement

Advantages	Disadvantages
Harmonizes the basis upon which cost sharing can occur in the participating municipalities	Participating municipalities required to contribute for the duration of the agreement
Participating municipalities retain full control of their own provision of recreational services	
Provides more of a level playing field for all three municipalities	

Opportunities to improve service delivery to the public

- Likely maintain the status quo

Proposed Structure

- No change from current service delivery

Staffing Requirements

- No change from current service delivery

Anticipated Budget

- Totally dependent upon what amount of transfer is agree upon and contained in the agreement

Reporting Structures

- No change from current service delivery

Water

Model 1 (Commission)

- Maintains status quo
- Residents from all participating municipalities have equal access to the services provided by the Commission
- Could be part of a “Super” Commission or could include Water, Wastewater, and Solid Waste services

Advantages	Disadvantages
Remains an autonomous body responsible for potable water service operations and delivery	Commission assumes all risk and liabilities
Participating municipalities continue to have the ability to influence decision making processes vis-à-vis their appointed representatives	Participating municipalities cannot refuse the requisition

Opportunities to improve service delivery to the public

- Likely maintain the status quo

Proposed Structure

- No change from current structure

Staffing Requirements

- No change from current staffing

Anticipated Budget

- Year One an annual budget of between \$2.0M - \$2.2M (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- No new costs to the municipalities as all costs are offset by user fees

Reporting Structures

- No change from current reporting structure

Model 2 (Intermunicipal Agreement - Authority)

- Requires formation of a Water Authority
- The Agreement stipulates the terms and conditions for how the Authority may operate
- Requires the creation of an Advisory Board for governance and operations
- Participating municipalities are able to appoint their respective representatives

Advantages	Disadvantages
Relatively easy to form	All participating municipalities must approve the annual operating and capital budgets Risk and liability remains with municipalities

Opportunities to improve service delivery to the public

- Likely maintain the status quo

Proposed Structure

- Manager reporting to Board
- Budgetary decisions recommended from Board to Municipal Councils

Staffing Requirements

- One Manager with some Administrative Support

Anticipated Budget

- Year One an annual budget of between \$2.0M - \$2.2M (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- No new costs to the municipalities as all costs are offset by user fees

Reporting Structures

- Manager reports to the Authority Board
- Annual budget requires Municipal Councils unanimous approval

Model 3 (Municipal Controlled Corporation)

- Municipalities must pass a resolution authorizing them to establish the corporation and to specify its purpose
- Before passing such a resolution the municipalities must undertake a due diligence study, consider a business plan and hold a public hearing
- The business plan must include costs related to establishment, value of any assets, cash flow projections, financial statements and anything else prescribed by regulation
- Municipalities must pass complimentary water bylaws regulating and providing for the terms, conditions, rates, and charges for the supply and use of the water services provided by the Corporation
- Provincial regulation will stipulate all terms and conditions that apply

Advantages	Disadvantages
The Corporation Board determines vis-à-vis various operating bylaws how the water services function and are delivered (municipalities must unanimously agree)	Requires application and approval by Minister of Municipal Affairs
Franchise fees can be paid to shareholders (i.e. municipalities)	Municipalities relinquish control over the provision of the services
Under the shareholders agreement dividends can be paid	Dissolution is thru the Business Corporations Act
Board of Directors are members of the public (less likelihood of political interference) and must be unanimously approved by the shareholders	Corporation is not subject to same transparency requirements as municipalities which could limit municipal and public awareness
Day to day operations are at arms-length to the municipalities	Multiple entities continue to exist resulting in duplication of efforts
Are usually exempted from the AUC	Cannot expropriate

Opportunities to improve service delivery to the public include:

- Opportunity to enlist the expertise of community members whose primary objective is to do what is best for the Region

Proposed Structure

- Prescribed by the regulation appointing the controlled corporation

Staffing Requirements

- General Manager and Administrative Assistant to commence
- Contractors or staff to provide required operational requirements

Anticipated Budget

- Year One an annual budget of between \$2.0M - \$2.2M (Utilizes 2017 approved budget and a factor of 5% and 15% have been used to determine the range).
- Notwithstanding there are new costs associated with office & administration estimated @ \$65k there are no new costs to the municipalities given they are offset by user fees

Reporting Structures

- The Board is an autonomous entity that is required to comply with the regulation creating it and to follow the provisions of the MGA and Control of Corporations Regulation
- The General Manager will report to the Board; Administrative Support and operational personnel will report to the General Manager



Recommendations

Recommendations

After extension consultation with all stakeholders and best practices across the Province, we have a comprehensive listing of recommendations along with the reasons we believe support the recommendations being made. In some instances the recommendations are relatively simple and inexpensive to incorporate while in other instances they involve considerable time, effort and cost.

1. General

1.1. Recommendation

That consideration is given to create a single Municipal Controlled Corporation for the provision of solid waste and water services.

Rationale/Comments

- a) This would be pursuant to the provisions of Section 75.1 of the MMGA as proclaimed December 2016 vis-à-vis Bill 21.
- b) This would result in the dissolution of the two existing commissions (Westlock Regional Water Services Commission & Westlock Regional Waste Management Commission) and the creation of a single municipal controlled corporation (MCC).
- c) Results in elimination of duplication of efforts (one entity versus two entities).
- d) Appointments to the MCC Board should not be elected or appointed municipal officials. This should remove any perception of bias or potential political interference. The Councils still have a degree of influence vis-à-vis they must unanimously approve and appoint the respective board members.
- e) Board Members should be encouraged to function and govern with policies and practices that serve the Region as a whole.
- f) It is likely that Board Membership would require a stipend or honorarium be paid that was fair and reasonable as well as appropriate and competitive with other such Boards in the Region. It is expected this could be in the range of \$15k to \$20k per annum with a Board of seven members.
- g) The Board overseeing the provision of services will be required to employ personnel to handle management, administration, and operations. These services are currently being provided to the two commissions which could simply switch over (projected operating and capital expenditures for 2017 are \$2,542,164). Notwithstanding the Board is likely to employ a full time Chief Executive Officer/Manager who would provide direction and management oversight on day to day activities. A competitive compensation package might be in the range of \$125,000 to \$150,000 per annum. Some of this might be offset by the current compensation amounts provided for management from at least one if not both commissions.

- h) The municipalities as shareholders of the MCC would be entitled to dividends being paid to them. Dividends would be dependent upon, annual profit/loss results.
- i) Franchise fees can be paid to the municipalities thereby creating another revenue stream.
- j) An entire organizational structure to deal with payroll, office space, etc. will be required. Municipalities could be contracted to provide some or all of these services.
- k) It is likely that utility charges would increase however the level and quality of services to customers would also be enhanced with improved governance and management practices.
- l) In the event an expropriation was required, the municipality where the expropriation was required could initiate the action.
- m) Implementation costs (including office space, payroll functions, staffing, materials & office supplies, equipment, etc.) could be minimal if any of the municipalities were to provide these services.
- n) The opportunity exists to provide services to municipalities beyond the Westlock Region thereby creating a new revenue stream.

1.2. Recommendation

That consideration is given to adding waste water services to the single Municipal Controlled Corporation referred to in Recommendation 1.1 thereby creating a fully integrated utility service delivery model and system.

Rationale/Comments

- a) In the event the municipalities agreed to proceed with Recommendation 1.1, this Recommendation could occur at the same time or at a later time depending upon the sentiments of each Council.
- b) Including waste water as part of the services provided by the MCC in Recommendation 1.1 negate having to repeat the same activities to create the MCC in the first place.
- c) Inclusion of this service would again eliminate the need for municipalities to deal with waste water issues and enable the MCC to simply add this as one of the services it assumes responsibility for.
- d) Governance and management costs for this service would be negligible given the MCC has already been established vis-à-vis Recommendation 1.1.
- e) Operational costs including personnel could easily be transferred from the municipalities to the MCC again resulting in little to no added cost.

1.3. Recommendation

That legal advice is obtained as part of their due diligence in relation to Recommendations 1.1 & 1.2.

Rationale/Comments

- a) While this will require a minimal financial commitment, the advice obtained will provide the legal basis upon which said MCC can be created.
- b) This would be the first step the three municipalities should pursue in regards to the recommendations contained in this section.
- c) In the event said legal advice discouraged the formation of the MCC, the cost and time dedicated to this activity would be very limited.
- d) In the event the said legal advice encouraged the formation of the MCC, all municipalities would have confidence in moving forward with Recommendation 1.1 and perhaps at the same time Recommendation 1.2.

2. Airport

2.1. Recommendation

That the County & Town collaborate on the preparation of an Area Structure Plan for the Westlock Airport.

Rationale/Comments

- a) The Area Structure Plan (ASP) should cover objectives, economic activity, aviation activities, utility infrastructure, land use, potential development, land leasing/sales, servicing standards, phasing, fees & charges, and what the future holds for the airport.
- b) The costs associated with the preparation of an ASP could range between \$15k - \$30k depending upon its depth and components.
- c) If the County and Town do not take a proactive approach to the development and future of the airport, it is likely to continue to cost the two municipalities more and more.

2.2. Recommendation

That the County & Town initiate immediately a review of the Interim Airport Operation Agreement so that a longer-term agreement can be established.

Rationale/Comments

- a) This would provide certainty and confidence to all stakeholders as to the viability and future of the airport.
- b) The Advisory Board should be tasked with conducting the agreement review with management support provided by the County.
- c) Costs associated with this activity are minimal to none if conducted in house.

2.3. Recommendation

That Article 7.1(e) (municipal property taxes being exclusively used for airport operations) is deleted from the current agreement or any future agreement.

Rationale/Comments

- a) It is unfair and unreasonable to all other County taxpayers to expect ratepayers at the Airport to not contribute to all services and programs provided by the County.
- b) The Airport is jointly owned by both County and Town. Therefore any and all subsidies provided by either municipality to facilitate airport operations should be equally shared by both parties.
- c) Municipal taxes currently generate approximately \$60k. Removal of this amount from the current budget would result in approximately a \$30k cost reduction to the County and approximately a \$30k cost increase to the Town.
- d) We are not aware of any other airports where the municipal taxes are used exclusively for the operations of an airport.

2.4. Recommendation

That the County & Town serve notice to all airport users that airport user fees will be introduced starting 2018. And further that the County & Town develop a schedule of fees and charges that will come into force and effect January 1, 2018.

Rationale/Comments

- a) In 2016 close to \$91k was provided to the Airport from the two municipalities (\$76k by the County and \$15k by the Town). Total revenues of \$137,170 were received. The County and Town collectively are subsidizing the Airport revenue by 61%. The only revenue generated by the Airport in 2016 was sale of aviation fuel. To reduce this subsidy the Airport needs to generate revenues wherever it can. i.e. User fees.
- b) A similar financial forecast is projected for 2017 as what occurred in 2016. With the implementation of user fees this level of subsidy can start to decline.
- c) With aviation activity relatively low at the airport, the introduction of fees may be easier to do now rather than when/if the airport were to become busier.

- d) Costs to implement are minimal as this could be completed in-house.

3. Bylaw Enforcement

3.1. Recommendation

That the County & Town initiate discussions related to cost sharing for a 1.0 FTE shared peace officer.

Rationale/Comments

- a) Both the County and Town have expressed an interest in doing this.
- b) With the County ending its bylaw enforcement contract with the RCMP mid-summer 2017, a joint sharing arrangement would enable both the County and Town to maintain or enhance the current service level.
- c) With the addition of this 1.0 FTE both jurisdictions will continue to be able to provide enforcement services due to absences or unforeseen vacancies.
- d) The costs associated with the provision of the service are likely to be in the range of \$120k to \$140K (including capital). This amount would be shared in proportion to the agreed upon split of the 1.0 FTE.
- e) This will require one municipality to be the employer.

3.2. Recommendation

That County, Town & Village initiate through the Joint Services Committee discussions related to entering into a tri-party Agreement for the provision of back-up bylaw enforcement services on an as needed basis.

Rationale/Comments

- a) The Village currently uses their Administrative Assistant to discharge peace officer duties. Backup may be required from time to time in the event of escalation of enforcement or the Administrative Assistant being away or otherwise unavailable.
- b) Each municipality only has one peace officer. If one of these people is away for whatever reason, the municipality lacks the ability to have a peace officer perform enforcement duties.
- c) Costs would be minimal as this activity could be performed in-house.

4. Economic Development & Promotion

4.1. Recommendation

That the County and Town initiate efforts to re-establish their expired Intermunicipal Development Plan (IDP).

Rationale/Comments

- a) Within two years of the revised/updated MGA coming into effect municipalities will need to complete an Intermunicipal Collaboration Framework which must include an approved/adopted IDP.
- b) The re-establishment of the IDP as a Statutory Plan for both County and Town removes one less activity that will be required later on.
- c) The IDP deals with land use and development policies that are no longer in force and effect unless the IDP is re-established.
- d) The costs associated with implementation of the IDP could be minimal by simply re-adopting the expired Plan or could cost significant amounts again depending upon the level of detail desired.

4.2. Recommendation

That the County, Town and Village commence the preparation of their Intermunicipal Collaboration Framework (ICF) as soon as the revised/updated MGA and regulations have been approved.

Rationale/Comments

- a) Notwithstanding the new MMGA clearly articulates the contents of an ICF, regulations are also being developed by Municipal Affairs which will help municipalities fulfill this requirement.
- b) Sessions/Presentations have already commenced and are being delivered by the Province and law firms to assist municipalities in this regard.
- c) The ICF must list all services being shared and include as a minimum: transportation; water & wastewater; solid waste; emergency services; and recreation. All of these (except for Transportation) are identified in this Study and can form the basis for your ICF.
- d) The adoption of the County/Town IDP completes a major portion of the County/Town ICF and includes a framework for transportation services.
- e) Part of the ICF process must involve public consultation.
- f) The AUMA and AAMDC have indicated they will be providing templates and other assistance to fulfill this requirement once the regulations are in place.

- g) Costs are minimal if completed in-house.

4.3. Recommendation

That the County, Town and Village through the Joint Services Committee initiate discussions focused on the development of a regional growth plan.

Rationale/Comments

- a) The Town has prepared a draft document entitled “Our Regional Vision” which supports the preparation of a regional growth plan.
- b) The new MMGA identifies the components of a regional growth plan.
- c) Adoption of such a plan would clearly demonstrate to all stakeholders what direction the Region was headed.
- d) The expired IDP references economic growth and development.
- e) The costs associated with the preparation of a regional growth plan are likely to be significant again depending upon the depth and complexity of the plan. Costs could range from minimal amounts if completed in-house to as much as \$120k if performed by an independent third party.

4.4. Recommendation

That the Village commence the preparation of a Municipal Development Plan.

Rationale/Comments

- a) Section 632(1) of the MMGA requires all municipalities to now have a MDP (previously the requirement applied only to municipalities with a population of more than 3,500).
- b) Municipalities have two years from proclamation of the MMGA to complete their MDP (it is anticipated the MMGA will not be proclaimed until the later part of 2017).
- c) An MDP must address the provision of the required transportation systems within the municipality and in relation to the adjacent municipality. This can then be used as a component for the ICF as it relates to the required transportation component.
- d) The average MDP takes about twelve months to complete.
- e) Costs associated with activity are likely to be in the \$25,000k to \$40,000k range.

4.5. Recommendation

That the County and Village commence the preparation of an Intermunicipal Development Plan subject to confirmation that they are not exempted.

Rationale/Comments

- a) Section 708.3(1) of the MMGA indicates that an ICF is not complete unless the Councils of the municipalities that are parties to the framework have also adopted an intermunicipal development plan or an intermunicipal development plan is included as an appendix to the framework.
- b) Section 708.3(2) indicates that Subsection (1) does not apply if the Minister has exempted one or more of the councils of the municipalities from the requirement to adopt an intermunicipal development plan.
- c) Notwithstanding if the County and Village are exempted, the requirements of the ICF still require the two municipalities to address transportation; water & wastewater; solid waste; emergency services; recreation; and any other services where those services benefit residents in more than one of the municipalities that are parties to the framework.
- d) The average IDP takes about eighteen months to complete.
- e) Costs associated with this activity are likely to be in the \$30,000k to \$60,000k range.

5. Fire

5.1. Recommendation

That the County and Village initiate discussions to consolidate the provision of fire services for a specified area of the County.

Rationale/Comments

- a) County residents are at significant risk given the current arrangement between the County and Village given the absence of any agreement.
- b) The County and Village disagreement over the housing of County apparatus in the Village Fire Hall is detrimental and for the benefit of the Region and must be corrected.
- c) Operationally it causes added delays for County apparatus that is being stored at a private property to respond to county incidents.
- d) The costs to have discussions are nil.
- e) It does not seem unreasonable for the County to subsidize some of the operating costs for the Village Fire Hall if County apparatus is stored within and used to respond to County incidents.

5.2. Recommendation

That the County and Town initiate discussions in an effort to consolidate services between the Town Fire Services and Westlock Rural Fire Hall for a specified area of the County.

Rationale/Comments

- a) Would eliminate duplication of service and even allow potential consolidation of volunteers which is becoming more and more of an issue.
- b) The County has two pumpers (2010 Freightliner & 1988 Ford LT8000) and no tanker located in the Fire Hall. There are other apparatus (quad, pickups, trailers, etc.) located here as well.
- c) Response time from the Town Fire Hall to a specified area of the County would potentially be improved.
- d) The costs to combine are minimal. However depending upon the ability of the Town to accommodate the County apparatus may increase the costs considerably to expand the Town Fire Hall.

5.3. Recommendation

That the County initiate discussions with Busby and Pickardville Volunteer Fire Departments in an effort to consolidate services into a specified area of the County.

Rationale/Comments

- a) The County has three pumpers and one tanker located in these two halls to service an undefined area resulting in significant capital investment for the County.
- b) With a population of 7,220 (and shrinking) across the County it is very costly to have eight pumpers to serve the needs of residents and others. For 2017, the County is forecasting to spend \$318k on a pumper truck for Fawcett.
- c) With a distance of approximately 14 kilometers between the two Hamlets there is an opportunity to consolidate forces with respect to what apparatus is best suited for this area of the County.
- d) The intent of this recommendation is not to eliminate one department over the other (volunteer firefighters are a precious resource), rather to rationalize and consolidate services to residents, ratepayers, and the travelling public in a more efficient and cost effective fashion.
- e) The costs associated with having discussions are nil.
- f) If said discussions were to result in the reduction of one pumper truck to service this area of the County, cost savings would be in the \$31,800 per year order of magnitude (a \$318,000 pumper amortized over a 10 year period).

5.4. Recommendation

That the County initiate discussions with Fawcett and Jarvie Volunteer Fire Departments in an effort to consolidate services into a specified area of the County.

Rationale/Comments

- a) The County has two pumpers and no tankers located in these two halls to service an undefined area of the County.
- b) With a population of 7,220 (and shrinking) across the County it is very costly to have eight pumpers to serve the needs of residents and others.
- c) With a distance of approximately 12 kilometers between the two Hamlets there is an opportunity to join forces (perhaps even keep both halls in operation) but determine what apparatus is best suited for this area of the County.
- d) The intent of this recommendation is not to eliminate one department over the other (volunteer firefighters are a precious resource), rather to rationalize and consolidate services to residents, ratepayers, and the travelling public in a more efficient and cost effective fashion.
- e) The costs associated with having discussions are nil.
- f) If said discussions were to result in the reduction of one pumper truck to service this area of the County, cost savings would be in the \$31,800 per year order of magnitude (a \$318,000 pumper amortized over a 10 year period).

5.5. Recommendation

That the County, Town, and Village embark upon a comprehensive fire services review for the Region.

Rationale/Comments

- a. The provision and delivery of service is disjointed and inefficient.
- b. The preparation of a Report and Fire Service Master Plan for the Region would be an excellent starting point insofar as it allows for specific input from all affected stakeholders and would provide recommendations on operations that would improve the delivery of the services.
- c. The fire services review would provide a clear direction for the future of the fire services including identifying the issues, clarifying the opportunities that will be considered, coordinating the community efforts and establishing a roadmap for future activities.
- d. The planning process should also challenge the focus of the fire departments responding to emergencies as their only priority and establish a fuller role for the members in fire and injury prevention, public education and support of other community needs.

- e. Regional prevention and safety codes should be considered to increase the targeting of the program versus the current if requested approach.
- f. If the Study were to involve the preparation of a full-fledged Fire Services Review and Master Plan the costs would range between \$75,000 - \$125,000.

5.6. Recommendation

That the County, Town, and Village review all existing mutual aid agreements and embark upon the development of a mutual aid agreement for the whole region.

Rationale/Comments

- a. Service definition and agreements between all municipalities should be renewed to clarify relationships and responsibilities
- b. The current process appears to have been created to deal with specific relationships and services between individual municipalities. This has created a situation where there are gaps in the areas covered by the agreements as well as different expectations for service provision.
- c. The current system does not ensure that the closest/best resources are sent to the emergency and does not allow for proper planning for future.
- d. The current system is also more prone to decisions, such as the decision to remove the pumper from the Clyde Firehall, without consideration of the effect on the service delivery and the departments actually delivering this service.

5.7. Recommendation

That the County and the Village develop a Fire Services Bylaw that defines the level and scope of their services

Rationale/Comments

- a) The provision and delivery of service is disjointed and inefficient.
- b) Each municipality is required to have a fire service level bylaw in order to meet their responsibility under the Occupational Health and Safety legislation.
- c) The current lack of a service level bylaw increases the liability of the municipality and the members who are currently providing the services.
- d) The Bylaw provides direction on what services the citizens can expect as well as providing the opportunity for Councils to consider any new services.
- e) The current system in which the Fire Department members may make service level decisions that Council may not be aware of or have approved creates long term expectations that are not supported by the planning , budgeting or training systems of the municipalities.

- f) This recommendation is necessary to move forward with any regional service discussions and is required currently to meet the provincial legislation and limit municipal liability.

5.8. Recommendation

That the County and the Village review the relationship with their Fire Associations to clarify the roles, responsibilities, liabilities and ownership of assets.

Rationale/Comments

- a. There are five fire associations including the one in the Village that have purchased equipment, built buildings and appear to operate the fire services
- b. There appears to have been no consideration of how this puts the liability for the service decisions on the association and ultimately all its members. Members may have to defend their actions and may be found to be personally liable which would not be the case if the service is clearly delivered by the municipality.
- c. The Municipal Government Act was changed, at the request of Alberta Municipalities, to limit the point at which municipalities are held liable for damages related to delivery of fire services. The bar was raised from liability occurring if the municipality was "negligent" to the current system which requires the municipality be found to be "grossly negligent". By appearing to provide the fire services through the Fire Associations this layer of protection is removed.
- d. The employment status of the Fire Department members may appear to be clear, but in the event of a major injury or death on the job this status may be questioned, if it appears that the firefighters are there on behalf of the association and not the municipality.
- e. This review should clarify the relationships and roles that the associations play in supporting community efforts to provide fire services.

6. Landfill

6.1. Recommendation

That in the event Recommendation 1.1 is not implemented, the CRWMC continue delivering solid waste services to the residents and customers in the Region as it currently is doing.

Rationale/Comments

- a) This maintains the status quo.

- b) Feedback from elected officials, administration and the public indicate the current service levels are satisfactory and meet the needs of almost all.
- c) No change in costs would occur for governance or operations.
- d) Given a Manager for the Commission was recently hired (2016) a more proactive approach in policy and programs may develop.

6.2. Recommendation

That the necessary steps be taken to include all County Transfer Stations (Busby/Jarvie/Pibroch/Vimy) under the jurisdiction and control of the CRWMC.

Rationale/Comments

- a) This would allow the Region to have a fully integrated solid waste management system delivering service in an effective and efficient manner.
- b) The Commission have the technical resources and knowledge vis-à-vis their personnel to deal with removal of solid waste from Transfer Stations to the Regional Landfill.
- c) This would allow the County to re-allocate their internal resources to other county activities that are under resourced.
- d) Costs to the Commission to operate and resource the Transfer Stations are expected to be minimal.

6.3. Recommendation

That the Board commence an open procurement process for the provision of Administrative Support Services.

Rationale/Comments

- a) Feedback was received that the Commission should function as a stand-alone entity and obtains its administrative services vis-à-vis an open procurement process.
- b) The Commission recently hired its own Manager using an open procurement process.
- c) The costs associated with this activity are expected to be minimal.

7. Recreation

7.1. Recommendation

That the Joint Services Committee immediately initiate discussions related to the implementation of a recreation facilities operational cost-sharing agreement whereby both the County and Village transfer dollars to the Town commencing in 2018.

Rationale/Comments

- a) Notwithstanding the County has continued to abide by the provisions of the expired Facilities Operational Cost-Sharing Agreement a commitment to a renewed agreement provides greater certainty to the affected parties.
- b) If the County provides funding for operational costs to the Town, the Village should do likewise for the greater good of the Region.
- c) Notwithstanding there are recreational facilities that Town and Village residents may use in the County, County residents usage of the Town Aquatic Center accounted for 27% usage while the Town Spirit Center accounted for 40% usage.
- d) Notwithstanding there are recreational facilities that County and Town residents may use in the Village, Village residents usage of the Town Aquatic Center accounted for 3% usage while the Town Spirit Center accounted for 4% usage.
- e) The costs associated with having said discussions are nil.

7.2. Recommendation

That the Joint Services Committee considers a recreation cost sharing agreement containing at least the following provisions:

- i. A five year term;*
- ii. An agreement for all recreation services provided by the Town that County and Village residents may use from time to time;*
- iii. A funding formula that is based on a baseline per capita assessment that is annually adjusted during each year of the agreement;*
- iv. That the basis for the contribution from the County and Village be identical; and*
- v. A clause that addresses cost sharing (capital and operating) of any new facilities being contemplated prior to the construction of the new facility.*

Rationale/Comments

- a) Feedback was received at all levels in support of the County and Village transferring financial resources to the Town for recreation services.

- b) A five year agreement is recommended for adequate planning and budgetary preparations. This also factors in the Federal Census which is now in place for five years.
- c) A five year term would also see the agreement extend beyond the 2021 municipal elections thereby allowing Councils of the day an additional year to contemplate any revisions to a revised and/or new agreement.
- d) Currently the County provides \$309,582 per annum (\$40.50 per capita) to the Town. The Village provides \$0 per annum. If one municipality is providing a certain level of financial support both should be providing financial support.
- e) Both County and Village populations have declined since the last federal census. Therefore the establishment of a baseline per capita assessment adjusted by a specified amount each subsequent year provides all three municipalities' clarity as to the amount of contributions provided and expected.
- f) Councils for both the County and Village need to be satisfied their taxpayers are contributing a fair and reasonable amount that does not create an economic hardship on their taxpayers and on their financial sustainability.
- g) County residential mill rate already is the highest among it rural neighbours already.

7.3. Recommendation

That the County and Village adopt separate mill rates showing the exact levy their ratepayers are paying towards recreation services provided by the Town.

Rationale/Comments

- a) The residents of the County and Village should be able to readily see the amount of their municipal taxes that are going towards the Town for recreation purposes.
- b) Notwithstanding this specific levy, there are other recreation costs the County and Village absorb thru their municipal mill rate.
- c) This embraces the principle of full disclosure.
- d) The costs associated with this activity are nil.

7.4. Recommendation

That the County take whatever measures are necessary to dispose of the Tawatinaw Ski Resort as quickly as is possible.

Rationale/Comments

- a) Given an Option to Purchase Agreement is in place, the County may wish to negotiate with the Lessee terms and conditions that would allow the County to sell the Resort sooner rather than later.

- b) Notwithstanding the County has invested in excess of \$3M into this facility, have debenture payments until 2023, and no business case showing the financial viability for this facility, the County should attempt to recoup whatever it can for this facility thereby minimizing continued losses and subsidization by County taxpayers.
- c) Disposal of facility would eventually enable the County to reduce its expenditures for municipal recreation or reallocate said expenditures to other activities.
- d) We are of the opinion, Ski Hill operations are more suited to private entrepreneurs or other legal entities to own and operate.
- e) Ski Hill operations are associated with higher levels of potential liability and risk.
- f) The costs associated with pursuing this recommendation are minimal as they can occur in house.

8. Water

8.1. Recommendation

That in the event Recommendation 1.1 is not implemented, the CRWSC continue delivering water services to the residents and customers in the Region as it currently is doing.

Rationale/Comments

- a) With the exception of the voting structure and funding formula, the Commission is generally seen as operating okay.
- b) No cost implications arise.

8.2. Recommendation

That the Interim Management services contract between the Commission and Town be allowed to expire June 2017. And further that the Commission immediately commence the search for a replacement Part-time Manager.

Rationale/Comments

- a) There have been occasions when issues addressed by the Commission have caused the Commission Manager to be in a perceived conflict with his Town duties. This leads one to conclude that any replacement Manager should not be an employee of any of the Commission Members.
- b) The Commission had contracted externally in the past for the provision of Management Services.
- c) The Town extended the Management Services Contract with the Commission for six months in anticipation of receiving this Report.
- d) If the Commission conducts its own search, the costs are minimal.
- e) The Commission has dollars set aside to retain the service of a Commission Manager which again should result in little to no added costs.

8.3. Recommendation

That on or before June 30, 2020, the Board commences an open procurement process for the provision of Operational Services.

Rationale/Comments

- a) The Board approved entering into a contract with the Town for the provision of Operational Services commencing August 25, 2015 and ending December 31, 2020

which may or may not be contrary to NWPTA requirements. While Article 14 of NWPTA seems clear, Part 5 (Exceptions) is not so clear and open to interpretation.

- b) The June 30, 2020 deadline is included in order to allow sufficient time for the Board to commence the process and to render a decision with sufficient time in the event a new service provider was selected.
- c) The open procurement process is again pursuant to NWPTA notwithstanding the exception provisions in Part V Subsection C.
- d) Given one member of the Commission has expressed concerns that the Board may be in contravention of the NWPTA, the Board may very well initiate this process sooner rather than later. In the event a new service provider was chosen, Article 9.01 of the Operational Agreement could then be exercised.
- e) Until such time as Recommendation 8.2 was implemented, commencement of this action potentially has a perception of bias.
- f) Even if at the end of the day this recommendation was followed and only one bid was received from the current service provider, the Board cannot be faulted for not following an open and transparent process.
- g) The costs associated with conducting an open procurement are minimal and could easily be managed by the Part-time Manager.

8.4. Recommendation

That on or before June 30, 2021, the Board commences an open procurement process for the provision of Administrative Center Services.

Rationale/Comments

- a) The Board approved entering into a contract with the Village for the provision of Administrative Center Services commencing November 9, 2016 and ending December 31, 2021. Notwithstanding the annual contract is much less than \$75,000 the overall five year contract is for \$159,180. Again subject to NWPTA the Board may or may not be in contravention depending upon interpretation. A legal opinion could be considered.
- b) The June 30, 2021 deadline is included in order to allow sufficient time in the event a new service provider was selected.
- c) The open procurement process is intended to allow all members of the Commission to submit a bid.
- d) Implementation of this recommendation removes all perception of bias and could easily be managed by the Part-time Manager.
- e) The costs associated with conducting an open procurement are minimal and could easily be managed by the Part-time Manager.

8.5. Recommendation

That the voting structure and funding formula be reviewed and discussed in an attempt to address the said concerns.

Rationale/Comments

- a) Giving concerns have been expressed by one Commission member that the voting structure and the funding formula is unfair, the Board should be discussing at its meetings these issues to find agreed upon resolution otherwise dissention and mistrust are likely to prevail.
- b) In regards to voting, Article 4.9 of Bylaw 1 references voting by simple majority. However, Article 8.4 indicates that any financial matters must have a passed vote with at least a 75% majority of the Directors. Given the Board composition is six, a 75% majority means at least five members of the Board must approve any financial item. That means a minimum of one Board member from the County and two Board members from the Town must support said financial expenditure. The County and the Town alone could also approve any financial item given together they both have five Board members. Therefore, any financial expenditure could be vetoed by either the County or Town.
- c) Given this is an internal activity the costs are nil.

Summary of Recommendations

General

- 1.1** *That consideration is given to create a single Municipal Controlled Corporation for the provision of solid waste and water services.*
- 1.2** *That consideration is given to adding waste water services to the single Municipal Controlled Corporation referred to in Recommendation 1.1 thereby creating a fully integrated utility service delivery model and system.*
- 1.3** *That legal advice is obtained as part of the due diligence in relation to Recommendations 1.1 & 1.2.*

Airport

- 2.1** *That the County & Town collaborate on the preparation of an Area Structure Plan for the Westlock Airport including a strategic business plan.*
- 2.2** *That the County & Town initiate immediately a review of the Interim Airport Operation Agreement so that a longer-term agreement can be established.*
- 2.3** *That Article 7.1(e) (municipal property taxes being exclusively used for airport operations) is deleted from the current agreement or any future agreement.*
- 2.4** *That the County & Town serve notice to all airport users that airport user fees will be introduced starting 2018. And further that the County & Town develop a schedule of fees and charges that will come into force and effect January 1, 2018.*

Bylaw

- 3.1** *That the County & Town initiate discussions related to cost sharing for a 1.0 FTE shared peace officer.*
- 3.2** *That County, Town & Village initiate through the Joint Services Committee, discussions related to entering into a tri-party Agreement for the provision of back-up bylaw enforcement services on an as needed basis.*

Economic Development

- 4.1 *That the County and Town initiate efforts to re-establish their expired Intermunicipal Development Plan (IDP).*
- 4.2 *That the County, Town and Village commence the preparation of their Intermunicipal Collaboration Framework (ICF) as soon as the revised/updated MGA and regulations have been approved.*
- 4.3 *That the County, Town and Village through the Joint Services Committee initiate discussions focus on the development of a regional growth plan.*
- 4.4 *That the Village commence the preparation of a Municipal Development Plan.*
- 4.5 *That the County and Village commence the preparation of an Intermunicipal Development Plan subject to confirmation that they are not exempted.*

Fire

- 5.1 *That the County and Village initiate discussions to consolidate the provision of fire services for a specified area of the County.*
- 5.2 *That the County and Town initiate discussions to consolidate services between the Town Fire Services and Westlock Rural Fire Hall for a specified area of the County*
- 5.3 *That the County initiate discussions with Busby and Pickardville Volunteer Fire Departments to consolidate the services into a specified area of the County.*
- 5.4 *That the County initiate discussions with Fawcett and Jarvie Volunteer Fire Departments to consolidate the services into a specified area of the County.*
- 5.5 *That the County, Town, and Village embark upon a comprehensive fire services review for the Region.*
- 5.6 *That the Town, the County and the Village review all existing mutual aid agreements and embark upon the development of a mutual aid agreement for the whole region.*
- 5.7 *That the County and the Village develop a Fire Services Bylaw that defines the level and scope of their service.*
- 5.8 *That the County and the Village review the relationship with their Fire Associations to clarify the roles, responsibilities, liabilities and ownership of assets.*

Landfill

- 6.1 *That in the event Recommendation 1.1 is not implemented, the CRWMC continue delivering solid waste services to the residents and customers in the Region as it currently is doing.*
- 6.2 *That the necessary steps be taken to include all County Transfer Stations (Busby/Jarvie/Pibroch/Vimy) under the jurisdiction and control of the CRWMC.*
- 6.3 *That the Board commence an open procurement process for the provision of Administrative Support Services.*

Recreation

- 7.1 *That the Joint Services Committee immediately initiate discussions related to the implementation of a recreation facilities operational cost-sharing agreement whereby both the County and Village transfer dollars to the Town commencing in 2018.*
- 7.2 *That the Joint Services Committee consider a recreation cost sharing agreement containing at least the following provisions:*
 - i. *A five year term;*
 - ii. *An agreement for all recreation services provided by the Town that County and Village residents may use from time to time;*
 - iii. *A funding formula that is based on a baseline per capita assessment that is annually adjusted during each year of the agreement;*
 - iv. *That the basis for the contribution from the County and Village be identical; and*
 - v. *A clause that addresses cost sharing (capital and operating) of any new facilities being contemplated prior to the construction of the new facility.*
- 7.3 *That the County and Village adopt separate mill rates showing the exact levy their ratepayers are paying towards recreation services provided by the Town.*
- 7.4 *That the County take whatever measures are necessary to dispose of the Tawatinaw Ski Resort as quickly as is possible.*

Water

- 8.1 *That in the event Recommendation 1.1 is not implemented, the CRWSC continue delivering water services to the residents and customers in the Region as it currently is doing.*

- 8.2** *That the Interim Management services contract between the Commission and Town be allowed to expire June 2017. And further that the Commission immediately commence the search for a replacement Part-time Manager.*
- 8.3** *That on or before June 30, 2020, the Board commences an open procurement process for the provision of Operational Services.*
- 8.4** *That on or before June 30, 2021, the Board commences an open procurement process for the provision of Administrative Center Services.*
- 8.5** *That the voting structure and funding formula be reviewed and discussed to address the identified concerns.*



Appendices

Appendix I: References / Key Research

Agreement - Emergency Plan (County & Village)
Agreement - Facilities Operational Cost-Sharing (County & Town)
Agreement - Fire Training Grounds Facility Use (County & Town)
Agreement - Interim Airport Operation (County & Town)
Agreement - Joint Services Committee (County, Town & Village)
Agreement - MOU for Peacetime Disasters (County, Town & Village)
Agreement - Mutual Fire Aid (County & Village)
Agreement - Mutual Fire Aid (Town & Other External)
Agreement - Mutual Fire Aid (Town & Village)
Agreement - Peace Officer Services (Town & Village)
Agreement - Peacetime Emergency Mutual Aid (County, Town & Other External Municipalities)
Agreement - Report Exec Software (County & Town)
Agreement - Report Exec Software (Town & Village)
Agreement - Tawatinaw Ski Lease Agreement (County & Lessor)
Agreement - Westlock Regional Waste Management Commission MOU (Compensation for Facility Access)
Agreement - Westlock Regional Water Services Commission Administrative Center (Commission & Village)
Agreement - Westlock Regional Water Services Commission Management Services (Commission & Town)
Agreement - Westlock Regional Water Services Commission Operational (Commission & Town)
Agreement - Westlock Regional Water Services Commission Ring Main (Commission & Town)
Agreement - Westlock Regional Water Services Commission Supply (Commission & Town)
Agreement - Westlock Regional Water Services Commission Supply (Commission & County)
Agreement - Westlock Regional Water Services Commission Supply (Commission & Village)
Alberta Regulation - Westlock Regional Waste Management Commission Regulation (AR 40/2000)
Alberta Regulation - Westlock Regional Water Services Commission Regulation (AR 167/2008)
Audited Financial Statements - 2014 (Westlock Regional Water Services Commission)
Audited Financial Statements - 2015 (County)
Audited Financial Statements - 2015 (Slave Lake Airport Services Commission)
Audited Financial Statements - 2015 (Town)
Audited Financial Statements - 2015 (Westlock Regional Waste Management Commission)
Audited Financial Statements - 2015 (Westlock Regional Water Services Commission)
Budget - 2015, 2016, 2017 Airport Budget Variance Report
Budget - 2015, 2016, 2017 Bylaw Enforcement Net Cost (Village)
Budget - 2015, 2016, 2017 Bylaw Enforcement Net Costs (County)
Budget - 2015, 2016, 2017 Bylaw Enforcement Net Costs (Town)
Budget - 2015, 2016, 2017 Economic Development (County)
Budget - 2015, 2016, 2017 Economic Development (Town)
Budget - 2015, 2016, 2017 Economic Development (Village)
Budget - 2015, 2016, 2017 Fire Net Cost (County)
Budget - 2015, 2016, 2017 Fire Net Cost (Town)
Budget - 2015, 2016, 2017 Fire Net Cost (Village)
Budget - 2015, 2016, 2017 Operating Budget (Westlock Regional Waste Management Commission)
Budget - 2015, 2016, 2017 Operating Budget (Westlock Regional Water Services Commission)
Budget - 2015, 2016, 2017 Recreation (Aquatic Center) Operating & Capital

Budget - 2015, 2016, 2017 Recreation (Ski Hill) Budget Variance Report
Budget - 2015, 2016, 2017 Recreation (Spirit Center) Operating & Capital
Budget - 2016 Operating Budget (Town)
Bylaw - Mill Rate Bylaw 9-2016 (County)
Bylaw - Spirit Center Borrowing Bylaw 2009-12 (Town)
Bylaw - Spirit Center Borrowing Bylaw 2011-04 (Town)
Bylaw - Spirit Center Borrowing Bylaw 2013-10 (Town)
Bylaw - Tawatinaw Ski Resort Borrowing Bylaw (County)
Bylaw - Westlock Regional Waste Management Commission Bylaw 1-16 (Administration of the Commission)
Bylaw - Westlock Regional Waste Management Commission Bylaw 2-2015 (Waste Disposal Fees)
Bylaw - Westlock Regional Waste Management Commission Bylaw 3-2015 (Appointment of Board & Chair)
Bylaw - Westlock Regional Water Services Commission Bylaw 1 (Appointment of Board & Chair)
Bylaw - Westlock Regional Water Services Commission Bylaw 7 (Services & Fees)
Cooperative Municipal Partnership - Sustaining Municipalities "Growing Together Through Collaboration, Autonomy and Accountability" July 2007 Report
Financial Information Return - 2015 (County)
Financial Information Return - 2015 (Town)
Financial Information Return - 2015 (Village)
Government of Alberta - 2015, 2016, 2017 Equalized Assessments
Government of Alberta - Location and History Profile/Contacts Profile/Statistics Profile/Finance and Debt Limit Profile/ Property Tax Rates Profile/Assessment Profile (Summer Village of Larkspur)
Government of Alberta - Location and History Profile/Contacts Profile/Statistics Profile/Finance and Debt Limit Profile/ Property Tax Rates Profile/Assessment Profile (County)
Government of Alberta - Location and History Profile/Contacts Profile/Statistics Profile/Finance and Debt Limit Profile/ Property Tax Rates Profile/Assessment Profile (Town)
Government of Alberta - Location and History Profile/Contacts Profile/Statistics Profile/Finance and Debt Limit Profile/ Property Tax Rates Profile/Assessment Profile (Village)
Government of Alberta - MGA Review Discussion Paper "Controlled Corporations"
Government of Alberta - Modernized Municipal Government Act
Government of Alberta - Property Rates Profile (Athabasca/Barrhead/Lesser Slave River/Sturgeon/Thorhild Counties)
Government of Canada - 2011 & 2016 Statistics Canada Population
Minutes - 2016 Minutes Feb 12, Apr 15, Jun 13, Jul 22, Sep 16, and Oct 28 (Westlock Regional Waste Management Commission)
Statutory Plan - Intermunicipal Development Plan (County & Town)
Statutory Plan - Municipal Development Plan (County)
Statutory Plan - Municipal Development Plan (Town)
Town - 2015 Aquatic Center Usage
Town - 2015 Spirit Center Usage
Town - 2016 Aquatic Center Usage
Town - 2016 Spirit Center Usage
Vision - Draft Regional Vision Statement (Town)

Appendix II: Survey results

Please note that all the following are 100% from the Surveys. None of the data has been censored or sanitized.

Resident Survey

What are three community strengths?		
Strength 1:	Strength 2:	Strength 3:
Great Recreation facilities	Lots of community spirit	Good Town council with a vision
fairly stable and predictable local ag economy		pizza outlets
Roads (network) maintenance	Fire Service	Garbage transfer sites
Garbage removal transfer station	Fire service in Busby is excellent, equipped well and trained well	Roads-although also weakness as money only seems to go to the roads and not much else
Fire Dept	Unity	Location
Small town atmosphere	Friendly business	
Volunteers	Commitment	School
Volunteers/Community halls	Crime watch between neighbors	
Community support	Recreation in the town	Agriculture roots
Vice president community league		
Volunteers	Good neighbors	Neighborhood watch
Working well together on events		
Fire Dept	Town hall community hall	The Busy Bee
Safe	Caring	Supportive
Sport facilities	Approachable council	Good medical services
Good recreation facilities	Good health care facilities	Good shopping facilities
CAT theatre - best in the west	Rotary trail	Walking track at Spirit Centre/Long Island Lake
Friendliness	Strong agriculture base	Library and recreation
small enough to know neighbors	very generous community	well kept/looks good
Volunteers/Fire Dept	Community School	Hall
Friendly	Welcoming	Support for local business
small communities have better overall relationships with neighbours	great groups for clubs, fundraising, etc. Lions, Fish & Game, etc	strong comunity leadership, excellent school
Volunteers/Fire department	Community school	Hall
Friendly	Welcoming	Support for local business
Community Support/local groups	Great School	Fire Safety

Many volunteers	Agricultural base w deep roots to the land	Welcoming
Organized	Council works for the people	Open to new business
Agricultural services & businesses	Good schools	Lots of shopping/dining, etc for a small community
Everyone helps one another	Having events to support every group	Just being team players for everyone in community
Great neighbours	Beautiful location	
community spirit	small	quiet
We live in Alberta Canada	Good roads services internet school	great people
Friendly Community	Small town with all you need but close to Edmonton	Schools and Hospital in town
Rural	Life style	Now "open for business" attitude of council
Good recreational opportunities	Good "Community Spirit"	Accessible services, including health, education, shopping, etc
Population	location	levels of service provided for minimal monthly charge
Close nit neighbours	Paved Highway 801	Location to recreation - Long Island Lake
People/Volunteers	location - close to city	
volunteerism	availability of matching grants	cooperation among groups within the community
Location(#663 and #44)	Community Hall and Arena	Emergency Sevices
Neighbourhood (People in the community)	Family Oriented	Quiet (Peaceful)
volunteerism	friendliness	facilities
Volunteers	Community spirit	Great neighbours
Highway access and ease of travel	Reasonably sized population to yield tax base	Some forward looking and hardworking community members
Arena and rotary trail	CATS	Schools
Aquatic Centre	Friendly	Organized
Facilities	Cleanliness	Proximity to larger centres
Streets are promptly cleaned of snow	Green bins are an excellent idea	Sense of community
location	size	services
VOULENTEERISM	PRIDE	FRIENDLINESS
farming base	strong community spirit	volunteerism ethic
Recreation	Proximity to Edmonton	Health Services
Low taxes	Good roads	Lots of services
Health services, Doctors and hospital	Shopping of all types and auto/farm equipment dealers	Rec facilities incl Spirit Centre, swim pool, community halls
well educated workforce	caring people	
Location - Central to northern AB industry	variety/diversity of industry	strong leadership - mayor & half of council

Neighbours	Natural Beauty	
Hospital	Pool	Spirit centre
Small community	Great School system	Nice park
Recreational Facilities	Volunteer culture	Small town, rural character
essential services fuel, groceries,	farm supply	
Strong farming history	Many volunteers	Good governance
Healthcare facilities	Fitness facilities and programs	Community gatherings such as the fair, Christmas Light Up, Movie in the park....
So friendly	Welcomed us in	United
location	downtown	volunteers
Hamlets		
Community Park/skateboard park	Community Events	Community School
Seniors centre	Active community hall organization	
close to edmonton	close to edmonton	close to edmonton
Fire dept	Fish and game association	Farmer neighbors
Volunteers	Fire depts	
Pibroch Ag Society	BBQ's & Pot lucks -- ie. Christmas, Fall BBQ	Neighbor hood watch
Volunteers	Small community groups	The people who have lived here for years
Two Schools systems are great	Good food outlets	Arts in the community
health services	recreation	resident services
Strong faith based organizations	Strong opportunity for healthy lifestyle choices	Great healthcare opportunities
Recreational Facilities	Close to the City	Strong Seniors Services
Parent:child activities	Library	Sports for kids
Young learning programs		
Good sports amenities	Good health care access with hospital and clinics	All businesses that you need
People	Recreational facilities	Senior facilities
Diversified economy	Proximity to population/resources	Strong leadership
Citizens working together	Good quality facilities	
Spirit centre is awesome to have for a town this size	Activities the community has like parent link	Community events -light up, Canada day, etc
Not sure any more		
Leadership of Council	Location	Services
Loud Exhaust	Guns in case Trump invades	McDonalds has fast service

Friendliness	Volunteer spirit	Rotary Spirit Centre.
Its business and health services	Recreation services	location - highway, distance from major city
A general store	Post office	School
Garbage/recycling collection	Community spirit	Road maintenance
Community togetherness	Good amenities	Community events

What are three community weaknesses?		
Weakness 1:	Weakness 2:	Weakness 3:
Westlock County not contributing to the town recreation	our aging infrastructure	Not enough developed land in the town. Residential and Commercial
high taxation and service charges	old infrastructure	hard to manage increasing rec building costs
Roads - quality of maintenance	Fire service - quality	Public recreation areas
no money put into upgrades	no support for community events from County	Could work better together throughout county instead of seperate hamlets
Curb appeal	Buying local	Young people involvement
Most things centralized in Westlock		
Same volunteers for most things	water in rural areas	
Lack of facilities for kids	Lack of volunteering	
Lack of jobs	Lack of recreation services in outlying areas	
deficit in County participation of roads being cleared in winter	high water bills	
lack of community support		
Road maintenance	Snow removal	Crappy drinking water
Proximity to St.Albert	Low commercial/ind tax base	
Restricted tax revenue	Closeness to major centre	
Shortage of industry		
Garbage/litter everywhere	Gutters in street have not been cleaned in over a decade	No pedestrian crossing over railroad in Whissellville
lack of industry	road surfaces not great	high taxes
Collaboration with County/Knowing community & fire needs	Money upkeep	
Not enough youth programs		
large area for crime	old, decrepid bar	people too busy to be crime stoppers

Collaboration w/ County	Money upkeeping	
Not enough youth programs		
Roads	Snow removal	
Councillor dissension; physically & verbally abusive behaviour tolerated.	Council Positions not attractive to quality personnel	No one wants to run for election because of working environment
Limited employment opportunities for mid-high level jobs	limited co-operation between community groups	
Organizations trying to compete	Newer people in community don't want to get involved	
Mishandling of decisions eg. Ski hill	Poor hiring practices eg. CEO	
small	need lane swimming -- cooler water at pool	insular - not open to new ideas
Distance	lack of employment opportunities	long winters
lack of industry for full time employment	no theatre	need more facilities for teens entertainment
Tax rates	Roads	Inclusivity
Negative vibe from County Council	Slow economic development and attracting new industry	
partnerships with neighbours	Council Wars	
Garbage and recycling at my local dump is only open from 10-6 on a tuesday and both my spouse and I work full time making that impossible	The state of the county council	
no blue box pick up		
distance from town	communication	low participation of community members
Lack of Policing on a regular basis	Lack of new residents	Lack of County Support
THE GARBAGE COMPANY PUTS STICKERS ON BINS AND WON'T PICK UP GARBAGE!!!	School schedule for Pickardville children attending busby school	Alberta carbon tax on fuel as we have to drive for ammeneties and work
misinformation		
High taxes	No CAO or Public Works employee, hence no services	No communication from Village other than newsletter every 2 months
Agreement on services that have the potential for all to benefit from	Strenght and confidence in county council	Open mindedness of county council.
High taxes	Lack of support for low income teens spirit centre	High crime
More and better parkland needs development	Taxes are high	sidewalks are not well maintained and were eliminated in some cases

Affordable recreation facilities	Playgrounds	Outdoor facilities winter and summer....No spray park?
Back alleys need work		
NO RETAIL BUSINESSES	INFRASTRUCTURE	NO AREA STRUCTURE PLAN
gravel road maintenance	changing administrative leadership	fire department coverage and co-operation
Town and county cant work together	too close to city, people leave to shop	taxes are too high
Poor cooperation between town and county	Poor maintenance of roadside ditches and tree removal	Poor maintenance of water ways
Seems like town taxes are high	County and town should work much closer together to attract business and share costs of all facilities	
Road maintenance	Mentality Weststock is a 'have not' county	
high tax rates	lack of residential development - no/few lots available	poor cooperation with neighbouring government
Roads	Taxes	incompetence of County Councillors, Drama
infrastructure issues	chloramine in the drinking water	flouride in the drinking water
Resource allocation - far too much money spent on ski hill, fire halls	Roads	Tax rates - Quite high in comparison to other counties
No place to eat	Store is very limited	Limited activities for youth
Small industrial base	High residential taxes	Competition between town and county, duplication of services
need more commercial shopping options	need more competition in the service industry	Corporate farms are destroying roads/infrastructure The heavy traffic is leaving the county with a huge bill that is not a user pay system
Slow to upgrade potable water to hamlets	Level of recycling	
RCMP	Illegal drugs	Theft
Idiots with loud trucks speeding by daycare	Roads not being cleaned	Service at timmies
high taxes	poor land use (too spreadout, avoids downtown)	crime
Lack of expertise in public works	Lack of expertise in fire chief/protective services	Lack of young motivated persons to run for council
No community skating rink	No dog Park	
Lack of employment opportunities	Lack of local school	Marginal basic services
driving the municiplaity into the ground	lack of vision by council	lack of care by council

Council competing with private industrie	To much control of residents.eg development permits and building regulatiina	Council not accountable for their expensive mistakes just hanging in until a new
Maintenance of the roads	The councils ability to work together	The separation between the town and county
Lack of policing (timing of visits)	Some lots full of garbage	No developement strategy
Poor organization skills	Lack of communication	No money for projects
County mismanagement of funds and staff	Non support of small businesses	Very high rural taxes and acreages with no benefits
short on industry	hi taxes	condition of streets
Lingering negative and unaddressed issues with town committees	Empty store fronts in downtown area	Information only provided via limited means of media sources
Week Youth Services	Close to the City	High Taxes
Food bank is too small; everyone that uses it is on display for the whole community to see and to judge.	Mental health system; wait times too long and inexperienced counsellors	Housing costs and availability
Lack of community support	Health care centre is horrible	The spirt center
Need better park/playground spaces	No Chamber of Commerce	Lack of regional cooperation
Educational system is lacking	Infrastructure in the town needs restoring	Snow removal. This is a northern town so snow removal should be front and centre
High tax rates	No inventory of commercial or residential lots	Poor cooperation with county
Unightly premises	Lack of progressive spending	No jobs
Closed to outsiders	Closed to new ideas	Protectionist
Growth	Funding	Economic develolment
We're racist	No one knows the Right-of-Way	Radar Randy
Lack of a vibrant downtown.	Empty stores on main street.	Lack of restaurant variety.
Demographics	risk/change aversion	passive and active racism against indigenous youth and young adults and exploitation of foreign workers - the risk is that Westlock will be identified by this sum of a distasteful part
No skating rink	No dependable hours for store	No dependable hours for post office
Poor council representative	Lack of service. I.e. Road maintenance	Poor planning and development
Bylaw	Policing	Fire
Expensive	Spirit center	High crime

What are three community opportunities?		
Opportunity 1:	Opportunity 2:	Opportunity 3:
Proximity to city for people to live here and work in city	Land costs	2 major highways coming through town
Public recreation	Hamlet growth	Council rejuvenation
Crime community watch	Develop parks/sidewalks	
Artisans	Fairs and events	Location
Run more events	Move forward new projects	
Sports	Amazing natural areas	Enthusiastic population
Splash park	Theatre	
Our Farmer's Day	Elvis Festival	School Events
to interact with community members		
Great neighbors	Great volunteers	Community support
Health care employment opportunities		
Movie theatre would be nice		
Drama and music	Sports	Small business
housing available at affordable rates	recreation	
Blue suede festival/putting our town on map	Getting more people involved	More events
room for growth	Yearly Elvis concert - tourism	farming expansion
Blue suede festival - putting our town on the map	Getting more people involved	
Locally not much	Great School	
Large gatherings at summer fair; county and town could cooperate	Shared control and funding of services esp Recreation; may need different mechanism to achieve this	Legislation that will promote cooperation
Welcome to new business		
lower cost for running businesses		
Close to Edmonton should capitalize on this	Good schools, friendly people should promote that	
Area to expand	Great agricultural base to build on	free parking
affordable real estate	Spirit Center	parks & sport fields
Tourism	Attract young people	Attract industry

Ability to build on good Health Care services here	Great Location! Close to Edmonton but not too close to become a bedroom community	We have great people here
Growth	Planning for future	Play nice together
K-9 School	Skating Rink	
more younger families participating in the community	availability of grants to improve "new" facility in Jarvie	
Location to Northern projects(Ft MacMurray)	French Creek(Riparian/park area)	Railway
repair shop		
Had opportunity to be part of County but COUNCIL voted No	Have opportunity to become bedroom community but Council wants no growth	Have opportunity to have numerous small businesses but Council doesn't approve
Good recreational facilities, good entertainment facility	Space to expand, build, new construction	
More leisure / green areas		
Develop a program to provide free access to low income		
recreation	health care	small business
lots of empty spaces for new business		
TO IMPROVE WATER AND SEWER	BETTER MAINTENANCE OF EXISTING ROADS	AREA GROWTH
careful population increases	increased industrial/commercial base	
town and county working together	County paying fair share of expenses including rec	shopping local
Value added agriculture	Ag research and development	Working together with town in support of jointly used services
Our location, we can maximize Agriculture and oil field services and	Continue to develop health care services like the hip and knee surgery	
residential development	commercial growth/development	
New County council		
return to chlorine instead of chloramine	remove fluoride from water	improve infrastructure
County Industrial Park could look nicer and be more inviting	Improve roads	Nicer Westlock County signs - they are embarrassing!
Not sure	See 1	See 1
Amalgamation of town and county	Look to expand the tax base	A good bakery!
mobile home/manufacture home lots	large lot development for residential	highway corridor development. capture traffic and economic spin off
Volunteer groups		

Expansion		
recreation	Cross county collaboration	Hamlet growth / large subdivisions
Spray Park	Dog Park	
Better use of community recreational sites/facilities	Better use of community hall /senior centre by other organizations	
tourism	industrial	proximity to edmonton
Not much opportunity	Hanging in until business friendly gov gets back	
Cheap lots for young people to build	Housing is inexpensive	Quiet living
Expand	Work together	Cut costs
Spirit center	Manage county resources	Plan for future developements
residential and industrial land development	health services (OR Expansion) continuing care	Hiway commercial land development
Create a Chamber of Commerce for the business sector	Investment in cohesive community beautification project	Inviting a larger store to come to Westlock
Economic Development	Regional Hub for the Westlock area	Inncreased industrial opportunities exist due to location
soup kitchen for needy	Aboriginal awareness	housing
Attracting value added agricultural industry	Attracting more events for our facilities	Attraction for business because of location
An excellent grocery store with fair prices	More small business	
Cooperation with county to improve recreation	Industrial development	
None		
The building of the spirit center was. It it was blown. Most staff there should be fired. They are rude. They also don't want to work with any commmunity groups like the school wrestling program. As of dec 3 the sc refused to give the school program the mats they illegally hold even though hey have been diricted to give them to the school.	You must become business friendly.	
Drugs trafficking	Unless you're born into farming.	
The Ag Society and Recreation Facilities working together with the fair and other events.	The tourist potential of the Gramophone collection at the museum.	Develop the pond near the racetrack into a park area or a winter recreation area. Toboggan hill and pond to skate on.

regionalized government	growth industries (medicinal marijuana, alternative energy production)	size (small urban) remains fairly mobile when considering actions
Park	School track	School playground
Fire collaboration	By-law enforcement	
Lots for kids		

What are three community threats?		
Threat 1:	Threat 2:	Threat 3:
The county not contributing to the town	Not enough developed land Residential and Commercial	Nearness to city
ever closer proximity to st albert for shopping and to far to market as a bedroom community	the next generation of retiring farmers are not moving into town as there parents did	with the fixed cost to live in westlock the same as st.albert how to keep retirees here
Low population	Anti business perception	Lack of subdivision
High crime in the area	Low population	no business opportunity
Power and pipelines	Old fuddy duddies in county office	Not moving forward with the times
People moving away	Lower taxes in other areas	No jobs
Closing of schools	lack of funds	
Low population	Limited resources	Poor governance
Mischief makers	slow response from RCMP (time and distance a factor)	
High taxes	School low enrollment	No jobs
Economic centralization	Healthcare Centralization	Regional Collaboration on social net
Expansion north from St.Albert	further cutbacks of funding from different levels of government	declining (aging) population
Crime	Loss of young people due to limited employment opportunities	
I don't want Westlock to grow		
St.Albert is close		
lack of full time/good salary jobs	people shop out of town	empty storefronts
Costs of water for town	Needs for gravel in community lots	
growing crime	cutbacks on seniors homes staffing	cutbacks on healthcare and hospital staffing
Cost of water for town	Need for gravel in community lots	Upkeep of empty lots in busby
Theft	Road Safety	

Administration too costly for small population	Fear of losing control	Old grudges
young people leaving for better opportunities in the city	people shopping in St Albert & Edmonton instead of supporting local businesses	
Lack of vision on part of the council	Failure to recruit new businesses and residents	
A narrow tax base	a lack of diversity of business and tax sources	aging infrastructure , bridges roads etc.
DRUGS	Loss of jobs ie. Lehman Trikes, Crystal Mountain	need more Police
Complacency	High age demographic	Lack of job opportunities
Potential difficulty attracting high-quality people to community	Dysfunction of County Council does not present a positive image	Perception that Westlock is just a retirement or low-income community
Council that argue		
Decline in numbers		
Railroad derailment	Closure of Elementary School	
people shopping in larger centers	people going to larger centers for recreation	vandalism to community facilities, grounds
Diminishing Population	No County support to increase population	Lack of community funding if municipalities merge
Theft	Break-ins	
gossip	population loss	
Lots of thefts in the community but never see any Police presence	Likelihood of taxes going sky-high + people moving out	Water becoming contaminated as old lines are not maintained - again, no PW staff
Proximity to urban center threatens small business in Westlock	Retirement away from Westlock in more urban centers with more amenities for the retired	Poor attitudes of the ruling powers
Increased taxes		
Floods	Fire	
Crime- increase in theft and drugs (free programs mentioned above might reduce these problems)	Becoming unaffordable with high tax fees	
big box stores	poor governance	cost of policing
OVERLOADING OF PRESENT SEWER SYSTEM	INCREASING PROPERTY TAXATION	CRIME
council fragmentation	overpowering of town and external agencies	poor level of recycling
County of westlock Council they are not very bright	Shopping in Edmonton	Aging population

Too many acerages undermining the right to farm	Aging and failing halls and sports facilities	Overbearing laws and regulations that stifle growth
Egos of town and county politicians. We must cooperate to get ahead	More Provincial government regulations will frustrate business	
forest fires		
economic climate	lack of tax base/funding	poor leadership
Incompetent County Council	Taxes	Environment Theats
unhealthy drinking water	flooding	air quality
Too many firehalls-too much expense! Wouldn't a south/central/north one be sufficient rather then one in every hamlet?	Sell ski hill - cut losses and move on	Councillors - poor decision making at times, poor community involvement, no evidence of long-term planning/goals
Loss of commercial businesses	Theft seems an issue	People moving closer to services
Town Operational costs	Aging population	Infrastructure
people are travelling to edmonton / st. albert	not enough vacant lot development in the town of westlock	
Wildfire		
Drugs	Theft	Lack of jobs
Close to city. Don't want to lose local bussiness to chain stores.		
bylaw should focus on the town, not the highway		
Narrow minded council	Stagnant and uneducated administrative personnel	Lack of funding sources from industry or commercial business
Seniors moving to town-no proactive/basic visiting health services	Families choose town rather than here as there is no school	Vandalism, petty crime as offenders are aware of how long it takes the local constabulary to arrive
re electing the same councillors who created this mess	incompetent staff	lack of vision
High utility costs	High grocery costs	Carbon tax
Crime is rising.		
Vandals	Some people fail to STOP at 4 way stop	
High tax rates	No new operatunitys	People who won't help out
Crime	Non friendly businesses	Lack of small business and support of existing ones
Poor air facilities		
Security threats (vandalism, theft etc.)	No left turn advance lights at the main highway intersection.	No cross walk attendant at school cross walks

Taxes too high	Low tax base to support existing needs	County not sharing in the use of Town Programs and Facilities
Police. They seem to think they own the town and don't really help the community	Drug dealers n addicts have free reign in town	Lack of sidewalks make going for a walk dangerous.
Uncooperative County/Town governments	High taxes	No change attitude among citizens
High crime that is becoming more prevalent	The drug trafficking and use	Because of limited opportunities our youth leave the town after graduation
Poor leadership	Lack of funding	Wrong spending focus
Crime	Lack of jobs	Crumbling infrastructure
Town staff who don't have a shared vision of growth for town	High taxes. They are becoming outrageous	
Skids	Turning onto the highway.	Radar Randy
Poverty.	Unemployment.	Traffic on the Highways.
complainers	that fear of unknown and fear of costs will limit action	Rotary (in Morinville, Rotarians are politically organized, somewhat threateningly powerful and oppositional)
Lack of infrastructure funding	Water/swear issues	
Hard to grow	Healthcare	Not alot of work

Please provide any general comments or questions:

Response Text

We could use a chamber of commerce and business people that are not afraid of compition.

there must be a very concerted effort to get infrastructure back up to snuff and bylaw enforcment must make sure this town looks as good as possible.if we are going to be an expensive place to live then we better look good and have good infrastructure.

Amalgamation - hopefully more efficiency

Glad this process has begun. Appreciate opportunity to express opinion - long overdue.

County Councillors need a limit of 2 session in office.

If the town, county & village are abel to work together collaboratively for the benefit of all three then regionalization is a good thing.

Thank you for the opportunity. Appreciate you putting the effort into gathering input.

I would like to see more coordination with ton and county. I think benefits of cost sharing and working together could be important gains for both communities.

Westlock and area is a great place to live, if consolidation of Towns and Villiages will improve services to ALL citizens with minimal cost increase and greater efficiency don't hesitate

Hard to rate the county as a community - it is a large geographic area, so services vary depending on where you live.

by-law enforcement does not seem a priority in our community. There is a problem with people speeding through town despite 30 km speed limit signs posted, and there has never been a ticket issued to my knowledge.
When I say "COMMUNITY" I mean Fawcett
Unhappy that it was Council + not the residents who voted to stay as the Village of Clyde
In Alberta, is there evidence that regional collaboration already has working evidence that this is a good idea?
I feel strongly that administrative services such as payroll, accounts payable, purchasing , computer systems should be amalgamated. School divisions and healthcare had to do this years ago.
I have found town council somewhat responsive to citizen concerns. Citizen consultation is important. Basing decisions on data is important so gathering data, sourcing information before decision making. Using an effical perspective when making decisions is important. Planning with climate change as a guiding factor. For example enstalling more solar panels. Does the town have a vision statement? If so, when was it last updated? Make that statement public so everyone is heading in the same direction.
We are seniors so don't make use of many services
The elimination of waste and cost accountability in service provision.
The county of Westlock is taking advantage of the town taxpayers and they need to start paying their fair share of expenses. The issue is the people who are on council in the county I dont think have the mental capacity to understand the basics of government and co operation.
I am a firm believer in matching support for facilities. It motivates individuals to give for the matching funds and helps keep general taxes down. If a community won't support the facilities than let them go.
I hope county and town council approach this exercise with an open mind and keep the good of the region as a priority
Not sure what you are looking for with Question 12- need more explanation about what you are really asking.
bad Roads, over taxed to no services, no water, no sewer, no bylaw, no police, no garbage pick up.
Chloramine in the water poses significant health risks to people. Chloramine is not as effective as a disenfectant and is almost impossible to filter out. Whereas chlorine is more effective and can be easily filtered. Also choramine will cause infrastructure problems. Also Europe has banned flouride from drinking water due to health concerns. Flouride is also very difficult to filter out. I am hoping that the town and region will consider taking these harmful chemicals out of the drinking water.
Please ensure website is updated routinely - I read the meeting minutes often. The last "Newsletter" is from Summer 2013. "Agenda" is also blank. It is also time that the county gets a facebook page.
Love the community
I am disappointed that this is not a study towards amalgamation rather than just cooperation. Clearly there are significant benefits, cost reductions, elimination of duplicated services, and equitable funding of facilities with consolidation. Simply "cooperating" will not solve these issues.
user pay model YES that would include agriculture industry
We just moved here and everyone is so welcoming and town has a great spirit
Before collaboration can occur the administrative staff and managerial staff at the county need to be replaced with competent people. While council is to blame for a significant portion of these issues, significant incompetence and neglect had occurred at all county services and levels
October 2017 is getting closer
I'm concerned on how our property and home owners are taxed. The taxes are way higher then Sturgeon County (6 miles to the south of us) for the similar home. We have very little road maintenance (although the grader operator we have now does a great job when he does do it)

Need to have Town of Westlock and Rural work together on emergency services as well as public works
I would like to see municipal boudaries eliminated to form 1 community instead of duplicating administration and competing with each other
The biggest issue with Westlock that I see is that the community is fragmented and dying. We need to liven up our downtown core and make Westlock a more appealing place to raise a family.
County needs to step up to the table and pay their share of the cost on services and facilities supplied by the Town to County rate payers
Our First Nation community needs to be celebrated more.
The prices at the spirit center are way to much. Especially when we are paying so much for it in our taxes already.
The attitude of council has been slow to change. The staff working for the town have entitlement running through them. There decisions are based on them being safe and not having to change versus duty and treating people with respect. I'm extremely disappointed in our comunity attitude. Since we have moved here (almost 20 yrs ago) we are not a "local" family. The culture is still one stuck in ego,self preservation vs transparenny and doing what's best for the community. The electing of a new mayor has been the first good step. Tough to break up the low education boys club that has ruined our once wonderful town. No business growth and allowing businesses with a direct conflict of interest to make/be highly influential in town development is ridiculous. Highest taxes we have ever paid and the promise that they will only continue to go up.
We need a Wendy's
It's important for each community to keep its own identity when moving forward. However there does seem to be some waste in regards to fire services and other issues. I would like to see clyde and the county combine fire services and pay for an on-use agreement.

Business Survey

What are three community strengths?		
Strength 1:	Strength 2:	Strength 3:
Strength of the local citizens	Healthcare facilities	Recreational facilities
New Areana	Indoor pool	Senior Housing
Health Care	Recreation	Community atmosphere
Good business support for Agriculture	Good health care	good recreation facilities
Strong/Positive Leadership	proximity to other local markets	diversity of business in the area
are	you	kidding

What are three community weaknesses?		
Weakness 1:	Weakness 2:	Weakness 3:
Lack of cooperation between local municipalities	Need more local business growth	Affordable property development - commercial/residential
Two many empty buildings	to close to edmonton	Local support from business's is poor
The lack of vision from the County of Westlock	Shopping dollars leaking to city	Taxes and availability of employee pool
Not as much co-opertion between town and council as should be	Importance of business not understood by many residents	
lack of commercial growth	lack of residential growth	high tax and utility rates
Crooked councillors	Crooked former CAO	Where did the money go

What are three community opportunities?		
Opportunity 1:	Opportunity 2:	Opportunity 3:
Location - well situated in central Alberta	Strong agricultural base	
Amalgamation with County for 1 admin. group	A farming type of support business	
Co-operation/amalgamation between town and county will promote more development and population which will support existing infrastructure		
regional collaboration for greater efficiency and service	commercial/residential development	
elect new council	we have a new CAO	replace all dead weight

What are three community threats?		
Threat 1:	Threat 2:	Threat 3:
Competition from other municipal governments	Alberta economic downturn	Continued lack of cooperation between local governments
The closeness to large city	On line ordering	
City getting closer, shoppers going there to spend\$	Loss of tallent in our youth to the city	ever increasing taxes
NDP provincial government		
economic conditions	poor leadership	lack of funding
Crooked council	Crooked staff	1&2 combined