Pathways to Service Delivery

A First Nations’ guide to developing and re-negotiating municipal service agreements
Your Destination

A future where your community is working alongside your neighbouring community to deliver quality services for a fair price. Where you honour and respect each other as neighbours, recognizing both your uniqueness and your common ground. Where you’re living the belief that you can achieve more together than you can alone.
Your Journey

To reach your destination, you will work with your neighbour through the process of developing and negotiating a service agreement. Most worthwhile journeys contain challenges, and the journey of negotiating a service agreement is no exception. This journey requires commitment and effort, but in the end, your communities will have much more than a signed document. You will have laid the path to a stronger relationship between your communities and a better future for all your citizens.

No two communities are the same – they have varied histories, circumstances, needs, and visions. For some communities, this journey will be more challenging than for others, but the opportunity to move closer to the destination exists for all communities.
Note: this guide uses metaphor and illustrations throughout to enable you to think about the challenges and opportunities of joint service delivery in a new way. It recognizes that although service agreements are professional documents, effective communication is a necessity in developing good agreements and that metaphor can greatly enhance communication of challenging subjects. The use of metaphor and illustration is not intended to make light of the challenges of meeting basic service needs, or of difficult histories shared between some communities.
About this guide

This guide has been developed to support First Nations communities in developing and re-negotiating municipal service agreements.

During a review of the rates paid for municipal services by First Nations in comparison to the rates paid in neighbouring municipalities, we found that some First Nations pay a little less, some the same, some a little more, and some pay much more than a similar household within the neighbouring municipality.

We continued by asking: why? We interviewed First Nations and Local Governments throughout BC, and found that First Nations had common sources of challenges and factors for success in service agreements.

This guide has been developed to share ways of addressing the common challenges faced by First Nations across the province, and how you can set yourself up for success.
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The purpose of this guide is to help you through the journey of negotiating a municipal service agreement. It will tell you how to prepare for the journey, the places that will be visited along the way, and ways of overcoming some of the challenges that you may encounter.
This guide will:

* Give you an overview of what is needed to negotiate a service agreement
* Provide suggestions, tips, and resources for tackling the challenges encountered
* Point you to helpful resources developed by others
* Address the challenges of re-negotiation and dealing with growth and development

This guide will not:

* Give you step by step instructions that can be followed without thinking about them. Each community has unique needs, and will need to tailor the steps to their needs
* Go into depth with details of the journey and the challenges. In many cases, these details have been well covered in other resources that will be referenced
Who was this guide developed for?

This guide was developed for First Nations. First Nations communities will all have different circumstances and challenges, and not all will be starting from the same place.

This guide was written based on input from a wide diversity of communities, and there should be useful information for communities in many different situations. Sections can be used as they are found to be helpful.

The descriptions of Community A and Community B illustrate the wide range of communities that this guide is meant to serve.
Community A:  
*A First Nation with an urban reserve who has a long term vision of a thriving community that has realized significant growth and economic development. The community has access to a wide range of services from its municipal neighbour, and knows they pay a fair rate for services used. The water and sewer systems are connected between the First Nation and municipality, and both parties benefit from the servicing options this connection provides.*

Community B:  
*A First Nation with a neighbouring municipality. There are no significant growth pressures on either of the communities. The municipality has recently built a water treatment plant, and to achieve the shared vision of a sustainable and vibrant community, the municipality provides water services to the First Nation through a service agreement.*
How to use this guide

Quickly browse through to get an overview of what’s involved in negotiating a service agreement.

Pick out what is relevant to you. Use it, talk about it, test it, think about what would make it better.

Share it with new staff or community leaders to introduce them to joint service delivery and service agreements.

Keep it handy for use in the future.
Companion References

In addition to this guide and asking your peers or colleagues for help, there are other great resources that have been developed that provide additional information about service delivery and service agreements. Specific sections of these documents will be referenced throughout the guide:

**Service Agreement Toolkit, FCM (CIPP)**
A document developed by the Federation of Canadian Municipalities (FCM) and Aboriginal Affairs and Northern Development Canada (AANDC) through the Community Infrastructure Partnership Program (CIPP). Available at www.fcm.ca

**Comprehensive Community Planning Handbook, AANDC**
This document was developed by AANDC to support First Nations in British Columbia with developing and implementing community plans. Available at www.aadnc-aandc.gc.ca

**BC Service Agreement Primer, FCM (CIPP)**
Developed by FCM and AANDC through the CIPP, this is a companion document to the Service Agreement Toolkit, that includes considerations specific to communities in British Columbia. Available at www.fcm.ca

**Joint Community Sustainability Planning (CSP) Primer, FCM (CIPP)**
Developed by FCM and AANDC through the CIPP, this document identifies an approach to joint community planning for First Nations and Municipalities. Available at www.fcm.ca

**CivicInfo BC**
CivicInfo BC is an information service that promotes free and open exchange of local government information. The website www.civicinfo.bc.ca links to information and a document library of municipal service agreements and relationship protocol agreements between First Nations and Local Governments.
About Your Destination

Your destination is a future where your community is working alongside your neighbouring community to deliver quality services for a fair price. Where you honour and respect each other as neighbours, recognizing both your uniqueness and your common ground. Where you’re living the belief that you can achieve more together than you can alone.
With almost 500 service agreements in place in British Columbia alone, you may think that the proposed destination is crowded and that the journey is well established. While some communities have truly reached the point of exchanging quality services for a fair price and have a strong working relationship, there are many communities who have a service agreement in place but still have not reached the destination for one or more of these commonly seen reasons:

- Unfair rates, that either don’t cover the cost of providing services, or are too high
- Services are not delivered as agreed
- It is unclear who is responsible for doing what
- Potential for growth and development in the communities has introduced new service needs beyond what the existing service agreement provides

The common approach to developing service agreements can be so focused on getting a signed document that it often misses the bigger picture: joint service delivery can be a big opportunity for redefining relationships between communities and improving the future for everyone in the region.

The good news? With many of the current agreements expired (or expiring in the near future), or with new service needs being identified, communities will have a chance to negotiate or re-negotiate their agreements in a way that moves them toward the destination.
The specifics of each community’s destination may vary (i.e. differences in service types, community needs, and people involved), but there are three things that will be common to all, and that everyone should know about the destination:

1. You can’t get there without embarking on the journey and moving through each of the challenges. If you rush the stages of the journey or try to go around the challenges at each stage, you may end up with a signed service agreement, but you may experience one or more of the problems listed above.

2. You need to go together. As neighbours, it is unavoidable that communities will have an impact on each other. A relationship of some sort is not optional, but communities can choose to work together with open minds towards mutual goals – making it possible to reach the destination and open new opportunities for the region. Going together is not just about going with someone from your neighbouring community; it is also about involving many people from within your own organization. Success requires involvement from a political level and a staff level. Often, it will be one community (or even one individual) who takes the initiative and leads the journey, but they are intentional about bringing others along with them.

3. Climbing the mountain is a big accomplishment, and one that’s worth celebrating. But once you’ve signed your service agreement, you still have some work to do to maintain what you’ve achieved. Conditions will change, and you will need to work with your neighbour to adapt. Regular and proactive communication, and following through with what you’ve agreed to will contribute to an increasingly strong relationship and the discovery of more opportunities.
Some neighbouring communities have had agreements in place for years. Often, service rates will be updated to reflect changing costs, but the terms of the agreements may not be revisited. There may be reasons for reviewing and re-negotiating service agreements:

- The term of the agreement has expired.
- The agreement terms have not been reviewed in recent years. Terms may be outdated or may not be working well for one or both parties.
- Service needs of the community have changed or will change; or the terms of service delivery have changed (i.e. level of service).
- No formal service agreement currently exists, and service has typically been delivered based on an informal understanding.

Things to think about that are specific to re-negotiating your service agreement have been included throughout this guide.
You probably wouldn’t consider climbing a mountain without doing some preparation, and negotiating a service agreement is no different.

Skipping the preparation stage is one of the most common mistakes – especially for communities that are re-negotiating existing service agreements. They want to just get a new and updated agreement signed with as little effort as possible, but in the rush, communities will miss opportunities to solve challenges they are already facing, or the potential to achieve something more. If preparation is done well, the rest of the journey will be much easier. You’ll have the best chance of success if you’re well prepared for the journey.
Getting equipped for the journey

- **Comfortable shoes**
  For a long journey

- **Open mind**
  For learning and trying things in a new way

- **Open heart**
  That knows we can achieve more together than apart

- **Commitment**
  That comes from a clear vision and desire

- **Other resources**
  For digging deeper

- **Tools**
  For specific tasks

- **Contacts**
  Of people who can be asked for help

- **This guide**
  For overview of the journey

- **Comfortable shoes**
  For a long journey
Relationships are at the foundation of any service agreement – throughout the negotiation, and the duration of the service agreement itself. During the process of negotiating or re-negotiating, your relationship will likely be tested, and if you’re successful, it will likely be improved from where it was when you started. No matter what the current status of your relationship with your neighbouring community is, you can do some work ahead of time to prepare for your journey together.
Foundational Relationships

Communities with the most successful joint service delivery models have moved beyond a Transactional Relationship to a Foundational Relationship.

Transactional Relationship

Neighbouring communities are viewed to be simply customers or service providers. The relationship may be friendly, but interactions are minimal and brief.

Foundational Relationship

Neighbouring communities are viewed to be partners, with strong assets and unique ability to contribute to achieving a jointly held vision of the region.

There are certainly no standard recipes to building strong relationships among communities, but there are some steps that communities can go through to prepare their relationship for the journey of developing a service agreement.

A BUILD UNDERSTANDING

B EXPLORE POTENTIAL

C DEVELOP PRINCIPLES

D WORK TOGETHER
A Build Understanding

What do you know about your neighbour? About what’s important to them, their history, their vision for the future, and their day-to-day responsibilities? About what common ground you share? What things do you know for sure and what assumptions are you making? Do you think you or your colleagues could understand them better than you currently do?

You won’t be able to understand everything about your neighbours, but even starting a dialogue between the two communities and developing a culture of being able to ask someone when questions come up, will make a big difference. The negotiation process will go more smoothly, and it will be easier to identify opportunities to tailor working relationships and service agreements to be mutually beneficial (e.g. structuring payments to coincide with funding, providing information in the format required for reporting or records management, identifying and implementing joint projects that benefit the region, etc.).

This guide includes some basic information about First Nations and Local Governments that is relevant to service delivery, to help to build understanding.
Did you know?

First Nations are responsible for providing all the services provided by Local Government, and more!

Appendix: Summary of Service Responsibilities

A tool for developing an understanding of the responsibilities each government carries has been included in the appendix. Communities may wish to go through the services listed together and explain what they are responsible for. Being transparent about the costs of providing these services can further enhance understanding and trust between parties.
Myths vs. Reality

Myth about First Nations:
The federal government funds everything! First Nations get all of their infrastructure for free.

Myth about Local Governments:
They’re rich! Local Government tax base is huge and they can afford to spend lavishly on services. They get all kinds of money from the provincial and federal governments to build infrastructure.
Reality (First Nations)
The federal government wants to make sure that all Canadians receive safe, clean, and reliable drinking water, appropriate management of wastewater, and other basic services. Under this commitment, the federal government provides some subsidies to some services on reserve, but funds are limited and are prioritized for issues of health and safety.

Reality (Local Government)
Local governments are expected to deliver more and more services to their citizens, as well as keeping up with replacing fixing aging infrastructure. Some of the tax they collect goes to the province. Some grant money is available from senior levels of government, but it is prioritized and competitive.

Reference
Service Agreement Toolkit, Unit 2, Guide to Relationship Building.
This section of the guide has more information about building relationships between First Nations and Local Governments. It includes governance structures, dispute resolution, and case studies of relationship building.
A vision of greater potential is a powerful motivator. If both communities know what lies at their destination, at the top of their mountain, and see a vision of a future that is better than today, they are more likely to commit to making the journey together.

Once you’ve defined what is possible by working together, write it down. When difficulties come up during the negotiation of the service agreement, revisiting your vision can be all it takes to put the problem in perspective and remind people why working together for a better future is important.
Developing a set of principles together with your neighbour that can be used to guide your negotiation is important preparation before embarking on your journey. These guiding principles will set the tone of your work together and can be brought up throughout the process to help with decision making or problem solving.

A best practice is to formalize your guiding principles into a government-to-government protocol. This will document the progress you’ve made to date in building your relationship and working together, and establish a solid foundation for future work. Don’t worry about making it perfect; you can always choose to update it at a later date. Many communities have found that successful negotiation of a service agreement can take years, and may overlap with periods of staff or political transition. For these communities, having a signed government-to-government protocol in place allowed new staff members or political leaders to trust in the work done in the past and continue the process.

**Components of a strong government-to-government protocol:**
- Documented mutual respect and understanding
- Recognized common interests
- Commitment to open communication and cooperation
- Addresses maintenance of relationship (frequency and format of regular meetings, briefing new staff or council)
- Identifies how disputes will be resolved

**Reference**
There are many examples of government-to-government protocols on the CivicInfo BC website. By going through some of these documents, you will see that no two agreements are the same – they are all suited to the values held and the progress made by the communities that have developed them.
How will you work together? What is at the core of what you’re trying to achieve?

Relationships are made stronger by working together to overcome challenges and achieve results. The very process of developing and negotiating your service agreement will help you strengthen your relationship if you are successful.

After going through the steps of building understanding, exploring potential, and developing principles, some communities may be ready to dive right in and start working on their service agreement.

Other communities may wish to do more preparation work on their relationship, and try working together to achieve something small – maybe a joint community event, or a small project taken on by a few staff members from both communities. Every successful task or journey achieved together can build trust.

Even if you are unable to repair your relationship due to past grievances, or to work together on smaller tasks before beginning to develop your service agreement, assessing your relationship and past history working together ahead of time will help you better understand the journey ahead of you and how far you are from your destination.
Every community and every relationship is unique. However, there are some factors that show up consistently in strong and productive relationships:

· Communication is open, regular, and proactive. Communities don’t wait for issues or challenges to open lines of communication. Disputes are resolved using a progressive approach.

· The relationship has been formalized in some manner (e.g. a protocol or agreement)

· Connections are made at multiple levels (zipper approach) and there is strong leadership for developing and maintaining relationships. People know exactly who to get in touch with if there is a question or problem.

· Mutual understanding has been developed of each other’s rights, history, governing authority and practices, and cultures; and clear understanding of areas of shared vision and values for the region.

· Relationships were built over time, through working together to achieve mutual goals.

· Resources to build and maintain the relationship are clearly identified and dedicated, including people and financial resources.
Plans for growth and development in a region can have a big impact on the level of difficulty associated with successfully negotiating a service agreement between neighbouring communities, so preparation related to growth and development is well worth the time and effort.

New developments will have impacts on all communities in the region; many benefits will be positive and some will be negative. An actual or perceived lack of openness, consultation, or joint planning on growth or development projects can create mistrust or tension between neighbouring communities. This is especially seen in communities where people are worried about the impacts of a development on the capacity of offsite infrastructure (e.g. roads, utilities, facilities) and there is no clear answer to the question of who will pay for these impacts.

If your community has plans for significant future growth and development, it is important that you prepare for your journey by making sure your plans are clear, and by being ready and open to share them with your neighbouring community.

Together, with your neighbours, you can identify the impacts of the development on the region and develop strategies for how these impacts will be mitigated. This kind of joint planning will also open opportunities for planning the timing and sizing of infrastructure to meet the needs of both communities, while saving money.
Re-negotiating your Service Agreement?

There is always room to improve relationships, and going through the process outlined for building a foundational relationship will be just as helpful for your re-negotiation process as it is for the negotiation of new agreements. In addition, you can prepare for your re-negotiation journey by working with your neighbour to evaluate your previous service agreement and how conditions have changed:

- How has our vision changed since the last service agreement was developed?
- How has our neighbour’s vision changed since our last agreement was developed?
- What other conditions have changed since our service agreement was developed?
- What worked well with our last agreement? What successes did we achieve together?
- What did not work well? What challenges did we experience?
Self Assessment: Are you ready?

Here is a self-assessment to determine if you’ve completed the preparation needed to set yourself up for a successful journey.

Rank the following on a scale:
The quality of the relationship between your community and your neighbouring community

<table>
<thead>
<tr>
<th>Troubled</th>
<th>Transactional</th>
<th>Foundational</th>
</tr>
</thead>
</table>

Your level of clarity of your community’s vision

<table>
<thead>
<tr>
<th>We live day-to-day</th>
<th>We know exactly where we’re going and how we’ll get there</th>
</tr>
</thead>
</table>

Your level of clarity of your neighbouring community’s vision

<table>
<thead>
<tr>
<th>Who knows what their plans are</th>
<th>We know where they want to go and how they want to get there</th>
</tr>
</thead>
</table>

Your understanding of the common ground in your vision

<table>
<thead>
<tr>
<th>How could we have something in common?</th>
<th>We’ve got some well aligned goals for the region</th>
</tr>
</thead>
</table>

The level of potential you see for achieving a better future for both of your communities through strong and long lasting relationships

<table>
<thead>
<tr>
<th>We don’t see how anything could change from how it is today</th>
<th>Great things are possible for our region if we work together</th>
</tr>
</thead>
</table>
The journey of negotiating a service agreement involves varied and sometimes difficult terrain that needs to be crossed. Everyone will travel through the terrain, but each community may take a different route. The difficulty level and the time it takes to complete the journey will also be different for each community, depending on the complexity of their past relationships, their service needs and their agreements. Some may have well worn paths from long histories of working together, and others may be cutting their path for the first time.
STAGES OF THE JOURNEY
WHAT SERVICES DO WE NEED?

To get through the forest:

☑ Review your community vision and plan
☑ Identify what services you need to achieve your community plan
  ——→ In the short term
  ——→ In the long term
☑ Identify what services your community may be able to provide to your neighbour
  ——→ In the short term
  ——→ In the long term
☑ Evaluate the most effective ways of delivering quality services to your community
☑ Identify the services that should be included in a service agreement

Additionally, if you’re planning for growth and development:

☑ Identify the impacts of development on offsite infrastructure
☑ Develop strategies to mitigate impacts on offsite infrastructure

Want more details? References that can help:

· ‘Planning’ Section of Comprehensive Community Planning (CCP) Handbook, by AANDC
· Unit 3, Section 1.1 of FCM Service Agreement Toolkit
**Conduct Feasibility Study**

**IS DELIVERY OF THESE SERVICES POSSIBLE? WHAT NEEDS TO BE IN PLACE TO MAKE IT HAPPEN?**

To get across the river:

- Investigate what it would take to deliver services:
  - Is the infrastructure in place? Is infrastructure capacity available?
  - What additional infrastructure is needed?
  - What operations and maintenance support is needed? Is it available?
- Assess if there are technical and/or operational challenges to delivering services
- Determine if an environmental impact assessment needs to be completed for any infrastructure projects
- Estimate the costs of putting in place the infrastructure and operations systems that are needed
- Develop a plan for funding the improvements. The plan should include revenue generation and any cost sharing agreements.

Additionally, if you’re planning for growth and development:

- Identify where economies of scale may exist by planning services together
- Identify the impacts of development on offsite infrastructure
- Develop strategies to mitigate impacts on offsite infrastructure
- Estimate the costs of offsite infrastructure improvements and develop a plan for funding. Include revenue generation, cost sharing, and timing of payments

Want more details? References that can help:

- Unit 3, Section 1.1 of FCM *Service Agreement Toolkit* outlines what questions should be answered through a feasibility study, the purpose of doing a feasibility study, and who pays.
- *Joint Community Sustainability Planning Primer, FCM*
Negotiating your Service Agreement

HOW DO WE NEGOTIATE TERMS THAT WILL ENSURE QUALITY SERVICES FOR A FAIR PRICE? WHAT ELSE SHOULD BE INCLUDED IN OUR SERVICE AGREEMENT?

Climbing the mountains:

- Design a negotiation process to enable success
- Identify who should be involved and for what types of issues
- Develop a set of guiding principles to guide the negotiations and service delivery
- Develop a conflict resolution process

Agree on the key concepts for your agreement, including level of service and rates (see special section on services and rates), roles and responsibilities, and the term of the agreement

- Draft agreement terms. Make use of existing templates where they are helpful
- Review at staff and political levels, revise as required, and endorse
- Celebrate! You’ve reached the summit!

Guidelines for Effective Negotiation

1. Separate people from the issues being negotiated
2. Focus on each other’s interests, not positions
3. Generate different options for mutual gain
4. Base the negotiation on objective criteria.

Tip:
After the agreement has been endorsed, consider holding an official signing ceremony as a public celebration, and inviting community members out to share in your collective success.

Want more details? References that can help:
- Checklist 1: Essential contract elements of a service agreement (FCM Toolkit, Unit 3)
- Annotated MTSA, Appendix
- BC Service Agreement Primer, FCM (CIPP)
- Towards Sound Government to Government Relationships with First Nations: A Proposed Analytical Tool, Institute on Governance
- Getting to Yes, by Roger Fisher and Bill Ury
- Civic Info BC for a library of sample agreements
Background
In 2013, a desktop review was done to compare the average rates paid by a First Nation for services delivered to an average household, to the average rate paid by a household in their neighbouring municipality. Due to the varying formats of information about rates and services in communities across the province, we cannot make any definitive conclusions from the review. However, the broad picture painted does help to raise some questions about rates and services that should be considered by both local governments and First Nations.
How does the rate paid by a single family dwelling in a First Nation compare to the rate paid by their municipal neighbours?

What can we know from the results of this comparison?
The only thing we can know for sure is that there are some differences in some cases between the rates paid by First Nations and the rates paid by residents in their neighbouring community. The fact that there is a difference does not necessarily mean that the rates are not fair, and there may be a good reason for these differences.

Rates may be lower if...
- Operations and maintenance of infrastructure on reserve is provided by the First Nation
- A lower quantity of the service is being used (e.g. water or sewer)

Rates may be higher if...
- Municipal rates are tax supported, meaning they are paying additional costs that are not included in their utility rate
- More of the service is being used (e.g. water or sewer)

These results illustrate the need for communities to discuss their rates in an open and transparent manner, to have a clear understanding of what costs make up the cost of service, and what level of service is included in the rate.
There are some key questions that communities who are purchasing services should be asking:

**What level of service are we getting?**

Many service agreements may include the clause that the level of service provided will be the same as is received in the service provider’s community. While this statement may work well under normal operating conditions, the level of service from community to community can vary significantly, and it can be helpful to have more clarity about what that level of service is.

The offsite infrastructure capacity level of service is also important to know, especially if a community is considering growth and development projects. This will allow the community to know at what point upgrades to infrastructure would be needed.

A list of Level of Service Parameters has been included in Appendix B as a tool for discussion during the negotiation of your service agreement.

**What will services cost?**

The cost of services in the service agreement should be a fair reflection of the costs of providing the service. The best way to know that these are fair is to work together with your neighbour to go through all of the items that make up the total cost, and make sure that you understand what is included and what isn’t included.

A cost calculator tool has been included in Appendix C to help First Nations communities with making high-level, indicative cost comparisons with their neighbouring local government. The calculator is for discussion purposes only and does not account for many of the complexities found in service delivery agreements.

The cost calculator will also help First Nations with estimating how much subsidy funding they may receive from AANDC and how much they will need to pay with own source funding.

**Tip:**

Some communities may be entering into a service agreement for a ‘bundle’ of services to be provided by the local government to the First Nation. These bundles typically include tax-supported services (e.g. roads, parks and recreation, etc.), and local government residents would pay for these through their property tax which is based on the assessed value of the land.
How will we pay for services?

A critical step in planning for a service agreement is planning how you will pay for the services. There are two components to costs that need to be considered:

1. The up-front capital cost of building new infrastructure required (if any is required)

2. The ongoing cost of service delivery (operations and maintenance, and payment of invoices from your service provider)

Up-front capital costs of new infrastructure should not be included in a service agreement. Capital projects receiving funding from AANDC will be evaluated and prioritized under the First Nations Infrastructure Investment Planning Process, or your community may have other plans to finance and fund the infrastructure. If your new infrastructure requirements are needed to service growth, there are funding tools such as development cost charges that should be explored to see if they are appropriate for your needs.

All services delivered will have ongoing costs that will require some funding from your First Nation. Your plan for service delivery should include a plan for generating revenue to cover the ongoing costs of service delivery. Potential sources of revenue include user fees, charges, payments on leased land, or other sources of revenue that your community may have access to. A best practice is to connect the source of revenue to those who are benefitting from the service.

Some services are eligible for subsidy funding from AANDC, if they directly service the residents of your members. Some services that are commonly included in service agreements are not eligible for funding.

<table>
<thead>
<tr>
<th>Services eligible for AANDC funding</th>
<th>Percent Subsidy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>80%</td>
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<tr>
<td>Sewer</td>
<td>80%</td>
</tr>
<tr>
<td>Fire suppression</td>
<td>90%</td>
</tr>
<tr>
<td>9-1-1 emergency telephone service</td>
<td>90%</td>
</tr>
<tr>
<td>Garbage collection and disposal</td>
<td>80%</td>
</tr>
<tr>
<td>Recycling</td>
<td>80%</td>
</tr>
<tr>
<td>Streetlighting</td>
<td>90%</td>
</tr>
</tbody>
</table>
You’ve signed your service agreement!

NOW WHAT?
Having the agreement in hand is reason to celebrate, but there is still some work to be done on an ongoing basis to make sure that the terms of the agreement are met, and that you maintain and continue to reap the benefits of your relationship and cooperation. If this part is forgotten, the benefits of all your hard work may be lost.

**Here are some things you can do on an on-going basis.**

- Set up a regular (e.g. monthly) meeting between staff to discuss service issues, changing service needs, and any other issues. Make sure this is a standing meeting so that everyone knows when to expect it.

- Be proactive about making gestures of goodwill, such as sharing equipment, resources, and expertise between communities. This will go a long way toward maintaining the relationship and ensuring that the terms of the agreement are upheld.

- Make sure there is a meeting of elected representatives at least annually to discuss the success of the relationship between the communities, how to improve it, and how to take any new opportunities identified.

- Make sure that new staff or elected representatives are made aware of the service agreement between the communities, the joint successes you've achieved, and the efforts that were required to achieve them.

- Make efforts to attend community events such as cultural events and community celebrations.

**Things to do:**

- Develop a process to ensure that services are being delivered as agreed, and that payments are made as agreed.

- Decide how regularly you will meet at a council level and a staff level.

- Monitor changing conditions. Develop a process to change the agreement when things change.
STORIES OF THE JOURNEY
From Relationship Building to Economic Development: Tk’emlúps te Secwépemc and the City of Kamloops

Tk’emlúps te Secwépemc (TteS) is a progressive community that shares a common river valley with the City of Kamloops. The last 20 years have seen the TteS achieve very positive economic success which has been enhanced by the long standing servicing agreements they have established with the City of Kamloops. In 1996 the City and the TteS finalized a sanitary sewer serving agreement. This agreement allowed the TteS to proceed with the development of their lands without the need to construct a costly wastewater treatment facility.

The negotiation of the sanitary sewer servicing agreements came with many challenges and many differences that could easily have halted the process or resulted in a less mutually beneficial result. Among the many issues was the City’s concern regarding the impact that development on TteS lands would have on the City. They were concerned about the additional demand on roads, parks and other City amenities. However, strong leadership and a commitment at the political level between these two communities had been established at the beginning of the process and had been formalized in the form of a Statement of Political Relationship between the Chief and Council of the TteS and the Mayor and Council of the City of Kamloops. This document set out a joint understanding that both communities share the same river valley and it is in their mutual interest to “pursue a renewed and lasting relationship based on mutual respect and honour”.

At the time Chief Manny Jules and Kamloops Mayor Cliff Branchflower were the driving force behind this very important agreement. The Statement of Political Relationship renewed the relationship and confirmed the commitments between the two communities and provided the common ground upon which subsequent sanitary sewer servicing agreements could build upon. In the end the agreement recognized the views and concerns of both communities and resulted in a mutually beneficial arrangement that has lasted to this day. Both communities consider the resulting development that has occurred on TteS lands as being a positive addition to the region.

Key Lessons

- Documenting and adopting a government-to-government vision and key relationship principles at the outset was critical to setting the context for negotiations and for implementing the Agreement
- Growth and development in one community will inevitably have impacts, both positive and negative, on its neighboring community. Working together and building a strong relationship best enables communities to be open about their concerns for negative impacts and work together to mitigate them.
Tsleil Waututh Nation (Tsleil Waututh) and the District of North Vancouver (the District) were more than a year into re-negotiating their service agreement however the process was essentially stalled. Both parties knew that a different approach was required to move forward.

To build a good understanding of each government’s responsibilities, the District and Tsleil Waututh sat down together and reviewed the list of services they each provide to their residents and the costs of providing these services. Quickly, it became clear that Tsleil Waututh provides a broader range of services than the District, including social services, health, and education. The comparison also showed that many municipal services are also provided either in part or in whole by Tsleil Waututh (e.g. governance and administration, planning and recreation, etc.). It was also found that Tsleil Waututh pays for operations and maintenance (O&M) of water and sewer infrastructure twice – through being responsible for O&M for infrastructure on-reserve, as well as paying the municipal charge for water and sewer (which includes the cost of O&M).

After developing a deeper understanding of each other’s responsibilities and costs, Tsleil Waututh and the District were able to reach an agreement on services and costs within six months. The resulting agreement listed the full suite of municipal services provided by the District, and included a credit for services that were duplicated by Tsleil Waututh. A more transparent process and a commitment to overcoming the challenge of negotiation positively transformed the relationship between Tsleil Waututh and the District.

Tsleil Waututh and the District acknowledged the significant effort taken to build a mutual understanding, and the resulting outcomes at the beginning of their signed service agreement:

“...extensive dialogue and information sharing has been undertaken in a fair, honourable, respectful, and transparent manner. Historical perspectives have been shared. The District acknowledges that the Tsleil-Waututh Nation has a distinct language, culture, history, and identity and has used and occupied the lands within its traditional territory for thousands of years. The Tsleil-Waututh Nation acknowledges many people now live on these lands and the District has responsibilities towards these people within their boundaries.”

Key Lessons

- Re-negotiation requires time and commitment. It may not be a short process.
- Even though the process was not always smooth, working through challenges together in the re-negotiation process has increased the level of trust and strengthened the relationship between the two communities.
- Being proactive and open in sharing service and financial information was very effective for building understanding among communities.
- Documenting and adopting a government-to-government vision and key relationship principles at the outset was critical to setting the context for negotiations and for implementing the Agreement.
When a service agreement between Musqueam First Nation (Musqueam) and the City of Vancouver (the City) was signed in November of 2013, it had been 10 years in the making. Although the City had been providing services to Musqueam for over 30 years, previous service agreements had expired and the two parties were unable to come to a new agreement for a variety of reasons:

- Staff and political turnover
- Limited human resources to move the negotiations forward combined with competing priorities (Reconciliation, 2010 Olympic Games)
- A need to find a way to address the concerns of both parties about growth and development potential on-reserve

Despite the length of negotiations, both communities were very pleased with the end result. During the signing ceremony, Chief Wayne Sparrow stated that the agreement was more than just a service agreement, calling it a “relationship agreement”.

How did they do it?
The parties were able to move forward with negotiations despite staff and political turnover largely because they began the renegotiation process by signing a Relationship Protocol Agreement between the two communities. This protocol, along with ongoing documentation of negotiations, enabled new staff and council to trust the work that had been done in the past without the need to start over.

Growth and development concerns were handled by identifying very clear level of service statements about the capacity available for services to the reserve. Statements were included to recognize Musqueam’s right to develop land as they wished, however any service needs beyond the stated maximum capacity would have cost implications for expanding offsite infrastructure. These statements met the needs of Musqueam and the City, while providing clarity for future planning.

Through the negotiation process, a number of cross boundary issues were identified that need resolution. To ensure the service agreement negotiations weren’t further delayed, but that these important issues would be addressed, the issues were recognized in formal letters for deferred discussion. Musqueam and the City continue to work through these issues of joint planning.

**Key Lessons**

- Establish a relationship protocol at the outset of the agreement that formalizes the commitment of the communities to work together and the way that they will enact their commitment (i.e. council to council meetings, assigned staff, etc.)
- Document the process of negotiation so that it can be referred back to in the future
- Establish clear levels of service with the future in mind. Identify limits on capacity, flows, and service parameters in the service agreement.
Negotiating a Reverse Service Agreement: Cowichan Tribes and City of Duncan

Cowichan Tribes and the City of Duncan have worked together as neighbours for decades. In their area of the Cowichan Valley, boundaries are shared not only between Cowichan Tribes and the City of Duncan, but also with the municipalities of North Cowichan and Cowichan Bay. All of these communities recognized long ago that cross boundary issues were inevitable, and working together as equal partners would be better for the area as a whole.

Cowichan Tribes has long received services from the City of Duncan through service agreements, but they have also provided services to help their neighbours in a time of emergency. Approximately 20 years ago, a sewer main break within the City of Duncan resulted in sewage being spilled into the Cowichan River and impacted service to a neighbourhood in the City. The City requested a connection to the neighbouring sewer system on Cowichan Tribes reserve as an emergency measure, and Cowichan Tribes agreed to make the connection to help their neighbour. Even though the connection was meant to be a temporary fix, it remains in place today.

Cowichan Tribes is now planning an upgrade to the on-reserve sewer system, to replace old and undersized parts of the system. Through an engineering study of the flows in the system, it was estimated that approximately 30% of the total flows are from the City of Duncan connection. As Cowichan Tribes prepares to upgrade their system, they have also begun negotiating with the City of Duncan to sign a service agreement. The agreement ensures that the City will contribute their fair share of costs to the upgrade project, and will pay a share of the operations and maintenance on an ongoing basis. Due to the long-standing relationship between the two communities, the City of Duncan has been happy to negotiate an agreement and pay a fair contribution for the service that Cowichan Tribes is providing to them.

Key Lessons

- There are opportunities for service provision from First Nations to local governments. Negotiated service agreements are equally important for these “reverse” arrangements, to ensure that a quality service is being provided for a fair rate.

- Communities may be providing services to each other through informal, grandfathered arrangements. These will likely need to be formalized when upgrades are conducted on infrastructure systems.

- Having a strong relationship in place makes negotiations easier for both parties.
Benefits of Foundational Relationships: Fort Nelson First Nation and Northern Rockies Regional Municipality

Fort Nelson First Nation (Fort Nelson) and Northern Rockies Regional Municipality (the Regional Municipality) have a strong and long standing relationship based on mutual respect and productive communications. Both communities have had turnover at the staff and political level, but the relationship between communities was not lost among the turnover. Both communities attribute the strength in their relationship to a positive tone that was set years ago at the political level, as well as a general sense that neighbours should look out for one another. The desire for cooperation between the communities was documented in a community protocol and regional community agreements in both 2004 and 2009.

The foundational relationship between the communities has had many benefits:

· Better communication: high trust between the communities and regular open communication.
· Better service delivery: dedication to delivering a quality service and paying a fair price.
· Minimized risk to service delivery: although the current water service agreement has lapsed, parties continue to deliver and pay for services without interruption while the agreement is renewed.
· Accessibility to new services: Fort Nelson was recently in urgent need of some assistance with building inspection services in the community. The Regional Municipality was able and willing to help Fort Nelson by providing these services on a fee basis.

Although the relationship between the two communities is strong and well rooted, both see opportunities to enhance the partnership further in some specific ways:

· Holding routine (approximately two to four per year) operational meetings to discuss trans-boundary issues
· Collaboration on operational issues such as procurement (e.g. bulk purchasing of materials to get a better price)
· Sharing resources such as equipment
· Cooperating on emergency response

Both parties acknowledge the potential benefits of setting out their relationship, specific collaborative practices, and communication strategies more formally in an updated Community to Community protocol.

Key Lessons

· An established foundational relationship between communities can be effective in managing some of the risks of staff or political turnover
· Opportunities and benefits of collaboration go far beyond formal service agreements, and can be especially beneficial for smaller communities with limited resources or access to services
PHRASE BOOK
Aboriginal Affairs and Northern Development Canada (AANDC):
One of the federal government departments responsible for meeting the Government of Canada’s obligations and commitments to First Nations, Inuit, and Metis, and for fulfilling the federal government’s constitutional responsibilities in the North.¹

Community Infrastructure Partnership Program (CIPP):
A program initiated by FCM and supported by AANDC to improve community infrastructure and build new partnerships between local governments and First Nations. A number of resources developed through the program can be found at www.fcm.ca, by searching ‘CIPP’.

Evergreen:
This describes a term, or duration, of a service agreement that is ongoing. In effect, an evergreen service agreement does not have an expiry date and recognizes that certainty into the future about service delivery is useful for both parties. Rates in these agreements may be updated regularly to reflect changes in costs, but the terms are not revisited at a pre-defined date. Evergreen service agreements typically include clauses that allow either of the parties to terminate the contract if needed.

Federation of Canadian Municipalities (FCM):
A union of Canadian cities, small urban and rural communities that advocates to have the needs of municipalities reflected in federal policies and programs.

Government-to-Government:
This phrase describes the relationship between the elected officials of two communities. Government-to-Government relationships are critical to achieving successes in identifying and realizing a common vision between neighbouring communities.

Level of service (LoS):
The measure of the quality, quantity, or standard of service provided. Level of service may be related to physical infrastructure capabilities (e.g. capacity of a water pipe) or may be related to operational expectations (e.g. frequency of garbage collection, response time of a fire truck).

Municipal Type Service Agreement (MTSA):
An agreement between two communities or a community and service provider for the provision of municipal type (e.g. water, sewer, garbage collection, etc.) services. These agreements may also be referred to as municipal service agreements, or simply, service agreements.

User fee:
A price for a service that is imposed on the person (or people) that use the service.

¹ Taken from the AANDC website, www.aadnc-aandc.gc.ca, “About Us”
APPENDICES
(REFERENCE TOOLS)

A. Summary of services provided
B. Level of service parameters
C. Cost calculator
D. Annotated MTSA template
E. Resources
Summary of services provided by type of government

The following provides a summary of typical services that are provided by First Nations, municipalities, or regional districts. Although this list includes services that not all communities choose to provide, and it may not include services that some communities do provide, it can be used to gain a general understanding of similarities and differences in service responsibilities. This list is best used as a starting point for discussion between neighbouring communities, when trying to understand all of the demands placed on each other.

**KEY:**
- **Responsible:** If a community receives this service, this level of government is typically responsible
- **Involved:** This type of government may be involved in delivery of this service (through collaboration with other levels of government, providing full or partial funding, some administration of funds, etc.)

<table>
<thead>
<tr>
<th>Service Category</th>
<th>Service</th>
<th>First Nations</th>
<th>Municipalities</th>
<th>Regional Districts</th>
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<td>Municipalities</td>
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<td>Community Amenities</td>
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<td>Wharves and harbours</td>
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<tr>
<td>Protective &amp; Emergency Services</td>
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<td>Emergency Planning</td>
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<td>Funding and/or program support</td>
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<td>Family Violence Prevention</td>
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Many service agreements may include the clause that the level of service provided will be the same as is received in the service provider’s community. While this statement may work well under normal operating conditions, the level of service from community to community can vary significantly, and it can be helpful to have a more clearly defined level of service.
<table>
<thead>
<tr>
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<th>Level of Service Considerations</th>
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<tbody>
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<td><strong>Water</strong></td>
<td>Responsibilities for O&amp;M on reserve (type and frequency of maintenance)</td>
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<tr>
<td></td>
<td>Other programs included beyond water treatment and delivery (e.g. education, source water protection, etc.)</td>
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<td></td>
<td>Service metrics (e.g. system capacity, peak flow, fire flow, water quality standards, etc.)</td>
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<td>Service constraints (e.g. bylaw restrictions, etc.)</td>
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<td>Geographical area of coverage</td>
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<td><strong>Fire Protection</strong></td>
<td>Fire suppression services and response time</td>
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<td>Responsibilities for hydrant testing and maintenance</td>
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<tr>
<td></td>
<td>Fire prevention (smoke detector inspections, building inspections, education programs, bylaw enforcement)</td>
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<tr>
<td></td>
<td>Geographical area of coverage</td>
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<tr>
<td><strong>Sewer</strong></td>
<td>Responsibilities for O&amp;M on reserve (type and frequency of maintenance)</td>
</tr>
<tr>
<td></td>
<td>Other programs included beyond wastewater collection and treatment (e.g. source control, communication/education, etc.)</td>
</tr>
<tr>
<td></td>
<td>Level of treatment</td>
</tr>
<tr>
<td></td>
<td>Service metrics (e.g. system capacity, peak dry weather and wet weather flows, etc.)</td>
</tr>
<tr>
<td></td>
<td>Service constraints (e.g. bylaw requirements, source control, etc.)</td>
</tr>
<tr>
<td></td>
<td>Geographical area of coverage</td>
</tr>
<tr>
<td><strong>Garbage Collection</strong></td>
<td>Number of times garbage is collected per week</td>
</tr>
<tr>
<td></td>
<td>Door to door waste collection, or collection from central dumpsters</td>
</tr>
<tr>
<td></td>
<td>Geographical area of coverage</td>
</tr>
<tr>
<td><strong>Garbage Disposal</strong></td>
<td>Confirmation of waste disposal at a permitted facility</td>
</tr>
<tr>
<td><strong>Recycling</strong></td>
<td>Type of recycleables collected</td>
</tr>
<tr>
<td></td>
<td>Separation of recycleables</td>
</tr>
<tr>
<td></td>
<td>Geographical area of coverage</td>
</tr>
<tr>
<td><strong>Streetlights</strong></td>
<td>Streets lit</td>
</tr>
<tr>
<td></td>
<td>Response time for maintenance</td>
</tr>
<tr>
<td><strong>Roads</strong></td>
<td>Responsibilities for maintenance on reserve</td>
</tr>
<tr>
<td></td>
<td>Drainage/stormwater facilities</td>
</tr>
<tr>
<td></td>
<td>Geographical area of coverage</td>
</tr>
<tr>
<td><strong>Snow clearing</strong></td>
<td>Response time after a snow event</td>
</tr>
<tr>
<td></td>
<td>Ice control services (sanding, salting)</td>
</tr>
<tr>
<td></td>
<td>Identification of which roads will be cleared</td>
</tr>
<tr>
<td></td>
<td>Priority of roads for snow clearing</td>
</tr>
<tr>
<td><strong>Community Facilities</strong></td>
<td>Accessibility and proximity to community</td>
</tr>
<tr>
<td></td>
<td>Available programs</td>
</tr>
<tr>
<td></td>
<td>Programs tailored to residents</td>
</tr>
<tr>
<td><strong>Parks</strong></td>
<td>Type of facilities</td>
</tr>
<tr>
<td></td>
<td>Accessibility and proximity to community</td>
</tr>
<tr>
<td><strong>Animal Control</strong></td>
<td>Who provides shelter</td>
</tr>
<tr>
<td></td>
<td>Services included in base rate</td>
</tr>
<tr>
<td></td>
<td>Services that come at an extra charge</td>
</tr>
</tbody>
</table>

*Service not eligible for AANDC funding*
Cost Calculator

An interactive excel-based cost calculator is available from AANDC. The image below illustrates the cost calculator for water services. The cost calculator also includes sewer, fire protection, and bundled services.

The cost calculator tool presents some information about the costs of service provision and the determination of rates for Service Agreements with municipalities. It encourages an open and transparent discussion with the municipality about how the rate is determined and what costs are included.

How to Use
The cost calculator requires the user to identify and input the following values:
- Municipal water rates
- Service Agreement rates
- Number of member homes
- Number of non-member homes

The calculator will then provide some estimates to answer the following questions:
1. About how much might a municipal residential customer pay for water per month?
2. About how much might the monthly water rate be for a residential customer on reserve?
3. About how much will our annual bill be for providing water services to residences?
4. About how much funding are we eligible to receive from AANDC?
5. About how much will we need to fund through other sources of revenue?
### Estimating Costs of Water Servicing

**NOTE:** This calculator is for discussion purposes only, and is meant to encourage First Nations to discuss with their service provider how their water rate compares to municipal water rates. This calculator is NOT intended to provide an accurate calculation of rates. Rates may differ for valid reasons.

<table>
<thead>
<tr>
<th>Input Values - To be input by user</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. $ 20.00 Municipal water rate - fixed charge ($ per month)</td>
</tr>
<tr>
<td>b. $ 1.15 Municipal water rate - volume charge ($ per cubic meter)</td>
</tr>
<tr>
<td>c. $ 18.00 Service Agreement rate - fixed charge ($ per month)</td>
</tr>
<tr>
<td>d. $ 1.15 Service Agreement rate - volume charge ($ per cubic meter)</td>
</tr>
<tr>
<td>e. 115 Number of member homes</td>
</tr>
<tr>
<td>f. 35 Number of non-member homes who receive water service</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Assumed Values - Do not change unless better information is available</th>
</tr>
</thead>
<tbody>
<tr>
<td>g. 20 Average residential water consumption (m3 per month)</td>
</tr>
<tr>
<td>h. 80% Percent funding from AANDC</td>
</tr>
</tbody>
</table>

1. **About how much might a municipal residential customer pay for water per month?**
   - $ 30.00 per month

2. **About how much might the monthly water rate be for a residential customer on reserve?**
   - $ 40.00 per month

3. **About how much will our annual bill be for providing water services to residences?**
   - $ 73,800.00 per year *will vary based on actual amount of water used

4. **About how much funding are we eligible to receive from AANDC?**
   - $ 45,264.00 per year *will vary based on actual amount of water used

5. **About how much will we need to fund through other sources of revenue?**
   - $ 28,536.00 per year *will vary based on actual amount of water used

**Note**

The calculator is for discussion purposes only, and is meant to encourage First Nations to discuss with their service provider how their rate compares to municipal rates, and develop a greater understanding of what is included in the rate. This calculator is NOT intended to provide an accurate calculation of rates. Rates may differ for valid reasons.

A water rate is typically made up of two values:
1. **A fixed charge:** this charge is set by customer type (e.g., residential, industrial, etc.) or by the size of meter installed. This rate is often billed monthly, but some communities use quarterly or annual charge instead.
2. **A volume charge:** this charge is for each unit of water used. The unit of measurement is typically one cubic meter. Meters are required to measure the volume of water that is consumed. Some municipalities may use only a fixed charge OR a volume charge, while some will use a combination of both. Municipal rates can be found in their utility rate bylaw.

The cost per household on reserve may not be the same as the cost per household in the municipality.

The cost may be slightly higher if:
- more water is being used by each household
- municipal residents are also paying a frontage tax, which is a cost not included in their utility rate

The cost may be slightly lower if:
- Operations and maintenance of infrastructure on reserve is provided by the First Nation
- less water is being used by each household
An MTSA template has been annotated to highlight the nuances and considerations that should be made when drafting your service agreement. Development of the base template is credited to the CIPP Service Agreement Toolkit. A comprehensive service agreement template has been used, but many of the same considerations exist for service agreements for single services. The full template is available in MS Word format.
## Resources for the Journey

### Municipal Type Service Agreements

<table>
<thead>
<tr>
<th>Service</th>
<th>Description</th>
<th>Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>BC Service Agreement Primer</td>
<td>Developed by FCM and AANDC through the CIPP, this is a companion document to the Service Agreement Toolkit that includes considerations specific to communities in British Columbia.</td>
<td><a href="http://www.fcm.ca">www.fcm.ca</a></td>
</tr>
<tr>
<td>CivicInfo BC</td>
<td>An information service that promotes free and open exchange of local government information. The website links to information and a document library of municipal service agreements and relationship protocol agreements between First Nations and Local Governments.</td>
<td><a href="http://www.civicinfo.bc.ca">www.civicinfo.bc.ca</a></td>
</tr>
<tr>
<td>Service Agreement Toolkit</td>
<td>A document developed by the Federation of Canadian Municipalities (FCM) and Aboriginal Affairs and Northern Development Canada (AANDC) through the Community Infrastructure Partnership Program (CIPP).</td>
<td><a href="http://www.fcm.ca">www.fcm.ca</a></td>
</tr>
<tr>
<td>Annotated Municipal Type Service Agreement Template</td>
<td>This template was adapted from the Service Agreement Toolkit to include annotations that assist the user in interpreting and using the service agreement template.</td>
<td>Contact your AANDC Capital Management Officer</td>
</tr>
<tr>
<td>Cost Calculator</td>
<td>A calculator that can be used to estimate costs at a basic level, and promote open conversation about rates for providing municipal services to a neighbouring First Nation.</td>
<td>Contact your AANDC Capital Management Officer</td>
</tr>
</tbody>
</table>

### Community Planning

<table>
<thead>
<tr>
<th>Service</th>
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<th>Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comprehensive Community Planning Handbook</td>
<td>This document was developed by AANDC to support First Nations in British Columbia with developing and implementing community plans.</td>
<td><a href="http://www.aadnc-aandc.gc.ca">www.aadnc-aandc.gc.ca</a></td>
</tr>
<tr>
<td>Joint Community Sustainability Planning (CSP) Primer</td>
<td>Developed by FCM and AANDC through the CIPP, this document identifies an approach to joint community planning for First Nations and Municipalities</td>
<td><a href="http://www.fcm.ca">www.fcm.ca</a></td>
</tr>
</tbody>
</table>

### Negotiation

<table>
<thead>
<tr>
<th>Service</th>
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<th>Available</th>
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</thead>
<tbody>
<tr>
<td>Getting to Yes: Negotiating Agreement Without Giving In, by Roger Fisher and Bill Ury</td>
<td>This book is a widely used reference on the methods of principled negotiation, or non-adversarial bargaining.</td>
<td>Available at local bookstores, or online at <a href="http://www.amazon.ca">www.amazon.ca</a> or <a href="http://www.chapters.indigo.ca">www.chapters.indigo.ca</a></td>
</tr>
</tbody>
</table>

### Governance

<table>
<thead>
<tr>
<th>Service</th>
<th>Description</th>
<th>Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Towards Sound Government to Government Relationships with First Nations: A proposed analytical Tool</td>
<td>This document was developed by the Institute on Governance to help affected parties evaluate and craft effective Government to Government relationships.</td>
<td><a href="http://fngovernance.org">http://fngovernance.org</a></td>
</tr>
</tbody>
</table>
Pathways to Service Delivery was prepared by URBAN Systems and Beyond Design for the Naut’sa mawt Tribal Council, with funding from Aboriginal Affairs and Northern Development Canada.

This guide could not have been developed without the participation and contributions of the First Nations and Local Governments who supported this project with the generosity of their time, and openness to sharing their experiences.

A special thanks to:

Cowichan Tribes                      Capital Regional District
Fort Nelson First Nation             City of Chilliwack
Tk’emlúps te Secwépemc              City of Duncan
Katzie First Nation                 City of Kamloops
Musqueam Nation                     District of Lantzville
NanOOSE First Nation                District of North Vancouver
Pacheedaht First Nation             Northern Rockies Regional Municipality
Tsleil Waututh Nation              Township of Langley
Tzeachten First Nation

We would also like to thank the Federation of Canadian Municipalities for their vital work and contribution of resources that support First Nations and Local Governments in building relationships and developing service agreements.

We hope that Pathways to Service Delivery will complement these tools and serve as a valuable community resource to build and strengthen a shared future.