FEDERATION OF PRINCE EDWARD ISLAND MUNICIPALITIES

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BUILDING FOR THE FUTURE

- A GUIDE TO MUNICIPAL RESTRUCTURING -

MUNICIPALITIES build Communities

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INTRODUCTION

INTRODUCTION

The Federation of PEI Municipalities has been recommending province-wide municipal incorporation for several years. Municipal services and amenities play an important role in making the cities, towns and communities we call home great places to live. To fulfill this role municipalities must be viable. Unfortunately, the municipal system in Prince Edward Island is outdated.

BACKGROUND

Municipalities across PEI are facing more and more challenges in providing even a basic level of service to their communities. At the same time, federal and provincial government standards are changing and local residents' expectations about having a local voice in government are growing.

The new Municipal Government Act introduces broader powers for municipalities along with stronger accountability measures and other new requirements. Many of these new requirements respond to changing public expectations. The Municipal Government Act is similar to the legislation in other provinces and territories.

In the face of existing challenges and new requirements many municipal councils will recognize that they are not sustainable and need to consider restructuring.

Support is available from the provincial government for municipalities who want to investigate what change could look like. A Municipal Growth Management Study can help municipalities and unincorporated communities look into the social, cultural and economic resources in an area and explore restructuring to increase capacity, improve service delivery and promote economic opportunities.

A study can help determine the appropriate size and scope to consider. It can explore and identify a range of service and taxation options.

WHY CHANGE?

Why should a municipality consider change if it isn't legislated right now? Why consider change at all - especially if there is comfort in staying as you are? After all, change takes real effort. So what's in it for your municipality?

By taking control of the change process, your municipality will be in a position to:

• Lead the process and be in a better position to influence the outcome

• Retain your unique community identity

• Have more say about the services your municipality delivers

• Have more say about the local tax rates in your municipality

With a proactive approach to change, the outcomes can be much more positive for your municipality.

The Federation of PEI Municipalities has developed this toolkit to support municipal councils that would like to explore options for building a more sustainable future through restructuring.

INTRODUCTION

PRINCIPLES BEHIND THIS TOOLKIT

This Toolkit has been developed based on these guiding principles:

- Governing bodies that are closest to the people (the municipalities) have a better understanding of community needs and interests.

- There is strength in unity. By speaking with one voice, you will have a voice.

- Change is needed to sustain municipal services and meet future demands.

- Successful change needs well-informed leaders. Successful change needs an open and transparent engagement process.

- Successful change needs a strong communications process.

- A Municipal Growth Management study can support your success (and funding support is currently available for this research).

HOW TO USE THIS TOOLKIT

This Toolkit has been designed to guide municipal leaders through a process to identify and find the resources needed to support their investigation into change options and to support good decision-making.

The Toolkit has three sections plus resources.

SECTION 1:
Information Gathering for Change Discussion

This section is about internal engagement for Municipal Councils: *What do we need to know?*

- ° Reviewing your current situation
- ° Information gathering
- ° Research into possibilities
- ° Discussion points and decisions

SECTION 2:
Partner Identification and Outreach

This section is about exploring options with other municipalities: *Who could we work with?*

- ° Identifying municipalities with similar interests
- ° How to approach potential partners
- ° Being open and transparent in all we do
- ° Preparing for a growth management study

SECTION 3:
Getting Started and Working Together

This section is about developing your partnership agreements with others:
How will we work together?

- ° Deciding on common interests
- ° Working as an effective group
- ° Developing your Terms of Reference
- ° Defining what participation means

APPENDICES:
Resources

This section provides information and recommendations for moving forward, including:

- ° Appendix A - Why Create Change
- ° Appendix B - Hiring a Facilitator/Consultant
- ° Appendix C - Resources

INTRODUCTION

COMMUNITY CHANGE MANAGEMENT: *THE BASICS*

Change is always happening. When we choose to create change, we need to understand the cycle for ourselves and others. Those who are fully engaged work on the cycle together.

In the graphic for the Cycle of Change Model *(See Figure 1.1)*, before people recognize a problem, they are "in the dark", then they see the challenge, get started in finding solutions, rollout the solutions, and respond to the results. At some point, people are no longer focused on the change process and move on to simply living in the change.

In this Cycle of Change Model, people "in the dark" do not recognize that there is a problem or challenge that has a positive solution. People at this stage are most likely to show resistance to change.
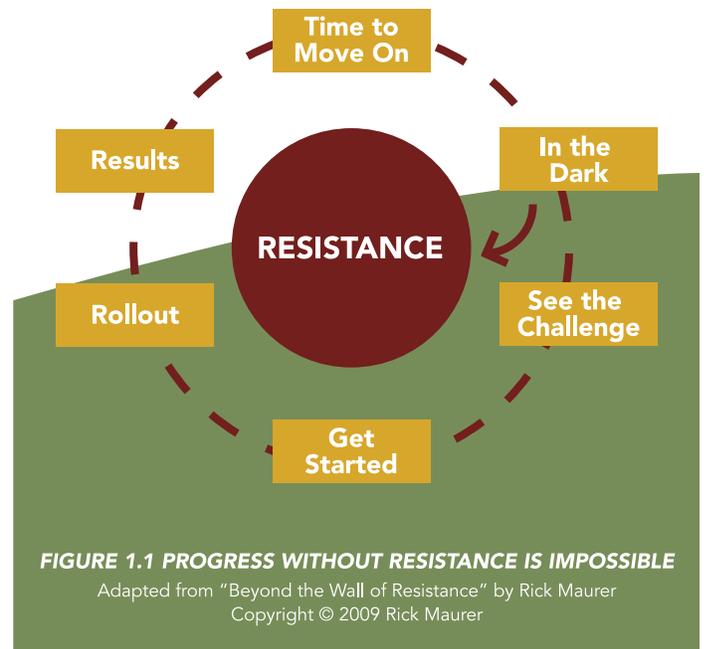
Those who "see the challenge" recognize that staying as you are is not going to work anymore. In the "get started" part of the cycle, a group has researched what can be done and made decisions on a how to make change happen.

This Toolkit's sections support you through the steps of the cycle to get ready for a rollout.

Keep in mind that supporters are needed to make change successful. Supporters must have *(See Figure 1.2)*:

- an understanding of the challenge,

- a favourable emotional response to the changes needed and

- confidence in the leaders of the change.

CYCLE OF **CHANGE** MODEL

FIGURE 1.1 PROGRESS WITHOUT RESISTANCE IS IMPOSSIBLE
Adapted from "Beyond the Wall of Resistance" by Rick Maurer
Copyright © 2009 Rick Maurer

CHANGE **MANAGEMENT**
3 LEVELS OF SUPPORT

FIGURE 1.2
Adapted from "Beyond the Wall of Resistance" by Rick Maurer
Copyright © 2009 Rick Maurer
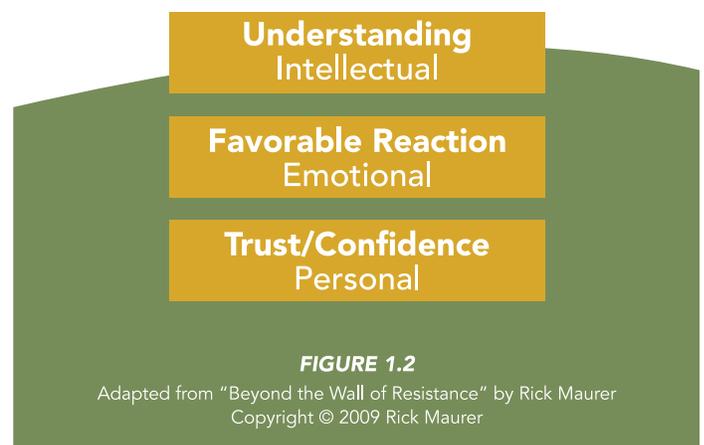
INTRODUCTION

Also keep in mind that resistance occurs when people are "in the dark".

You may see three levels of resistance:
(See Figure 1.3)

- those who don't understand the challenge – *"I don't get it"*,

- those who don't have a favourable response to the changes – *"I don't like it"*, and

- those who do not have confidence in the change leaders – *"I don't like you"*.

When you work closely with a planning group, those who are on the outside of the planning group need to have information to help them move through the cycle with you.

You will have supporters in the community who already see the challenge. This group may well be your best supporters for moving others out of resistance. You will need to keep people informed along the way and this Toolkit provides suggestions on what to tell people at what time in your process.

CHANGE MANAGEMENT
3 LEVELS OF RESISTANCE

"I don't get it"
Intellectual

"I don't like it"
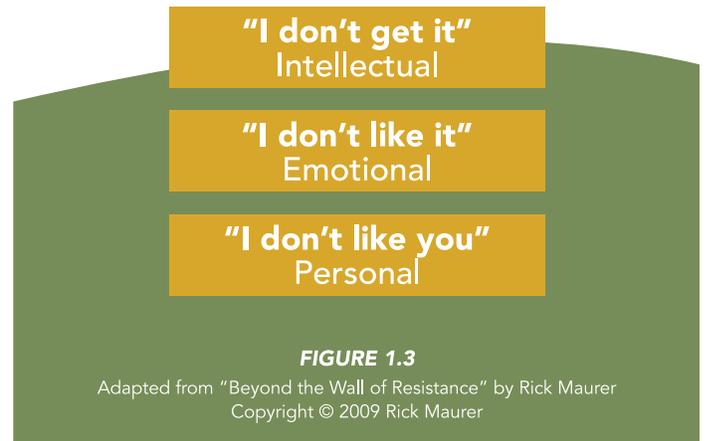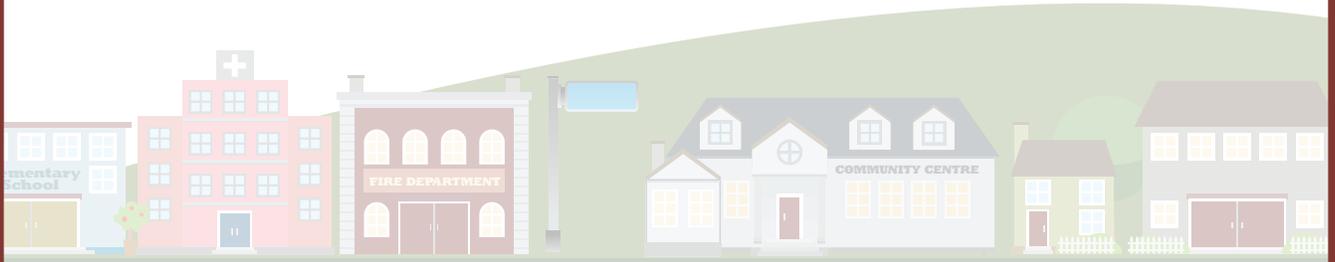Emotional

"I don't like you"
Personal

FIGURE 1.3
Adapted from "Beyond the Wall of Resistance" by Rick Maurer
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SECTION 1

INFORMATION GATHERING FOR CHANGE DISCUSSION

SECTION 1

INFORMATION GATHERING FOR CHANGE DISCUSSION

In this section you and your Council can step through a process of considering your municipality's current circumstances and what key factors you want to address.

There are many potential challenges and opportunities facing all Island communities. Many are similar between communities but it is important that you determine what is important to you and your residents.

This is an important step in the change process. As you move forward you will be asked "why". Sometimes the questions will come from within your own municipal council or community. You need to be ready to explain why change is needed and what is most important.

> **This process and the information you gather will form the answer to the ongoing question – *why change?***

INSTRUCTIONS

Use the following chart and consider each question with regard to your current circumstances. You may do this first individually and then as a group. In the end, you should discuss each question as a group and determine one answer for your municipality.

For each item, even if you don't know the answers or have all the information, you can determine if:

- it is not important to your municipality - and continue to the next item,

- it is important and you'd like more information before moving forward - so identify how or where you will get the information, or

- it is important but it is information you can gather later in the process - possibly through a growth management study[1].

OUTCOME

The results of this process will form the basis of your own understanding of why you are working towards change. The results can also be used for future communications with other stakeholders and the public.

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[1]A "growth management study" can help a municipality look at the possible impacts of change and determine the appropriate size and scope to consider for any restructuring alternatives. Funding support for a study is available through the provincial government department responsible for municipalities.

SECTION 1

Questions to consider and information needed before a decision is made

Note: Appendix C – *"Resources - Where to find answers for your questions."*
- may help you find the information you need.

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT	WHO WILL GET THE INFORMATION? FROM WHERE?
We need to consider what our residents want for their own future. We also need to consider whether our current Council can keep up with the increasing demands being placed on municipal governments? Consider these questions:			
1. Do we have enough residents involved in our municipality?	☐ Yes, we have more volunteers than needed ☐ Yes, we have enough volunteers for now ☐ Yes, we have enough volunteers for now but not for an increase in demands ☐ No, volunteers are hard to find		
2. Do we have enough people offering to run for Council *(candidates)* so that there is a healthy turnover?	☐ Yes, we have more than needed ☐ Yes, we have enough for now ☐ Yes, we have enough for now but not for an increase in demands ☐ No, candidates are hard to find		
3. Is our municipality's "voice" being heard at a provincial level? Ex: do we have a say in proposed changes and priorities?	☐ Yes, our municipality's issues are represented ☐ No		

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT?	WHO WILL GET THE INFORMATION? FROM WHERE?
4. Do we need to work with other municipalities for: • better economies of scale *(buying power)*, • better support services, or • shared resources between municipalities? Ex: work with neighbouring municipalities to deal with water quality; protection of our natural areas; regional economic development; professional staff support?	☐ Yes, all of these ☐ Yes, some of these *(note which ones)* ☐ No ☐ Don't know but would like to investigate		
5. Do residents want us to increase our economic development efforts?	☐ Yes ☐ No ☐ Don't know, but would like to ask		
6. Do we have enough say in protecting our water supply?	☐ Yes ☐ No		
7. Do we have enough say in protecting our natural environment?	☐ Yes ☐ No		

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT?	WHO WILL GET THE INFORMATION? FROM WHERE?
8. Do we have enough say in protecting our local heritage?	☐ Yes ☐ No		
9. Do we need access to more supports for local initiatives *(economic & social)*? Ex: access to provincial and federal funds	☐ Yes ☐ No ☐ Don't know but would like to investigate.		
10. Do we know if we can sustain what we already do? "Viability" is another word used that refers to the ability of municipal governments to meet the current and future demands of the local community - the economic, social, and environmental wellbeing now and into the future.	☐ Yes ☐ No ☐ Don't know but would like to investigate.		
11. Do we need to grow?	☐ Yes ☐ No ☐ Don't know but would like to investigate.		
12. Will residents expect more services in the near future? Ex: community hall upgrades, age friendly public places, recreation for youth, or services for seniors	☐ Yes ☐ No ☐ Don't know but would like to ask ☐ Don't need to know		

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT?	WHO WILL GET THE INFORMATION? FROM WHERE?
Potential Gaps – *requirements under the Municipal Government Act*			
13. Do we currently meet the minimum population *(4000 people)* and total assessment of real property *($200 million)* criteria as outlined in the Act?	☐ Already meet or exceed criteria ☐ Close to meeting criteria ☐ Don't know our population or real property assessment ☐ Do not meet criteria		
14. Do we have an office location that is accessible and open to the public at least 20 hours per week?	☐ Already meet or exceed requirement ☐ Can meet the requirement now but not if there is an increase in demand ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		
15. Do we have a financial audit that meets the requirements each year?	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT?	WHO WILL GET THE INFORMATION? FROM WHERE?
16. Are we prepared to run a full election process? - This includes an official notice period, a candidate process, holding early polls, full election day polling hours, etc.	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		
17. Do we have Bylaws that meet the requirements of the legislation?	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		
18. Are we able to provide adequate fire protection for our municipality? - Does not mean we have to provide direct service but we need to ensure that we have adequate coverage.	☐ Already meet or exceed requirement ☐ Have coverage but more work needs to be done		
19. Do we have a land use plan and is it up to date? Can we handle complex proposals?	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		

ITEM FOR DISCUSSION	CHECKLIST	WHAT DO WE NEED TO KNOW MORE ABOUT?	WHO WILL GET THE INFORMATION? FROM WHERE?
20. Are we able to adequately enforce a land use plan *(Official Plan)*?	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		
21. Do we have a municipal emergency preparedness plan? If we have a plan, is it up-to-date? Do we test our plan?	☐ Already meet or exceed requirement ☐ Close to meeting requirement but need specific work to be done ☐ Do not meet requirement		
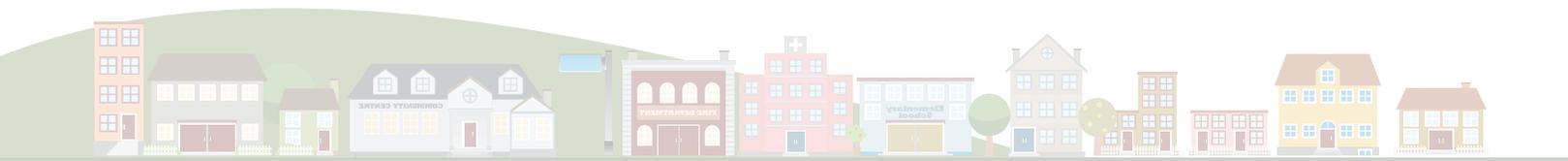
OTHER CONCERNS TO INVESTIGATE

Community members facing change may worry about the impact that change will have on them personally. Although you may not be able to find all of the answers you need at this stage, you will likely be able to respond to these concerns during a growth management study.

POSSIBLE CONCERN: *IDENTIFY THE CONCERNS THAT YOU WOULD LIKE TO LOOK INTO.*	CONCERN WE SHOULD TRACK?	
	YES	*NO*
22. Community Identity List the most important and/or unique things about your municipality that you would like to preserve. *Examples: rural lifestyle, control over community hall, agriculture, etc.* • • •		
23. Impact of Municipal Tax changes – Given that the new Municipal Government Act will mean at least some changes for our municipality, how will we address the costs? **Examples** of costs to consider: Our municipality has a population of 1,150 and raises about $175,000 – in property tax ° We just did an official plan – approx cost $50,000 (mostly funded from the Gas Tax) ° We have a part-time Administrator but need to up the minimum hours to 24 hrs/week (office hours and evening meeting) – total cost approximately $31,000 ° We need to have a part-time Development Officer – annual salary approx. $15,000; ° Office rent $5,400 ° Legal fees (related to land use enforcement – vary annually – sometimes nothing – 8 months into this year = $14,000) ° Audit costs $4,000		
24. Will we need to increase our revenue? (Tax Rate, Fees) What would be the real financial changes for residents if municipal taxes/fees changed?		

POSSIBLE CONCERN: *IDENTIFY THE CONCERNS THAT YOU WOULD LIKE TO LOOK INTO.*	CONCERN WE SHOULD TRACK?	
	YES	*NO*
25. Do we have the policies and resources *(human and financial)* to protect and maintain these valuable elements *(as defined above)*?		
26. Other concerns *(add other concerns to track here)*:		

DISCUSSION ABOUT RESEARCH RESULTS

Following your discussion of your research results, you will need to decide on what your next steps will be. The following examples are the most likely decisions and some recommended next steps.

1. We can't decide and need more information.
a. Create a list of information needed and assign someone to bring information to your group.
b. Set a timeline to review the information and come back to this decision.

2. We are confident in our current resources and ability to meet future needs. Therefore, we're not interested in discussions with other municipalities at this time.
a. Record your answers to the questions and decision for future reference.
b. Discuss how you will respond if approached by other municipalities.
c. Set a timeline to review this checklist and decision again, since circumstances are constantly changing.

3. We know we need to change and why we need to change. Now, we want to explore working with other municipalities.
a. Complete the Section 1: Reasons for Change Template.
b. Proceed to Section 2 of this Toolkit.

SECTION 1

REASONS FOR CHANGE STATEMENT *TEMPLATE*

You have decided to move forward with exploring change. As this process unfolds you will be asked to explain why. The answer to this and other future questions are exactly what you just discussed as a Council – you just need to put it all in one place.

Using the answers within your checklist and your Council discussion, complete the following template. Share this with everyone on your Council and use it to talk to your residents, other municipalities and to form future communication materials.

Also update and refine this document as you go through the change process and as new information and circumstances arise. Keeping the answers to these questions fresh and updated will help everyone involved in the process communicate effectively.

CREATING YOUR REASONS FOR CHANGE STATEMENTS

i.　Our municipality is strong and we're proud to be able to provide a number of services *(list the items from the charts above where you identified that you have what you need):*

ii.　Yet, given our size and resources we know we need to plan to address these items going forward *(list the items, from the charts, that you don't have but need):*

iii.　We also have information we need to gather; things we don't know but want to find more about such as *(insert the items you identified you need more information about):*

Therefore, our next steps are to (insert what information you're going to gather) and discuss our results with other municipalities to see if there are any similarities with their needs and directions. We will continue to keep residents informed as we proceed down this path."

SECTION 1

COMMUNICATIONS

At this stage in the process it is recommended that you focus on your own discussions and understanding rather than outreach. That being said, it is anticipated that you could be asked about what is happening. The following information is provided to assist when this happens.

> **Throughout this process you will be asked questions by residents, the media and other interested stakeholders.**
>
> The answers will vary by situation and municipality but we have provided a few typical questions and possible answers for municipalities at the section 1 stage.

DEALING WITH QUESTIONS
General Statements

As a Council we know that changes are happening in our municipality and in municipalities around us. We decided to be proactive in managing this for our municipality. We're using a toolkit created by the Federation of PEI Municipalities to support municipalities and we have completed the first step in the process – which was looking at our own needs.

During this process we identified a few things *(insert some information from your template)*.

So at this point we've decided *(insert your decision)* and our next steps are to *(insert your decided next steps)*. We're committed to keeping residents informed and will do so at each step so you know what is happening.

SAMPLE Q & A

1. Does this mean we're merging with other municipalities?

At this time, all we've decided to do is to talk to other municipalities, let them know what we've found out, hear their priorities and concerns and see if there is a possibility for cooperation. Next we'll be doing more research and possibly a study. But until we talk to other municipalities, we don't have any of those answers.

2. What municipalities will we be merging with? Who will you be talking to? How did you decide on these municipalities? What about municipalities _____?

At this time, all we've decided is to talk to other communities, let them know what we've found out, hear their priorities and concerns and see if there is a match.

Our next step is to look at what other communities might make sense to talk to. This will look at geography, similarities, where our residents go for services and other things. If you have suggestions we'd love to hear them – we're still in the investigation stage.

3. So what happens next?

We've decided to talk to other municipalities, let them know what we've found out, hear their priorities and concerns and see if there is a match. From there, we'll be doing more research and possibly a study. But until we talk to other municipalities, we don't have any of those answers. We will be keeping residents informed as we go through this whole process.

SECTION 2

PARTNER IDENTIFICATION AND OUTREACH

SECTION 2

PARTNER IDENTIFICATION AND OUTREACH

In this section you will walk through the process of identifying potential municipal partners and reaching out to them. Specifically, this section will guide you through the following steps:

1. How to identify which municipalities you have the most in common with or connections to.

2. How to approach and begin discussions with other municipalities.

INSTRUCTIONS

To begin, use the following charts to help you identify the potential partners for your municipality. These are the other municipalities that you are currently connected to, formally or informally. Some may be obvious choices and some may not be so obvious, but they are all possible partners during this change.

Once you have the list, use the recommendations on how to reach out to municipal leaders and bring them together for an initial discussion.

> **Whether you are leading the process or have been approached by another municipality, *you can use this toolkit to support your own decision-making process.***

OUTCOMES

The outcomes of this section are that you will have identified the other municipalities you'd like to reach out to. Be prepared to ask them to participate in a larger meeting or series of meetings to discuss working together. Applying for funding for a growth management study could follow.

Once you have a sufficient number of municipalities willing to meet and discuss working together, you are ready to move onto Section 3 – *Getting Started and Working Together.*

PARTNER IDENTIFICATION:

You may already know some of the municipalities that you will approach. To help identify all of the possible and most appropriate municipalities that you could meet with for further conversations, you should identify what resources you already have and what you need now or in the future. This will also help you talk about what you might be able to offer other municipalities of interest.

Use this process to help identify all possibilities and understand how you and your residents are connected to each municipality and unincorporated community around you.

SERVICES TO CONSIDER[1] You can fill in information under more than one column	Need it/ Want it or want more? – yes, no, maybe	Provided by our municipality	Have it and provide to other communities – [name community]	Purchase /access it from another municipality – [name municipality]	Residents access it themselves in another community – [name community]	Province provides and controls it
1. Public Safety						
• police services						
• fire and rescue services						
• emergency planning/ management services						
• street lighting						
2. Recreation and Culture						
• recreation facilities and/or programs (for children, youth, adults, older adults)						
• parks, sport fields, marinas, and/or playgrounds						

[1]List used is a modified version of the list from the **Viability Toolkit** – "Analyzing the Situation - reviewing your municipalities features - Part 3 - Service Delivery".

SERVICES TO CONSIDER[1] You can fill in information under more than one column	Need it/ Want it or want more? – yes, no, maybe	Provided by our municipality	Have it and provide to other communities – *[name community]*	Purchase /access it from another municipality – *[name municipality]*	Residents access it themselves in another community – *[name community]*	Province provides and controls it
• cultural programs and/or facilities						
• library						
• museums and interpretive centres						
• special events – recreational and/or cultural						
3. Tourism and Economic Development						
• economic development services (including a plan)						
• major events and/or tourism features						
• tourism promotion						
• infrastructure to support development and/or tourism						

SERVICES TO CONSIDER[1] You can fill in information under more than one column	Need it/ Want it or want more? — yes, no, maybe	Provided by our municipality	Have it and provide to other communities — [name community]	Purchase /access it from another municipality — [name municipality]	Residents access it themselves in another community — [name community]	Province provides and controls it
4. Public Works and Utilities						
• street construction and maintenance						
• parking management and facilities						
• stormwater management and infrastructure						
• active transportation infrastructure and maintenance (sidewalks, trails and bike paths)						
• landscaping/ beautification						
• municipal water supply and distribution						
• municipal sewer collection and treatment						

SERVICES TO CONSIDER[1] You can fill in information under more than one column	Need it/ Want it or want more? — yes, no, maybe	Provided by our municipality	Have it and provide to other communities — *[name community]*	Purchase /access it from another municipality — *[name municipality]*	Residents access it themselves in another community — *[name community]*	Province provides and controls it
• electricity supply and distribution services						
• property acquisition, leasing and management						
5. Planning and Development Control						
• land use planning						
• development control, subdivision approval						
• building standards and inspection						
• heritage promotion/ preservation						
6. Other Services						
• administrative support to manage all municipal requirements and services						

SERVICES TO CONSIDER[1] You can fill in information under more than one column	Need it/ Want it or want more? — yes, no, maybe	Provided by our municipality	Have it and provide to other communities — *[name community]*	Purchase /access it from another municipality — *[name municipality]*	Residents access it themselves in another community — *[name community]*	Province provides and controls it
• animal control services						
• bylaw enforcement and control						
• public transit (buses, taxis)						
• public housing						
• business licenses, street vendor licensing						
7. Other Services - *add your own*						

It is also helpful, when identifying potential municipal partners to look at other groups and organizations that are working across communities as well as provincial services. Use the following chart to identify if any groups from your municipality are connected to other municipalities and communities. *Use the space provided to add in additional groups or organizations that are relevant to your municipality.*

SERVICE GROUP OR ORGANIZATION	Operates in our municipality and connects to others – [name community]	Operates in a neighbouring community and connects to us – [name community]
Business groups – Chambers of Commerce Regional Tourism Association		
Sports Teams (hockey, soccer, baseball, etc.)		
Churches / Places of worship		
Schools		
Community Service groups (i.e. Y's men, Lions Clubs, Women's Institutes, Rotary, etc.)		
Art or Culture groups		
Health Services (walk in clinics, hospital, nursing homes, dental office, pharmacy, etc.)		
Other:		
Other:		

SECTION 2

COMMUNITY SUMMARY

Using the information gathered in the charts above, answer the following questions.

1. List the communities/municipalities where you currently access services *(paid and unpaid)*.

2. List the communities/municipalities that currently use your services *(paid and unpaid)*.

3. List the communities/municipalities that have services or infrastructure that you might want to access in the future *(consider the needs identified in Toolkit - Section 1)*.

4. List any other communities/municipalities where you share common interests.
    – organizations, sports teams, churches, schools, etc.

When looking at the lists above, determine which **municipalities** come up the most? These are the people you should consider talking to first. They are the ones you already have the greatest connection to and if you move forward with municipal changes it will make sense for your municipality.

SECTION 2

SELECTING YOUR FIRST POTENTIAL PARTNERS

Now that you have identified the municipalities that are connected to you, you can consider which ones to contact. This will be a process of looking at the services you each have to offer, where you have common interests and connections and also considering existing relationships.

This outreach can happen in a phased approach by beginning with the most 'connected' municipalities and then moving onto others as you become more comfortable and build some connections.

It is recommended that you identify your first 3-5 municipalities to speak with and begin that process *(described below)*.

Keep in mind that the province is looking for a minimum of 4,000 residents within new municipalities. Municipal Affairs can assist you if necessary. A rough estimate is all you need at this point.

If you move ahead with a study, the consultants will gather detailed information about the area, and resources including population.

For more information, see Section 4 – *Resources.*

WHAT ABOUT UNINCORPORATED AREAS?

At this stage in the process, it is not recommended that you reach out to unincorporated areas to discuss options. Successful experience to date has shown that it is best to connect between existing municipalities to start and then, during the study process, consider and engage the unincorporated areas. This applies even if you have to go past unincorporated areas to reach the nearest municipality.

> **Remember, your goal right now is to bring together an interested group of municipalities to commission a growth management study for your area.**

SECTION 2

OUTREACH: *GETTING STARTED ON THE RIGHT FOOT*

Now that you have identified potential partners, the next step is working on how to approach them and begin the discussion.

WHAT IS THE ASK?

The biggest challenge when approaching another municipality is being clear about what you are asking of them. Quite often groups are invited to meet or come to a stakeholder meeting but the purpose and outcome is not clear. Be clear about your reasons for wanting to meet.

At this stage ask other municipalities:

To consider whether they are interested in meeting with other municipalities to discuss working together to commission a growth management study about the area.

The most important things to remember:

- Each municipality is at a different stage of the process. It may take them some time to catch up with where you are.

- When approaching another municipality, it makes sense to assume they have not done the research you have.

- The focus at this point is why to come together for change – what challenges you are facing.

  ◦ What a new municipality would look like or how it would function is not a focus at this time – that will come later as part of the study.

- Be open about your process and what you learned. This will build trust and help other participants to see similarities between your municipalities.

- Deciding to come to a meeting does not mean they will definitely join the project or become a new municipality. It is just an agreement to hear from others, to talk about a study, and to find answers to questions.

Recognize that this process can and should take time. Some municipalities might be ready to move forward immediately but others will need time to understand their situation and come to their own conclusions. Be patient and plan for this.

With these thoughts in mind, we recommend the following steps for reaching out to other municipalities.

1. If possible, assign a person from your Council that has a friendly connection to someone from the other Council to make the initial contact. This will hopefully make the approach more comfortable.

2. When approaching other municipalities:

   a. Reach out by phone or email first to explain, *"I am with the _____ Council and I was asked to contact you. We've been going through a process of looking at our future community needs and potential partnering ideas, and your municipality came up. I'm wondering if you have time to meet with us and chat about what we've found."*

SECTION 2

b. In the face-to-face meeting, be prepared to share your municipal assessment results from Section 1 of the Toolkit *(Communication Template)* and your communities of interest charts. This will help them understand why you're looking for change and how you selected the municipalities you did.

Explain how it helped your municipality and strongly recommend they go through a similar process to clarify their own thinking. You can let them know that it is important for each municipality to be clear on why they want to participate in change.

It is not your role to tell other municipalities why they need to change, but share your experience and what you have learned. Encourage them to share any initial thoughts and experiences about their municipality.

At this meeting your goal is to **encourage them to go through the same analysis process you have** *(Toolkit Sections 1 & 2)* and then consider coming to a meeting of all the approached **municipalities to discuss the possibility of working together on a study.**

RESPONDING TO RESISTANCE FROM POTENTIAL PARTNER MUNICIPALITIES

It is very likely that you will meet resistance when you reach out to other municipalities. Remember this may not be about you or your municipality, often it's about their own circumstances and where they are in the process.

If you meet resistance:

- Don't push your own opinion or circumstances – this is usually not taken well by other municipalities.

- Tell them about your experience in completing the assessment – encourage them to try it. Particularly if it helped change or support your Council's thinking.

- Explain that you're not looking for full commitment at this point, but would like their municipality to consider being part of the initial discussion.

If they are not interested at this point, don't push it.

Thank them for their time. Tell them you can keep them informed of what's happening with the other municipalities. Let them know that if their municipality wishes to contact you later, to potentially get involved, you'd be happy to hear from them.

> **Once you have a group of municipalities interested in meeting to talk about possibilities you are ready for *Section 3.***

SECTION 2

COMMUNICATIONS

This stage in the process is when the most public discussion and 'gossip' will start. As you begin to speak with other municipalities, others in the area will begin asking questions about what is happening. It is important that your Council members have a consistent message to share at this point.

> **Be open and transparent about what you're doing and use it as an opportunity to educate others about why you feel change needs to be explored.**

If asked about what is happening, here is an example of how you can respond openly and educate at the same time.

Q: I heard the Council is talking to (*insert Municipality name here*). Are we going to amalgamate with them? / I heard you're out talking to other municipalities, what's going on? / I heard there's a meeting of municipalities happening. Are we going? What's going on?

A: You're right, we have been talking to other municipalities. As a Council, we've been going through a process of reviewing our own municipality's needs and looking at how we can meet the requirements of the new Municipal Government Act. We know there are a number of things our municipality could benefit from but we're not able to provide – for example *(insert items from your Section 1 template)*.

We completed an exercise to look at who we have the most in common with – who we already share resources with, where residents get other services and other connections such as *(give specific examples to your municipality)*.

From that list, we started contacting those municipalities to see if they are experiencing the same challenges and if they'd like to meet and talk further.

That's what we have done so far. We're planning a meeting with the interested municipalities to talk about our challenges. We want to see if there are similarities in other municipalities and find out if there is interest in jointly applying to the provincial government for funding to explore what could happen in our region.

We don't know yet if the study will go ahead, who will be involved and we certainly aren't committing to any changes. We just know there have been changes over the years and more are on the way. We want to be proactive in managing what happens in our municipality.

Do you have any thoughts or concerns about what we are doing? We'd like to hear them because we're still very early in this process and need to know what residents are thinking.

SECTION 3

GETTING STARTED AND WORKING TOGETHER

SECTION 3

WORKING TOGETHER

In this section you will step through the process of how to work with other municipalities to apply for funding for a growth management study.

So far in the process you should have:

1. Completed your own assessment
    – *Section 1.*

2. Identified possible and municipal partners and approached them
    – *Section 2.*

3. A commitment from a group of municipalities that have agreed to meet.

Now you will:

4. Ask each of these municipalities to work through Section 1 of the Toolkit, if possible, before coming to the meeting.

5. Schedule your first meeting and plan for it.

INSTRUCTIONS

Use the tools in this section to guide your first meetings with the group and future discussions with the group as you prepare an application to the province for a growth management study.

By focusing on agreements, and ways of working together now, you are building trust and understanding and developing best operating practices that will be helpful when bigger discussions and challenges arise.

You are being provided with the following tools:

1. Two meeting agenda outlines.

2. A template and list of key topics to cover in your Terms of Reference to allow your group to move forward.

3. Information to consider and include in your application to the province for funding.

MEETING #1 AND #2: *SHARING AND LEARNING FROM EACH OTHER*

These meetings are for all the municipalities that have had a conversation and agreed to participate in further discussions.

Below is a brief working agenda for what we recommend your group of municipal leaders discuss at the first meetings.

A few points about the meetings:

*   We recommend **2-3 participants per municipality** to keep the numbers manageable. At the beginning of the meetings make it clear that those in attendance are expected to report back to their respective Councils on the discussion and outcome. Be sure to provide comprehensive notes for all participants to use in doing this.

*   These meetings should be described as an opportunity to learn about each other and learn about the potential process you can embark upon in applying for funding.

*   You may wish to **engage professional help to assist with facilitating the meeting(s)**. If you would like to find a facilitator, we would encourage you to contact the Federation of PEI Municipalities and/or someone from the Municipal Affairs Division of the provincial government.

SECTION 3

WHY A FACILITATOR?

An external facilitator, not connected to any of the municipalities, can really assist with this process.

Someone who is experienced with building partnerships will help make sure all municipalities are viewed equally (not one telling others what to do) and all are able to participate fully.

When searching for a facilitator consider their background and experience and ask for references. Talk to these people to see if there will be a fit between your needs and what they bring.

MEETING #1 AGENDA

1. **Welcome and Introductions.** Take a few minutes to provide everyone with an opportunity to introduce themselves and tell the other participants which municipality they are representing.

2. **Purpose and Agenda.** Provide everyone in attendance with an overview of the purpose of the meeting and what the agenda will include.

3. **Presentation from host Municipality.**

   Have a representative from the host municipality take a few minutes and present the findings from their *Reasons for Change Template*. Use this as an opportunity to highlight why you decided to move forward, your strengths and challenges and ultimately what you think are the positives of considering change.

   Discussion: Open the floor for discussion among the other municipalities, asking questions like:

   - **Has anyone else gone through this process? What did you learn?**

   - **Is your municipality experiencing any of these issues?**

   - **Do you have any other issues we didn't highlight?**

   This is where a facilitator or another attendee could capture the information on a flip chart or white board so everyone can see what was mentioned. This information becomes an initial list of the reasons why municipalities might want to change. (Make sure this information is captured in notes of the meeting, too.)

SECTION 3

4. **Questions and Concerns.** At this point it is recommended that you invite people to raise any questions about change and the process. Keep this very open and do not try to answer any of the questions but rather capture them all visually so people can see them.

   The purpose of this activity is to let people share burning issues and identify particular items that will need to be addressed going forward – but not to solve them now. Again capturing these on a board or flip chart will help everyone see them.

5. **Information Sharing.** At this point it would be helpful for a couple of leaders *(or the facilitator)* to present some information about the current Municipal Government Act and the funding available from the provincial government for growth management studies. This will ensure all participants have the same information and understanding of what options are available to them.

   One recommended way to do this is to invite someone responsible for municipalities from the Municipal Affairs Division of the provincial government to present. An example of what this could include is demonstrated in this recorded presentation https://www.youtube.com/watch?v=sMsSgfny5k4

6. **Question and Answer Session.** After the presentation allow time for questions and encourage all participants to ask what they wish to know. Make notes of anything that you might need to find out after the meeting and send to participants.

7. **Next Steps.** It is important at the end of the session to be very clear on next steps and, in particular, what decisions each municipality is being asked to consider.

Here is a recommended list of items for everyone to understand and agree to.

"Moving forward, we agree to:

a. **Report back** to our Council. The lead municipality for the meetings should commit to providing a summary of the discussion including what was captured on the flip charts and a copy of any presentation given.

b. **Identify any information** we are still missing and will communicate that to the meeting leaders who will direct us to where we might find the information or try and help find it.

c. **Conduct our own municipal assessment.** If we haven't already done so, we will take the time to conduct our own municipal assessment from Section 1 of the Toolkit. At the next meeting, we can have a broader discussion with everyone on our findings.

d. Discuss assessment and decision and **come prepared to express our Council's level of interest in and support for continuing** to be a part of the group.

   i. For example: At our next meeting, we will discuss how we will work together – creating a document called Terms of Reference – and get into more details about what a proposal to the province might look like and include.

e. **Identify a timeline.** Set the next meeting date or range of dates."

During the time between the meetings, the group leaders may wish to stay in touch with the various participants to hear how things are going. Address any questions they have, if you can. Overall, continue to build relationships.

SECTION 3

MEETING #2 AGENDA

1. **Welcome and Introductions.** Take a few minutes and provide everyone with an opportunity to introduce themselves and the municipality they are from. *(Don't assume that everyone caught it all at the first meeting.)*

2. **Purpose and Agenda.** Provide everyone in attendance with an overview of the purpose of the meeting and what the agenda will include.

3. **Group presentations of Toolkit Section Findings.** Have a representative from each municipality take a few minutes to present their findings from their Reasons for Change Template. This was the 'homework' each municipality was asked to go through.

   This is where a facilitator or another attendee could capture the information on a flip chart or white board so everyone can see what was mentioned. Open discussion on the common reasons for looking at change and other thoughts.

   An alternate way to do this would be to ask each municipality to write on a piece of flip chart paper the main reasons they are looking at change. Have each group present their own reasons and then hang them all up together on a wall.

4. **Review of findings.** Take a moment to identify the similarities across municipalities as well as the areas where one municipality might be strong but another is in need. These are the collaboration points and opportunities for being 'better together'.

   Specifically review what is important to each municipality, again identify similarities – do you have shared values and focus on what you want for your municipality? It doesn't all have to be the same but similarities help everyone see where they are alike, rather than just focusing on how they want to remain separate and different.

5. **Information Question & Answer Session.** We encourage you to invite someone responsible for municipalities from the Municipal Affairs Division of the provincial government:

   - To present any new information about the Municipal Government Act or growth management study, and/or

   - To be available to answer questions that may have arisen during the municipalities' assessment processes and/or

   - To be available to answer questions brought from the Councils when participants reported back.

   This is important as it will help make sure correct information is available and less 'guessing' or sharing 'what I heard' information without verification.

SECTION 3

6. **Decision Making**. At this stage, you will want to ask municipalities in the group if they have made a decision. Ask whether they would like to move forward, with the group, to create terms of reference and apply for funding for a growth management study.

    We would recommend that each municipality be asked to choose one of three options:

    1. **yes**, they would like to move forward and already have their Council's direction,

    2. **no**, their Council would not like to move forward, or

    3. **they are unsure**, they need to go back and discuss it again with their Council and let the group know.

    For those that say they don't know, we would recommend setting a timeline to when you'd like to confirm participation so the remainder of the group can proceed. Let them know you're there to help if they need more information. If there continues to be a lot of uncertainty, an additional meeting might be necessary.

    For those that say they do not want to proceed, we would recommend thanking them and letting them know they can contact you if they want to know what is happening and/or re-engage in the process later.

    You will, as a lead municipality, determine if there is enough support to proceed once all the municipalities have responded.

7. **Next Steps**. At the end of the session, have everyone agree to the following next steps.

    "We agree:

    a. **To report back** to our Council and if needed, confirm our answer *by an agreed upon date.*

    b. **To identify any information** still missing – communicate that to the group leads who will direct us to where we might find the information or try and get it brought to the next meeting.

    c. **Those who decide to continue with the group will identify a timeline** for a next meeting – which follows the deadline for any pending Council decisions

    > **NOTE:** This process will take time, possibly 3-4 meetings to get to consensus on who is interested in moving forward. Remember to bring everyone along 'with you'. You will know you're ready to move to the next phase when a core group whose Councils have agreed to move forward and discuss terms of reference.

SECTION 3

LATE ADDITIONS

After the first meetings you may have new municipalities, or municipalities who initially declined your meeting request, express interest and ask to be a part of the meetings and discussions.

It is recommended that they be welcomed to the group. If possible, ask to meet with the individuals that will be attending meetings prior to the next group meeting. At this point, you need to update them on everything that has been covered and encourage them to do their own assessment if they have not already done so. While this may not be a requirement for participation it could be very helpful as a new municipality is brought into the process.

UNINCORPORATED AREAS

Questions will arise about the unincorporated areas. It is recommended that the work continue between incorporated municipalities only at this step. During the growth management study, unincorporated areas will be considered and consulted.

MEETING #3

This meeting is for all the participants that have determined they are interested in moving forward to apply for a growth management study. The purpose of the meeting will be twofold:

1. To discuss Terms of Reference for working together, and

2. To learn more about the application process and decide how to move that process forward.

A few points about this meeting:

- **Facilitator.** Having a facilitator may be useful to guide discussion, clearly push the group to decisions and make sure all are in agreement. If you don't have a facilitator it will be important to have a chair that will serve in this role.

- **Note taking.** Be sure to assign someone to the role of taking clear notes - particularly notes on the decisions made.

- **Decision making.** Since this meeting is about deciding on Terms of Reference elements it will be important to have a clear decision making process.

- **Provincial staff participation.** Since one of the main agenda items will be discussing the growth management study and how to apply for funding, it would be beneficial to invite someone from the Municipal Affairs Division of the provincial government to attend and speak about the particulars of the application process and what is needed.

- **Assign tasks and timelines.** During the meeting be sure to assign tasks to individuals along with timelines. The most effective way of operating at this stage will likely be to divide tasks so that no one is overwhelmed with the work. *(It might be beneficial to hire a facilitator to assist with compiling the information and help you to stay on track.)*

SECTION 3

• **Consider small group work.** Another effective way to work will be to take the tasks that have been assigned and create a small working group to prepare information and documents between meetings to share with the larger group.

MEETING AGENDA

1. **Welcome, Purpose, and Agenda**
   Welcome everyone and outline the agenda and purpose of the meeting. Identify how it will work, who will chair the meeting, note takers, task assignments, etc.

2. **Terms of Reference**
   The purpose of this agenda item is to walk through the various elements recommended for inclusion within a Terms of Reference for the group. Use the template provided to discuss each element and come to a decision on what to include in your Terms of Reference.

   Next Steps / Actions:

   • Once you have discussed and confirmed each element, assign someone to prepare a written draft version for circulation after the meeting.

   • Participants are asked to provide comments/edits on the draft document and then a final version will be circulated.

   • This final version must be shared with each representative's Council and receive formal approval from each Council.

3. **Growth Management Study**
   The purpose of this agenda item will be to review in detail the requirements for applying for a Growth Management Study and to make decisions on key aspects and assign tasks for completing the proposal/application.

The most effective way to do this will be to invite someone from the Municipal Affairs Division of the provincial government to participate in the discussion, review the application form and process and together identify the information and work required to complete the application.

4. **Next Steps**
   At the conclusion of the meeting, restate all the agreed upon next steps, who is responsible, and determine a time and place for the next meeting.

   At the next meeting, you will review what is completed, consider the feedback from Councils and continue until the Terms of Reference are approved and an application has been made to the provincial government for a study.

   Each municipality will need to submit a motion to their Council for approval. Based on their schedules, this may take time, so consider this when setting a date to meet again.

SECTION 3

WHY CREATE A TERMS OF REFERENCE?

To make sure that everyone has a common agreement about working together, a Terms of Reference can help to guide discussions and confirm decisions.

A Terms of Reference:

- Provides a structure to allow for discussion of sensitive or difficult issues

- Helps people be more open and honest with each other

- Prevents and reduces misunderstandings and conflicts

- Helps people decide if they want to be partners in the group or not

- Creates a clear understanding of intentions and common understanding of agreements

- Creates a guide for working together

OUR DEFINITION OF A *TERMS OF REFERENCE* FOR MUNICIPALITIES WORKING TOGETHER

A "Terms of Reference":

- Is a guide for fairly dealing with each other, expressing expectations, and dealing with potential problems

- Is written by those who want to work together and collaborate

- Is meant to be reviewed and revised as the partnership grows

- Is not a binding agreement but helps to instill and build a collaborative, partnering spirit.

What to include in a Terms of Reference:

- A list of participating municipalities

- The goal of working together - example: To identify a group of municipalities who are interested in participating in a regional growth management study

- Intentions, desires, and agreements - **examples**:

  - We want to work to develop agreements among our partner municipalities.

  - We will talk about and decide what information we agree to share with our municipal councils at the end of each meeting.

- If one partner thinks something is really important, it should be included - **example**: one municipality may feel it is important to state that "no final decisions will be made by this group" while others think it is understood without stating. Agree to put the item in your Terms of Reference.

- Items that you already agree on - **examples**: each municipality will take a turn hosting meetings; we will split the costs of having a facilitator for our meetings; we will approach government for funding support for this planning stage.

Each item should be discussed long enough to allow all partners to share their understanding of the item. We may think we have a common understanding of what something means but this is often NOT the case. Discussing it brings differences in understanding to the surface for discussion.

SECTION 3

SAMPLE TERMS OF REFERENCE
[XX GROUP] – TERMS OF REFERENCE

1. GOAL OF THE GROUP

The primary goal of the *[XX Group]* is to investigate and discuss the needs of our municipalities with a view to commissioning a joint regional growth management study.
Areas for discussion may include:

- Current challenges facing our municipalities – such as: economic growth, land use planning, declining number of families, aging population, and resources needed to administer our roles

- Opportunities associated with working together – such as: shared services, stronger voice, improved planning and management, community growth, etc.

- Complying with the new requirements under the Municipal Government Act – such as:
  a full election process, new bylaw requirements, and minimum office hours.

- Areas of potential cooperation to be examined including: extension of existing services, cost-sharing of services, involvement of unincorporated areas and the potential of municipal amalgamation.

- Preparing an application for funding for a regional growth management study.

These Terms of Reference do not constitute a binding agreement but we commit to work together as we explore options.

2. MEMBERSHIP

Eligible Municipalities: Municipalities in the [XX] area who are interested in discussing and investigating options.

Composition of [XX] Group: the [XX] Group will include:

- Up to 2 members of council from each municipality. Each municipality decides who their representatives will be but are asked to send a consistent representative, where possible

- The chief administrative officers of the participating municipalities (non-voting)

- Representative of the Municipal Affairs Division of the provincial government (non-voting)

Meeting Chair – a chair will be identified by the group. The Chair will take the lead in calling meetings, setting the agenda and facilitating the discussion of agenda items.

Spokesperson – because media may contact representatives of this group to ask for comment, we have identified our Chair as the spokesperson. A spokesperson takes on the responsibility of speaking on behalf of the group, providing the main messages and information.

Meeting host – each municipality will take a turn in hosting meetings by providing space.

SECTION 3

Sub-committees – where needed, the group may set up a sub-committee to work on items between meetings.

Note taker – this person is responsible for taking notes during our meetings, identifying those in attendance, key decisions made, agreements and joint statements.

3. ACCOUNTABILITY AND REPORTING RESPONSIBILITIES

When a municipality sends a representative, they agree that the representative:

- Will attend scheduled meetings

- Will inform the Chair if they are unable to attend a meeting

- Are responsible for reporting to their own municipal councils

- Will only report on the agreed upon statements from the meeting and their own conversation

- Cannot commit to signing on to the request for a regional growth management study without the approval of their own council

- Will respect confidentiality.

A Council may choose to leave the process at any time but this will not prevent the other members from moving forward with the process.

4. FREQUENCY OF MEETINGS

It is anticipated that this process, leading up to the application for funding, will take approximately 8-12 months, depending on the time it takes the Group to come to agreements. It is expected that meetings will be held monthly to keep the progress on track. Additional meetings may be called as needed.

RESOURCES

Municipal Growth Management Study Funding:
A Municipal Growth Management Study can help municipalities and communities study the social, cultural and economic resources in an area to increase capacity, improve service delivery and promote economic opportunities. This study can help an area determine the appropriate size and scope for restructuring initiatives. A Municipal Growth Management Study can consider a range of service and taxation options and provide a thorough description of different taxation scenarios.

Funding for Municipal Growth Management Studies is being offered to support ongoing municipal efforts to address and build municipal capacity. Approved applications are eligible for funds to contract professional services to complete a Growth Management Study.

For a copy of the Application and Application Guide, go to: *https://www.princeedwardisland.ca/en/topic/ municipalities* or for more information, call Municipal Affairs at: **(902) 620-3558.**

APPENDICES

WHY CREATE CHANGE
HIRING A FACILITATOR/CONSULTANT
RESOURCES

APPENDIX A: WHY CREATE CHANGE

To supplement the communication information provided throughout this toolkit, the following provides some general information that you may find beneficial during your discussions and for communicating with residents and other municipal leaders.

WHY CHANGE?

This is the fundamental question. Research, studies and best practices do point to a number of reasons for changing the PEI municipal structure. The following outlines some of what we know about the current municipal structure in PEI and how strong municipal government can build and support small local communities.

Current Situation in PEI – the facts

- There are 73 municipalities in Prince Edward Island - two cities, ten towns, and 61 communities.

- The combined area of all municipalities only covers 30% of the province.

- The remaining 70% of our Island has no local or regional municipal government.

- One-third of the population lives in unincorporated areas.

- In other provinces, unincorporated areas tend to be vast uninhabited areas, which is usually Crown land, or large areas that are so sparsely populated that it wouldn't be practical to establish a municipal government.

The Federation of Prince Edward Island Municipalities and its members have been calling upon the provincial government to implement province-wide municipal incorporation.

- Sixty municipalities in PEI have fewer than 1000 residents and one in three municipalities are smaller than five square kilometres in size.

According to Land and Local Governance Commissioner Ralph Thompson, "a sufficient population and tax base are key requirements for municipal governments to be viable."

Only four municipalities meet the population and assessment thresholds referenced in his 2000 report.

APPENDIX A: WHY CREATE CHANGE

THE POWER OF MUNICIPALITIES

From experiences in PEI and across the country we know that strong and sustainable municipalities are able to provide more local services, strategic thinking, community belonging and a proactive and sustainable future.   Here are just a few examples of how municipalities build communities.

Local Services: More than we think! A strong local municipal government is able to provide local services that are targeted at the residents in that municipality, rather than from a province-wide perspective.

Municipalities build the public places where we relax, can be active and have events with our neighbours. This includes parks, playgrounds, boardwalks, trails and sports facilities.

Municipalities can also provide the right local infrastructure to keep communities connected and economically viable. This includes transportation networks and services such as streets, sidewalks, public transit and trails.

Municipalities also work to keep people safe. With local services that protect people and property including fire and police, land use planning, building standards, safe drinking water and street lighting. This also includes emergency planning and response for events such as floods, hurricanes, severe winter storms, etc.

STRATEGIC THINKING: *BUILDING FOR THE FUTURE!*

The future of the entire Island is dependent upon strategic planning that will build our urban and rural areas, protect the environment and create economic growth.

Municipalities are a vital part of this future through effective land use planning. Through thoughtful planning with local residents, municipalities can create a long-term vision for the area that preserves the things most important to the area while also protecting ground and surface water, agricultural land and fragile areas.

Municipalities are also a key factor in economic development and therefore growth. By providing modern infrastructure and services, promoting tourism, attracting events and providing a plan for the future municipalities can keep communities, particularly in the rural areas stronger and more vibrant for the future.

SENSE OF COMMUNITY: *PLACES TO LIVE AND WORK!*

Local municipal governments build a sense of community through beautification and creating communities we're proud to call home. Building an attractive municipality adds values to homes, helps attract business investment and builds pride.

This sense of community is also created through events and activities for all ages; from sports programs to festivals. Community is also built through recognizing culture and heritage, by investing in libraries, public art, historical activities and heritage. Municipalities maintain this history of all the communities within the municipality.

APPENDIX B: HIRING A FACILITATOR/CONSULTANT

If you proceed with a growth management study you will need a consultant. Some groups might also decide to hire a facilitator/consultant during the process leading up to that decision.

Do you need a facilitator/consultant? Is your group struggling to keep things moving? Do you have the skill sets or expertise needed within your group of people? Do those with the skill sets or expertise have the time to give? Do the resources exist within your organization or group to accomplish your goals during your time frame? These things do not always come together when you need them to and that is when a facilitator/consultant may be a good option.

[In this document, "consultant" is used to indicate a facilitator as well as another form of consultant.]

So why exactly might you need a consultant? Some of the most common reasons are:

- **To solve a problem you haven't been able to solve on your own.** Perhaps you're unable to figure out what the cost implications of a change are going to have on your municipality. What do you do about addressing real or perceived concern from your municipality? These kinds of problems – as well as others requiring specialized skills or the time to address the issues – may be a reason to look for a consultant.

- **To facilitate a process.** Dealing with change effectively, strategic planning, and facilitating difficult conversations are all instances where a process might be enhanced by an external facilitator.

- **To bring a fresh, unbiased perspective.** A consultant has no organizational "baggage" – no personal stake in methods, procedures, structure, etc. and may be able to pinpoint difficulties and suggest new and more effective ways of handling them.

A consultant may also be useful when:

- The group lacks specific expertise and/or experience.

- Previous efforts made by the group were not effective.

- There is disagreement among the members of the group about an issue and the group is struggling to reach consensus.

- Individual needs are influencing decision-making and an external entity is needed to bring an objective perspective to the group.

- There is resistance among members of the group to the process and a consultant is needed to provide alternatives.

- The group lacks the time to complete the work.

- The discussion or planning requires the full participation of each member in the group.

- The group needs to explore ideas to create new options.

- The group can't agree on or don't know where to start or how to rescue a derailed effort.

- The project seems to have lost energy, momentum, or enthusiasm.

APPENDIX B: HIRING A FACILITATOR/CONSULTANT

Consider how you would like to use a consultant. A consultant's involvement in your investigation and planning may be for a specific task and be very time-limited. You may also want to consider having a consultant come in and out of your work as you move forward with your planning or have a consultant regularly facilitate meetings for you. Keep these options in mind when deciding on who to hire.

Decide what you need help with and then outline the skills and experience necessary to complete that task. When you later review proposals and/or interview people, you should also think about the personal traits and working style that would mesh well with your group.

Describe what you want the consultant to tackle. You don't need to tell them "how" to do it but what you wish to accomplish - what are your goals.

Some consulting jobs are clear-cut: the consultant is hired to do something specific – set up a web site, plan and run an event, facilitate a planning session – and she's finished when it's done.

Other tasks are less clear cut: you need someone to assess people's readiness to change and help them move through the process - so your goal is to have a group of partners working together on your plan; you want the community to be properly informed about what is going on but need to decide on when to talk to different stakeholders and what to say -- so your goal is to keep all stakeholders adequately informed.

In either case, the more clearly you can explain what your goal is, the more likely you are to get results. Where the task is quite specific, lay out exactly what you want, and the time frame within which it should be completed. Example: *The consultant will work with the Website Committee to develop goals for a new website, and will then, in collaboration with the committee, design, create, and debug the website. The planning will start when the consultant is hired, and the website is expected to be launched by October 31st.*

Where the task is not clear and specific, outline what a successful outcome will look like instead of trying to develop all the tasks in a work plan. Example: *If you want to improve communication within the group, for instance, what exactly would "success" look like: Participants all receiving information at the same time. Meeting goals being achieved as everyone has enough information to make decisions. Everyone in the group is responding to public questions with the same information.*

What skills and experience must the consultant have to accomplish your goals?
Things to consider include:

- Should she have a specific educational background? Financial training might be required when you are having someone work on budgets and financial matters.

- Does he need specific training? A community planning background would be needed if investigating a new municipal structure.

- Does she need certain experience and/or interpersonal skills? If you need to consult with your community, you will need someone with skills in community engagement and facilitation.

- And although you need to work within your time frame, do you need him to be flexible in changing timelines as progress is made? You need someone who can evaluate progress and modify plans as the results come in.

APPENDIX B: HIRING A FACILITATOR/CONSULTANT

Decide how much you can afford. Unless you have people who have the ability and experience in comparing competitive proposals and proposed budget items in detail, you may waste a lot of time by not giving some indication of your budget. Most consultants will be better able to describe what can realistically be done within the limitations of a budget. You can always set aside some of what you can afford to pay to cover additional work later if the consultant's work is not getting you where you need to go.

Write the Request for Proposals (RFP). Sample RFPs can be found by talking to the Federation of PEI Municipalities or by reaching out to other municipalities for examples.

The basics of an RFP include:

- A brief statement about who you are and what has led you to needing a consultant

- A description of your goals and the scope of work that you want done

- A list of any deliverables that you will need - Examples: *a communications plan; a series of public meetings; background reports for group planning*

- The list of skills and experience required *(or desired)*

- The timeline to accomplish goals *(anticipated start date and end date)* and any restricting deadlines - *(Example: a presentation needing to be made at an annual meeting)*

- Your budget limit *(with or without HST?)* - consider asking for a budget breakdown by key items *(or goals)* which may help with making decisions later

- The deadline for accepting proposals *(date and time)*

- An outline of what you want to see in the proposal requirements *(this will make it easier to compare proposals later)*:

  ○ Brief description of consultant's understanding of your needs
  ○ Brief description of the consultant's relevant skills, experience, and background
  ○ Work plan and timeline
  ○ Draft budget broken down by your goals, the work plan and/or deliverables *(do you want it with or without HST?)*
  ○ Consultant's contact information

- Where proposals are to be submitted *(contact person, mailing address and/or location)*

- In what form proposals will be accepted - printed copies delivered to an office? Will electronic submissions be acceptable? *(In what format? PDF?) Is there a size limitation? (Maximum of 5 pages)*

- It is helpful to let consultants know how/when you expect to make your decision *(Example: All proposals will be evaluated by a committee by [date] and only successful candidates will be contacted for an interview. Interviews are expected to take place during the week of [dates].)*

- Who can be contacted to clarify questions and how questions will be addressed. *(Will you accept phone calls? Emails? Will answers to questions be shared with everyone who shows an interest in sending a proposal? What is the deadline for handling questions? - usually best to end questions a few days before the deadline.)*

- You may also want to attach any important documents that the consultant should see before writing the proposal *(map of municipalities involved, any document that needs to be considered for the plan to work)*

APPENDIX B

Screening proposals, interviewing candidates, and making your choice. A small team should work together to screen proposals against the RFP, read and rate the proposals, and compare notes when making a choice. If you do interviews, make sure that you are treating each candidate equally *(asking the same questions).*

In most cases, the group will need to approve the recommended choice of candidate, so a fair and defensible process should be used in the screening and interviewing.

In the end, it should not just be about the least expensive proposal but what will meet your group's needs.

APPENDIX C

RESOURCES – *WHERE TO FIND ANSWERS FOR YOUR QUESTIONS:*

MORE INFORMATION FOR THIS QUESTION:	SOURCES OF INFORMATION AND CONTACTS:
Do we need to change? What are the current challenges?	Video: brief introduction into the municipal governance system in PEI and the presentation touches on some of the issues and challenge as well as the importance of strengthening local capacity The video was first presented to the Federation of Agriculture in January 2015. The video is only 23 minutes long: https://www.youtube.com/watch?v=sMsSgfny5k4 Frequently Asked Questions About Municipal Restructuring: http://www.gov.pe.ca/photos/original/cle_faqrestruct.pdf What would a stronger municipality mean for our community? Municipalities Build Communities: http://www.buildpeicommunities.ca/
What are the changes to the municipal legislation? • What impact will the changes have on our municipality?	There is a new Municipal Government Act and regulations are being developed. This new Act increases expectations regarding good governance, financial accountability, administration and service delivery while providing municipalities with greater authority, flexibility and discretion. See: https://www.princeedwardisland.ca/en/legislation/municipalities-act *Fact Sheet – Renewing the Municipal Framework:* https://www.princeedwardisland.ca/sites/default/files/publications/mga_fact_sheet.pdf
Are we sustainable given current and future demands?	**Municipal Viability Self-Assessment Toolkit – Step 1 – Creating a Sustainability Snapshot** Federation of PEI Municipalities – Resources – Cooperation and Restructuring http://www.fpeim.ca/userfiles/file/Viability_Toolkit-Complete-FOR-WEB%20ALL%20LOGOS.pdf

MORE INFORMATION FOR THIS QUESTION:	SOURCES OF INFORMATION AND CONTACTS:
How do we find out what our residents want/need for their future? How do we find out what our residents are thinking?	Questions Our Community Members May Have - **Frequently Asked Questions About Municipal Restructuring** – 2016 document: http://www.gov.pe.ca/photos/original/cle_faqrestruct.pdf **Community Engagement – find out what others think** • *Focus groups* – small (8-10) person groups gathered together to discuss a few key items to get more depth of information. These sessions don't represent your entire population but may give you insight into issues. Can also be used to explore a topic to create better choice options for use in a survey. • *Coffee table sessions* – a small number of friends/neighbours gather at a home to discuss a few key issues in depth. An outside person can attend to pose the questions and gather the responses. This is also a good way to get detailed information to key people in your community. It creates the opportunity for clearing up myths and misinformation as well as identifying and recruiting champions or leaders. • *Surveys* – surveys can reach a lot of people but the wording of questions and the design of the survey must be carefully done to achieve the goals you have in gathering information. A combination of online survey and paper/telephone survey options may be needed if you want to hear from the majority of your residents. Surveys are good for gathering a lot of information and some opinions but does not provide for much depth of information. • *Facilitated community meetings/town hall meetings* – these types of community engagement events need to be carefully organized and facilitated to allow for good community input without becoming a polarized event where true discussion gets shut down. Keep in mind that many community members will not attend public meetings.
Can we get some help with information gathering?	**Contact: Municipal Affairs at: (902) 620-3558** for support and funding information. *If your municipality has the funds to hire a facilitator or someone to gather needed information, see Hiring a Facilitator-Consultant.*

MORE INFORMATION FOR THIS QUESTION:	SOURCES OF INFORMATION AND CONTACTS:
How many people live in our municipality? What is the real property assessment for our municipality? • Meeting minimum population (*4000 people*) and total assessments of real properties - tax base - (*$200 million*) requirements for new municipalities	For a customized map showing municipality boundaries and populations, contact: **Samantha Murphy** Communities, Land and Environment Municipal Affairs and Provincial Planning Tel: (902) 368-5892 sjmurphy@gov.pe.ca For information on populations and total assessment of real property in municipalities: https://www.princeedwardisland.ca/sites/default/files/publications/cle-stats12-13.pdf To identify populations and total assessments of real properties for a particular area *(including unincorporated are as)* you can access the most up to date map and information by contacting: **Municipal Affairs, 902-368-3558**
How do we go about creating an official plan and bylaws?	Handbook for Municipal Planning Processes: Adopting a new plan and bylaw (2011) https://www.princeedwardisland.ca/sites/default/files/publications/municipal_planning_processes-_adopting_a_new_plan_and_bylaw.pdf
What should be included in a municipal emergency plan?	*Municipal Emergency Management Guide* Federation of PEI Municipalities – Resources – Additional Resources http://www.gov.pe.ca/photos/original/EMO_MUN_EMG.pdf
Can we get funding support for a Municipal Growth Management Study?	Funding for Municipal Growth Management Studies is being offered to support ongoing municipal efforts to address and build municipal capacity. Approved applications are eligible for funds to contract professional services to complete a Growth Management Study. For a copy of the Application and Application Guide, go to: https://www.princeedwardisland.ca/en/information/communities-land-and-environment/viable-municipalities-pei or for more information, call Municipal Affairs at: **(902) 620-3558**