

# CoE IMC package

*April 2016*

## Inter-municipal Cooperation

Reference material:  
TOOLKIT ON INTERMUNICIPAL COOPERATION

Council of Europe

prepared by Dakoli Wilson



# CoE TRAINING PROGRAMME

## European level

- responds to CoE recommendations of European Ministers and Congress of LRAE:
  - Budapest
  - Utrecht Agenda responding to economic downturn

## National level:

- Supports **National Policy for IMC**
- tackles fragmentation of LGs
- overall package, provides basis for coordinated intervention of donors

# CoE TRAINING PROGRAMME

## Features:

- Goes hand in hand with the extensive *IMC Manual-1, Practitioners Guide-2, Web-page-3*
- Tailored to respond to various decision-making levels and practitioners
- Prepares IMC champions to initiate and support change
- Complemented by an extensive set of *Case Studies-4*
- Supports **National Policy for IMC**

# TRAINING PROGRAMME MODULES

- Module 1: Understanding IMC
- Module 2: Enabling IMC-friendly environment
- Module 3: Triggering IMC
- Module 4: Choosing a legal form
- Module 5: Financing IMC
- Module 6: Accountability for IMC

# Module 1: Understanding IMC

## Address:

- opportunities and risks of IMC
- helps understand the factors necessary to support IMC
- learn the critical success factors in an IMC project

## Targets:

- Political level nationally and locally
- Ministry and local government associations

## Respond to the findings:

- Raise awareness to facilitate procedure for setting up IMC

# Module 2: Enabling an IMC-friendly environment

## Address:

- legal and financial frameworks that central authorities can influence
- local standards of leadership and communications where Mayors will play the key role

## Targets:

- Political level nationally and locally
- Ministry and local government associations

## Responds to:

- Prepare grounds to integrate IMC in reform programmes and national strategies

# Module 3: Triggering IMC

## Address:

- steps that a municipality needs to launch an IMC initiative
- advantages and disadvantages of an IMC approach in various policy areas: urban planning, sharing schools and developing joint sports facilities
- various clusters of domains where IMC might be applicable (relevant for each module but start up process is based on a selection of the appropriate competence)

## Targets:

- Mayors and relevant municipal officials
- Ministry and LGA representatives facilitating IMC processes

## Responds to:

- Lack of skilled personnel to facilitate IMC implementation at the local level

# Module 4: Choosing a legal form

## Address:

- analysis of different legal frameworks used for IMC initiatives
- *'handshake' agreement to a jointly managed institution*
- refers to specifically what is available within the given legal framework

## Targets:

- Mayors and relevant municipal officials
- Ministry and LGA representatives facilitating IMC processes

## Responds to:

- Need to elaborate of procedures to facilitate establishment of IMCs



# Module 5: Financing IMC

## **Address:**

- different financial mechanisms appropriate for different IMCs
- covers paying for IMC structures and outputs and charging for IMC services in a way that is fair to each IMC partner and to local citizens
- closely linked with legal options

## **Targets:**

- Mayors and relevant municipal officials
- Ministry and LGA representatives facilitating IMC processes

## **Responds to:**

- Need to elaborate of procedures and regulatory framework for financing IMCs, through municipal budgets
- Training module needs to analyse and respond specifically to the Armenian frame for financing IMC

# Module 6: Accountability of IMC

## Address:

- clear mechanisms for accountability; reporting to each municipal Assembly
- Municipalities are particularly accountable to local people that take decisions on services provided by their local authority
- IMC not only delivering value for money but also is equal benefit to municipalities
- Illustrates model set of IMC performance standards

## Targets:

- Mayors and municipal officials and elected council members of municipalities
- Ministry and LGA representatives facilitating IMC processes

## Responds to:

- Necessity to train staff that will carry out and monitor and report on implementation of each IMC step

# IMC Web-page

The screenshot displays the website [municipal-cooperation.org](http://municipal-cooperation.org). The main navigation bar includes links for **Municipal Cooperation**, **Main Page**, **Understanding IMC**, **Promoting IMC**, **Establishing IMC**, **Practices**, **Contacts**, **Resources**, **Links**, **Add Content**, and **Help**. A search bar and a **Log in** button are also present.

The **Main Page** features a large image collage of various municipal activities, including people working on a playground, a handshake, and a group of people in a meeting. Below the collage is a **News** section with an **RSS-Feed** icon. The news items include:

- 23 September 2010: [High Level International Conference on Inter-municipal Co-operation jointly organized by UNDP BRC, Council of Europe, OSCE and LGI/OSI](#)
- 15 September 2010: [UNDP and KDZ launch www.municipal-cooperation.org](#)
- 23 November 2009: [KDZ adds best practices from Austria](#)
- 30 October 2009: [Training of Trainers on Inter-municipal Cooperation, 3-6 November 2009, Strasbourg](#)

A dropdown menu for **Establishing IMC** is open, listing 14 steps:

- Step 1 - Identify needs and opportunities
- Step 2 - Identify partners and possible areas of cooperation
- Step 3 - Analyze the legal environment
- Step 4 - Conduct a feasibility study
- Step 5 - Decide on areas of cooperation
- Step 6 - Build awareness and support
- Step 7 - Establish a joint Task Force
- Step 8 - Identify the best legal form
- Step 9 - Agree on the financing of IMC
- Step 10 - Negotiate agreements/contracts/statutes
- Step 11 - Establish management and/or representative structures
- Step 12 - Ensure continuous monitoring and assessment
- Step 13 - Ensure continuous and effective communication
- Step 14 - Conduct thorough evaluations

The main content area on the right provides an overview of IMC, stating that it is a knowledge management tool designed to raise awareness and provide guidance to local authorities. It mentions that the site is targeted at practitioners from the CEE and the Caucasus. The text also notes that since 2008, the UNDP Bratislava Regional Centre, the Council of Europe, and the Local Governance and Public Service Reform Initiative of the Open Society Institute/Budapest have joined efforts to promote inter-municipal cooperation. The components of the site dealing with understanding, promoting, and establishing IMC draw on the "Inter-Municipal Cooperation Guide for Practitioners". A [Read more >>](#) link is provided.

The website URL **www.municipal-cooperation.org** is prominently displayed.

prepared by Dakoli Wilson

# ENABLING ENVIRONMENT

**Initial step to make IMC happen:**

- **Political support** by the national political leadership and the public authorities by openly and clearly stating IMC as a policy priority
- Enabling **legislative** environment
- Financial **incentives** but also functional
- **Capacity building** and/or technical assistance

# ENABLING ENVIRONMENT

- Clear sign of **Government policy support**
- Facilitate IMC establishment with **procedures and models**
- Enhance partners' **confidence in legality** of IMC institution
- Establish rules to help **avoid conflict** (if lack of preliminary study, opacity for citizens, weak control)

**? THE RIGHT TIME FOR NATIONAL IMC POLICY**

# ?

# Questions

# TRIGGERING IMC

## IMC TRAINING GUIDE SECTION 3: TRIGGERING IMC

Council of Europe  
United National Development Programme  
Local Government Initiative

# STARTING POINT

- Economy of scale
- Underbound jurisdictions—„free riders”, catchment area larger than administrative boundaries
- Joint management of indivisible infrastructure
- Joint management of functionally integrated but territorially fragmented areas
- Better visibility – promotion, lobbying
- Co-ordination (i.e. physical planning)
- Sometimes seen as an alternative for consolidation



# IMC STEP LADDER PHASES

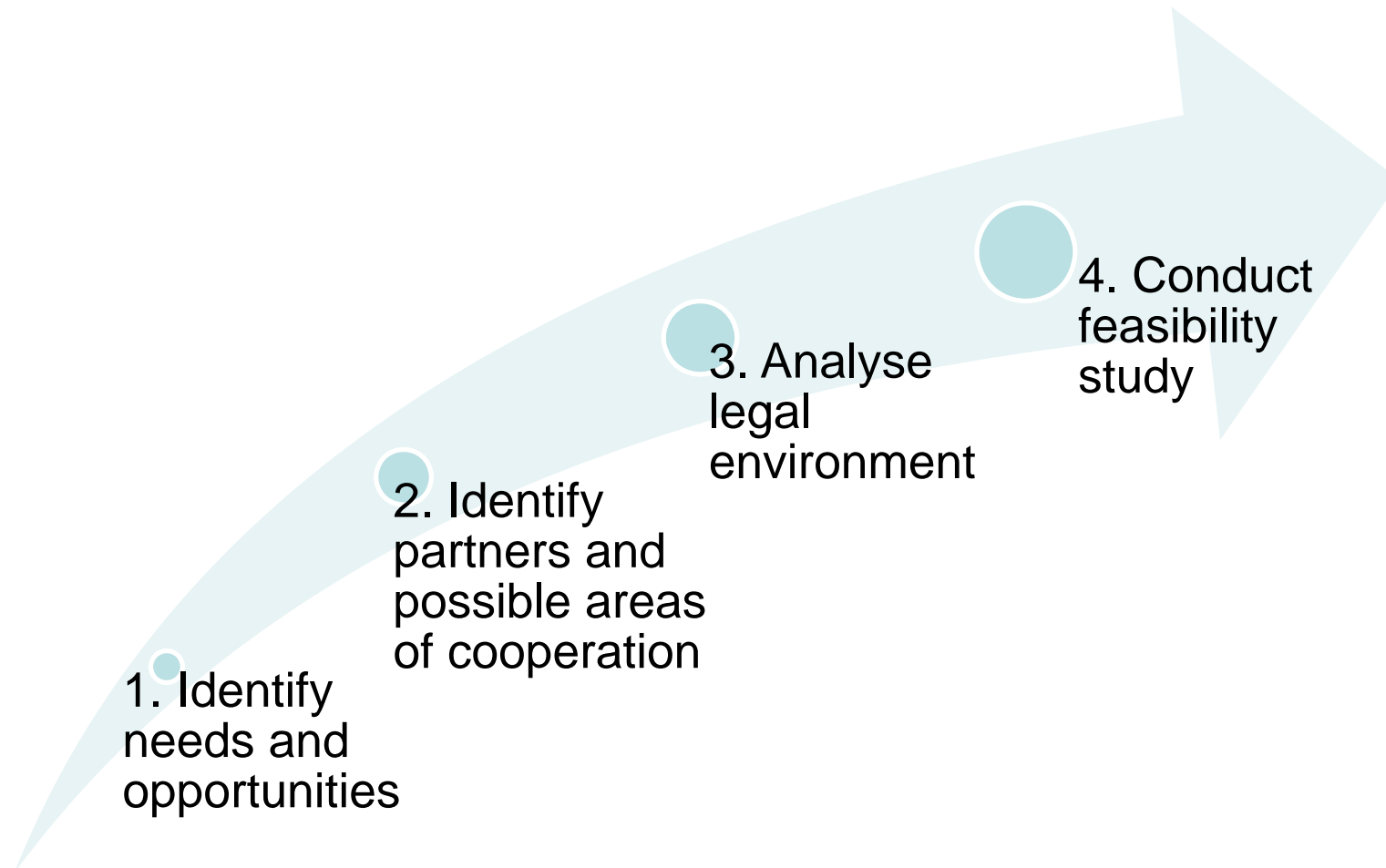
Phase 1: Initiating cooperation

Phase 2: Establishing cooperation

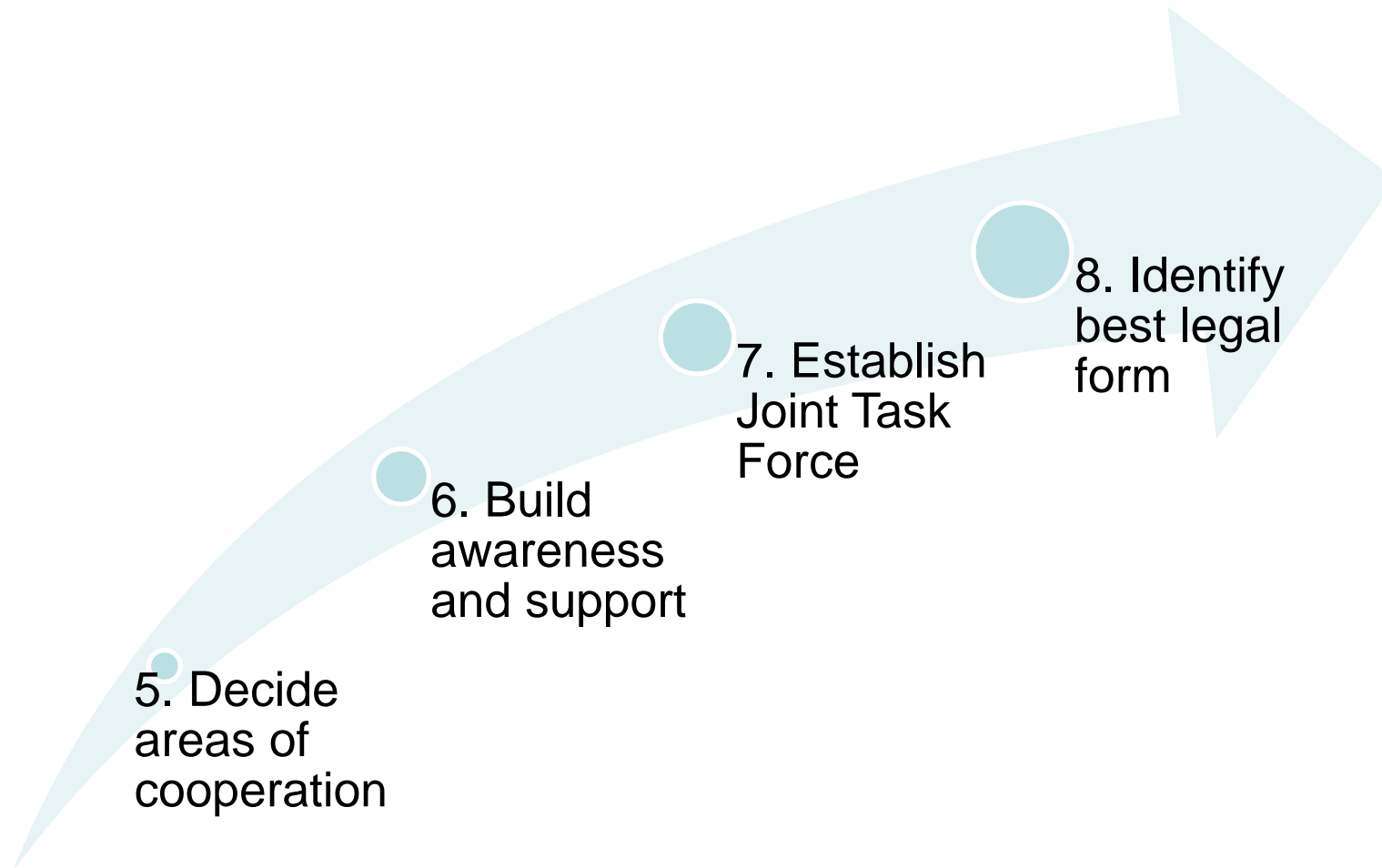
Phase 3: Implementing cooperation

Phase 4: Evaluating cooperation

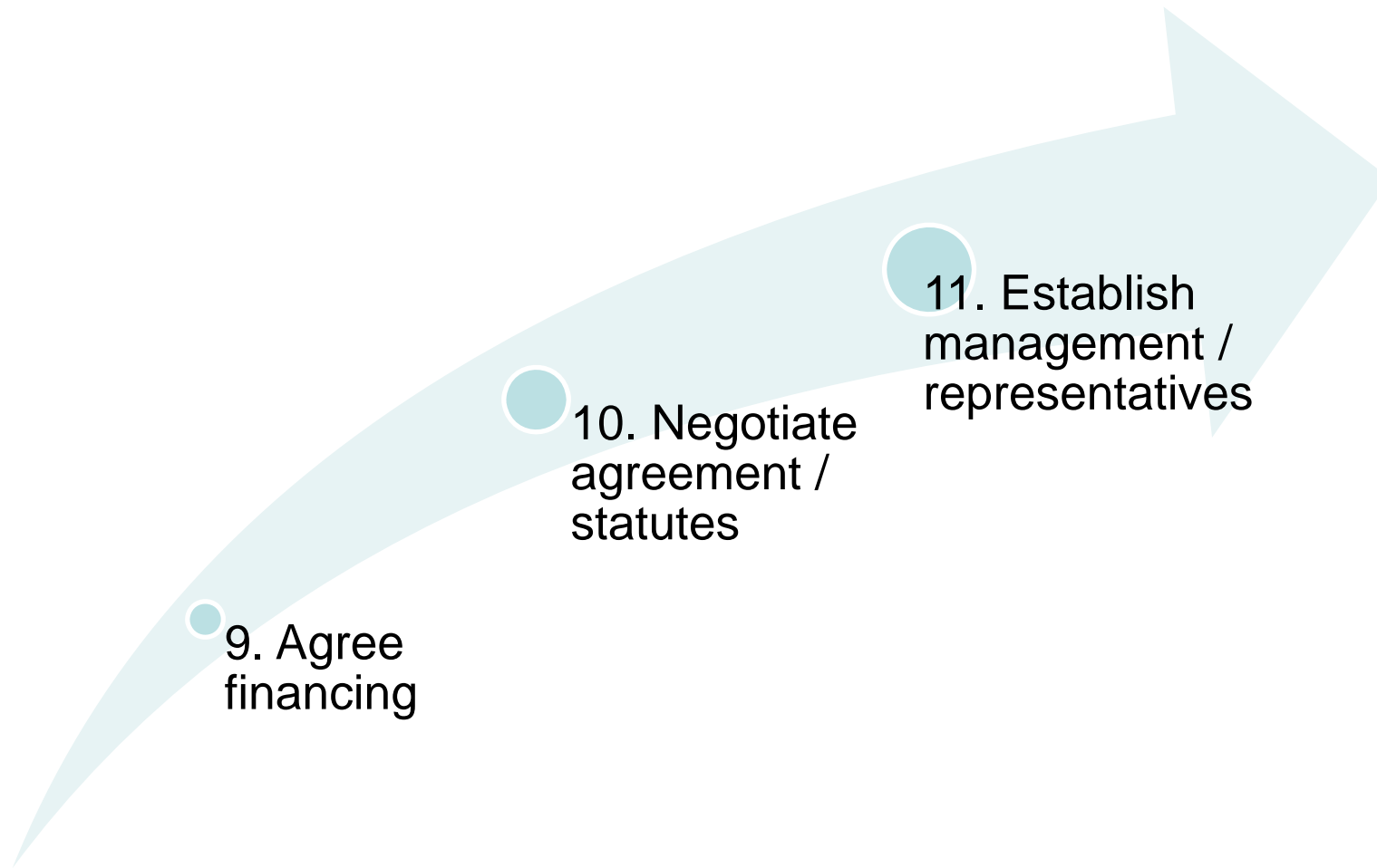
# IMC STEP LADDER (1-4)



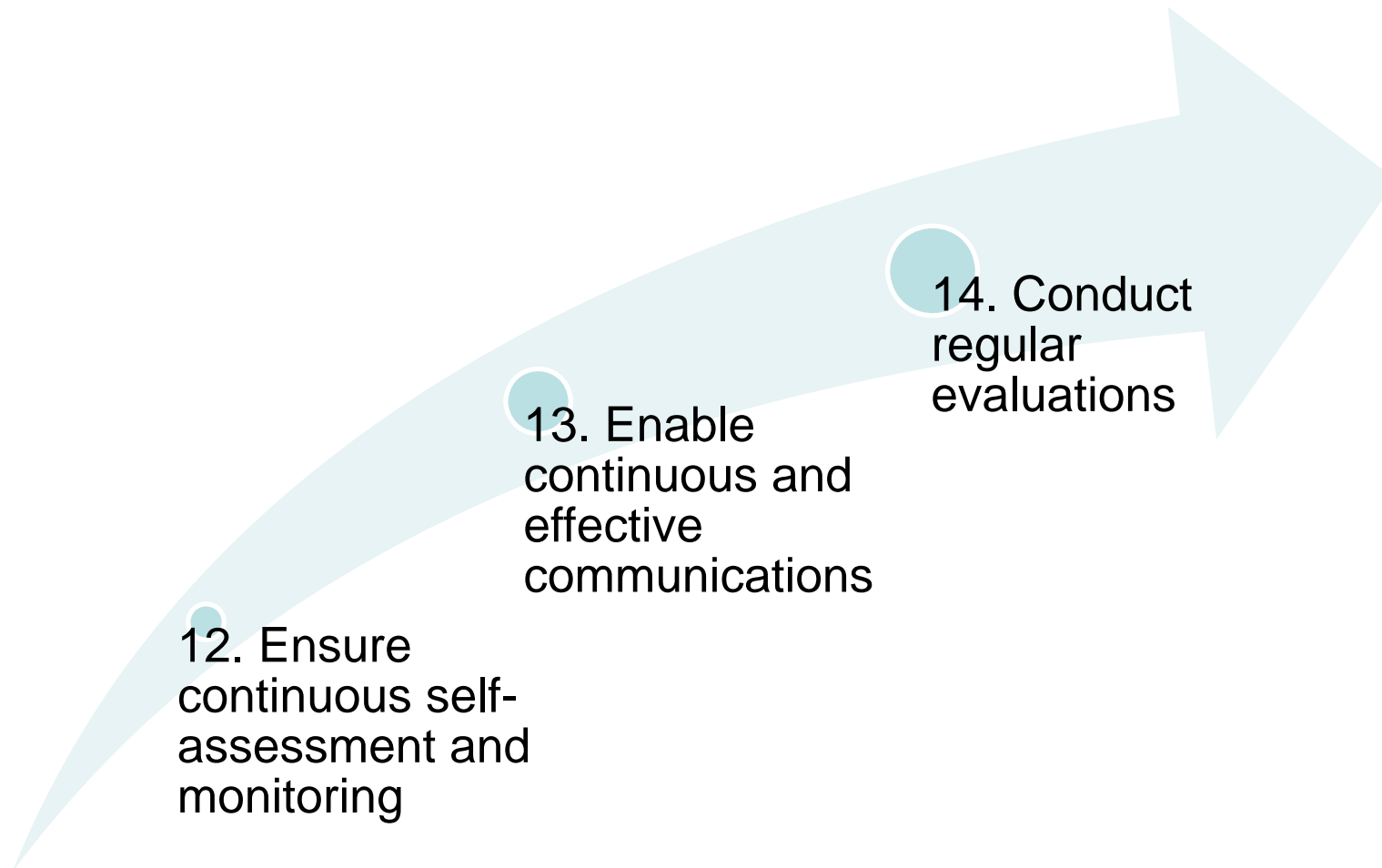
# IMC STEP LADDER (5-8)



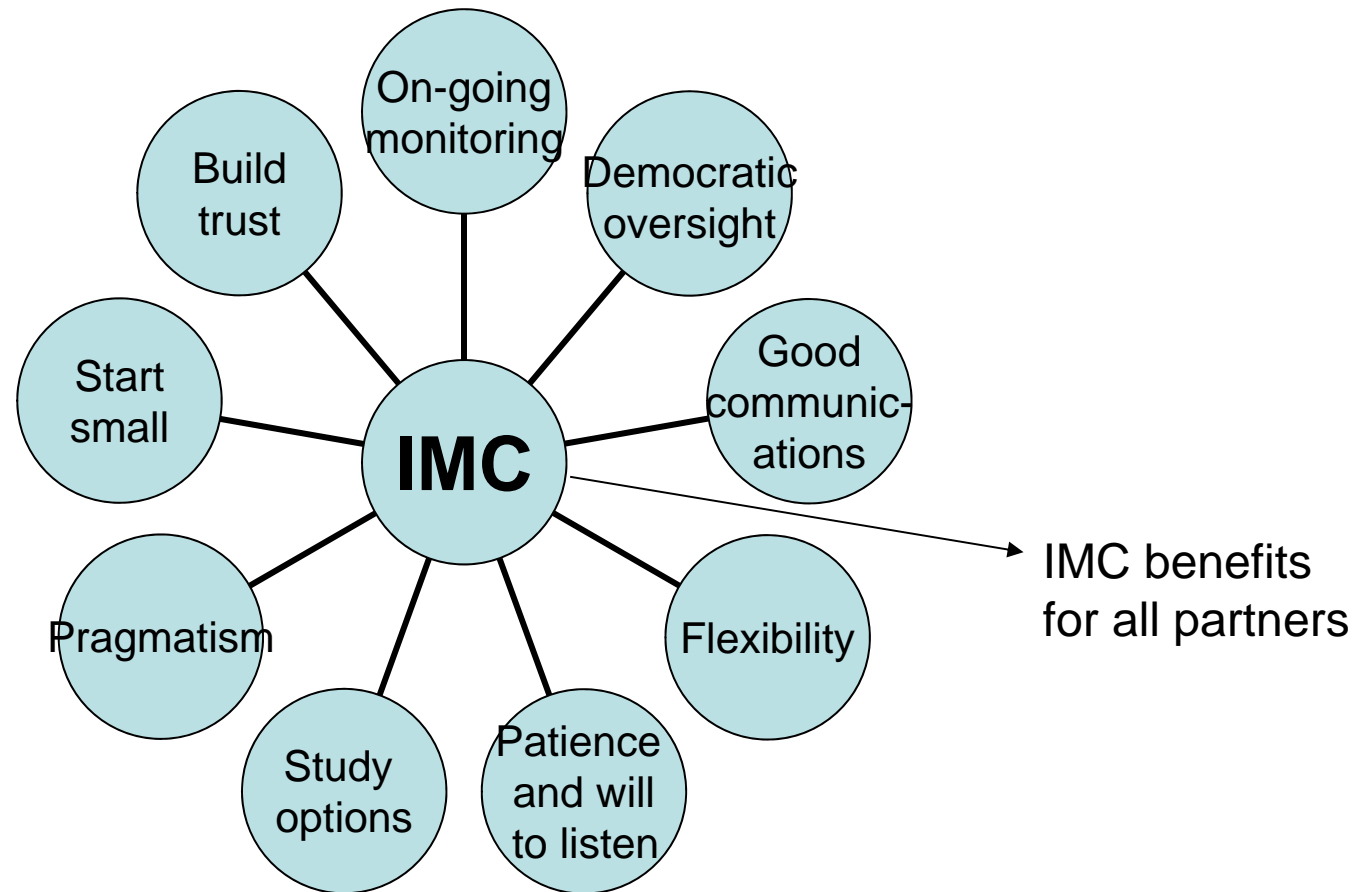
# IMC STEP LADDER (9-11)



# IMC STEP LADDER (12-14)



# CRITERIA FOR EFFECTIVE IMC



# RECOGNITION OF NEED

## By whom:

- Mayors
- Elected representatives
- Heads of administration
- Senior managers
- Regional / central authorities
- Public opinion

# POLITICAL DISCUSSIONS

- Anticipate a series of informal bilateral and multilateral discussions
- Initial consensus among peers
- Based on win-win situation
- All influential people with an interest should be involved from the start
- Someone must give leadership from the start

***Who should give initial leadership?***



# KEY QUESTIONS

- Is there a feeling of dissatisfaction in all concerned municipalities?
- Is there consensus at senior level that IMC offers a way forward?
- Is there cross-party agreement?
- Would IMC be sustainable financially and politically in the longer term?

***What kind of agreements are necessary to ensure sustainability?***

# TECHNICAL DISCUSSIONS

- Between senior officials in concerned municipalities
- Builds on previous political discussions
- Agreement in principle of state authority to go forward
- One senior official should lead the way
- Involve senior officials from function, finance and HR

***What is the task of the leading official?***

# CONSULTATION WITH NATIONAL LEVEL

- **With government**
  - what does the law allow or require?
  - is specific finance available?
  - is legal advice available?
- **With LGA**
  - are there examples of good practice?
  - are consultancy services available?
  - are capacity building and training available?

# OPTIONS TO CONSIDER

- Should IMC be used to (i) manage some services jointly or (ii) develop a common policy?
- Should the IMC proposal be: (i) Single purpose or (ii) multipurpose IMC?
- Will the IMC proposal need to focus on the: (i) output or (ii) outcome?

***How would municipalities assess performance under these options?***

# PRELIMINARY DECISIONS

- Which functions should be subject to IMC?
- What partners should be involved and to what extent?
- Which municipality should lead on which function?
- How should the public be consulted?
- How will accountability be demonstrated?

***Is it a good idea to convene an official meeting of partners to come to these decisions?***

# FEASIBILITY STUDY

- Analysis of national context
- Current level of performance in identified functions – costs, strengths, weaknesses, future demand
- Possibility of reducing costs / sharing resources / improving quality through IMC:
  - With which municipalities
  - Under which legal, financial and administrative frameworks
  - With what financial framework
- Identify good practice
- Recommendations

# OUTCOME

**The outcome of the discussions and feasibility study should be an IMC proposal with:**

- Clear objectives and rules
- Clear division of responsibilities
- Clear and fair allocation of costs
- No domination without agreement