



Stage 3 – LEADERSHIP FOR CAPACITY BUILDING

## Module 21 – INTER- MUNICIPAL COOPERATION (IMC)

The Leadership Academy is a learning and action programme for mayors, senior officials and elected representatives of local government.

January 2017



Centre of Expertise  
for Local Government Reform



1	MODULE OVERVIEW.....	3
1.1	BACKGROUND.....	3
1.2	LEARNING OBJECTIVES.....	3
1.3	LEARNING OUTCOMES.....	3
1.4	DURATION .....	3
2	MODULE STRUCTURE .....	4
2.1	INTERACTIVE INTRODUCTION .....	4
2.2	GROUP EXERCISE 1 – OBSTACLES TO IMC.....	4
2.3	GROUP EXERCISE 2 –SOLUTIONS FOR OVERCOMING IMC OBSTACLES.....	4
2.4	INTENSIVE INTRODUCTION TO IMC - PRESENTATION “UNDERSTANDING IMC” .....	4
2.5	GROUP EXERCISE 3 – AN ACTION PLAN FOR OVERCOMING IMC CHALLENGES/ OBSTACLES .....	4
2.6	GROUP EXERCISE 4 - ROLE PLAY .....	4
2.7	INDIVIDUAL EXERCISE 1 .....	4
2.8	INDIVIDUAL EXERCISE 2 .....	4
3	WORKING DEFINITIONS.....	5
3.1	LOCAL AUTHORITY .....	5
3.2	INTER-MUNICIPAL COOPERATION (IMC) .....	5
4	KEY CONCEPTS.....	6
4.1	THE CHARACTERISTICS OF IMC .....	6
4.2	THE ADDED VALUE OF THE IMC .....	6
4.3	FORMS OF IMC .....	7
4.4	LEADERSHIP CHALLENGES FOR IMC .....	7
5	EXERCISES .....	8
5.1	EXERCISE 1 – GROUP EXERCISE 1 - OBSTACLES TO IMC .....	8
5.2	EXERCISE 2 - GROUP EXERCISE 2 –SOLUTIONS FOR OVERCOMING IMC OBSTACLES .....	13
5.3	EXERCISE 3 - GROUP EXERCISE 3 – AN ACTION PLAN FOR OVERCOMING IMC CHALLENGES/ OBSTACLES .....	14
5.4	EXERCISE 4 –GROUP EXERCISE 4 – ROLE PLAY .....	16
5.5	EXERCISE 5 – GROUP EXERCISE 5 - MOVING TO A PERFORMANCE MINDSET AND ORGANISATION CULTURE .....	17
5.6	EXERCISE 6 – INDIVIDUAL EXERCISE 2 - PREPARING A MUNICIPALITY’S CULTURE FOR IMC .....	18
6	REFERENCES .....	19

# 1 MODULE OVERVIEW

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## 1.1 BACKGROUND

- Inter-municipal cooperation (IMC) is inherent to a decentralised territorial administrative system. The more autonomous Local Authorities<sup>1</sup> are, the more they need and are able to cooperate.
- In a centralised State, where Local Authorities have few competences and limited resources, there is little need for common action, as most of local challenges will be tackled at the Central level. When Local Authorities are instead endowed with a large number of competences, and when they are free to organise the delivery of services to citizens and to fulfil administrative responsibilities, there are many occasions when cooperation with other municipalities can bring significant benefits.
- For example, IMC is highly relevant for small Local Authorities that are not able to deliver effective services to their communities on account of their size. IMC represents often an alternative to amalgamation of Local Authorities.
- Ultimately, IMC is about increasing the efficiency of public service delivery in cooperation with one or more neighbouring Local Authorities. By doing so, IMC contributes to the delivery of good governance.
- This module is based on the Toolkit Manual for Inter-Municipal Cooperation, Council of Europe/UNDP, 2010

## 1.2 LEARNING OBJECTIVES

General:

- To understand the relevance of Inter-Municipal Cooperation for a better service delivery and thus for the overall delivery of good local governance.

Advanced:

- To gain an in-depth understanding of the key-elements, mechanisms, success factors at the core of IMC.

## 1.3 LEARNING OUTCOMES

General:

- Participants understand the relevance of IMC for delivering better public services.

Advanced:

- Participants understand critical success factors for IMC, especially in terms of organisation culture, behaviour, attitudes and values.
- Participants will be better able to plan and implement effective IMC projects.

## 1.4 DURATION

General:

- 120 minutes

Advanced:

- 200 minutes

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<sup>1</sup> 'Local Authorities' - the first tier of local self-government, whatever the different national terms may be (see Section 3.1.).



## 2 MODULE STRUCTURE

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### GENERAL EXERCISES

#### 2.1 INTERACTIVE INTRODUCTION

- Participants are introduced to the key elements of IMC, according to the CoE Toolkit for IMC;
- Participants engage in to a facilitated discussion on IMC, based on the received inputs and on their own experience in the field.

#### 2.2 GROUP EXERCISE 1 – OBSTACLES TO IMC

- Participants are invited to read the given scenario (see Section 5.1.) and to work in groups (3-4 persons for each group) so to identify main challenges to IMC, for the case-study at stake. Each group will have to present the results in a plenary session.

#### 2.3 GROUP EXERCISE 2 –SOLUTIONS FOR OVERCOMING IMC OBSTACLES

- Participants are invited to identify possible solutions and strategies to overcome the previously identified obstacles. Each group will have to present the results in a plenary session.

### ADVANCED EXERCISES

#### 2.4 INTENSIVE INTRODUCTION TO IMC - PRESENTATION “UNDERSTANDING IMC”

- Participants attend an in-depth session on IMC, and are introduced to the Step Ladder

#### 2.5 GROUP EXERCISE 3 – AN ACTION PLAN FOR OVERCOMING IMC CHALLENGES/ OBSTACLES

- Participants, divided in working groups of 3-4 persons, engage in to a brainstorming for identifying main IMC needs/areas of

cooperation within their Local Authorities (ideally, the groups are composed by neighbouring/adjacent Local Authorities);

- Each group chooses a specific area of cooperation for IMC and identifies obstacles/challenges and relevant possible solutions to those challenges;
- Each group is then invited to collocated solutions on a poster that highlights: i) the type of solution (ranging from action to strategy) and ii) the level of competence for the solution implementation (from local level to transnational level).

#### 2.6 GROUP EXERCISE 4 - ROLE PLAY

- Participants are invited to read the scenario for an IMC on local economic development (LED) (see Section 5.5). Participants work into groups of 5 persons with allocated roles (i.e. one person represents the Mayor of a large town; the others are Mayors of smaller neighbouring Local Authorities), and within the given scenario;
- Participants have to put in to practice leadership skills acquired during Stages 1 and 2, in order to debate and develop the proposal – that will be shared in a plenary session.

#### 2.7 INDIVIDUAL EXERCISE 1

- Participants are invited to consider their own organisation and to identify (by using the chart ‘Moving to an IMC Mindset’) key leadership obstacles that would stand in the way of a successful IMC project.

#### 2.8 INDIVIDUAL EXERCISE 2

- Participants are invited to analyse the potentialities for an IMC project within their organisation, by using the table in Section 5.7.

## 3 WORKING DEFINITIONS

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### 3.1 LOCAL AUTHORITY<sup>2</sup>

For the purpose of LAP 'Local Authority' is interpreted as a public governing body, (directly or indirectly elected), possessing, within a given territory, as defined by law, a degree of autonomy from the central government and a set of competences to deliver public goods and services to citizens. Moreover, for the purpose of this module, Local Authority defines the first tier of local self-government.

### 3.2 INTER-MUNICIPAL COOPERATION (IMC)

IMC defines a case when two or several Local Authorities (of the same country), with a status of legal persons, endowed with competences, powers and resources in accordance with the European Charter of Local Self-Government<sup>3</sup>, agree to work together on any of the tasks assigned to them in order to gain mutual benefits.

IMC differs from Cross-Border Cooperation (ref. Module 22 – which involves Local Authorities from different bordering countries) and from City-to-City Cooperation (ref. Module 23 – which involves Local Authorities from different states at the international level) as interests Local Authorities from the same national context.

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<sup>2</sup> Toolkit Manual for Inter-Municipal Cooperation, Council of Europe/UNDP, 2010

<sup>3</sup> The Committee of Ministers of the Council of Europe adopted the Charter in the form of a convention in June 1985 (link to the CoE's web site: <http://conventions.coe.int/treaty/en/Treaties/Html/122.htm>)



## 4 KEY CONCEPTS

### 4.1 THE CHARACTERISTICS OF IMC

Although IMC is a broad context that might refer to different forms of, and multiple reasons for cooperation, there are some features common to most of the IMC cases. The paragraphs below intend to offer an overview of such features, without aim of being exhaustive:

- IMC is about two or – more typically – several Local Authorities working together.
- By cooperating, partner Local Authorities agree to work together at some cost to produce new benefits for each of them that would be unavailable through isolated and unilateral action.
- The joint effort may concern one or several domains falling within the legal competence of the Local Authorities. The law can specify that certain competences given to Local Authorities cannot be transferred to IMC (e.g. State competences delegated to the Mayor).
- Cooperation has a cost for each partner Local Authorities: it needs effort, financial contributions and sharing resources (staff, land, machines, buildings, etc.).
- IMC is the result of a deliberate decision and not just the mechanical implementation of a legal provision. Agreement is voluntary, rather than imposed by the law, although the law may sometimes strongly encourage or even oblige Local Authorities to look for co-operative solutions.
- New gains for the partner Local Authorities may have different characteristics, such as: creating the capacity to provide services which cannot be delivered by a small municipality, saving on costs of service delivery, improving service quality, better

coordination in development planning, more efficient and visible development policy.

- Cooperation is not incidental; it has a certain duration and is most often a permanent arrangement with an undefined expiry date.
- Usually, there is no permanent transfer of local tasks or competencies; Local Authorities keep indirect control over the decisions and services that result from cooperation.

### 4.2 THE ADDED VALUE OF THE IMC

Several are the advantages that two Local Authorities, or more, could have in engaging in IMC:

- Economies of scale:  
When a service is provided for two or more municipalities, the number of service users increases; this allows a reduction in unit costs.
- Better services:  
IMC might allow a group of municipalities to improve services, or even provide new services and infrastructure.
- Catchment area:  
Recover the full cost of services used by citizens in surrounding municipalities (i.e. “free-riders” that benefit from the services of a municipality but do not reside there and thus they do not pay taxes for those services. Such taxes are necessary in order to fully cover the costs of a service – e.g. public transportation).
- Joint management of infrastructure and public functions:  
Many infrastructure’s networks are constructed across more than one municipality, as a result of physical or of a former administrative system. Thus, IMC may facilitate the joint management of such infrastructures (e.g. public roads).
- Better visibility and marketing



IMC may help Local Authorities to establish better marketing strategies for tourism purposes.

- Access to external funds  
IMC increases the opportunities for accessing external funding, such as in the case of European funding programmes.

### 4.3 FORMS OF IMC

The forms of IMC may vary from country to country or even within national systems. However, some macro trends in IMC typologies has been stressed as a result of the analysis of IMC case studies across European countries<sup>4</sup>:

- Informal IMC

Many relationships between Local Authorities are informal; they do not need a precise legal basis because they do not entail any binding legal decision.

- Weakly formalized – agreement/contract based

This kind of IMC may be based on agreements or contracts. For example, many IMC projects for sharing administrative services, like data processing and procurement, are covered by contract.

- Functional IMC

These IMC arrangements are mainly for the management of public utility services (e.g. water supply, waste management, and sewerage), infrastructure (e.g. roads) or amenities (e.g. cultural institutions, sports facilities, health centres). They may be public entities with their own legal 'personality' and their own budget and property. They therefore need an appropriate legal status.

- Integrated territorial public entity

Certain IMC forms look like second level self-government authorities. They have their own legal 'personality', along with multi-purpose competences in matters of strategic interest (e.g.

economic development, town planning, roads, and public transport). They have strong political structures and a degree of financial autonomy, even perhaps the power to decide and collect taxes.

### 4.4 LEADERSHIP CHALLENGES FOR IMC

There are many neighbouring Local Authorities – regardless of their size or characteristics – that share common challenges or could exploit shared opportunities. These range from a joint approach to local economic development to establishing a joint municipal office or a shared sports stadium. Working together under an IMC arrangement is often the best way forward for them.

However, while there may be numerous 'handshake agreements' between neighbouring Mayors, these tend to be for the simpler activities such as organising a festival together. It is more difficult to set up IMC arrangements for more significant activities, such as sharing an engineer or managing waste collection and disposal jointly. Such cases must conform to appropriate legal structures.

It can be difficult to sustain an IMC project after an election when the Mayor is replaced. How can sustainability be built into an IMC project from the start?

A key factor for ensuring the sustainability of an IMC project, since the initial phases, is the leadership within the Local Authorities in setting up and managing an IMC arrangement. A shared vision, ownership and responsibilities of all staff and managers (i.e. officers in senior positions), as well as an overall cooperative organisation culture (see Stage 2 – Organisational Culture) may ensure that the IMC project goes beyond the 'political' mandate.

<sup>4</sup> Toolkit Manual for Inter-Municipal Cooperation, Council of Europe/UNDP, 2010



## 5 EXERCISES

### 5.1 EXERCISE 1 – GROUP EXERCISE 1 - OBSTACLES TO IMC

5.1.1 Please read the following scenario, illustrating an IMC Case Study (Romania)<sup>5</sup>:

**TITLE:** Horezu Depression Association (*Asociația Depresivă Horezu*)

**NO. OF MUNICIPALITIES:** 10

**LARGEST MUNICIPALITY:** HOREZU (pop: 6800)

**TOTAL POPULATION COVERED:** 40,000

**GEOGRAPHY:** MOUNTAIN AREA (highest altitude: 1900 metres)

**DOMAINS:**

- tourism infrastructure development and tourism promotion
- Planning, coordination, fundraising and project management
- Emergency services

#### 1. Need for IMC

Cooperation between these municipalities was triggered by a set of factors:

- Horezu is the administrative centre for the region, concentrating services in the field of health, education, emergency services, fiscal administration, legal services, courts etc. An administrative relationship between the 5 municipalities always existed. The town of Horezu also acts as the economic centre of the region, concentrating services such as banking and insurance, which are absent in the neighbouring municipalities.
- There are some services currently provided by Horezu to neighbouring municipalities, supported only by Horezu municipality funds, including emergency services and the population register.
- Funding for local projects is needed, especially for infrastructure development; roads, sewerage facilities, waste management facilities are all inadequate.
- There is a need to stimulate local economic development, since the unemployment rate is high and local businesses are weak.
- There is a concentration in the area of potential tourist destinations (Hurez Monastery – a UNESCO-protected monument; Woman's Cave; traditional fabrics and pottery workshops; 16 century fortified manors; churches from the 15<sup>th</sup> - 17<sup>th</sup> century; 2 nature reservations; mineral water springs; mountain climbing; folk culture festivals).

#### 2. Description of the IMC

Areas of cooperation

##### 1. *Tourism infrastructure development and tourism promotion.*

Several projects have been initiated, promoted and implemented jointly. Cooperation started with small scale projects, such as:

- a. The installation of route indicators providing information on all tourism sites in the region;
- b. The affiliation of the Horezu Depression Association to the National Association for Rural, Ecological and Cultural Tourism (ANTREC) and the participation of the Association's representatives in tourism fairs all over Europe;

<sup>5</sup> Derived from case study prepared by UNDP

- c. Training local businessmen in eco-tourism and marketing eco-tourism activities in partnership with a local NGO.

The first large project was planned for the rehabilitation and development of general and tourism infrastructure in the area, including:

- renovation work on several monuments,
- road repairs to facilitate access to some of the tourism sites,
- setting up a joint tourism information office,
- building facilities for the organisation of local festivals.

The estimated value of project was €4.5m. The project was accepted for funding but the contract was not signed because the procurement procedure was not completed in time. However, a major achievement has been the inclusion of the Horezu Depression programme in the European Destinations of Excellence (EDEN) program, 2nd phase Local Intangible Heritage (2007-2008).

## 2. Strategic planning and institutional development

With funding from the PHARE programme, the first project was successfully implemented; it focusing on several areas:

- drafting, public consultation, and approving a joint development strategy for the 5 municipalities that initially formed the Horezu Depression Association and 5 neighboring municipalities;
- expanding the membership of the Association to 10, by including the neighbouring municipalities;
- training personnel from all 10 municipalities on issues such as local development, fundraising, project management, public participation methods;
- setting up an office and a conference room, and purchasing equipment for the Association.

The main outcome of this process has been (a) agreeing a joint development strategy and (b) training of 3-5 civil servants from each of the 10 municipalities of the Association for their involvement in implementing the development strategy.

## 3. Emergency services

The municipality of Horezu was already delivering this service for the entire region at its own expense; this was considerable – 200,000 lei out of a total annual municipality budget of 1.5m lei. The other municipalities were not in a position to contribute to this service due to their limited budgets. Under the umbrella of the Association, Horezu municipality was able to obtain PHARE funding to continue the service and invest in its further development.

## 3. Legal form of cooperation

In 2005 the Horezu Depression Association was established as an NGO (private law body). This organisation was, according to statute, led by a Council of Directors with 5 members (the Mayors of the 5 original municipalities). According to the statute, the President of the Association is the Mayor of Horezu, while the Mayor of Vaideeni is the Secretary General of the Association (Horezu and Vaideeni being the municipalities that initiated the establishment of the Association).

The municipalities are represented in this Association based on the “one municipality, one vote” principle. Decision-making is majority-based; usually there is a consensus. Some decisions of the Association have to be ratified by each municipal council (e.g. use of public property, co-financing of projects from municipality budgets).

In 2006, the Association changed its legal status and transformed itself in a Inter-community Development Association (a quasi-public law body) with multiple competences, Abut keeping all other provisions of the

statute. Currently a new statute of the Association is under discussion, since there is need for a new structure that will accommodate the 5 new members.

#### Staff

The Association does not have its own staff; each municipality has delegated staff; some 30 to 35 civil servants work for the Association as necessary (usually part time). All of these civil servants have received training as part of the institutional development project.

#### Financing

The financing of the Horezu Depression Association comes from grants from governmental and EU sources and the co-financing provided by member municipalities for specific projects. There are no membership fees. The municipality of Horezu is providing an in-kind contribution (office space, communication expenses, working time of some civil servants).

Representatives of the Horezu Depression Association consider that long term sustainability is guaranteed, since the Association has passed the critical stage (immaterial results, failed projects) and can now ensure sufficient funding for its activity and the successful promotion of its projects.

#### Accountability to citizens

The PHARE-funded institutional development project included a strong public participation component, focused on training civil servants in (a) citizen information, (b) consultation and public participation issues and (c) the use of public participation instruments in elaborating the joint development strategy (eg public cafes and debates). This component, which also received local NGO support, has increased significantly the degree of citizen information and involvement in the activities of the Association.

#### Monitoring and evaluation

There is continuous monitoring of the Horezu Depression Association activities by the member municipalities, since civil servants from all member municipalities are directly involved in day to day activities. Evaluation of the work of the Association is carried out by member municipalities on an annual basis, based on annual performance report and financial reports.

#### 4. Establishment of the IMC

The Horezu Depression Association was established in 2005, at the initiative of the Mayors of Horezu and the neighbouring commune of Vaideeni. The Association was actually built on the structure of an earlier attempt to cooperate in 1994 but abandoned in 1996. The initial concept for cooperation was based on (a) inspiration drawn from some French examples of IMC, (b) information obtained via the affiliation of the Horezu municipality to the Romanian Association of Towns (AOR), and (c) cooperation with an Bucharest-based NGO (Partners for Local Development Foundation (FPDL).

After 3 more municipalities agreed in principle to cooperate, a statute was drafted and the Association was legally registered, having the status of NGO. The statute of the Association contained, along with procedures and decision-making structures, reference to joint development objectives and projects. At this stage, no development strategy had been drafted and no donor was involved in the process. The establishment of the Association was supported by local resources only.

The main difficulty in establishing this Association was the reticence of some communes to cooperate, as there were fears that the town will take over the Association and that its activities will not bring much benefit to the communes. Some municipalities declined to join.

The main factors determining the success in establishing the Horezu Depression Association were:

- the leadership provided by the municipality of Horezu;
- prior attempts to cooperate – an earlier proposal for cooperation over gas supply failed in terms of results but was successful in terms of cooperation;
- the homogeneity of the area - the municipalities have similar characteristics and similar problems and, consequently, seek the same things.

## 5. Benefits and shortcoming

### Benefits

The main direct benefit for member municipalities has been the ability to promote projects they had no financial and staff capacity to do on their own.

The main direct benefits for the citizens have been:

- improved emergency services;
- the increase of tourism in the area resulting from the development of local tourism-related businesses (e.g. small hotels and private accommodation to let).

### Shortcomings

The initial shortcoming of cooperation was the lack of material results in the first 18 months, leading to a certain cooperation fatigue. This was made worse by the memory of earlier attempts to cooperate.

No shortcomings for citizens were identified.

## 6. Future plans

At this point, there are no plans to change the legal form of cooperation.

After the completion of the current process of enlargement from 5 to 10 members, no expansion of membership is envisaged, mainly because the current membership already covers the area of influence of the town of Horezu (ie all communities are already linked in terms of public service delivery and the prospects for local economic development).

Expansion of IMC membership outside this area is considered not a very good idea since there will be no common ground (problems and objectives) for cooperation.

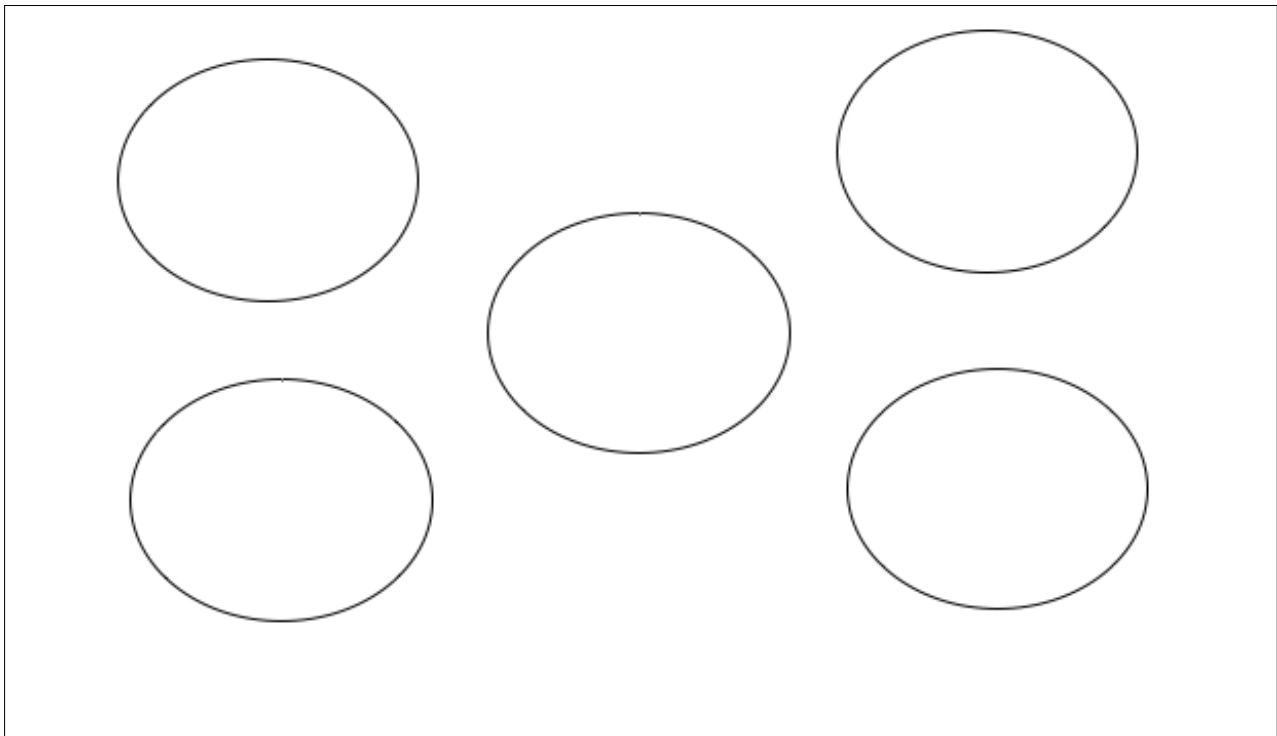
The expansion of the areas for cooperation is planned in accordance with the newly developed joint development strategy.

## 7. Main lessons learned

- Leadership is essential. Even if there is some reluctance to cooperate when a larger municipality takes charge of the process, this leadership is essential for coherence and effectiveness.
- Homogeneity is important. Municipalities involved in such forms of cooperation should be similar in terms of problems and objectives, so that there is common ground for discussion. Diverging interests resulting from significant differences between municipalities requires the organisation to work in too many directions at the same time, and results may not always be satisfactory.
- Material results are not immediate. In the first years of cooperation, the results are rather invisible, taking the form of small projects and planning and co-ordination efforts and this may discourage cooperation.

- Please identify the main obstacles to IMC, and try to cluster them according to the area/domain to which they belong.

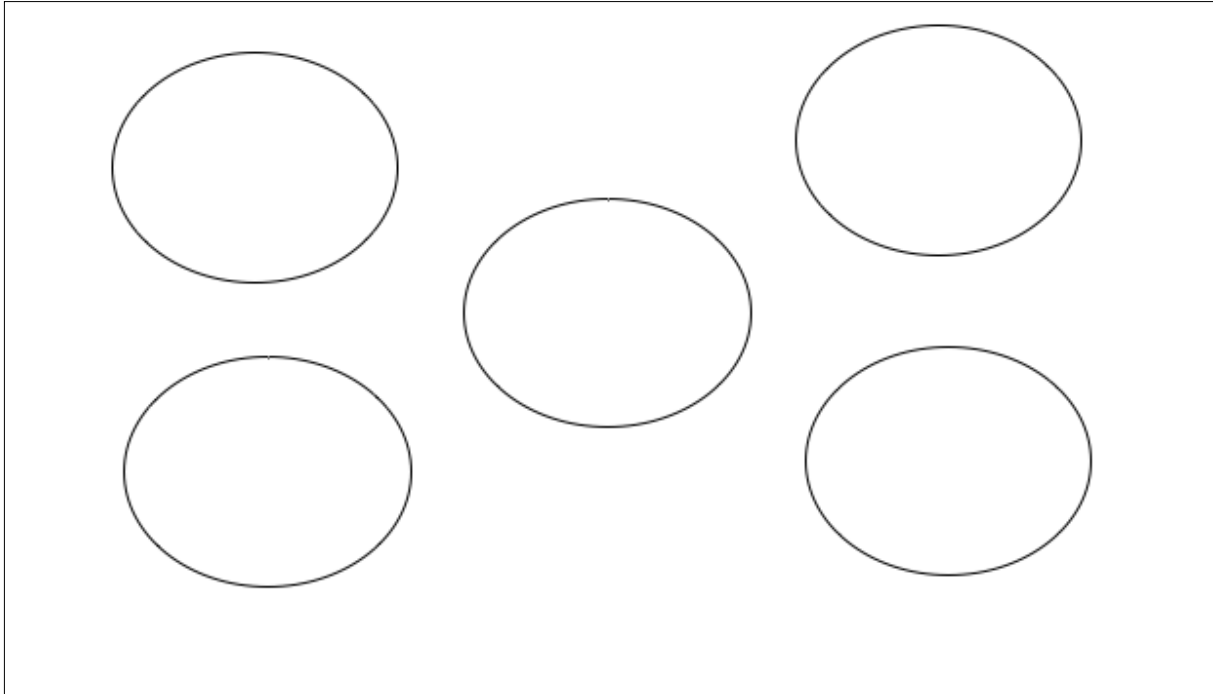
*Clustering template (example)*



## 5.2 EXERCISE 2 - GROUP EXERCISE 2 –SOLUTIONS FOR OVERCOMING IMC OBSTACLES

Based on the identified obstacles to IMC, imagine possible solutions/strategies to overcome the identified obstacles.

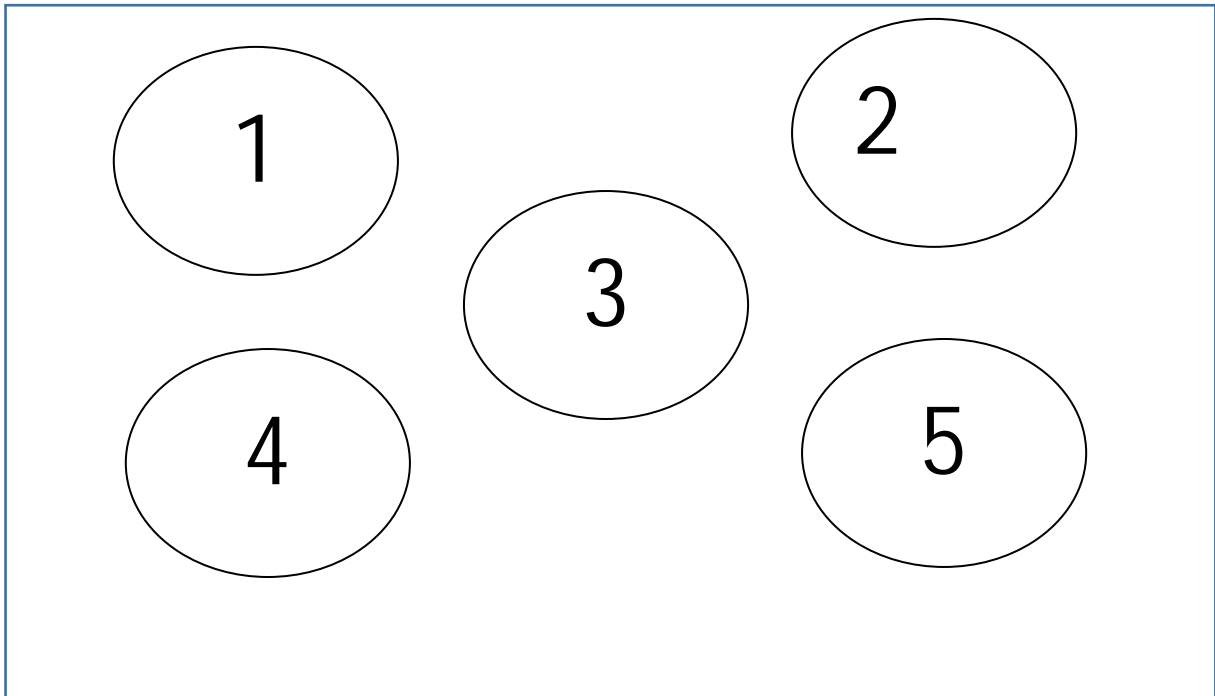
*Clustering template (example)*



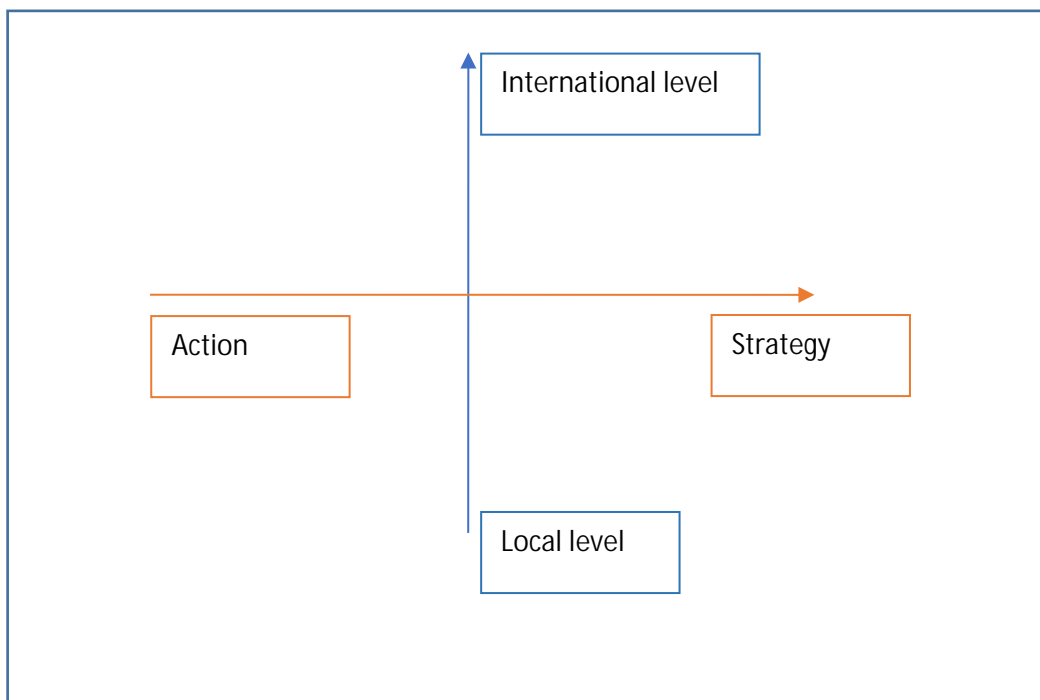


### 5.3 EXERCISE 3 - GROUP EXERCISE 3 – AN ACTION PLAN FOR OVERCOMING IMC CHALLENGES/ OBSTACLES

- Brainstorm about possible areas of cooperation and try to prioritize them.



- Choose the most important area of cooperation and brainstorm (using post-it) on possible obstacles that might arise in that area of cooperation.
- Debate upon possible solutions to the identified obstacles (using post-it)
- Try to organise the post-it according to the following scheme:



- Present the result to the other groups by highlighting:

Area of IMC	Main Obstacles to IMC
<p>Main Solutions:</p> <ul style="list-style-type: none"><li>• Action/Strategy</li><li>• Level of implementation/Actor responsible for the implementation</li></ul>	

## 5.4 EXERCISE 4 –GROUP EXERCISE 4 – ROLE PLAY

- Please read the Scenario below.
- According to the role distribution within the groups: the Mayor of the larger municipality is facilitating a meeting to which he/she has invited the other Mayors. He/she puts a proposal to them to develop an LED initiative.
- Groups discuss the proposal for the LED initiative to seek consensus (taking account of the different interests and fears of the represented Local Authorities, and identifying the mutual benefits and obligations, showing as well how risks might be overcome).
- Present the scenarios in a plenary session.

### **CONTEXT:**

The Mayor of a large town wants to establish an IMC to increase economic development (LED) in the area. He/she realises that it will be important to work with 4 neighbouring municipalities to provide the range of opportunities and economies of scale that would attract investors. The other municipalities cover smaller urban and rural areas, each with their own challenges.

The Mayors of these municipalities do not all belong to the same political party. Three have served more than 1 mandate; two are newly elected.

Each Mayor should invent his/her municipality and his/her own mindset based on current circumstances.

### **SCENARIO:**

The initiative will require good transport facilities. At the moment, transport services are poor; none of the municipalities can afford to improve their transport system by working alone; but some of them do believe the transport system could be better developed if the task was shared.

Many people in the neighbouring municipalities work in the town and put pressure on local services. This contributes to unemployment in the town. The town's youth are getting restless at the lack of opportunities.

For villagers in the neighbouring municipalities, it takes a long time to travel to work and it is hard to reach the shops. There is high unemployment. Buses are few and slow because of poor roads. They have little income. Residents of the larger town don't bother visiting the other municipalities, despite the attractive lakes, mountains and historical monuments that some of them contain.

There are economic development opportunities in the neighbouring municipalities that have not yet been developed, such as tourism and forestry. There is growing concern at the emigration of young people. It is essential to create enough jobs to keep more of them in the area.

What are the interests of the different municipalities? Who will pay for the IMC initiative? How will larger employers be attracted to come to the area? Where will new investment come from? Will the outlying municipalities be willing or able to contribute to the initiative, or will the large town have to cover most of the costs?

Will the Mayors trust each other? What is the real agenda of the Mayor of the large town? Can a cross-party agreement be signed to ensure sustainability? Will each municipality be willing to second one or more of their best staff to the IMC project office? Will any of the municipalities need to upgrade their communications and service management expertise and improve their transparency so that their weaknesses do not infect the IMC project?

Are the Mayors ready to acknowledge the particular interests of each municipality and seek a win-win solution?

## 5.5 EXERCISE 5 – GROUP EXERCISE 5 - MOVING TO A PERFORMANCE MINDSET AND ORGANISATION CULTURE

- Think about your organisation and try to give a score ranging from 1 to 10, for the following aspects related to IMC (1=organisation with weak leadership, 10=organisation with a strong leadership).
- Which behaviours and attitudes would be the most important for making IMC successful? Which would be serious obstacles to effective IMC?

TOWARDS AN IMC-ORIENTED MINDSET			
ASPECT	ORGANISATION WITH WEEKLEADERSHIP	ASSESSMENT (Score 1-10)	ORGANISATION EMPOWERED BY LEADERSHIP
1. Management	Control things and people; rely on input measures		Control things but empower people; use outcome measures; challenges status quo
2. Structure	Hierarchical; bureaucratic; static		Flatter; porous boundaries; flexible
3. Motivation	External; carrot and stick		Internal; whole person
4. Performance appraisal	By boss; one-way; finding faults; process-driven		Focus on improving performance; self-evaluation; 360%; win-win; supportive
5. Information	Short term; limited; protected		Accessible; comprehensive; covers sensitive matters like performance results
6. Communications	Top down; focus on formal; few informal conversations across hierarchy		Open; up / down / horizontal; formal and informal
7. Culture	Rules; protecting position; risk avoidance; lack of trust		Based on principles and values; trust; seeking excellence; team-working
8. Accountability	Mainly to Government / Party; managers practice nepotism; weak transparency		Uses local accountability to generate community engagement and drive up standards
9. Budgeting	Top down; based on last year; poor debt management		Open; flexible; harnesses external resources; based on need and opportunity
10. Training and development	Skill-oriented; explanatory; teaching-focused		Action-oriented; whole person; learning-focused
11. Staff	Seen as expense; focus on efficiency; full capacity not utilised		Seen as investment; empowered; responsible; full potential realised
12. Staff voice	Seen as unimportant; personal initiative difficult;		Make strategic contribution; initiatives welcome; personal responsibility; management listens
13. Customer / citizen care	Little concern; views not sought; seen only as recipient of public services		Citizen satisfaction is test for effectiveness; contributes to service planning and review
14. Public ethics	Corruption generally accepted as part of everyday working life		Corruption totally unacceptable, with ethics codes and commissions along with transparent processes

## 5.6 EXERCISE 6 – INDIVIDUAL EXERCISE 2 - PREPARING A MUNICIPALITY’S CULTURE FOR IMC

- Thinking of your organisation, use the Template below to:
  - List the obstacles to possible IMC projects
  - Consider the effect they would have on the IMC if not overcome.
  - Decide what could be done to overcome them.

	CULTURAL OBSTACLES TO IMC	POTENTIAL RISKS TO IMC IF OBSTACLES NOT CORRECTED	ACTION TO OVERCOME OBSTACLES
1.			
2.			
3.			
4.			

## 6 REFERENCES

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Council of Europe. (2010). The Toolkit Manual for Inter-Municipal Cooperation. Strasbourg

Council of Europe. (1985). European Charter of Local Self-Government. ETS no 122. Strasbourg