

**Intermunicipal Agreements:
Case Studies in Durham and York Regions**

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ABSTRACT

The objective of this study was to examine the extent and nature of intermunicipal partnerships in York and Durham Regions. Due to poor documentation of the public partnerships in Canada, we know very little about how these partnerships work. I have come up with an inventory of all the public partnerships in Durham and York Regions and have highlighted five case studies to act as a model for innovation by other public organizations, and to help us understand how these arrangements work.

If municipalities form public partnerships in certain service areas then cost savings can be achieved while still maintaining individual municipal control and accountability. Partnerships, by producing cost savings, could provide municipalities with a solution to the threat of amalgamation.

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TABLE OF CONTENTS

	PAGE
ABSTRACT	1
ACKNOWLEDGMENTS	2
INTRODUCTION	5-6
OBJECTIVE	7-8
LITERATURE REVIEW AND TOPIC OVERVIEW	9-17
METHODOLOGY	18
SURVEY RESULTS:	19-22
Table 1.0 Groups of Service Partnerships	23-24
Table 2.0 Durham Region Service Area Partnerships	25
Table 2.1 York Region Service Area Partnerships	26
Table 3.0 Total # of Partnerships in Durham Region	27
Table 3.1 Total # of Partnerships in York Region	27
 CASE STUDIES:	
ANIMAL CONTROL	28
FIRE SERVICES	29-32
TRANSIT	33-35
GTA ECONOMIC DEVELOPMENT PARTNERSHIP	36-37
BOUNDARY ROAD AGREEMENTS	38
CASE STUDY DISCUSSION	39-40

	PAGE
RECOMMENDATIONS	41-42
CONCLUSIONS	43-45
APPENDICES:	
APPENDIX A: Partnership Questionnaire	46-48
APPENDIX B: Map of Durham Region	49
APPENDIX C: Map of York Region	50
APPENDIX D: GTA Economic Development Partnership Net Worth Statement	51
REFERENCES	52-53
BIBLIOGRAPHY	54-55

INTERMUNICIPAL AGREEMENTS: CASE STUDIES IN DURHAM AND YORK REGIONS

INTRODUCTION

Most regions and municipalities in southern Ontario are in the process of restructuring or are in the middle of a debate regarding the current municipal structures. Municipalities in Ontario are currently facing decreasing revenue sources and increasing service delivery responsibilities. As a result, many municipalities are turning to alternative means of delivering local services involving the private, non-profit sectors, and other local governments. Partnerships “offer a means by which governments can serve the public well by doing better with less”.¹ Governments are being forced to critically evaluate what services they offer and how they deliver these services; “fiscal pressures are prompting all levels of government to re-examine historical approaches to public finance and service delivery”.²

The challenge of competing in a global environment has encouraged an increase in the use of partnerships.³ The types of partners with whom governments can engage are practically unlimited. Partnerships with governments include agreements with “other governments, private sector organizations, voluntary organizations, pressure groups, the

¹ Kenneth Kernaghan, “Partnership and Public Administration: Conceptual and Practical Considerations,” Canadian Public Administration 1983, p. 60.

² Canadian Council for Public-Private Partnerships, Ontario Pre-Budget Consultation Forum: Infrastructure Investment, (Toronto: Canadian Council for Public-Private Partnerships, February 8, 1994), p.2

³ Kernaghan, p.58.

news media, and client and citizen groups.”⁴ According to Kenneth Kernaghan, a partnership is a formal agreement involving the “sharing of power, work, support and/or information with others for the achievement of joint goals and/or mutual benefits”.⁵

⁴ _____, “IPAC Award for Innovative Management”, Management Fall 1992, p.17.

⁵ Kernaghan, p.61.

OBJECTIVE

The major problem right now with the concept of partnerships is that it appears to be a relatively new phenomenon and unfortunately there is very little in terms of academic literature or documented case studies. For this reason it is very difficult to make recommendations with regards to the implementation of partnerships in various service areas.

The objective of this study was to determine the extent and nature of intermunicipal agreements among area municipalities in Durham and York Regions. Potentially the greatest benefit of the partnerships arrangements now in place is the model they provide for innovation by other public organizations.

Durham and York Regions were chosen as areas to study because both are rapidly growing areas in the Greater Toronto Area and both are in the middle of a debate regarding municipal structures. Perhaps findings regarding partnerships would provide potential solutions to the problems in these areas. Maybe municipalities in these regions would consider partnering services as opposed to full amalgamation. Primary research was conducted in Durham and York Regions to determine what intermunicipal partnerships exist, how they work, and how long they have been in place in these areas. For my purposes, a partnership exists when an intermunicipal institution is formed and/or when a municipality sells, barter or exchanges a service to another municipality. Furthermore, throughout this report the terms partnership, intermunicipal agreement and

joint venture are used synonymously to mean an arrangement to share the delivery of services between two or more government bodies.

LITERATURE REVIEW

The six mayors of Metropolitan Toronto responded to the Harris government Mega City reforms by issuing a discussion paper: Change For The Better: A Vision for the Future of our Communities, a Framework for Restructuring Local Government. In their discussion paper, the mayors address the issue of partnerships as a means of controlling operating costs of individual municipalities. The partnerships proposed in the paper included private sector, not-for-profit organizations, and partnerships between municipalities “where one city can provide a service to all cities on a contracted basis”.⁶ Unfortunately, the proposal does not provide any details regarding the goal of increasing partnerships except a general feeling that partnerships would help to improve service delivery by being innovative and cost effective.

Currently, most of the partnerships that have been studied involve partnerships between the public sector and the private sector. “Partnership between the various elements of the private sector and the different levels of the public sector is becoming more common, and so it should be, given the need for broadly-based input to problem solving and the limited resources and capacities of the public sector.”⁷ Delegated management is a means of private partnership between companies and public authorities for the management of public services. The local government contracts a private company to devise, implement, possibly fund and then manage a public service activity.⁸ The

⁶ Change For the Better: A vision for the future of our communities, a framework for restructuring local government, Toronto, p.21.

⁷ Kernaghan, p.59.

⁸ Denis Levy, “Public-Private Partnership in Urban Services Management The French Know How”, Municipal World February 1998: p. 20.

contracts are for a specific period of time and are subject to public control. The type of partnership to form may depend on whether a municipality wishes to improve “operating efficiencies, encourage competition, seek out private capital investment, discontinue an existing municipal service or add a new one, or get access to private sector innovation”.⁹

Two questions regarding interorganizational relationships are posed in Local Government in the United States: “First, are these arrangements simply happenstance and, thus, chaotic? ... Second, are interorganizational arrangements the result of individuals and collectivities interacting in a purposive manner in particular settings to solve identifiable problems?”¹⁰ It appears from the literature that partnerships are an attempt to solve problems within a particular service area or region. Presently in Ontario it seems evident that municipalities are engaging in partnership arrangements or are studying the possibility of such arrangements in order to deal with the threat of forced amalgamation and downloading by the provincial government.

Organizations that work cooperatively to provide a particular good or service to local areas can be regarded as firms in a public service industry. “An industry is a system in which multiple firms coordinate their activities with one another to supply similar types of goods or services.”¹¹ The major difference between private sector and public sector industry structures is that the consumers of public services are collectively arranged. The literature outlines various types of producers including the dominant producer. The dominant producer in a particular area is the one who regularly serves the most residents.

⁹ Judy Wilson, “Preliminary Decisions Municipalities Should Make in Public-Private Partnerships”, Municipal World September 1996: p.20.

¹⁰ Vincent Ostrom, et. al. Local Government in the United States. San Francisco: Institute for Contemporary Studies, 1988, p.114.

¹¹ Ibid., p. 128.

Presently, for most municipalities in Ontario, the dominant producer of a service is actually the only producer of that service. For example, if animal control is partnered between two municipalities then they become the dominant producer but also the only producer of animal control services within their two areas.

In many partnership arrangements, alternation and coordination of service delivery occur. Alternation happens when two or more areas are serviced by more than one producer but the producers distinctly divide responsibilities based on space, or time.¹² An example of alternation in the local government sector is in the case of boundary road agreements in which certain roads are serviced by one municipality and other roads by the neighbouring municipality. However, the literature also points out that duplication of service delivery occurs within municipalities and in particular, within regions.¹³ Hopefully, partnership arrangements can help to reduce this duplication of service delivery within a region.

PRIVATIZATION VERSUS PARTNERSHIPS

An argument for public service provision is that certain services are of such significance that they “should not be provided by the market, even if they could be, because they will be tainted by the association with financial exchange and profit.”¹⁴

¹² Ostrom, p. 132.

¹³ Ostrom, p. 140.

¹⁴ Kieron Walsh, Public Services and Market Mechanisms Competition, Contracting and the New Public Management, New York: St. Martin's Press, 1995, p. 5.

We must consider the fact that not all privatization efforts are equally successful. The “privatization process in some economies has been more rapid, more complete, and less wasteful than under other institutional and ideological conditions.”¹⁵

Reasons for privatization include downsizing, fiscal relief, improved efficiency, depoliticization, and wider ownership. Over the past few years in Canada we have witnessed the rethinking of government’s roles and responsibilities in the economy.

In the broadest sense, governments’ embrace of privatization is an analogous restructuring. It represents a rethinking and restructuring in which government, like a major corporation, refocuses its efforts on its core functions and spins off non-core functions to others who are better equipped to carry out those functions.¹⁶

However, in the case of local government responsibilities, it is not necessarily the private sector who would be best able to deliver the non-core services. Perhaps the best organization to deliver a local government service is an organization experienced in the delivery of such a service. Contracting out for many routine activities would result in a reduced ability to monitor performance. I do not mean to suggest that contracting out is never a good idea. It is an important and valuable instrument of public management, but it is treacherous to generalize about its virtues.

Organizations/people involved in formulating and implementing public policy must make the classic business make or buy decision: deliver the service ourselves or buy it from someone else? This requires a process called functional matching whereby decisions of alternative service delivery are made recognizing that certain functions are most

¹⁵ Terry L. Anderson and Peter J. Hill (ed.), The Privatization Process, Maryland: Rowman and Littlefield Publishers, Inc., 1996, p. xii.

¹⁶ Anderson, p.3.

effectively and efficiently performed by the private sector, some by non profit organizations and other services by government.¹⁷

Often politicians immediately think privatization is the only option for alternative service delivery methods. But many believe that if the private sector is involved at all, they should only be involved in delivering the service. Governments, not the private sector, should set regulations, define the price and control the overall service.

ADVANTAGES OF PARTNERSHIPS

Anticipated cost savings is usually the main reason why alternative service delivery methods are adopted.¹⁸ Partnerships have also been used to improve the efficiency, effectiveness and responsiveness of public organizations.¹⁹ Partnerships are also sometimes used to empower people to make a genuine contribution to decisions traditionally made by government. In a partnership arrangement, citizens benefit from the expertise of the staff. Also, the municipality which is the purchaser of the service, has more time and resources to govern and to devote to other public needs.²⁰

Benefits of partnerships include improved efficiency and effectiveness, and reduced public expenditures. A partnership will usually result in lower costs for materials, employee benefits, insurance and administration and there will be a reduction in red tape.

¹⁷ Steven Cohen, and William Eimicke, Tools for Innovators Creative Strategies for Managing Public Sector Organizations, San Francisco: Jossey-Bass Publishers, 1998, p.103.

¹⁸ Michael Skelly, "Alternative Service Delivery in Canadian Municipalities", Municipal World November 1996: p.7.

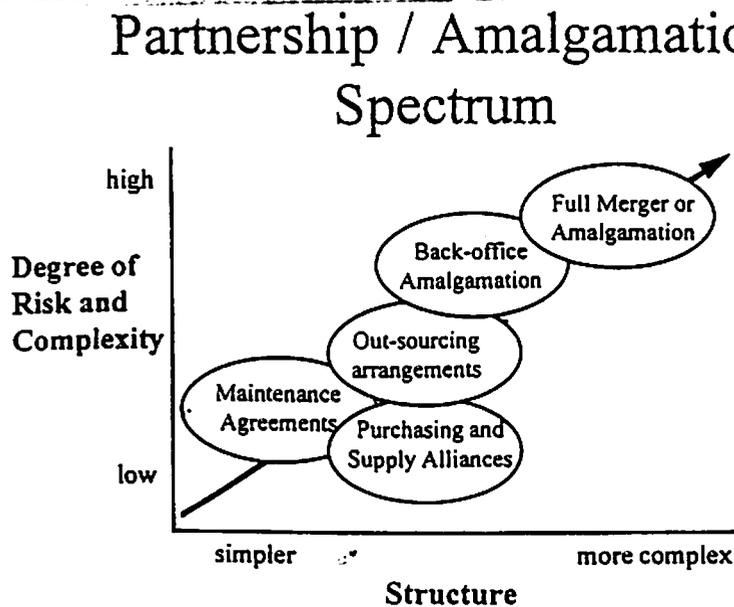
¹⁹ Kernaghan, p.57.

²⁰ New Jersey-American Water Company-Partnership Opportunities: <http://www.njawater.com>

Partnerships can be a method of establishing good relations between the partnering municipalities by reducing tensions between governments. Intermunicipal partnerships can also bring together municipalities which, acting independently might pursue conflicting goals or expend resources by duplicating the efforts of others. A partnership with another government offers increased advantage as economies of scale are utilized and streamlined services result in elimination of duplication.²¹

Why consider partnerships? To provide services to citizens and business owners that are less costly, provide quicker service, and improved quality. With the threat of forced amalgamation by the province, partnerships would allow municipalities to keep their identity, share any risks with other governments, and still achieve cost savings. Furthermore, the degree of risk is low and structure is simpler with partnership agreements than with outsourcing, or full amalgamation.

PARTNERSHIP/AMALGAMATION SPECTRUM DIAGRAM²²



²¹ Hans Muntz, "Restructuring Service Delivery", *Municipal World* May 1997: p.12.

²²Town of Pickering. Partnership Initiatives and Service Coordination, Pickering, 1998, p. 7.

The diagram points out that full amalgamation results in a high degree of risk and complexity. Instead of full amalgamation, municipalities can reduce their risk and complexity by forming maintenance agreements, outsourcing or partnering some services.

DISADVANTAGES OF PARTNERSHIPS

The GTA task force report recommended that governments should attempt to minimize risks in any partnership by:

- ensuring that all government imperatives are included in any agreement,
- obtaining outside professional assistance as required in negotiations,
- avoiding guarantees,
- avoiding getting involved in projects that are not strategic priorities for the municipality, and
- knowing the track record and the interest of the partner.²³

Governments should “examine each project carefully and determine whether responsibility for owning and operating it should be in the private or the public sectors—for reasons other than finance. When public-sector ownership and operation is considered appropriate, use traditional methods of raising capital and managing the service.”²⁴ Unfortunately, most of the disadvantages of partnerships discussed in the literature are specific to public/private partnerships. However, some disadvantages that I have observed include: few documented examples to use as models, unwillingness of some municipalities to partner together, and belief that the private sector is superior in the delivery of all services.

²³ 72 Questions about Issues in the Greater Toronto Area, p. 61.

²⁴ Ibid., p.62.

GENERAL EXAMPLES OF PARTNERSHIP INITIATIVES

In an attempt to encourage governments to be active in partnership initiatives, the Institute of Public Administration of Canada (IPAC) has established awards for innovative management by public organizations in the federal, provincial, and municipal areas of Canadian government. In 1992 the theme for the award was "Partnership Management" and over 103 organizations submitted entries.²⁵ The entries varied in terms of the types of partnerships but mainly the partnerships were public/private arrangements. For example, the City of Ottawa-Department of Recreation and Culture implemented a partnership with The Ottawa Citizen, a daily newspaper, in order to develop a tabloid style advertising supplement on the numerous recreation and cultural activities in Ottawa.

An example of a recent inter-regional partnership is the Peel Region inter-regional wastewater servicing agreement with the Region of York. This agreement could result in cost savings of up to \$82 million for Peel region over the next 30 years. The Regional Chair of Peel Emil Kolb said: "The wastewater inter-servicing agreement will benefit both Peel and York by saving on infrastructure costs,... this agreement is an example of what can be accomplished through inter-municipal partnerships".²⁶ Under the servicing agreement, Peel will provide wastewater services to Woodbridge. This partnership involves Peel being able to share the cost of mutually beneficial infrastructure works and proceeding with those works earlier, thus allowing for greater flexibility in the development of Peel. York will benefit by being able to service existing and future growth

²⁵ Kernaghan, p.62.

²⁶ News Release: Cost Savings of Up to \$82M.../York Inter-Regional Wastewater Agreement
<http://www.region.peel.on.ca/news/news137.htm>

in Woodbridge while benefiting from capital and operational cost savings as a result of connecting to Peel's system. There will be cost savings as a result of sharing the plant operation, maintenance and overhead costs and by providing service to a larger customer base.²⁷

The City of Mississauga also sells its services to other municipalities by establishing intergovernmental arrangements. The service the city is presently selling is the planning of public transit systems to other municipalities in Ontario. This is only in the initial stages but there are plans to expand to other service areas in the future.²⁸

Many quasi-formal and informal partnerships exist with non-profit organizations such as Little Leagues, soccer, softball, etc. Further, many recreation departments cultivate a close partnership with the school boards in the reciprocal use of buildings and grounds for programs. Most of these relationships exist without any formal written agreements. Since these partnerships are informal and are verbal agreements they seem to be lost in the shuffle.

²⁷News Release: Cost Savings of Up to \$82M.../York Inter-Regional Wastewater Agreement
<http://www.region.peel.on.ca/news/news137.htm>

²⁸ Skelly, p.7.

METHODOLOGY

A brief questionnaire was sent to the Chief Administrative Officers of all municipalities in Durham and York Regions; see the reference section for the list of respondents. The questionnaire asked the respondents to indicate whether their municipality has partnerships in various service areas and respondents were asked to specify who the partner is in the arrangement and the length of the partnership. See Appendix A for a sample of the questionnaire. As mentioned earlier, for the purposes of this study, the terms “partnership”, “intermunicipal agreement”, and “joint venture” are used synonymously and were clearly defined to all respondents prior to the completion of the survey.

Written responses to the questionnaires were supplemented by telephone interviews, face to face interviews, visits to the various municipalities and thorough research of internal documents. The case studies were chosen as best representatives of the top two most common public partnership areas and the least common three areas of partnerships in Durham and York Regions. Some of the least common areas were chosen as case studies in order to provide examples or suggestions of successful partnerships in areas not commonly publicly partnered in Durham and York Regions. The case studies were based on survey material, interviews and the limited documentation which exists for the intermunicipal agreements in the two regions studied.

SURVEY RESULTS

The Regional Municipality of Durham encompasses 1000 square miles and comprises of eight area municipalities see Appendix B for a map of Durham Region. The municipalities in Durham region are Ajax, Pickering, Whitby, Oshawa, the Municipality of Clarington, the Township of Scugog, Township of Brock, and the Township of Uxbridge. The population of the region is approximately 450,000.

York Region is located just North of Toronto and South of Lake Simcoe and is home to approximately 510,000 people. York Region is comprised of nine municipalities: Aurora, East Gwillimbury, Georgina, King Township, Markham, Newmarket, Richmond Hill, Vaughan, and Whitchurch-Stouffville. See Appendix C for a map of York Region. The three southern municipalities, Markham, Vaughan, and Richmond Hill are the largest.

All 17 municipalities in the Durham and York Regions were surveyed and responses were received from 16 of the 17 municipalities. The only municipality who did not respond to the survey was the Town of Whitby in Durham Region. Fortunately, I was able to estimate the partnerships involving Whitby based upon the responses from the other municipalities from Durham Region.

While all the surveys were sent to the Chief Administrative Officers, Clerk-Administrator or the City Managers of the various municipalities, some of the surveys were answered by another appropriate person such as the treasurer, or clerk of the municipality. In the case of the Town of Pickering, and the Town of Markham, the respondents were the "Executive Coordinator" who is responsible for both public and

private partnerships. The Town of Pickering, and the Town of Markham had a thorough understanding of the partnerships existing within their municipality. Both of these municipalities have recognized the importance of having some control of their arrangements.

Of the respondents, the smaller towns and townships seem to generally have a good understanding of their partnerships. Perhaps due to the small size of these municipalities it is easier for the C.A.O or clerk-administrator to be aware of and keep track of these agreements.

In a few of the responses, one municipality responded that they had a partnership with another municipality. However, the second municipality did not indicate such a partnership. In these cases I followed up by personally investigating whether the partnership exists.

Municipalities were asked to indicate any public partnerships they currently have with any other municipality, or other government body. Some municipalities indicated private partnership arrangements but I did not include this information as this would not meet my objective. Municipalities were also asked to indicate any intergovernmental agreements in any region and not specifically agreements between other municipalities in Durham or York Regions. This explains results found on Table 1.0 such as: Fire service agreements between Brock and Ramara, Brock and Eldon and Brock and Marposa and the garbage disposal partnership between Whitchurch-Stouffville and Metro Toronto.

Table 1.0 provides a summary of the inventory of the groups of municipal partnerships by service area in each of the two regions. It is most common for

partnerships to exist between neighbouring municipalities. This observation is to be expected because of the pure convenience of sharing service delivery in close proximity to a neighbouring municipality. The service area most commonly set up in the form of a partnership in Durham and York Regions is Fire Dispatch with 16 of the 17 municipalities being involved in a partnership for the delivery of this service. See Table 2.0 and Table 2.1 for the results indicating the service area partnerships based on municipality and region. Furthermore, it appears that generally there is very little difference between the two regions in terms of the groups of municipal partnerships based on service area. Upon examining Table 2.0 and Table 2.1 Durham Region has many Boundary Road Maintenance Agreements whereas York Region only has a few such agreements. Also, York Regional Municipalities indicated they share a Group Health and Dental Plan. This arrangement results in lower health and dental insurance costs because of the bulk of municipal employees involved. Durham Regional Municipalities do not have such a plan in place.

The service areas where no public partnerships presently exist in Durham and York Regions are: Building Inspection, By-law Enforcement, Engineering Services, Fire Inspection, Garbage Collection, Hydro, Libraries, Licensing, General Maintenance, Payroll Preparation, Planning and Development, Recreational Services, Recycling, Sewage Treatment, and Water Utilities.

In some partnerships one municipality is more dominant in providing the service. Due to economic factors the more dominant municipalities tend to be the more heavily populated, financially stable municipalities.

The total number of Intermunicipal Partnerships by Region is found in Table 3.0 and Table 3.1. There does not appear to be any differences in terms of numbers between the two regions. Both Durham and York Regions have on average approximately 5 partnerships per municipality.

Respondents indicated differing responsibilities of the Regional Government. For example, when asked if public partnerships exist for Recycling, Oshawa responded that this was a regional responsibility, whereas Pickering indicated a partnership with a private contractor. In York Region, Newmarket and East Gwillimbury indicated private partnerships for recycling and Markham responded that recycling is done in house.

Three groups of municipal partnerships which are presently under study were indicated and included in Table 1.0. All three of the partnerships being studied are in the Durham Region. The service areas under study include: fire dispatch, and transit. Ajax, Pickering, Whitby, Uxbridge, Brock and Scugog are presently studying the possibility of one fire dispatch centre serving all of these areas. Oshawa and Clarington are not presently participating in this study and instead are investigating the possibility of partnering a joint fire dispatch centre between Oshawa and Clarington. Oshawa originally encouraged the other six municipalities to join Oshawa's fire dispatch centre however, Oshawa wanted sole control of this service. Ajax, Pickering, Whitby, Uxbridge, Brock and Scugog want to be partners in the delivery of this service and hence backed out of the initial Oshawa study. The other partnership under study is the complete transit partnership between Ajax and Pickering. This case is discussed at length as one of the case studies for this paper.

Groups of Service Partnerships

Services	Groups of Municipal Partnerships
Animal Control	<p><u>Durham</u> -Ajax, Pickering, Whitby-20yrs. -Uxbridge, Scugog-20yrs.</p> <p><u>York</u> -Stouffville, East Gwillimbury, Georgina-1yr</p>
Computer (IT) Services	<p><u>York</u> -Richmond Hill, Markham, Scarborough, Mississauga, Toronto-1yr</p>
Fire Dispatch	<p><u>Durham</u> -Ajax, Pickering, Whitby, Uxbridge, Brock, Scugog-study -Brock, Ajax-8yrs -Uxbridge, Whitby-10yrs -Scugog, Oshawa-5yrs -Oshawa, Clarington- study</p> <p><u>York</u> -Newmarket, Georgina-15yrs -Newmarket, Aurora-15yrs -Newmarket, East Gwillimbury-15yrs -King, Vaughan-30yrs -Markham, Stouffville</p>
911 Dispatch	<p><u>Durham</u> Uxbridge, Whitby-10yrs</p> <p><u>York</u> -King, Vaughan-30yrs</p>
Fire Services	<p><u>Durham</u> -Ajax, Pickering, Whitby-20yrs -Uxbridge, Whitby-20yrs -Uxbridge, Scugog-20yrs -Brock, Ramara-20yrs -Brock, Georgina-10yrs -Brock, Eldon-3yrs -Brock, Marposa-7yrs</p> <p><u>York</u> -Newmarket, Aurora-15yrs -Newmarket, East Gwillimbury-15yrs -Newmarket, Georgina-15yrs -Newmarket, King-20yrs -Newmarket, Stouffville-20yrs</p> <p>Note: all municipalities in Durham and York have mutual aid agreements in place.</p>
Garbage Disposal	<p><u>York</u> -Stouffville, Metro Toronto</p>
Group Health and Dental Benefit Plan	Co-operative group of municipalities within York Region
Purchasing	Co-operative group of municipalities within Durham and York Regions

Groups of Service Partnerships (Continued)

Services	Groups of Municipal Partnerships
Roads ic)maintenance	<p><u>Durham</u> -Ajax, Pickering, Whitby-Boundary Roads -Brock, Eldon- 15yrs -Brock, Scugog-23yrs -Brock, Uxbridge-25yrs -Oshawa-Boundary Roads</p> <p><u>York</u> -King, Vaughan-Boundary Roads-2yrs</p>
Social Services	<p><u>Durham</u> -Ajax, Pickering</p>
Transit	<p><u>Durham</u> -Ajax, Pickering-HandyTransit-3yrs -Ajax, Pickering- study for full amalgamation -Uxbridge, Scugog-Handi-Transit -Oshawa, Whitby, Courtice</p> <p><u>York</u> -Richmond Hill, Markham, Vaughan -Stouffville- Go Transit -Aurora, Richmond Hill, Newmarket</p>

Table 1.0: Groups of Service Partnerships

Durham Region Service Area Partnerships

	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
Services								
Animal Control	X				X	X	X	X
Building Inspection								
By-law Enforcement								
Computer (IT) Services								
Engineering Services								
Fire Dispatch	X	X	X	X	X	X	X	X
911 Dispatch							X	X
Fire Services	X	X			X	X	X	X
Fire Inspection								
Garbage Collection								
Garbage Disposal								
Group Health Plan								
Hydro								
Libraries								
Licensing								
Maintenance								
Payroll Preparation								
Planning and Development								
Purchasing	X	X	X	X	X	X	X	X
Recreation Services								
Roads (e)maintenance	X	X		X	X	X	X	X
Recycling								
Sewage Treatment								
Social Services	X				X			
Transit	X			X	X	X	X	X
Water Utilities								
Total	7	4	2	4	7	6	7	7

Table 2.0: Durham Region Service Area Partnerships

York Region Service Area Partnerships

	Aurora	E. Gwill.	Georgina	King	Markham	Norfolk	Richmond Hill	Vaughan	Stouffville
Services									
Animal Control		X	X						X
Building Inspection									
By-law Enforcement									
Computer (IT) Services					X		X		
Engineering Services									
Fire Dispatch	X	X	X	X	X	X		X	X
911 Dispatch				X				X	
Fire Services	X	X	X	X		X			X
Fire Inspection									
Garbage Collection									
Garbage Disposal									X
Group Health Plan	X	X	X	X	X	X	X	X	X
Hydro									
Libraries									
Licensing									
Maintenance									
Payroll Preparation									
Planning and Development									
Purchasing	X	X	X	X	X	X	X	X	X
Recreation Services									
Roads (e)maintenance				X				X	
Recycling									
Sewage Treatment									
Social Services									
Transit	X				X	X	X	X	X
Water Utilities									
Total	5	5	5	6	5	5	4	6	7

Table 2.1: York Region Service Area Partnerships

Total Number of Intermunicipal Partnerships by Region

Durham Region	
	Total Number of Intermunicipal Partnerships
Ajax	7
Brock	4
Clarington	2
Oshawa	4
Pickering	7
Scugog	6
Uxbridge	7
Whitby	7
Total	44

Table 3.0: Total Number of Intermunicipal Partnerships in Durham Region

York Region	
	Total Number of Intermunicipal Partnerships
Aurora	5
East Gwillimbury	5
Georgina	5
King	6
Markham	5
Newmarket	5
Richmond Hill	4
Vaughan	6
Whitchurch-Stouffville	7
Total	48

Table 3.1: Total Number of Intermunicipal Partnerships in York Region

CASE STUDIES IN DURHAM AND YORK REGIONS

The following five case studies were chosen as best representatives of the most common areas and the least common areas in which public/public partnerships are in place in Durham and York Regions. Furthermore, these cases had sufficient information available for study. These brief descriptions should provide insight into the potential diversity and nature of these relationships.

ANIMAL CONTROL: SCUGOG AND UXBRIDGE

The Township of Uxbridge and the Township of Scugog have been partners in delivering animal control services for 20 years. The Animal Control facility is located in Scugog and is a joint facility in which funding is shared. The employees report to both councils but traditionally Uxbridge Council makes the major decisions. In the partnership agreement, Uxbridge manages the staff and pays the bills. Scugog provides the land. All costs are split down the middle except each municipality keeps their own dog tag revenues. There is no official legal agreement nor a contract, or any paper work indicating the extent of their relationship. In terms of cost savings, each municipality paid one half of the building and there is only one animal control van which results in cost savings for each municipality. There is only one person in charge of managing the shelter and therefore further savings are enjoyed. Brock Township is looking into joining in on this partnership.

FIRE SERVICES AND DISPATCH:

NEWMARKET AND SURROUNDING AREAS

Newmarket has numerous intermunicipal agreements with various municipalities in three main areas: mutual aid, fire dispatch, and fire protection. Newmarket has established By-Laws and contracts outlining the agreements and the costs to be charged to the various municipalities for all Fire Dispatch and Fire Protection Intermunicipal agreements.

MUTUAL AID:

Often municipalities have intergovernmental arrangements with neighboring municipalities for fire service emergencies. A partnership is established which would take effect in the event of an emergency if the fire departments in either of the partnering municipalities required additional assistance. This type of agreement is very common and is known as a mutual aid agreement. All of the municipalities in Durham and York Regions have at least one mutual aid agreement in place. In most mutual aid agreements, no money is exchanged, but instead neighbouring municipalities provide assistance at no cost for each other in the event of a major fire or emergency. In the case of Newmarket, mutual aid is provided to and from all surrounding municipalities. However, there is no written agreement of any sort for these types of agreements.

FIRE DISPATCH:

The Newmarket Fire Department provides and has provided fire dispatch services on a contract basis to Georgina, Aurora, and East Gwillimbury for over 15 years. From a main switchboard in Newmarket, all 9-1-1 fire service related calls from these areas are dispatched. This partnership results in nine stations being dispatched from one station. These intermunicipal agreements result in cost savings as only one station requires staff and dispatch equipment. Georgina, Aurora, and East Gwillimbury are charged on a per capita basis for these services. Even though Newmarket has provided Fire Communications Services to Aurora, East Gwillimbury and Georgina for many years, the agreement is only valid for one year at a time. For 1998, Newmarket is charging Aurora, East Gwillimbury and Georgina One Dollar and Thirty-five Cents (\$1.35) per capita of population for the year 1998. Population is based on the population of each of the municipalities as calculated by the Region of York Planning Department for the year previous to the year of payment. Unfortunately it was very difficult to get estimates of cost per capita for Aurora, East Gwillimbury or Georgina, to have their own separate fire dispatch services. Part of the problem was due to the fact that the present dispatch agreements have been in place for so long and there is no documented information or evaluation conducted. Cost savings are certainly evident due to economies of scale. Rough estimates indicate that the cost per capita for one small municipality to operate their own dispatch services would exceed \$16-20 per capita. However, in the case of the Newmarket Communications Service, all residents of Aurora, East Gwillimbury, Georgina, and Newmarket contribute to the costs of the service.

FIRE PROTECTION:

Newmarket has similar agreements with King Township and Whitchurch-Stouffville for Fire Protection services. These agreements have been in place for over 20 years and are approved by each town council in the form of by-laws. With these agreements Newmarket provides specified fire services to specific areas within King Township and Whitchurch-Stouffville at an agreed upon cost. King Township and Whitchurch-Stouffville are both large rural areas with relatively small populations. Due to their vast area, King and Whitchurch-Stouffville would have to build new fire stations to be within a reasonable distance to respond quickly to emergency calls. It would cost these municipalities too much money to build, and operate volunteer stations. Therefore, it is a much cheaper alternative to pay Newmarket a set retainer fee and a per call fee than to provide the service themselves. For 1998 King and Whitchurch-Stouffville have agreed to pay Newmarket the following basic fees: \$16,000 retainer fee, \$300 per fire for each fire vehicle up to the first hour, and \$120 for each fire vehicle for each additional half hour or part thereof, and \$35.00 per hour per man from Newmarket attending a fire within the set service areas.

On August 24, 1998, York Region approved the concept of a centralized fire dispatch centre. Presently fire trucks are dispatched from four centres in Newmarket, Richmond Hill, Vaughan, and Markham. A centralized system for York Region would save approximately \$96 million over 25 years. Newmarket Fire Chief John Molyneaux, believes the joint fire dispatch centre is an excellent idea : “that one makes a whole lot of sense. If we don’t do that, everybody is faced with upstaffing and buying technology for

four centres instead of one.”²⁹ A consultant will be hired to carry out a technical study on the requirements for equipment, labor, location and how to go about merging the four dispatch centres into one. Newmarket is being examined as a possible location for the new dispatch centre. Many believe that the implementation of a “centralized dispatch centre is a move towards regionalized fire service.”³⁰ However, Aurora fire chief Joe Hunwicks is unsure as to whether the amalgamated dispatch facility will necessarily lead to a regional fire department. Hunwicks feels that there is not enough political support from the municipal officials to merge all aspects of the fire departments in York Region.

²⁹ Lisa Queen, “Officials favour joint fire dispatch centre”. The Era-Banner, Newmarket: August 25, 1998, A3.

³⁰ Lisa Queen, “Officials favour joint fire dispatch centre”. The Era-Banner, Newmarket: August 25, 1998, A3.

TRANSIT: AJAX AND PICKERING

Presently Ajax and Pickering have a small partnership in which the Ajax Bus route serves the Pickering Town Centre and the Pickering Bus route serves the Ajax Go Station. This intermunicipal agreement has been implemented due to demand from the public. Ajax and Pickering are immediate neighbors and because Ajax does not have a mall, and considering the fact that the Ajax Go Station is used by Pickering residents, it only makes sense that the crossing of the transit systems occur. For this intermunicipal agreement no money is exchanged and there is no formal written agreement specifying the arrangement.

Ajax and Pickering would like to see what further transit services could be partnered. Ajax and Pickering are presently jointly studying the potential complete amalgamation of their two transit systems. Their goal is to work in complete partnership for the delivery of their transit services. The proposal includes the utilization of one transit facility, maintaining separate budgets for each council, implementing common fare technologies, common fare policies, coordinated routes, joint training, sharing of resources and maintenance costs, and the sharing of human resources. Ajax and Pickering are both concerned about their existing staff, and the need/ability to work cooperatively.

Serious discussions between Ajax and Pickering began in early 1997. The guiding principles have been to :

- increase quality and reduce the costs of service delivery
- streamline services and eliminate duplication
- raise efficiency levels to increase productivity
- achieve various economies of scale³¹

³¹ Letter from Thomas J. Quinn, General Manager Pickering and Richard Parisotto, C.A.O. Ajax, February 26, 1998.

The study is being conducted by a consulting team who has expertise in municipal transit, finance, administration and labour relations. The consultants will report to a Steering Committee made up of staff representatives from Ajax and Pickering. The study has been divided into three phases. Phase 1 is a detailed Business Case, Phase 2 is an implementation strategy, and Phase 3 involves an operational review.

Phase 1 will examine whether the following objectives would be achieved by partnering Ajax and Pickering transit services:

- a) To enhance customer service and satisfaction by improving the quality of the transit service within and between Ajax and Pickering, and to adjacent municipalities.
- b) To reduce transit costs by eliminating duplication, sharing resources, infrastructure and professional expertise, and streamlining operations.
- c) To achieve greater efficiencies through common routing and scheduling, common maintenance, joint training, joint purchasing, and improved risk management.
- d) To manage human resources for maximum effectiveness, and provide increased opportunities for job satisfaction, advancement and enrichment.
- e) To increase transit ridership and revenues, and provide a more efficient and flexible transit service to meet the needs of future transit users in Ajax and Pickering.³²

Depending on the findings following Phase 1, Phase 2 would make recommendations as to how to proceed with partnering the services. The third phase would again only be completed if phase 1 and 2 were approved, and would be a detailed report on the operational side of the new transit system including recommendations on service areas,

³² Ajax and Pickering Transit Partnership/Amalgamation Study Terms of Reference, 1998, p. 3.

transfers, maintenance, staffing etc.. The staff and council members involved in establishing the Terms of Reference for the Transit study have been careful to involve all stakeholders in the study including staff, transit committee members, transit users, and various community groups. Unfortunately for the purposes of this study the phase 1 report will not be completed until November 1998. This case study especially when final reports are completed and decisions are implemented would be an excellent case study to follow in the future.

GREATER TORONTO AREA ECONOMIC DEVELOPMENT PARTNERSHIP:

The Greater Toronto Area (GTA) Economic Development Partnership was formed in 1993 to cooperatively market the GTA globally. The goals of the partnership include:

- Promote the image of the Greater Toronto as the best place to live, work and play
- Increase awareness of the GTA as a competitive business, entertainment, cultural and media centre
- Attract business investment and employment opportunities
- Facilitate international trade and strategic alliances
- Influence issues and legislation that impact the economic competitiveness of the GTA³³

This partnership began in 1993 and was created by the GTA Mayors, and Regional Chairs, and was supported by the province. Initially, the economic development objectives of the various municipalities varied, however, the advantages of cooperation were recognized.

The partnership began as purely a public/public partnership but has evolved to include the private sector in the relationship. Every municipality involved in the partnership shares the cost of the partnership along with contributions from the Office of the GTA. Also, all partners have an equal voice in the operations of the partnership. Part of the agreement includes the right for any municipality to opt in or out of any proposed projects or events.

A project would go ahead only if enough municipalities agreed to support the project.

The partnership has estimated the value of its commitment towards the GTA economic development between 1993-1997 at \$1.06 million.³⁴ See Appendix D for the GTA

Economic Development Partnership Net Worth Statement, 1993-1997. The GTA Economic Development Partnership have assessed the value of their economic

³³ GTA Economic Development Partnership 1997 The Year in Review, Toronto, 1997, p.3.

³⁴ Ibid., p.11.

development by the value of its assets. One cannot conclude that the assets are productive. Unfortunately the GTA Economic Development Partnership literature, and everyone I spoke to could not say in financial terms what they have actually accomplished. The conclusion provided by the GTA Economic Development Partnership was that the net contribution of \$1.06 million far exceeds the amount of money one individual municipality would commit to its own economic development.

In 1997, the Greater Toronto Marketing Alliance (GTMA) emerged from the GTA Economic Development Partnership. The GTMA is devoted to the international promotion and marketing of the GTA and will focus on business attraction, retention and development. The GTMA has now replaced the GTA Economic Development Partnership.³⁵ The GTMA will involve the private sector more fully, however, municipalities will remain active partners in the GTMA. Hopefully the GTMA will continue what the GTA Economic Development Partnership started and provide municipalities in the GTA with economic rewards.

³⁵ GTA Economic Development Partnership 1997 The Year in Review, Toronto, 1997, p. 10.

BOUNDARY ROAD AGREEMENT: VAUGHAN AND KING

Boundary Road Agreements are a form of partnership that is very common among municipalities in Ontario. The Township of King has numerous boundary road agreements between neighbouring municipalities including: Newmarket, East Gwillimbury and Vaughan. These agreements involve the maintenance of boundary roads in terms of construction, snow removal, and general maintenance. All of the agreements are slightly different with some agreements involving the exchange of money for the service and other agreements involving the exchange of services. For example, some boundary road agreements involve one municipality maintaining one boundary road, while the other municipality maintains another boundary road. Or, one municipality does all snow removal of all boundary roads while the other municipality coordinates general maintenance and construction. There has been a boundary road agreement in place between the Township of King and the City of Vaughan for the past two years. This agreement involves the Township of King paying the City of Vaughan to maintain certain roads which fall on the border of the two municipalities. Again, with this case there is no written documentation or legal contract for the agreement. In fact, upon surveying and interviewing municipal employees from the City of Vaughan they were unaware of this agreement. In the Township of King, the only person with any knowledge of this agreement was the Director of Public Works. This agreement provides cost savings to the Township of King particularly because King Township is a very small municipality with few employees and a tight budget. King Township can better spend their money in other areas while still fulfilling their responsibility to maintain all roads.

CASE STUDY DISCUSSION

Upon thorough examination of the survey results and the case studies within the Durham and York Regions, some major trends with regards to the partnership arrangements emerged. The trends include: a lack of documentation and knowledge of the public partnerships, a lack of control, and no formal evaluation process in place. In all of the municipalities surveyed and interviewed, it was very difficult to find an appropriate person to speak with and close to impossible to find any written documentation with regards to the partnership arrangement. Generally, only one person in a municipality had any knowledge of the particular partnership their municipality was involved in. Municipalities need to establish some clear means of controlling, documenting and evaluating their partnerships. For successful public/public partnerships, there needs to be clear financial benefits for both partners, political support of the arrangement, clear objectives by the partners, and a comprehensive agreement.³⁶

Of all the municipalities studied, it appears that Ajax and Pickering are the most progressive when it comes to intermunicipal agreements. In a letter to Ajax and Pickering Councils, Richard Parisotto, C.A.O. of Ajax, and Thomas Quinn, General Manager of Pickering reiterated their sincere commitment and belief in public/public partnerships:

We believe there are numerous partnerships and business cases which can be identified in the municipal sector in Durham which will enhance services to our residents and produce cost savings. It is incumbent on us, as Municipal Administrators, to provide leadership and direction to our organizations and join together to explore

³⁶ Skelly, p. 7.

these opportunities.³⁷

Of the five case studies examined, Ajax/Pickering transit systems and York Region fire dispatch are both investigating the possibility of completely merging their respective services. What began as a small partnership could possibly emerge into the complete amalgamation of the service.

³⁷ Letter from Thomas J. Quinn, General Manager Pickering and Richard Parisotto, C.A.O. Ajax, February 26, 1998.

RECOMMENDATIONS

If time and resources permitted, it would be worthwhile exploring more fully each of the identified partnerships. It would also be valuable to investigate if the results found in York and Durham are representative of the rest of Ontario. What about the rest of Canada? Are partnerships more or less often employed. Also, many of the partnerships in non traditional areas are just now being explored or have been in place for less than a year. Perhaps it would be interesting to explore the success/failure of these new partnerships. It was very difficult, if not impossible when researching the case studies to determine how successful they had been. Municipalities need to be more organized in their method of recording their partnerships and should do regular evaluations to see if the partnership is continuing to be successful. Municipal employees from the various cases often said the partnership really works but had no concrete evidence to support their claim.

Municipalities when entering into a partnership should be very clear of their role in the partnership, and they should make it clear as to the extent they intend to be involved in the decision making regarding the services the partnership is designed to provide.³⁸ Some questions which should be asked while in the initial stages of establishing partnerships are: What are the municipality's goals in establishing a public-public partnership? How involved will the municipality be in the running of the partnerships or the new corporate entity? Are there any inter-municipal coordination issues to consider? Which types of partnerships are within the statutory authority of the municipality?

³⁸ Wilson, p.21.

The Provincial Government has established various funding programs to assist municipalities in their efforts to streamline and rationalize the delivery of municipal services, including the Special Circumstances Fund and the Municipal Restructuring Fund and municipalities considering partnerships should take advantage of these programs.

CONCLUSION

It is very unlikely that the trend of fiscal restraint and increasing responsibilities for municipalities will end anytime soon. Therefore, local governments must consider alternative methods of service delivery and cooperation with other governments. “Municipalities should not, however, automatically assume that the private sector is superior at producing all local services.”³⁹ Many supporters of government partnerships automatically assume the only partnerships that will be successful are public/private partnerships. However, public/public partnerships have been and will continue to be a success. For successful public/public partnerships, there needs to be clear financial benefits for both partners, political support of the arrangement, clear objectives by the partners, and a formal, comprehensive agreement.⁴⁰ Governments can learn a lot from examples of other established partnerships. Unfortunately there is little in the way of literature on how public/public partnerships work in the Canadian context, hopefully in the future this will change. Until then, municipalities should conduct primary research into the area of partnerships, especially looking at municipalities which are similar in area and demographics.

As mentioned earlier, many academics have studied and written on the benefits of privatization but few have written on partnerships. Osborne and Gaebler in Reinventing Government argue that local governments should concern themselves more with “steering”(policy making) rather than “rowing”(service delivery). Although Osborne and

³⁹ Skelly, 8.

⁴⁰ Ibid.

Gaebler do not explicitly argue for partnerships, perhaps partnerships could help governments reach this goal of steering rather than rowing. Arguably there are some benefits to privatization, however, similar benefits can be achieved through public/public partnerships. The advantage of partnerships is that the public sector maintains control of the service while still achieving cost efficiencies.

Providing a service entails deciding that it will be made available and arranging for its delivery. "Although a local government may decide that it wants to provide a service as part of its community mission or vision, it does not necessarily have to be the service deliverer."⁴¹ The municipality may choose instead to limit its involvement to ensuring the service is available and paying for these services. Perhaps with a bit of coordination each municipality within a Region could specialize in the delivery of one or two services and the other municipalities could purchase or exchange these services. Intermunicipal agreements allows municipalities to maintain their identity while still achieving cost savings. There are many merits to avoiding full amalgamation including reducing job loss, maintaining control and preserving the municipal identity. All of these can be achieved to some extent by developing partnership arrangements.

Two questions were posed in the literature review regarding interorganizational relationships: "First, are these arrangements simply happenstance and, thus, chaotic? ... Second, are interorganizational arrangements the result of individuals and collectivities interacting in a purposive manner in particular settings to solve identifiable problems?"⁴²

⁴¹ Lawrence K. Finley (ed.), *Private Sector Privatization: Alternative Approaches to Service Delivery*, New York: Quorum Books, 1989, p. 14.

⁴² Vincent Ostrom, et. al. *Local Government in the United States*. San Francisco: Institute for contemporary Studies, 1988, p.114.

It appears from the cases examined, that partnerships are an attempt to solve problems within a particular service area or region. Presently in Ontario it seems evident that municipalities are engaging in partnership arrangements or are studying the possibility of such arrangements in order to deal with the threat of forced amalgamation.

In a multi-municipal area such as Durham and York Regions, there is a natural incentive to cooperate. As we have seen by the number of municipal partnerships in these areas cooperation is occurring. Public partnerships in Ontario is highly relevant to the amalgamation debate and perhaps municipalities who wish to avoid full forced amalgamation should be actively engaging in more public partnerships in a wider variety of service areas. Hopefully this paper has provided some assistance with regards to how public partnerships work in Durham and York Regions. The case studies can be used as a model for further public partnership involvement by Canadian municipalities. Potentially “the greatest benefit of the partnerships arrangements now in place is the model they provide for innovation by other public organizations.”⁴³

⁴³ “IPAC Award for Innovative Management”, Management Fall 1992: p.17.

APPENDIX A- PARTNERSHIP QUESTIONNAIRE

July 2, 1998

Dear

I am presently completing my Masters of Public Administration in Local Government at the University of Western Ontario. As part of my final research paper I am conducting a small questionnaire of Chief Administrative Officers and/or Clerk Administrators to determine the extent and nature of intermunicipal partnerships in Durham and York Regions.

Municipalities in Ontario are currently facing decreasing revenue sources and increasing service delivery responsibilities. As a result, many municipalities are turning to alternative means of delivering local services including the use of partnerships. Durham Region and York Region are both growing areas which are being forced to consider the issues of amalgamation and alternative service delivery.

For the purposes of my research, a partnership exists when an intermunicipal institution is formed or when a municipality sells or exchanges services to one another.

I am attempting to come up with an inventory of partnerships between municipalities or other governments in the regions of Durham and York. This inventory of the extent and nature of public partnerships could be useful for municipal employees to see which service areas are most often partnered as there is very little academic literature in this field.

Please find enclosed a brief two page questionnaire. The questionnaire consists of a list of service areas in which intermunicipal partnerships are most commonly found. Please indicate whether your particular municipality presently has partnerships (joint ventures) in these areas. If possible please also indicate who the partnership is with and approximately how long this arrangement has been in place.

If you have any questions or would like a copy of my research results, I can be reached at (905)775-3102.

Sincerely,

Rebecca James
424 Orsi Ave.
Bradford, ON
L3Z 1C3

* If the CAO/ City Manager/Clerk Administrator is on holidays please forward this letter and questionnaire to be completed by the next appropriate person.

PARTNERSHIP QUESTIONNAIRE

Please indicate whether your municipality has partnerships in the following areas and specify who is the partner in the arrangement.

Name: _____ Municipality: _____

SERVICE AREA	YES	NO	WITH WHOM & FOR HOW LONG	COMMENTS
Animal Control	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Building Inspection	<input type="checkbox"/>	<input type="checkbox"/>	_____	
By-Law Enforcement	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Computer (IT) Services	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Engineering Services	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Fire Dispatch	<input type="checkbox"/>	<input type="checkbox"/>	_____	
911 Dispatch	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Fire Services	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Fire Inspection	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Garbage Collection	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Garbage Disposal	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Hydro	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Libraries	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Licensing	<input type="checkbox"/>	<input type="checkbox"/>	_____	
Maintenance (ie. streetlight, traffic light maintenance etc.)	<input type="checkbox"/>	<input type="checkbox"/>	_____	

SERVICE AREA	YES	NO	WITH WHOM & FOR HOW LONG	COMMENTS
Payroll Preparation	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Planning and Development	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Purchasing	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Recreation Services	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Roads (ie) maintenance	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Recycling	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Sewage Treatment	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Social Services (health unit, welfare)	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Transit	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____
Water Utilities	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____

Other areas with partnerships: (please specify)

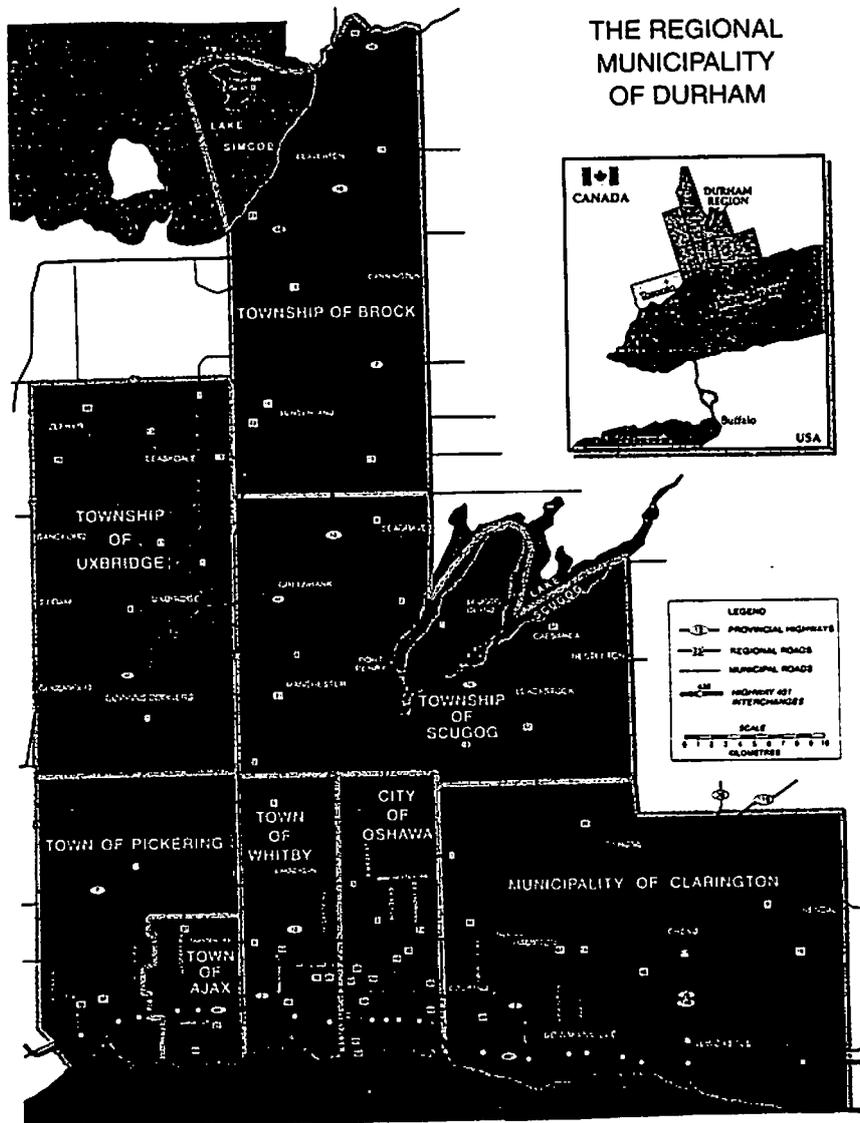
Comments:

Thank you for taking the time to complete this questionnaire. Please return this form by
Fax to (905) 427-3883 by Friday July 10, 1998.

APPENDIX B: MAP OF DURHAM REGION

Durham Region Welcome

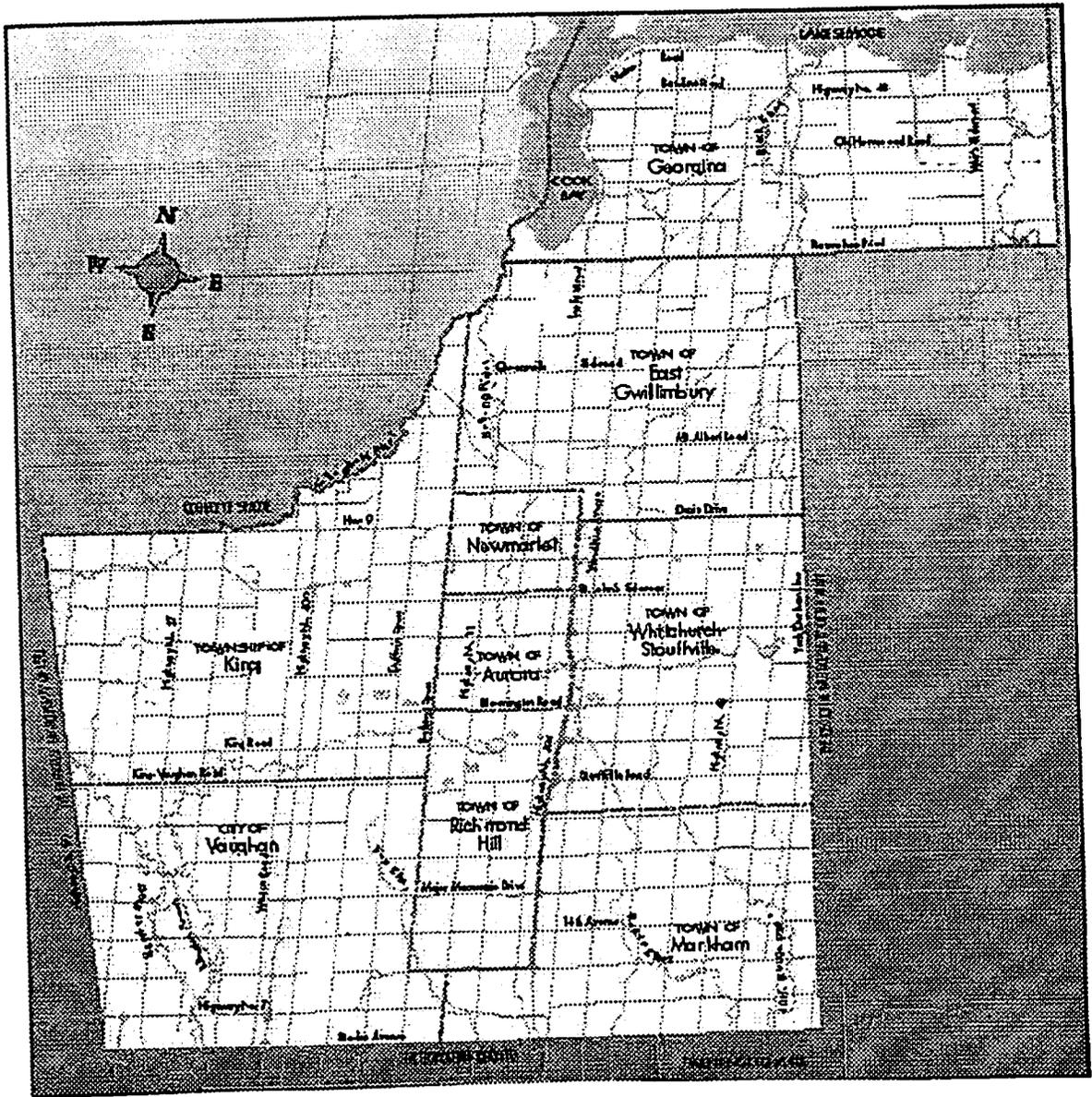
THE REGIONAL
MUNICIPALITY
OF DURHAM



APPENDIX C :MAP OF YORK REGION



York Region



**APPENDIX D:
GTA ECONOMIC DEVELOPMENT PARTNERSHIP
NET WORTH STATEMENT**

NET WORTH STATEMENT, 1993-1997
GTA Economic Development Partnership

ASSETS	VALUE
Automotive Database	\$ 6,800
Bio-technology Database	\$ 6,800
Information technology Database	\$ 6,800
Plastics Directory	\$ 6,800
Environmental Database	\$ 6,800
GTA Video	\$ 17,400
OIS Information Module	\$ 23,000
Map Brochure	\$ 31,200
Map License	\$ 15,000
Pocket Brochures	\$ 6,200
Trade Show Assets	\$ 10,000
International Branding	\$ 600,000
<i>APAA BIGi 93</i>	
<i>Telecon 93, 94</i>	
<i>CeBIT 94</i>	
<i>SAE 95,96,97</i>	
<i>NPE 97</i>	
<i>BIO 95,96,97</i>	
<i>SMART 95 11th Annual Assembly</i>	
<i>Softworld, 95, 96, 76</i>	
<i>Membership in WTA 95</i>	
<i>Enviro & Energy Conference 95</i>	
<i>Globe 96</i>	
<i>SiteV 96</i>	
<i>Tourism Marketing Workshop</i>	
<i>IDRC 95 Site Selection Workshop</i>	
<i>Comdex 94</i>	
<i>Penn State Mission/Chicago Mission</i>	
GTA Logo Development	\$ 6,500
Letterhead	\$ 5,600
Business Cards	\$ 2,100
Web Site	\$ 39,800
Web Site Maintenance	\$ 16,000
Sponsorship	\$ 6,200
1-888	\$ 1,320
Bookkeeping/Audit/Mgt	\$ 50,000
Info-Line Newsletter	\$ 26,400
GTA Website Brochure	\$ 5,300
Steering Committee Planning	\$ 108,000
Savings	\$ 60,000
TOTAL ASSETS	\$ 1,064,020
TOTAL LIABILITIES	\$ —
ASSETS- LIABILITIES = NET WORTH	\$ 1,064,020

REFERENCES

DURHAM REGION

The Town of Ajax
CAO: Richard Parisotto
fax (905) 683-1061

The Township of Brock
Clerk-Administrator: George S. Graham
fax (705) 432-3487

The Municipality of Clarington
CAO: W.H. Stockwell
fax (905) 623-5717

The Regional Municipality of Durham
CAO: Garry Cubitt
fax (905) 668-9963

The City of Oshawa
City Manager: John Brown
fax (905) 436-5697

The Town of Pickering
General Manager: Thomas J. Quinn
fax (905) 420-0515
Councillor Mark Holland

The Township of Scugog
CAO: Earl S. Cuddie
fax (905)985-1931

The Township of Uxbridge
CAO: Alex Grant
fax (905) 852-9674

The Town of Whitby
Administrator: William H. Wallace
fax (905) 686-7005

REFERENCES

YORK REGION

The Town of Aurora
CAO: Marc J. Neeb
fax (905) 841-3483

The Town of East Gwillimbury
Clerk-Administrator: Beth A. McKay
fax (905) 478-2808

The Town of Georgina
CAO: Stanley Armstrong
fax (905) 476-8100

The Township of King
Clerk, Acting Chief Administrative Officer: Evelyn Jurgens
fax (905) 833-3230

The Town of Markham
CAO: Lorne V. McCool
fax (905) 479-7771

The Town of Newmarket
Director of Corporate Services/Town Clerk: Robert M. Prentice
fax (905) 895-6004

The Town of Richmond Hill
CAO: David Weldon
fax (905) 771-2502

The City of Vaughan
City Manager: Scott C. Somerville
fax (905) 8328535

The Town of Whitchurch-Stouffville
CAO: Merlin Dewing
fax (905) 640-7957

The Regional Municipality of York
CAO: Alan P. Wells
fax (905) 895-3031

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