

# Report on OMPF & Downloaded Service Costs

January 2020

When LRMC members met with Ministers at the AMO Conference in August of 2019, we requested a meeting with relevant ministers and staff to address the complex issues set out in this report. While we were told a meeting in Toronto would be arranged, it has yet to occur. We have written twice now, to respectfully request that this meeting be set up without response. Our members are taking this opportunity to again request that this meeting take place as soon as possible. This report contains analyses to demonstrate how patently unfair current financial policies are to rural municipalities. It will take more than a 15-minute delegation meeting at the ROMA or OGRA conferences to properly explain the information and to demonstrate the logical conclusions.

**Recommendation:** Honour our request for a meeting, in Toronto, as soon as possible, to fully explore the information set out in this report.



# **OMPF & Downloaded Service Costs: Drastic Change is Required Now**

For many years the LRMC has been highlighting in its Rural Action Plan the inadequacy of the Ontario Municipal Partnership Fund ("OMPF") when compared to the levies from third party service provider agencies. While the Provincial Government continues to review the OMPF Program, rural municipalities like those in the LRMC, year after year continue to see third party service provider agency levies exceed OMPF funding. The gap is widening exponentially now that OMPF is reduced annually yet agency levies are increased annually. This trend is not financially sustainable for the LRMC municipalities. Our member municipalities propose that the Province take drastic action now to remedy the situation.

Back in 1998, the (then) Provincial government realigned service responsibility between it and Ontario's municipalities through an initiative titled "Local Services Realignment" ("LSR"). The Province took \$2.5 billion in education tax off of property tax bills and put \$3.0 billion onto property tax bills to fund services including OPP policing and certain health and social services. In order to make the transfer "revenue neutral" to all municipalities, a \$0.5 billion funding program, called the Community Reinvestment Fund ("CRF"), was established and provided to municipalities.

The CRF was re-titled the OMPF several years ago.

Now, over twenty years later, the entire picture has changed. The purported objective of the OMPF, the CRF's replacement, is to support municipalities with the greatest need. Responsibilities downloaded in the LSR initiative are now detached from the OMPF. Rather than being revenue neutral for all, under the current arrangements some municipalities are "revenue positive" while other are "revenue negative," and the "gap," the difference between OMPF and the cost of downloaded services, between the winners and losers is widening.

For the fifteen (15) Thunder Bay District municipalities there are schedules included in this report which outline the situation with OMPF, third party agency levies, and related aspects, and demonstrate the inequities. The small, urban municipalities on the north shore of Lake Superior are getting far more money from OMPF than they pay in levies, while most of the rural municipalities pay more money in levies than they get from OMPF. This OMPF windfall enables these small urban municipalities to deliver services like golf courses and indoor swimming pools that rural municipalities cannot afford, while at the same time keep their tax rates lower than that of rural municipalities.

We are proposing two options for your consideration to fix this unfair, unsustainable system.

The first calls for the Province to re-assume responsibility for the health and social services downloaded to municipalities in 1998. These provincially-mandated services have nothing to do with the local services provided by municipalities with property tax revenue. Coincidental with this change would be slimming down the OMPF to only the northern and the rural components. These changes would ultimately save both the municipalities and Ontario money since the governments would be responsible for the services they can effectively manage and thereby better control the costs of those services.

The second assumes the Province may want to continue using the OMPF program to provide assistance to municipalities it thinks are needy, so there would be no major overhaul of the program. Under this option, the Province would bill rural municipalities using the same method it applies to Territories Without Municipal Organization ("TWOMOs") to cover the costs of services including policing, health and social services. This involves a 0.25% tax levy. The third party agencies providing these services would stop billing rural municipalities, and the Province would pay the costs for the services provided to the rural municipalities. Since truly rural municipalities are unable to provide any more services to their constituents than the Province provides to TWOMOs, it stands to reason that the same billing model should be employed.

Demonstration of Inequity of the Current Regime to Rural Municipalities

For years the LRMC has been providing analyses of financial and statistical data clearly demonstrating that the current practices are grossly unfair to rural municipalities. The key factor is the use of weighted assessment and household income as determinants in setting OMPF allocations and third party service agency levies. This works against rural municipalities. The use of the same two determinants for infrastructure grants also penalizes the rural municipalities. On the other hand, the use of these determinants highly favours small urban municipalities.

Using information from the 15 municipalities in the District of Thunder Bay, three sets of data analyses are provided in this Report to illustrate the gross unfairness to rural municipalities. Following that is a critique of the use of weighted assessment and household income as the key determinants in setting OMPF allocations and third party service agency levies. Lastly there

is a discussion on the lack of fairness for rural municipalities due to the absence of services in their communities although they pay more than the small urban municipalities for those services.

Schedule A: OMPF for Thunder Bay District Municipalities

							\$	%	
OMPF for Munic	ipalities i	n the District	of Thunder Ba	ıy			Change	Change	
							from	from	
		2020	2019	2018	2017		2017	2017	
Manitouwadge		1,716,400	1,718,100	1,718,100	1,674,000		42,400	2.53%	
Nipigon		1,049,000	1,049,000	1,049,000	1,049,000		0	0.00%	
Red Rock		637,500	639,400	640,600	643,100		-5,600	-0.87%	
Greenstone		2,144,400	2,199,300	2,252,200	2,244,100		-99,700	-4.44%	
Schreiber		807,300	820,400	833,700	860,600		-53,300	-6.19%	
Marathon		1,721,500	1,787,600	1,853,300	1,835,000		-113,500	-6.19%	
Terrace Bay		858,800	885,300	908,200	943,000		-84,200	-8.93%	
								-	
Gillies	LRMC	173,800	181,600	190,600	204,900		-31,100	15.18%	
							-	-	
Thunder Bay		18,811,300	19,321,500	20,478,500	22,259,200		3,447,900	15.49%	
Conmee	LRMC	201 200	211 500	225 200	246 100		44.000	10 7/10/	
Connee	LKIVIC	201,200	211,500	225,200	246,100		-44,900	18.24%	
Shuniah	LRMC	850,300	872,700	969,600	1,077,300		-227,000	21.07%	
Silaman	LIMIC	030,300	372,700	303,000	1,077,300		227,000	-	
Dorion		103,100	112,100	121,500	133,800		-30,700	22.94%	
Oliver								-	
Paipoonge	LRMC	894,900	986,100	1,095,600	1,217,300		-322,400	26.48%	
								-	
O'Connor	LRMC	158,900	176,500	196,100	217,800		-58,900	27.04%	
								-	
Neebing	LRMC	538,300	598,100	664,500	738,300		-200,000	27.09%	
		Г		Γ	Γ	İ			
		20.000.700	24 550 202	22 406 700	25 242 502		4 676 000	- 4.4.000/	
		30,666,700	31,559,200	33,196,700	35,343,500		4,676,800	14.09%	

Schedule A, showing OMPF over the 4-year period 2017 to 2020 has an easily recognizable pattern. Rural municipalities, five of the six LRMC members and Dorion, have experienced the greatest reductions. Thunder Bay, the large urban municipality, is in the middle. The small urban municipalities north of the Lake have seen the lowest reductions. Manitouwadge has even seen an increase while Nipigon has not seen a cut.

90,128,372	9	2,836,314	11,968,778	20,277,323	33,196,700		
77,619,517	49,086,968 7	2,238,140	9,759,688	16,534,721	20,478,500		Thunder Bay
2,667,653	1,093,400	124,746	538,014	911,493	1,095,600	LRMC	Oliver Paipoonge
2,158,502	722,843	56,841	511,776	867,042	969,600	LRMC	Shuniah
2,750,820	1,460,372	94,309	443,974	752,165	2,252,200		Greenstone
938,565	300,588	44,014	220,458	373,505	664,500	LRMC	Neebing
158,798	67,962	6,909	31,152	52,775	121,500		Dorion
219,445	81,469	14,374	45,877	77,725	196,100	LRMC	O'Connor
225,906	92,860	15,461	43,646	73,939	225,200	LRMC	Conmee
137,259	60,596	10,001	24,743	41,919	190,600	LRMC	Gillies
560,803	308,000	32,974	81,598	138,231	908,200		Terrace Bay
251,113	150,188	19,905	30,070	50,950	640,600		Red Rock
329,850	223,898	25,292	29,938	50,722	833,700		Schreiber
384,078	172,535	34,448	65,730	111,365	1,049,000		Nipigon
1,139,348	783,054	73,292	105,041	177,961	1,853,300		Marathon
586,715	441,224	45,608	37,073	62,810	1,718,100		Manitouwadge
							3
TOTAL	Costs	Levy	Levy	Levy	OMPF		
2018	Police	TBDHU	SNEMS	TBDSSAB	2018		
7	п	C	(	σ	A		

Under the service realignment imposed by the Provincial Government in 1998 municipalities were given responsibility for policing and certain health and social services costs, but were given funding from the "Community Reinvestment Fund" to offset the costs. There was not to be any impact on municipal finances; the service realignment was to be "revenue neutral."

Schedule B illustrates that the current situation is far from being "revenue neutral." Other than Greenstone, all of the municipalities north of the Lake are enjoying surpluses. Meanwhile, other than Gillies, LRMC municipalities have deficits. The City of Thunder Bay is an anomaly; unlike the other 14 municipalities, the City has its own police force, which accounts for over 63% of its total cost per the Schedule.

There are three versions of Schedule C - Comparison of 2016 Census and 2017 FIR Information for Thunder Bay District Municipalities – shown on the following three pages. Schedule C contains a lot of information on the 15 Thunder Bay District municipalities that demonstrates that the rural municipalities are far worse off than their small urban and urban counterparts. The FIR data is from 2017 while the Census data is from 2016. The data has been sorted by different parameters to highlight certain aspects of the overall situation, thus there are three Versions of Schedule C.

### Version A

The OMPF formula uses household income to rank municipalities. Using this statistic is flawed since it does not take into account the number of persons living off that household income. Version A is sorted by per capita income. The table shows small urban municipalities like Schreiber, Manitouwadge, Terrace Bay and Marathon that have high OMPF per household because they have moderate household income have per capita income over the median of the 15 municipalities. On the other hand, rural municipalities like Oliver Paipoonge, O'Connor and Conmee that have low OMPF per household because they have high household income have per capita income under the median of the 15 municipalities.

### Version B

Residential and Multi-Residential Taxation per household is a better measure of impact on households than Total Taxation per household, since the latter takes into account taxes paid by businesses that can include taxes paid by large corporations. Rural municipalities like Conmee, Oliver Paipoonge and O'Connor have high rates of taxes per household.

Residential and Multi-Residential Taxation per household as a Percentage of Total Taxation is a telling statistic. The burden on residential taxpayers is higher if there are fewer other taxpayers. Greenstone gets nearly 50% of its tax from TransCanada Pipelines, so it has the lowest Residential and Multi-Residential Taxation per household. LRMC municipalities rely the most on residential taxpayers.

Schedule C: Comparison of 2016 Census and 2017 FIR Information for Thunder Bay District Municipalities

Version A

Sorted By

2,124 1,522 2,270 1,209 2,728 1,800 2,222 1,448 4,561 1,969 2,627 833 1,473 Exp. Per HH Comp. 2017 6,723 5,556 5,041 6,924 Expenses 2,793 3,422 7,193 6,209 3,838 3,182 10,502 5,836 8,483 4,109 4,142 per HH Res & Multi- Res & Multi- 2017 Total 92.55% 98.15% 76.19% 74.33% 62.84% 51.51% 61.55% 27.92% 97.74% 98.22% %29.96 73.55% 73.44% 73.82% 85.08% % of Total Taxation Tax. 2,077 2,045 2,211 1,795 2,326 1,867 1,804 1,802 2,405 2,512 1,813 2,465 2,281 2,132 1,332 per HH Household Taxation Taxation 2,017 2,116 2,974 1,875 3,106 2,684 2,857 3,502 2,927 4,771 2,827 2,571 2,369 3,351 2,888 Median Median Total 45,210 44,032 43,604 41,849 41,616 27,972 40,182 38,948 36,826 35,942 34,345 30,917 Household per HH capita 96,939 73,999 87,424 49,673 34,867 Gross 70,528 66,048 79,360 75,328 9/3/6 96,981 89,856 66,944 2.04 57,062 82,816 66,163 63,488 89,856 Gross 1.31 1.76 1.56 2.44 2.50 1.50 1.82 1.80 1.92 2.02 2.14 1.99 1.58 2.49 People Population Households per 2,130 1,166 0/9 1,214 174 1,643 2,379 50,388 893 2,930 272 327 214 444 804 2,055 1,047 1,821 1,611 3,273 5,922 107,909 1,642 316 4,636 663 819 410 895 1,056 1,284 1,379 1,448 506 769 1,117 99/ 512 801 753 957 442 1,305 Household OMPF per Manitouwadge Thunder Bay Greenstone Terrace Bay Paipoonge O'Connor Schreiber Marathon Red Rock Nipigon Neebing Dorion Conmee Shuniah Oliver Gillies

65,648

135,817

Schedule C: Comparison of 2016 Census and 2017 FIR Information for Thunder Bay District Municipalities Version B

Sorted By

	p.	Per				2,627	1,522	2,222	2,270	1,209	711	2,124	809	1,969	1,800	4,561	1,448		833	2,728	1,473
7107	Comp.	Exp. Per	¥ sa			33	11	6(	33	32	33	33	12	98	99	12	∞		6	4:	12
707	Total		Expenses		per HH	8,483	5,041	6,209	7,193	3,182	2,793	6,723	3,422	5,836	5,556	10,502	3,838		4,109	6,924	4,142
Res & Multi-	Æ.		Taxation	% of Total	Тах.	27.92%	62.84%	61.55%	51.51%	%29.96	92.55%	76.19%	98.15%	73.82%	74.33%	73.44%	98.22%		82.08%	73.55%	97.74%
Kes & Multi-	<i>ي</i> د		Taxation	per	Household	1,332	1,795	1,802	1,804	1,813	1,867	2,045	2,077	2,132	2,211	2,281	2,326		2,405	2,465	2,512
	Total		Taxation		per HH	4,771	2,857	2,927	3,502	1,875	2,017	2,684	2,116	2,888	2,974	3,106	2,369		2,827	3,351	2,571
	Median		Gross	per	capita	40,182	43,604	41,616	41,849	34,867	73,999	45,210	49,673	27,972	44,032	30,917	35,942		38,948	34,345	36,826
	Median		Gross		per HH	63,488	79,360	82,816	75,328	66,944	96,939	70,528	87,424	57,062	66,048	66,163	89,856		96,981	69,376	958'68
		People	per		Household	1.58	1.82	1.99	1.80	1.92	1.31	1.56	1.76	2.04	1.50	2.14	2.50		2.49	2.02	2.44
			Population Households			2,930	174	1,643	893	214	2,130	670	1,166	804	1,214	50,388	327		2,379	444	272
			Population		plo	4,636	316	3,273	1,611	410	2,798	1,047	2,055	1,642	1,821	107,909	819		5,922	895	663
	OMPF		per		Household	99/	692	1,117	1,056	957	206	1,284	633	1,305	1,379	442	753		512	1,448	801
						Greenstone	Dorion	Marathon	Terrace Bay	Gillies	Shuniah	Schreiber	Neebing	Nipigon	Manitouwadge	Thunder Bay	Conmee	Oliver	Paipoonge	Red Rock	O'Connor

135,817 65,648

65,648

135,817

Schedule C: Comparison of 2016 Census and 2017 FIR Information for Thunder Bay District Municipalities

Sorted By

Version C

1,209 809 1,448 1,473 1,969 2,222 2,124 2,728 2,270 2,627 833 1,522 1,800 4,561 Exp. Per HH 2017 Comp. 2,793 3,182 7,193 10,502 Expenses 3,422 4,142 5,041 5,556 5,836 6,209 6,723 6,924 8,483 per HH Res & Multi- Res & Multi- 2017 R. R. Total 92.55% 73.44% %29.96 98.15% 51.51% 98.22% 85.08% 97.74% 62.84% 74.33% 73.82% 61.55% 76.19% 73.55% 27.92% % of Total Taxation Tax. 1,813 2,077 2,326 1,867 2,281 2,405 2,512 2,132 2,045 2,465 1,804 1,332 1,795 2,211 1,802 per per Household per HH Household Taxation Taxation 2,017 1,875 2,116 2,827 2,571 2,857 2,974 2,888 2,927 2,684 3,351 3,502 3,106 4,771 Median Median Total 2.14 66,163 30,917 1.92 66,944 34,867 1.76 87,424 49,673 1.58 63,488 40,182 Gross 1.31 96,939 73,999 2.50 89,856 35,942 2.49 96,981 38,948 2.44 89,856 36,826 2.04 57,062 27,972 1.99 82,816 41,616 1.56 70,528 45,210 2.02 69,376 34,345 1.80 75,328 41,849 1.82 79,360 43,604 1.50 | 66,048 | 44,032 Gross People per Population Households per 2,130 214 1,166 2,379 272 174 1,214 804 1,643 670 444 893 2,930 50,388 2,055 2,798 410 5,922 1,821 1,642 3,273 1,611 4,636 107,909 999 316 1,047 895 household 206 957 633 512 1,305 1,117 1,448 1,056 OMPF 801 769 Manitouwadge 1,379 1,284 99/ 442 Thunder Bay Terrace Bay Greenstone Paipoonge Marathon 0'Connor Schreiber Nipigon Red Rock Neebing Conmee Dorion Shuniah Oliver Gillies

### Version C

Total Expenses per household simply means how much a municipality spends. LRMC municipalities are the lowest spenders, whereas municipalities north of the Lake, amongst the highest OMPF recipients, are bigger spenders. The City of Thunder Bay is an anomaly – as a large urban municipality, it is mandated to provide additional services, such as long-term care homes, that increase its spending.

Compensation Expenses per household correlates fairly well with Total Expenses per household. LRMC municipalities are the lowest spenders. The small urban municipalities have more financial resources than LRMC municipalities to utilize, since they receive more OMPF funding, yet pay lower levies to third party service providers. Manitouwadge operates a golf course and Marathon has an indoor swimming pool. Spending more on employees can generate advantages. Terrace Bay employs community service personnel who have been very successful getting large government grants to do various community redevelopment projects over the years.

Weighted assessment and household income are poor determinants of financial capacity. The use of weighted assessment as a determinant is, in our respectful submission, a major flaw of the current system. In the OMPF formula high assessment is viewed as an advantage to a municipality, since it supposedly indicates more tax revenue potential. We need to point out that high assessment does not mean property owners are able to pay more municipal tax. It does not distinguish between residential and other, e.g., commercial, industrial, etc., assessment. Taxes generated by the latter assessment types do not come out of the after-tax incomes of municipal residents, but out of the pre-tax incomes of businesses and organizations. Again, truly rural municipalities rely primarily on the residential tax base.

We also wish to highlight the significant negative consequences of high assessment. One is the higher cost of housing to residents. LRMC residents pay higher mortgage payments, residential accommodation rents and property insurance, resulting in less available cash flow to fund other household costs, like municipal taxes. Another significant disadvantage to high assessment for a municipality is increased levies from third party service providers, who calculate levy allocations based on assessment. Two organizations using assessment to calculate levies charged to LRMC municipalities are the Thunder Bay District Social Services Board and Superior North Emergency Management Services. In both of these examples, services are provided to people, not to properties. LRMC taxpayers pay far more for social services and ambulance services than their counterparts in the small urban municipalities due to the weighted assessment factor.

Household income is not as meaningful as per capita income for measuring the financial capacity of municipal residents. Household income is an inferior measure since it does not take into account the number of people in a household dependent on that income. As shown on Schedule C, three LRMC municipalities, Oliver Paipoonge, Conmee and O'Connor, have the highest numbers of persons per household. People, not the properties, live on the

household income. The more people there are in the house, the less money the residential household has, overall, for living expenses such as property taxes.

An important factor to consider is the presence of service offices and/or bases in the municipalities. There are three major benefits to having services facilities in a municipality. The first is easy access for residents. The second is property taxes, water and sewer charges and other revenues for the host municipality. The third is employment and business activity in the host community.

The small urban municipalities in the Thunder Bay District have some offices and facilities. The City of Thunder Bay has significantly more offices and facilities. Truly rural municipalities, like the LRMC member municipalities and TWOMOs "next door", have virtually none of these. Unlike the other municipalities in the Thunder Bay District, LRMC municipalities pay high levies without any of the benefits generated by local presence of services. It's easy to get a flu shot at the health unit when the clinic is in the neighborhood and wait time for an ambulance is reasonable when the base is nearby. Just like residents of neighboring TWOMOs, residents of LRMC municipalities have to drive to Thunder Bay to get a flu shot at the health unit and wait longer for an ambulance to arrive. If an individual living in an LRMC municipality or a nearby TWOMO needs social housing, it's only available in Thunder Bay. The difference is the residents in the LRMC member municipalities pay far more to the service provider for the housing it operates in the City. TWOMO residents do not.

# Two Options to Generate Financial Sustainability for Rural Municipalities

As noted above, we are suggesting two alternative options to deal with the situation now in order to avoid a deep financial crisis in the future. The first is preferable since it addresses the root causes of the problem. The second is less complicated to achieve but will nonetheless provide much needed relief.

### Option 1: Service Realignment and OMPF Reform

It has been over 20 years now since the drastic service realignment was implemented by the Province. The LRMC respectfully submits that the realignment has proven to be a huge mistake. The realignment was ostensibly undertaken to provide better management and control of the downloaded services, e.g., policing, housing, child care, welfare, ambulance services and public health, but that has clearly not happened. Provincial legislation and regulation dictates the delivery of these services; local governments have no meaningful role in service delivery. The only tangible results of the realignment have been municipal funding for these services and preoccupation and frustration of municipalities with the rising costs of these services, both to the detriment of traditional core local services, e.g., roads, waste disposal, recreation, fire protection and prevention, planning, water and sewer, etc.

The downloaded services, specifically health and social services, are primarily human services. Per the Canadian Constitution they are the responsibilities of provincial and territorial

governments and are supposed to be available and accessible to Canadians regardless of where they live. Ontarians are eligible for these services because they live in Ontario and not because they live in a particular municipality. Ontario should have responsibility for the management and costs of these services that are not local in nature. There is no good reason to have municipal responsibility for ambulance services while there is none for hospital services or to have municipal responsibility for child care services while there is none for child welfare services.

It would be very sensible to return to the time when municipal councils dealt with the traditional local areas they can manage and control. Local governments are best positioned to understand things like local road networks or waste disposal systems, and have authority to make good decisions to manage them properly, using property taxpayer money wisely. Council members on social and health service boards are essentially powerless. These services are highly legislated and regulated by Ontario, and the boards have little discretion in managing the services. It is important to retain member municipality Council members on these boards because of the required accountability associated with the municipal financial contributions to Having locals on these service boards is important since it adds a local perspective that the service managers can consider and try to take into account in delivering the services within the provincial service parameters. If it were the Province, rather than the municipalities funding the agency, the importance of having council members on the boards disappears. Local voices can be provided by community members interested in the services, in the same way that occurs for the boards of service entities like hospitals, child welfare agencies, developmental service agencies, etc. People like them could take the seats of municipal council members that currently sit on the boards of ambulance, welfare, child care and other services.

Returning the downloaded health and social service costs to Ontario would also improve overall tax fairness. A widely accepted objective of tax policy is to have wealthier people pay more and poorer people pay less. The objective works as an income redistribution measure to counteract income and wealth inequality. It is widely accepted that income tax, the Province's main revenue tool, is far better at meeting the objective than is property tax, the main revenue tool for municipalities. The gap between the highest incomes and the lowest incomes is far greater than the gap between the highest residential assessments and the lowest residential assessments. Higher income tax rates are applied to higher levels of income whereas the same tax rate is applied to a property regardless of its assessment. Because of these factors a greater portion of income tax is paid by wealthier people than the portion of property tax paid by wealthier people. While some poor people do not pay any income tax, it is highly likely they are paying property tax since most people own or rent a dwelling.

Seniors with only CPP and OAS income, living in owned dwellings illustrate the matter. While these people pay little to no income tax, they must pay property tax. Although they are eligible for the Ontario Energy and Property Tax Credits, they are still out of pocket. These situations exist because property tax is a blunt instrument that affects wealthy and poor people alike,

while income tax does not. The LRMC submits that minimizing the property tax burden in terms of "people services" is good overall tax policy.

These changes would ultimately save both the municipalities and Ontario money since the governments would be responsible for the services they can effectively manage and thereby better control the costs of those services. Recent developments with the cost sharing formula for public health illustrate this point. Ontario decided to decrease its costs by reducing its contribution from 75% to 70% rather than making system changes to reduce costs. On the other hand, Ontario joined other provinces recently imploring the Federal Government to increase its annual health transfers from 3% to 5%. Restructuring and reforming the health care system to make it financially sustainable is the task at hand – downloading costs to municipal property taxpayers is no solution.

While under this option municipalities would retain responsibility for police services, we submit that the Province should reinstitute a policing grant. The traditional role of police, primarily crime prevention with law enforcement as required, has changed dramatically in recent times, especially in Northwestern Ontario. Police officers now find themselves frequently acting as social and health workers. Problems like mental health illness and addictions, homelessness, income inequality, and the breakdown of the family unit are generating a large portion of the police workload. Lack of efficient and effective health and social services to address these matters means emergency response workers are filling in the gaps. Police deal with crime undertaken by perpetrators looking for resources to feed addictions. Due to the legacy of the Indian Act and residential schools, police in Northwestern Ontario are dealing with a multitude of serious issues affecting certain portions of the Indigenous population. The Federal Government needs to acknowledge its responsibility for the situation and provide resources to deal with it. Given these responsibilities of modern policing, a police grant is warranted. How much police grants should be, i.e., what percentage of total policing costs, would need to be determined.

Under this Option we are proposing that only the northern and the rural components of the OMPF should be retained. The northern grant is justifiable given the higher cost environment and other conditions in the north. With regard to the rural grant, the definition of a rural and small community in the OMPF guidelines is inappropriate. On top of Statistics Canada's definition of a rural community you add any municipality with a population under 10,000 to come up with your Rural and Small Community Measure ("RSCM"). While small, some municipalities with under 10,000 are more urban rather than rural. True rural communities, like the six LRMC municipalities, have distinct disadvantages, e.g., large road networks, little commercial or industrial tax base, lack of communal water and sewer services, high fire insurance rates, poor access to hi-speed (or any) Internet, lack of natural gas service, no public transit, high electricity delivery rates, no home mail delivery, etc. These disadvantages are not present in many communities under 10,000 if they are urban, and these urban small communities should not be entitled to a rural community grant.

Currently, the Provincial Government applies a 0.25% tax levy to properties in TWOMOs, which is intended to cover the costs of services including policing, health and social services. We respectfully submit that truly rural municipalities are able to offer very little to their constituents beyond what residents of TWOMOs receive, and should be dealt with in the same manner. Under this model, the Province would pay the costs for police, ambulance, public health, housing, Ontario Works and child care services, by providing the money directly to the service providers, such as the Thunder Bay District Social Service Administration Board, and would apply the 0.25% tax to properties in the LRMC municipalities.

LRMC municipalities as rural municipalities would therefore pay the same amounts as TWOMOs for these services. This is justifiable. We note the following similarities between rural municipalities and TWOMOs:

**Communal Water and Sewer**: There are no services. Residents have to pay themselves for well for water and a septic system for sewage, which typically cost \$10,000 to \$15,000 each. Unlike urban municipalities with communal systems, there are no grants from senior governments for private water and sewer systems.

**Natural Gas**: This fuel is generally lacking. Residents have to rely on high cost alternatives such as oil, propane, wood and electricity.

**High Speed Internet**: This critical component of modern life is usually unavailable, while it is widespread in even small urban municipalities.

**Health and Social Services**: They are generally absent. Residents need to travel to urban centres for these services.

**Public Transit**: There is none. Unless you have a private vehicle, you have no transportation.

**Commercial/Industrial Tax Base**: This is very limited. Residents bear the brunt of property taxes.

**Road Network**: They are extensive in these low density areas. Residents carry the costs.

Rural municipalities and TWOMOs share these disadvantages. A major item they do not share is charges from service provider organizations for police, ambulance, public health, housing, Ontario Works and childcare services. Rural municipalities pay for these services while TWOMOs do not. It follows that rural municipalities are subsidizing the services provided in the urban municipalities for both urban residents and TWOMO residents. Rural municipalities

are ready to pay their fair share, and the 0.25% tax, which is considered fair for TWOMOs, should be equally a fair share for truly rural municipalities.

Under this Option the Province would continue with the current OMPF system, which is supposed to support those with the greatest needs.

### Conclusion

The current regime for allocating OMPF and levies is grossly unfair for rural municipalities like those in the LRMC. The trend of diminishing OMPF grants and increasing downloaded service costs is unsustainable. The LRMC municipalities are requesting drastic change to correct the imbalance.

**First Recommendation:** Reform the OMPF and re-align service provision as outlined in "Option One" of this Report.

**Alternate Recommendation:** Institute a new billing model for "people" services provided by third party agencies, as outlined in "Option Two" of this Report.

# **APPENDIX: Contact information**

All telephone/facsimile numbers have area code 807.

# The Corporation of the Township of Conmee

Mail: R.R.#1 Kakabeka Falls, P0T 1W0

Physical: 19 Holland Road West Phone: 475-5229 Fax: 475-4793

Email: <a href="mailto:info@conmee.com">info@conmee.com</a>
Website: <a href="mailto:www.conmee.com">www.conmee.com</a>

Mayor: Kevin Holland (Vice Chair of LRMC)

Email: mayorholland@conmee.com

CAO/Clerk: Laura Bruni

Email: <a href="mailto:conmee.com">conmee.com</a>

# The Corporation of the Township of Gillies

Mail: R.R.#1 Kakabeka Falls, P0T 1W0 Physical: 1092 Highway 595 in Hymers (inside Whitefish Valley Public School) Phone: 475-3185 Fax: 473-0767

Email: gillies@tbaytel.net

Website: www.gilliestownship.com

Reeve: Wendy Wright

Email: reevewrightgillies@gmail.com

Clerk/Treasurer: Jenna Hakala

gillies@tbaytel.net

Deputy Clerk/Treasurer: Franki Dacosta

gilliestreasurer@tbaytel.net

## The Corporation of the Municipality of Neebing

4766 Highway 61, Neebing, P7L 0B5 Phone: 474-5331 Fax: 474-5332

Email: <a href="mailto:neebing@neebing.org">neebing.org</a>
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Mayor: Erwin Butikofer
Email: Mayor@neebing.org
Clerk-Treasurer: Erika Kromm
Email: clerk@neebing.org (office)
Deputy Clerk-Treasurer: Laura Jones

Email: deputyct@neebing.org

# The Corporation of the Township of O'Connor

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Mayor: Jim Vezina

Email: jmvs@tbaytel.net (home: confidential)

Clerk-Treasurer: Lorna Buob Email: twpoconn@tbaytel.net

Deputy Clerk-Treasurer: Linda Racicot

Email: twpoconn@tbaytel.net

# The Corporation of the Municipality of Oliver Paipoonge

3250 Highway 130, Rosslyn, P7K 0B1 Phone: 935-2613 Fax: 935-2161

Email: (no generic email)

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(Chair of LRMC)

Email: mayor.lucy@tbaytel.net CAO/Clerk: Wayne Hanchard

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Treasurer/Deputy CAO: Kevin Green treasurer@oliverpaipoonge.on.ca

# The Corporation of the Municipality of Shuniah

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Mayor: Wendy Landry (cell: 626-6686)

Email: wlandry@shuniah.org

CAO: Paul Greenwood (cell: 708-0199)

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