

To: Multi Minutes Delegation during AMO Conference August 2022

From: FONOM Board

Date: July 30, 2022

Subject: Troubling response times by Ontario One Call

ISSUE:

FONOM is quite concerned with the level of service Northern Municipalities and communities are receiving from Ontario One Call and its sub-contractors. The lengthy delays are not only frustrating, but some are having environmental impacts. Also, considering our short building season, the service received is impacting Northern Ontario's housing supply and economic prosperity.

RECOMMENDATION:

FONOM recommends that the Minister of Government and Consumer Services issue a Minister's Order, under 2.2 of the Ontario Underground Infrastructure Notification System Act, to Ontario One Call to comply with the legislation.

ANALYSIS:

Our members have asked FONOM to advocate for an immediate correction to this problem. Some members would also like to know our liability if a Municipality must wait weeks or months for One Call response to a sewage line break. We have a short building season in Northeastern Ontario, and One Call's poor response is hampering development.

Northern Ontario makes up nearing 90% of Ontario's land mass, with our communities separated by a great distance. FONOM is concerned that Ontario One Call had not factored in the distance to travel between communities when they modeled their staffing needs.

During Hornepayne's delegation with Parliamentary Assistant Robert Bailey at OGRA this spring, the staff reported, "he was incredibly supportive of our struggle and agreed to support us in finding a solution. He recommended that we contact our Municipal Associations (NOMA, NEOMA, FONOM, and ADMA) to inquire if any other communities face similar issues regarding Locate response times."

Below and attached are some of the responses FONOM has received in one week.

Feed Back from Hoynepayne

The Township and OCWA often find themselves waiting up to three (3) weeks (without any discussion, notification or an agreement to this timeline) to receive a response from G-Tel, the company that Hydro One has contracted to complete their Locate Requests. This is simply unacceptable, particularly when it involves a water or sewer line break, which is usually the case. The threat of damage to property is real and the unnecessary waste of treated water that these delays cause is both expensive and harmful to the environment.

There are also the dangers presented to residents in the form of flooding, iced-over roads and sidewalks and health hazards of raw sewage potentially backing up into their homes, not to mention the sheer frustration and inefficiency of it all.

Repeated complaints to Ontario One Call go unanswered, or, by the time a response is received, the Locate has been completed and the file closed without the issue having been addressed or even entertained. Complaints to G-Tel will, every so often, result in an improvement in service but this never lasts long, and the poor habits soon return. We have been advised in the past that G-Tel suffers from staff shortages. This may be true, but regardless, our ratepayers should not have to pay for this in time or money.

Feedback from Municipality of Greenstone

In response to your outreach concerning municipal experiences with Ontario One Call, specifically the processing times for locate requests, we offer the following comments. Our Manager of Public Works and Clerk are cc'd.

1. Filing of Emergency Requests are to be conducted by phone only. One Call appears to be understaffed; most often our call wait time is much longer than what one would think would be acceptable for emergency response. Municipal expenses incurred by operational mobilizations to respond to emergencies such as water main breaks are exacerbated by late emergency locate response.
2. We have filed several complaints with Ontario One Call regarding late locates from Enbridge. This issue has arisen since Enbridge sub-contracted its locating services. The sheer geographic distances involved in the Municipality and greater region make it impossible for response deadlines to be met. In our experience, we typically receive service once a week by Enbridge's sub-contracted locator (GTel) that travels from Nipigon, which is a 1.5 hour drive from Geraldton. (Geraldton is geographically central in the Municipality of Greenstone, therefore distances involved could add another hour.) If this locator has to respond to an emergency locate elsewhere in the region, responding to locates in Greenstone falls to a lesser priority. Our local Enbridge contact acknowledges the circumstances; this is a corporate decision that we are told needs to be influenced by One Call complaints. We do see that attempts have been made to hire GTel staff in our area, however we are not surprised if these attempts are unsuccessful given the current local economy that is booming with the construction of Greenstone Gold Mines. Greenstone Gold Mines would undoubtedly also be impacted by late locates as they are building major underground infrastructure.

Feedback from Township of Strong

Our experience has been more at the municipal level – we have experienced delays which have impacted our ability to start public works projects (sign installations, ditching). We also had a delayed start to our outdoor rink/community hub due to changes to their system not recognizing our municipality and then delayed response to the request.

Township of Hornepayne
68 Front Street
P.O. Box 370
Hornepayne, ON P0M 1Z0



The Geographic Centre of Ontario

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www.townshipofhornepayne.ca
info.hpayne@bellnet.ca

May 27, 2022

Association of Municipalities Ontario (AMO) amo@amo.on.ca

Federation of Northern Ontario Municipalities (FONOM) fonom.info@gmail.com

Rural Ontario Municipal Association (ROMA) roma@roma.on.ca

Northwestern Ontario Municipal Association (NOMA) admin@noma.on.ca

Northeastern Ontario Municipal Association (NEOMA) c/o Johanne Baril, President,
Johanne.Baril@hotmail.com

Algoma District Municipal Association (ADMA) c/o Cathy Cyr, Executive Director,
ccyr@wawa.cc

RE: Ontario One Call Locate Response Times

Like many municipalities across Ontario that face water or sewer line breaks, especially during the thaw season, the Township of Hornepayne and the Ontario Clean Water Agency (OCWA) must wait for Locate requests to be completed through Ontario One Call before infrastructure repairs can commence. This can be problematic, as responses can take up to three (3) weeks.

Delays pose unnecessary risk of damage to property, public safety, and the environment, as well as increased frustration to both residents and staff. Over the last several months, the Township and OCWA have submitted multiple complaints, which have all gone unanswered. This is frustrating and unproductive, and there needs to be a better way.

The Township thought it was important to highlight the issues surrounding Ontario One Call Locate response times. The issue was presented to Parliamentary Assistant Robert Bailey (PA Bailey) of the Ministry of Government and Consumer Services (MGCS), during a delegation at the 2022 Ontario Good Roads Association (OGRA) Conference. PA Bailey recommended we contact our regional Municipal Associations to inquire if any other municipalities are experiencing similar issues, with the intention that I would then gather data to be compiled and forwarded to him for his review and consideration.

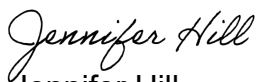
As we all know, individual municipalities lack the resources to confront this issue on their own. The Council of the Corporation of the Township of Hornepayne is respectfully requesting your support and feedback regarding Ontario One Call Locate response times. We would like to provide PA Bailey with an update by June 17th, 2022.

I have attached the report detailing the delegation that I presented to our Council, as well as the delegation package, for further information.

Please don't hesitate to contact me if you have any questions.

I appreciate your consideration and look forward to your response.

Best Regards,



Jennifer Hill
Deputy Clerk
Township of Hornepayne

c.c.: Robert Bailey, Parliamentary Assistant, Ministry of Government and Consumer Services (MGCS) bob.bailey@pc.ola.org

Gail Jaremy, CAO/Clerk, Township of Hornepayne jaremy.hpayne@bellnet.ca

Attach.

Township of Hornepayne
2022 OGRA Delegation
MINISTRY OF GOVERNMENT AND CONSUMER SERVICES
Monday, April 11th, 2022
1:45 – 2:00 p.m.
Location: Confederation Room 3, Fairmont Royal York Hotel





**Township of Hornepayne Delegation
With Ministry of Government and Consumer Services
Monday, April 11th, 2022
1:45 – 2:00 p.m.
2022 OGRA Conference**

Township of Hornepayne

Duane Gaudreau, Public Works Manager
Jennifer Hill, Deputy Clerk

Ministry of Government & Consumer Services

Robert Bailey, Parliamentary Assistant

WHO WE ARE

Hornepayne is a small, Northern Ontario community of 968 with a big claim to fame. We are located at the Geographical Centre of Ontario! The Township has future plans to market this distinguishing feature as part of our overall tourism strategy which is currently in its infancy.

Located in the Algoma District approximately 1,000 km NNW of Toronto, Hornepayne is somewhat isolated. Being a small municipality with limited human and financial



resources, we must be creative to maintain efficient operations and to achieve success.

With a progressive and supportive Council led by a strong, dedicated and visionary Mayor, our staff is motivated and ready to turn challenge into opportunity. As we continue to address the 100+ recommendations identified in our 2019 Comprehensive Service Delivery Review [Township of Hornepayne Service Delivery Review](#) and strive towards the goals outlined in Council's Strategic Plan [Planning to Succeed 2020 – 2023 Township of Hornepayne Strategic Plan](#), the Township is concurrently managing several active capital infrastructure projects, the creation and implementation of several long-term planning documents and an overall cultural shift to strategic thinking. We are a strong, focused and determined Council/Staff team with great plans for the community.

The Township's accomplishments over the last two years are astounding. Our 50-year-old Official Plan has been updated and is currently under Ministry review. We have adopted our first-ever Zoning By-Law and are in the process of completing a Community Improvement Plan.

Good Governance, Infrastructure and Asset Management, Finance, Economic Development, Technology and Master Planning are the 6 Key Priorities identified by Council in their Strategic Plan to which they are 100% committed. The Township continues to work on multiple projects that we predict will have a huge impact on the overall welfare of the Community and the quality of life for residents. We understand and value the benefits and importance of long-term planning and a cohesive leadership team with a clear, strong Vision that will guide the path forward.

RESPONSE TIMES FOR LOCATE REQUESTS THROUGH ONTARIO ONE CALL

In 2012, the Ontario Underground Infrastructure Notification System Act was passed, which stipulates that, by law, anyone in the province of Ontario must contact Ontario One Call before they dig. This minimizes the risk of infrastructure damage, loss of service, and injury as well as raising public awareness about the need for safe digging.

The Township of Hornepayne and our water and wastewater operator, the Ontario Clean Water Agency (OCWA) are responsible for maintaining and repairing municipal water and sewer infrastructure that becomes damaged or inoperable. As the majority of this infrastructure is underground, we are often required to obtain utility Locates before excavating. This is done through Ontario One Call.

According to the legislation:

"The member (utility service provider) shall make all reasonable attempts to do the things required by subsection (1) within five business days of the day the member receives notification about the proposed excavation or dig, unless there is a reasonable expectation that the excavation or dig will not start within 30 business days of the day the member receives the notification. 2012, c. 4, s. 6 (2)."

Subsection (1) requires members to:

"(a) mark on the ground the location of its underground infrastructure and provide a written document containing information respecting the location of the underground infrastructure; or,

(b) state in writing that none of its underground infrastructure will be affected by the excavation or dig."

The Township and OCWA often find themselves waiting up to three (3) weeks (without any discussion, notification or an agreement to this timeline) to receive a response from G-Tel, the company that Hydro One has contracted to complete their Locate Requests. This is simply unacceptable, particularly when it involves a water or sewer line break, which is usually the case. The threat of damage to property is real and the unnecessary waste of treated water that these delays cause is both expensive and harmful to the environment.

There are also the dangers presented to residents in the form of flooding, iced-over roads and sidewalks and health hazards of raw sewage potentially backing up into their homes, not to mention the sheer frustration and inefficiency of it all.

Repeated complaints to Ontario One Call go unanswered, or, by the time a response is received, the Locate has been completed and the file closed without the issue having been addressed or even entertained. Complaints to G-Tel will, every so often, result in an improvement in service but this never lasts long, and the poor habits soon return. We have been advised in the past that G-Tel suffers from staff shortages. This may be true, but regardless, our ratepayers should not have to pay for this in time or money.

One other potential complication is that there is only one Ontario One Call call-centre in Northern Ontario. Perhaps the volume of requests needs to be distributed more evenly. Currently, “Northern Ontario” is defined as the *“territorial districts of Algoma, Cochrane, Kenora, Manitoulin, Nipissing, Parry Sound, Rainy River, Sudbury, Thunder Bay and Timiskaming and The City of Greater Sudbury”* in S. 4(4) of the legislation. Although the population represented by these districts may be relatively small, this is an enormous area to manage, and the geography is causing inefficiencies.

Our specific location likely complicates the issue as well. We are located between Highways 11 and 17 – the major highways in our area – and dispatch for G-Tel, for example, is sometimes out of Timmins, ON which is 400 km from Hornepayne. That is a long way for someone to drive, both ways, for what usually ends up being about a 10-minute job.

The Township understands the need for the regulation of excavation and the importance of the safety protocols the system supports; however, we would like to suggest some potential solutions for your consideration:



Possible Solutions:

1. Ontario One Call to employ a better complaint process, one which elicits results and has a mandatory response time;
2. Set up a system where local contractors can respond to Locate Requests;
3. Hydro One to consider completing the locates in-house or contracting out to another firm;
4. Open up a second call centre in the North to more evenly divide the requests.

CLOSING REMARKS

On behalf of Municipal Council and the citizens of Hornepayne, we thank you for the opportunity to meet. We appreciate your time and consideration and are excited to hear what type of partnerships we can formulate and what we can accomplish together.

[#lovewhereyoulive](#)

Township of Hornepayne**Staff Report**

Submitted by:

Jennifer Hill, Deputy Clerk

Subject: 2022 Ontario Good Roads Association (OGRA) Conference –
Delegation with the Ministry of Government and Consumer Services
Report

Report Number: DC-SR-2022-03

Meeting Date: April 27th, 2022

Recommendations:

To send letters to the Northwestern Ontario Municipal Association (NOMA), Northeastern Ontario Municipal Association (NEOMA), the Federation of Northern Ontario Municipalities (FONOM), and the Algoma District Municipal Association (ADMA), to inquire if other communities face similar issues with Ontario One Call Locate response times and to garner support for change

Background:

Mayor Fort, the Public Works Manager and I attended the Ontario Good Roads Association (OGRA) Conference in Toronto from April 10th-13th and managed to secure a meeting with the Ministry of Government and Consumer Services (MGCS

Discussion:

We met with Parliamentary Assistant Robert Bailey (PA Bailey) to discuss the issues Hornepayne faces regarding the Ontario One Call Locate response times. We explained that while the legislation dictates that a Locate request should be addressed within five business days, due to our remote location we often wait up to three weeks, which is unreasonable and unsustainable.

PA Bailey was incredibly supportive of our struggle and agreed to support us in finding a solution. He recommended that we contact our Municipal Associations (NOMA, NEOMA, FONOM, and ADMA) to inquire if any other communities face similar issues regarding Locate response times.

PA Bailey also mentioned wanting to visit Hornepayne, to which we extended an excited invitation.

Consultation:

Robert Bailey, Parliamentary Assistant, Ministry of Government and Consumer Services

Cheryl Fort, Mayor, Township of Hornepayne

Duane Gaudreau, Public Works Manager, Township of Hornepayne

Documents:

Delegation Package for the Ministry of Government and Consumer Services.

Respectfully submitted,

Jennifer Hill
Deputy Clerk

July 22, 2022

The Hon. Kaleed Rasheed
Minister for Public and Business Service Delivery
College Park 5th Floor
777 Bay St, Toronto ON M7A 2J3

Re: Supporting Northern Ontario contractors and infrastructure builds by addressing the backlog of Ontario One Call Locate requests

Dear Min. Rasheed:

On behalf of the Timmins Construction Association, the Board of Directors, and the more than 100 members we represent, we are writing to inform you of one of the largest barriers to new and existing infrastructure expansions and builds in Northern Ontario.

As your ministry is aware, any and all excavating of a new building, repairing buried infrastructure, landscaping, residential paving, building concrete slabs, or anything else that requires you to break ground, you must contact Ontario One Call at a minimum of five (5) days prior to your excavation.¹ However, contractors and developers who submit a locate request through Ontario One Call in Timmins are being subjected to up to a three (3) months wait time to have a locate come and do the initial assessment process to allow the dig to move ahead, which is currently one of three steps.

Minister, Northern Ontario has a very narrow window of opportunity to complete critical infrastructure projects vital to our region's economic growth and development, given our short summer season. Furthermore, the massive financial burden these delays bring to our firms can heavily impact the outcome of the project and our community's ability to encourage new investment in the future. The backlog of locate submissions to Ontario One Call has further compounded the already growing barriers to completing projects on time—including workforce shortages, permitting and planning delays, which hinder our region's ability to remain competitive.

The Timmins Construction Association, its members, and the broader builders and developers community are requesting that your ministry works with Ontario One Call to address the severe

¹ Contractors. Ontario One Call. (n.d.). Retrieved July 19, 2022, from <https://www.ontarioonecall.ca/contractors/>



Mailing: P.O. Box 1661
Timmins, ON, P4N 7W8
(705) 268-3757
timminsconstructionassociation@gmail.com
www.tca-on.ca

accumulation of requests for locates and consider how P3 partnerships with independent contractors who can provide locate services can assist in moving these projects forward in a way that is mutually beneficial to all involved.

Sincerely,

A handwritten signature in black ink, appearing to read "JC", with a long, sweeping horizontal line extending to the right.

Jamie Clarke
President
Timmins Construction Association

Cc.

Hon. Doug Ford, Premier of Ontario
Hon. George Pirie, Minister for Mines – MPP Timmins
Deputy Mayor Kristin Murray, City of Timmins
Dave Landers, CAO City of Timmins



CORPORATION OF THE
TOWNSHIP OF BLACK RIVER – MATHESON

CHRIS WRAY AMCT – **CHIEF ADMINISTRATIVE OFFICER**

367 FOURTH AVE, P.O. BOX 601, MATHESON, ON P0K 1N0

TELEPHONE (705) 273-2313 (EXT. 321) **MOBILE** (705) 914-0551 **EMAIL:** cwray@twpbrm.ca

WEBSITE: www.twpbrm.ca

GTel
624 Kathleen Street
Sudbury, ON
P3C 4Z6

Attention: General Manager

July 18, 2022

Dear Sir / Madam:

Re: Locates – Township of Black River-Matheson

I hope that this letter finds you well. Today, I write to you regarding the timing of several locates requested by the Township of Black River-Matheson.

As you are aware, once the Getting Ontario Connected Act (the “Act”) became law, Members and Excavators were able to claim compensation, from each other, if there is a financial loss or expense incurred due to the other party contravening specific sections of the Act.

This recent legislation was intended to improve Ontario One Call’s processes of determining the location of underground infrastructure like telecommunications lines, water mains and gas pipelines, also known as locates. The new locate process, for some situations, was to ensure that infrastructure owners use one locator service jointly rather than their own services, avoiding duplicate inspections and ensure that locates be completed within ten (10) days and remain valid for 60 days. The Province and municipalities expected that this would significantly reduce waiting periods for builders and contractors, strengthen safety for workers and improve the accuracy of results.

Section 17(1) of the Act generally stipulates that if a Member has failed to provide accurate Locates, has provided locates outside of the legislated timeframe or incorrectly provided a clearance, then the Excavator may recover costs from the Member.

The Township of Black River-Matheson has had great difficulty in obtaining its locates within the required timeline. The following requests remain outstanding despite being requested more than ten (10) days ago.

2....

Locate Service Number	Date Requested	Day Out of Compliance
20222213827	May 25, 2022	44
2022233179	May 30, 2022	39
20222514913	June 15, 2022	23
20222515029	June 15, 2022	23
20222525949	June 17, 2022	21
20222816726	July 6, 2022	2
20222816776	July 6, 2022	2

Please note that once the costs of delays are known, the Township of Black River-Matheson does intend to seek recourse for increased costs as provided for in the legislation.

We look forward to settling this matter at Step One (1) of the process. If you have any questions, please call.

Best Regards,



Chris Wray, AMCT
Chief Administrative Officer

Cc: Chris Ciarrocca – Director of Public Works
Cassandra Child – Clerk-Treasurer
Danielle Bruno – Junior Accountant

July 19, 2022

The Federation of Northern Ontario Municipalities
Attn: Mac Bain, Executive Director
615 Hardy Street
North Bay, ON
P1B 8S2

Re: Delayed Ontario One Call Locates – Impact on municipalities and development

On behalf of the Town of Kapuskasing, its citizens and contractors, we wish to express great concern regarding the length of time taken by Ontario One Call to respond to and to complete locates and municipal emergency requests. In an effort to undertake and proceed with construction projects safely, without causing any serious injuries that can carry heavy financial consequences, we feel that the wait times are directly impacting development negatively in our region. This is of great concern to us due to the very short construction season in Northern Ontario which can sometimes be as short as two or three months. Waiting over four weeks for locates does not provide much time for construction and development to occur. This issue adversely impacts several small to large projects, from residential improvements to large subdivision developments. We have seen work sites being idle as a direct result of waiting on locates to be completed. It is obvious that this issue needs to be addressed.

As for municipal infrastructure projects and emergency repair work for service delivery for our residents, businesses, and contractors, we have experienced longer wait times, of more than four weeks before all locates are completed to proceed with the work. This practice is not acceptable and is leading to work be undertaken without compliance with a high risk of causing serious injuries and damages to underground infrastructure that can lead to outages and undesired service interruptions. We have also been made aware that locate calls are being made and categorized as an emergency locate, when they are not actual emergencies, to expedite the process, which creates a backlog or bottleneck of requests already in the system. This is extremely concerning to our municipal operations and is not the desired outcome and intention of the emergency locates as defined under the Act. These issues seem to demonstrate a lack of compliance, accountability, and general oversight of the request for locates process and service.

The proposed legislative changes are intended to improve how locates are delivered in Ontario to remove barriers to timely locate delivery. We strongly feel that this should have been dealt with prior to the construction season to provide municipalities, especially in Northern Ontario, the opportunity to benefit from the increase in growth and economic development. It is clear that ***Ontario One Call's mission to protect Ontario communities from the loss of service and harm by damages to underground infrastructure by educating the public on the need to***

“Call before you dig” along with the statement of ***providing a locate request process that is reliable, timely and easy to use*** has failed and that it has only caused frustrating delays and largely missed opportunities for the North.

We ask that municipalities, contractors, and residents in Northern Ontario express and share their concerns about the excessive wait times for locates and to highlight the negative impact that it has caused in order to call on the provincial government to streamline and advance development in a safe and cost-effective manner for residents, businesses and communities that they serve. Immediate action is required as it is unacceptable to allow any further delays in receiving and completing locates. This is not a true reflection of the core values to ensure that our communities can progress safely while supporting growth and prosperity.

Regards,



Mayor Dave Plourde

c.c. Highway 11 Corridor Municipalities
Ministry of Government and Consumer Services
Ontario One Call
GTel, subsidiary of OEC

July 25, 2022

Attention: Danny Whalen, President – Federation of Northern Ontario Municipalities

Re: Utility Locate Requests – Late/Backlog Locates

Dear Mr. Whalen:

As you are aware, prior to breaking ground for any type of excavation/construction project, buried infrastructure locates must be performed by the utility owners and delivered to the person/company who requested the locate.

To facilitate this process, Ontario One Call was established to act as a communication link between the buried infrastructure owners and anyone that wishes to excavate in the province of Ontario. This process is governed under the Ontario Underground Notification System Act which was passed in 2012. In addition, within the Act it stipulates that a utility owner shall provide locates within 5 business days after receiving a standard locate request as well as provide locates within 2 hours for an emergency locate request.

To facilitate the buried infrastructure locate request, many utility owners such as Enbridge, Hydro One and Bell have sub-contracted the locate requirements to a service provider. This provision of services has proven to be inadequate for utility owners to provide locates in a timely manner within the City of Temiskaming Shores.

The largest and most obvious problem is the lack of local employment by the locate service provider. For example, should the City of Temiskaming Shores have to call in an emergency locate request for a watermain break, the person performing the locates will have to travel from Sudbury or Timmins and sometimes Huntsville. This results in the City not receiving the locates within the required 2 hours. On many occasions, it has taken 5+ hours before the locates were received. The lack of providing an emergency locate for a watermain break, results in additional hours of disruption of services and fire protection. Also, the City has assumed substantial costs associated with overtime pay and equipment rental.

Standard locate requests are also an issue. The City rarely receives the locates within the 5 business day mark. In some scenarios, the locates were not received until 2-3 weeks past the 5 days after pressure was applied to either the utility owners or service provider.

I have reached out to the locate service provider and utility owners on many different occasions. Although the immediate issue is typically resolved, the untimely locates return right away. I have also submitted a non-compliance complaint to Ontario One Call resulting in no resolution.

It has also come to my attention that the lack of timely locates is a growing issue across Northern Ontario for contractors as well as municipalities. It has become a factor in massive financial burden as well as compounded the issues related to completing projects on time.

Any assistance that you and FONOM may be able to provide to resolve this important issue would be greatly appreciated. Should you require any additional information, please feel free to reach out to myself.

Yours truly,



Steve Burnett,
Manager of Environmental Services

To: Multi Minutes Delegation during AMO Conference August 2022

From: FONOM Board

Date: July 30, 2022

Subject: Increase to the Heads and Beds Rate

ISSUE:

The current Heads and Beds rate Municipality receives under Section 323 of the Municipal Act of \$75, which has not seen an increase since 1987.

RECOMMENDATION:

FONOM recommends that the Minister of Finance, who has the authority, amend the regulation to reflect an increase in the levy per capacity from the current rate of \$75 to \$165 over the next four years (\$22.50 per year) further, that the Minister of Finance includes an inflationary indexing clause in the amended regulation to take effect after the 4th year.

ANALYSIS:

Properties owned by the Province of Ontario or provincial Crown corporations make Payments in Lieu of Taxes (PIL) payments under the Municipal Tax Assistance Act for properties occupied or owned by the province, tenanted provincial property and property leased by the province from exempt entities.

Most provincial properties benefit from the services provided by municipalities and the governments firmly support the principle that, as a property owner, even though it is exempt from taxation, it should share the cost of local government equitably with other property owners in the community. Payments are based on the principle of fairness and are equitable in comparison to those made by other property owners.¹

The Heads and Beds system was established in 1973 with a rate of \$50, increasing in 1987 to the current level of \$75.

Municipalities across the Province that have facilities covered by Heads and Beds benefit from having these institutes in the Community or Region. However, the payment in lieu of the taxation rate staying the same for 35 years has put financial pressure on the host Community. The Ministry only has to look at our Asset Management Plans to clarify our needs. Many communities have made significant investments to support Hospitals and Post Secondary Institutions.

FONOM respects the Government's budgeting process, and we recommend that the Minister support this request but spread the increase over four years. We also believe that the amount should be indexed to the Consumer Price Index for Ontario so the Ministry does not have Municipalities back in front of them in a decade.

Heads and Beds Calculation of August 2022

	Current Heads and Beds	Heads and Beds increase after 4th year
Kirkland Lake (2021 FIR)	\$ 16,050	\$ 35,310
Temiskaming Shores (2021 FIR)	\$ 30,000	\$ 66,000
Sudbury (2021 FIR)	\$ 987,675	\$ 2,172,885
Timmins (2020 FIR)	\$ 100,350	\$ 220,770
North Bay (2020 FIR)	\$ 503,400	\$ 1,107,480
Sault Ste Marie (2020 FIR)	\$ 325,725	\$ 716,595

¹ City of North Bay 2022 Municipal Budget, Page 83

Supporting Documents

City of North Bay – Staff Report 2009 41 (author Brian Rogers)

City of North Bay Resolution – October 2011

Cost of Policing – 2014 - Page 14

NOMA Delegation 2018 – Page 5

NOMA Delegation 2021 – Page 3

CITY OF NORTH BAY

REPORT TO COUNCIL

Report No: CORP 2009-41

Date: February 25, 2009

Originator: Brian Rogers, Chief Financial Officer

Subject: Payments-In-Lieu of Taxes – Heads and Beds Levy

File No:

RECOMMENDATIONS:

1. The Minister of Finance be asked to amend Ontario Regulation 384/98 (Taxes-Universities and Other Institutions) made under the Municipal Act to increase the prescribed levy per rated capacity from \$75.00 to \$128.00 effective for 2009.
 2. That the Minister of Finance also be asked to include an inflation indexing clause in the amended regulation.
 3. That a copy of this resolution be forwarded to AMO, FONOM, our MPP and the City of Kingston.
-

BACKGROUND:

The Municipal Act, Section 323 provides the authority for a municipality to collect a payment-in-lieu of taxes from hospitals, colleges, universities, correctional facilities and other institutions. This payment is commonly referred to as the Heads and Beds levy.

These institutions are all exempt from property taxes in Ontario. Instead they make a payment-in-lieu of taxes that is based on the number of beds or the number of heads (i.e. enrollment). Ontario Regulation No. 384/98 is the current regulation which confirmed the \$75.00 prescribed levy that was last changed in 1987 when it increased from the \$50.00 levy set in 1973.

The properties are assessed a current value assessment but are coded exempt in the assessment roll. I have attached a summary comparing what they would pay in municipal taxes (City share only) compared to the Heads and Beds levy payments. Based on current assessment (i.e. for 2008 taxation) they would have paid \$4,089,307.00 if they were taxable. The Heads and Beds payments-in-lieu levy we received in 2008 totaled \$534,000.00.

The assessment for these properties will continue to grow. The Heads and Beds payments-in-lieu will only change if the number of beds or heads increase or if the Province were to increase the per unit amount from the current \$75.00.

It should be noted that the Provincial and the Federal Governments both grant payments-in-lieu of taxes on most of their properties, which are the equivalent of what they would pay if they were taxable (i.e. current value assessment times our tax rate). The City received about \$3,500,000 from the government for these properties in 2008.

The institutions that make the heads and beds payment-in-lieu had current value assessment totaling \$140,006,400 in 2008. The total current value assessment for all exempt properties in the City of North Bay is about \$362,000,000 for 580 properties. The other major categories of exempt properties are those owned by the City of North Bay, School Boards, Churches and Non-Profit Social Organizations.

OPTIONS / ANALYSIS:

Option 1– Full Municipal Taxes

The Province could be asked to amend legislation so that these institutions pay the full municipal tax rate. This would generate an additional \$3,555,307.00 in revenue for the City of North Bay. This would also ensure that the impact of providing municipal services for municipalities with these institutions in their boundaries is not borne by local taxpayers. The funding impact on the Province would be substantial and would most likely only be implemented if they were revenue neutral to the Province. This option is perhaps a longer-term option which should be pursued in future Provincial / Municipal funding consultations.

Option 2 – Increase the Levy Per Rated Capacity

The Minister of Finance has the authority to amend the regulation to reflect an increase in the levy per rated capacity from the current rate of \$75.00. This rate has not changed since 1987. The Consumer Price Index for Ontario was 170.9 for July 2008 (1987=100). The increase in the Consumer Price Index since the \$75.00 rate was last changed is about 71%. A corresponding increase in the levy per rated capacity could be used as a justification for an increase to about \$128.00. The rates should subsequently be increased by an inflationary factor each year. Recommendations to increase the levy per rated capacity based on the Consumer Price Index increases were last submitted to the Minister of Finance as part of a pre-budget consultation in February 2003.

RECOMMENDED OPTIONS / FINANCIAL IMPACTS:

I am recommending that the Minister of Finance be asked to amend Ontario Regulation 384/98 (Taxes-Universities and other Institutions) made under the Municipal Act to increase the prescribed levy per rated capacity from \$75.00 to \$128.00 effective for 2009. The Minister should also be asked to include an inflation indexing clause in the amended regulation.

This would generate an additional \$377,360. in revenue for 2009 based on the current rated capacities for each institution. A number of municipalities across Ontario have continuously expressed concerns to AMO and their representatives at Queen's Park about the inequity of the 21 year freeze in this levy while the costs of providing municipal services has risen dramatically. Municipalities that host these institutions are increasingly disadvantaged by a payment-in-lieu of taxes regime that has remained unchanged for 21 years. The City of Kingston passed a motion on September 2, 2008 and has asked for the support of other municipalities.

Respectfully submitted,



Brian Rogers, C.A.
Director of Financial Services

I concur in this report and recommendation.



Dave Linkie
Chief Administrative Officer

Personnel designated for continuance: Brian Rogers, Chief Financial Officer

Attachments: Properties Exempt From Property Tax
That Pay a "Universities and Other Institutions " Payment-In-Lieu

CITY OF NORTH BAY
 PROPERTIES EXEMPT FROM PROPERTY TAX
 THAT PAY A "UNIVERSITIES AND OTHER INSTITUTIONS" PAYMENT-IN-LIEU
 2008

Property Roll Number	Owner	Property Location	Current Value Assessment For 2008 Tax year	Municipal Commercial 2008 Tax Rate	Municipal Taxes Not Paid		Payments-In-Lieu Paid	
					By Property	Total By Owner	Rated Capacity	Paid @ \$75 Per
050.086.15400.0000	Board of Governors-Canadore/Nipissing	100 College Drive	\$40,061,000	0.029208	\$1,170,102			
050.086.15420.0000	Board of Governors-Canadore/Nipissing	1 College Drive	\$155,000	0.029208	\$4,527			
050.073.31508.0000	Board of Governors-Canadore/Nipissing	60 Commerce Court	\$15,255,000	0.029208	\$445,568			
050.066.38400.0000	Board of Governors-Canadore/Nipissing	5785 Highway 11	\$1,504,000	0.029208	\$43,929		3,652	\$273,900
050.086.15440.0000	Board of Governors-Canadore/Nipissing	870 Gormanville Road	\$21,477,000	0.029208	\$627,300		2,774	\$208,050
050.086.15800.0000	Nipissing University	165 Monastery Road	\$1,010,000	0.029208	\$29,500	\$2,320,926		
010.008.07900.0000	The North Bay General	750 Scollard	\$16,592,000	0.029208	\$484,619			
010.008.04200.0000	The North Bay General	720 McLaren	\$12,801,400	0.029208	\$373,903	\$858,522	382	\$28,650
050.086.15300.0000	The North Bay General	College Drive	\$312,000	0.029208	\$9,113			
050.066.16600.0000	Management Board-Psychiatric	4700 Highway 11	\$29,884,000	0.029208	\$872,852	\$881,965	202	\$15,150
050.074.08400.0000	Management Board-Jail	2250 Trout Lake Road	\$140,000	0.029208	\$4,089			
050.074.08200.0000	Management Board-Jail	2550 Trout Lake Road	\$815,000	0.029208	\$23,805	\$27,894	110	\$8,250
			\$140,006,400			\$4,089,307	7,120	\$534,000

Notes:

The municipal taxes calculated do not include education taxes

The rated capacity is reported to the City by the Ministry of Municipal Affairs and Housing

RECEIVED
CITY OF NORTH BAY
OCT 02 2008
ADMINISTRATION



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216 Ontario Street
Kingston, Ontario
Canada K7L 2Z3
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where history and innovation thrive

2008-09-26

Our Ref. F22 HE

Mr. Dave Linkie
Chief Administrative Officer
City of North Bay
200 McIntyre Street East
P.O. Box 360
North Bay, ON P1B 8H8

Dear Mr. Linkie:

I am writing to you today, to seek your municipality's support, along with our neighbouring communities across the province, to collectively lobby the Government of Ontario to increase the "heads and beds" levy (as prescribed in section 323 of the Municipal Act) to a more appropriate rate, reflective of either fair property valuation or an inflationary increase in the rate of over twenty plus years.

Kingston Mayor, Harvey Rosen is currently contacting fellow Mayors throughout the province to ensure the Government of Ontario rights this imbalance. Mayor Rosen wants the province to establish a mechanism to review the prescribed amount on a regular basis and make adjustments for inflation and I want to ensure your municipality shows its support for this initiative.

As you are aware, the "heads and beds" levy that municipalities receive in lieu of property taxes for provincial institutions such as hospitals and universities has been frozen at \$75 per student or per bed since 1987. If indexed for inflation, the levy should be \$121. If based on the assessed value of the property, as is the case with other provincial properties, the payment to the municipality for municipal services would be higher still.

Indeed, there is a shared understanding amongst municipalities that the current state of municipal finances does not provide municipal governments with the necessary resources for their immediate responsibilities, nor those of the future. Municipalities should not be forced to subsidize the province and the province should be providing its fair share on such matters, including the heads and beds levy.

The City of Kingston, along with a number of other municipalities across Ontario have continuously expressed their concerns to AMO and their representatives at Queen's Park, that although the "heads and beds" rate has not increased in over 20 years, the cost of providing municipal services has increased dramatically. To date, these concerns have gone unanswered.

Chief Administrative Office
City Hall

χ Phone: 613-546-4291 ext. 2205 χ Fax: 613-546-3497 χ ghunt@cityofkingston.ca χ

As this is a collective municipal problem, we believe a collective approach to Queen's Park has a much more realistic chance of success, to the benefit of all municipalities. Mayor Rosen is requesting that his colleagues be prepared to meet at Queen's Park on this issue and I ask that we be prepared to accompany our Mayors to that meeting.

Thank you in advance for your thoughtful consideration to this important matter. Please contact me if you wish to discuss further.

Sincerely,



Gerard Hunt, CMA
Chief Administrative Officer

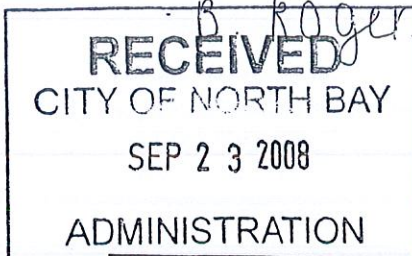
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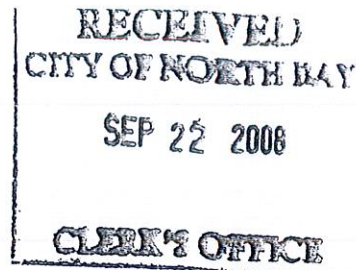
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Office of the City Clerk



September 3, 2008

TO ALL MUNICIPALITIES IN ONTARIO WITH UNIVERSITIES OR COLLEGES OR HOSPITALS

RE: MOTION (7), KINGSTON CITY COUNCIL SEPTEMBER 2, 2008

I would confirm that at the regular meeting of Kingston City Council held on September 2, 2008, the following Motion (7), was approved:

(7) *Moved by Councillor Schmolka*

Seconded by Councillor MacLeod-Kane

WHEREAS post-secondary institutions and hospitals are exempt from paying property taxes to municipalities under provincial law and instead pay a fixed amount, set by the provincial government, for each student ("head") or patient ("bed") in their institutions; and

WHEREAS the amount of the "heads and beds" payment is \$75 per student or patient and this amount has not been changed by the province since 1987, and

WHEREAS at this time the city receives the following amounts as "heads and beds" payments instead of property taxes:

- Queen's University and Theological College – 17,217 "heads" = \$1,291,275
- St. Lawrence College – 3,668 "heads" = \$275,100
- Hotel Dieu Hospital – 264 "beds" = \$19,800
- Kingston General Hospital – 538 "beds" = \$40,350
- Providence Continuing Care – 448 "beds" = \$33,600, and

WHEREAS increasing the "heads and beds" amount to match the rate of inflation over the last 21 years would result in a minimum estimated increase from \$75 to \$126.35 and would bring in an estimated minimum additional payment in lieu of property taxes of \$1.1 million to the City of Kingston, and

WHEREAS Council passed a motion on August 14, 2007 with respect to the "heads" payment asking the provincial government to increase the amount it sets for this payment with the objective of making this amount equivalent to the taxes that would be collected if the properties were taxable by the municipality, and

WHEREAS efforts to have the provincial government review the "heads and beds" amount and approach have not met with any positive responses to date,

THEREFORE BE IT RESOLVED THAT the Province of Ontario be requested to:

- increase the "heads and beds" payment immediately to at least match the rate of inflation since 1987 and build in an automatic annual adjustment for inflation from now on, and

...continued on Page 2

The Corporation of the City of Kingston

216 Ontario Street, Kingston, ON K7L 2Z3

Phone: (613) 546-4291 ext. 1247

Fax: (613) 546-5232

cdowns@cityofkingston.ca

- *meet with officials from Kingston and other municipalities affected by this law to discuss a fairer way that is closer to the fair market value of the properties, to compensate for the loss of property taxes because of property tax exemption rules for post-secondary institutions and hospitals under provincial law.*

And further

THAT *this motion be circulated to all municipalities in Ontario with Universities, or Colleges, or Hospitals, requesting their support.*

CARRIED AS AMENDED

As requested by our Chief Administrative Officer, for your information, I am also enclosing a copy of a similar Motion which was passed by our Council on August 14, 2007.

Yours truly,



Carolyn Downs
City Clerk

/ki

Enclosure

Cc: Councillor V. Schmolka

Our File No.

City Council Meeting No. 17
Minutes
Tuesday, August 14, 2007

MOTIONS

- (1) Moved by Councillor Foster
Seconded by Councillor Glover

WHEREAS land owned, used and occupied solely by public education institutions, as defined in the *Education Act*, are exempt from paying municipal property taxation; and,

WHEREAS universities, colleges, and community colleges are included in the defined exempt properties; and,

WHEREAS the universities, colleges, and community colleges attract students to attend their institutions because of the quality of education offered, learning experiences and municipal amenities to enhance the experience; and,

WHEREAS municipalities provide services to the public education institutions and to the students; and,

WHEREAS the province recognizes that these services are provided to the institutions and that the institutions merit partial support by the community; and,

WHEREAS the province permits municipalities to levy a maximum \$75 for each full time student at each public education institution as a payment-in-lieu of taxes, per Section 323 of the *Municipal Act*, 2001; and,

WHEREAS the payment-in-lieu of tax levy has not been increased since 1987 when it was raised from \$50 to \$75; and,

WHEREAS student populations have increased dramatically since 2000; and,

WHEREAS, in Kingston, the maximum payment-in-lieu of tax for 2007 is \$1,544,400 (20,592 students @ \$75 ea), which represents just under 25% of the amount of taxes that would be levied (\$6,288,319) if the property had been classified and taxed pursuant to its use; and,

WHEREAS other properties that similarly support the community and thus also provide payments-in-lieu of taxation pay full taxes calculated by multiplying the appropriate tax rate and assessment; and,

WHEREAS the City's primary source of revenue is limited to property taxes and provincial grants; and,

WHEREAS the province, in its role of setting policies that affect municipalities, must make an effort to not constrain or arbitrarily reduce revenues that are derived from the assessment of property;

NOW THEREFORE BE IT RESOLVED THAT the Province of Ontario be requested to increase the per student levy at rated public educational institutions each year, pursuant to Section 323 of the *Municipal Act*, 2001, beginning in 2008 to an amount equivalent to the taxes that would be levied if the property was taxable;

AND BE IT FURTHER RESOLVED THAT this resolution be forwarded to all Ontario municipalities that are fortunate to have universities, and colleges of applied arts and technology within their municipality as well as to the Association of Municipalities of Ontario (AMO) for support and AMO be requested to pursue this matter with the Province on Council's behalf.

CARRIED UNANIMOUSLY

MOTION

North Bay, Ontario April 18, 2011

Subject: Increase to Heads and Beds

File No. F22/2011/TAXR/GENERAL

Res. No. 2011-_____

Moved by Councillor: Bain _____

Seconded by Councillor: _____

WHEREAS Ontario municipalities with post-secondary institutions and hospitals receive transfer payments from the Provincial Government in lieu of property taxes;

AND WHEREAS the payments are transferred to the municipalities based on the number of heads (students) on post-secondary institution campuses and the number of beds in their local hospitals (also known as the Heads and Beds payment in lieu of taxes);

AND WHEREAS the current amount of \$75 per head/bed has not been increased since 1987 when it was adjusted from \$50;

AND WHEREAS it is our position that the current Heads and Beds rate does not reflect a fair compensation for providing the local resources necessary to support these provincial services;

AND WHEREAS this rate, if indexed to inflation, would be approximately \$135 per head/bed;

BE IT THEREFORE RESOLVED THAT the City of North Bay request that the Provincial Government of Ontario increase the Heads and Beds Levy to at least the current rate of inflation and build in an automatic annual adjustment for inflation for future years;

AND FURTHER THAT a copy of this resolution be forwarded to Hon. Dwight Duncan, Minister of Finance; Hon. Monique Smith, MPP Nipissing and to the City of Kingston.

☐

Carried

☐

Carried as amended

☐

Lost

Conflict _____ Endorsement of Chair _____

Record of Vote (Upon Request of Councillor _____)

Signature of Clerk _____



The Blue Line or the Bottom Line of Police Services in Canada?

Arresting runaway growth in costs

CHRISTIAN LEUPRECHT



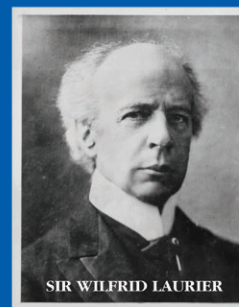
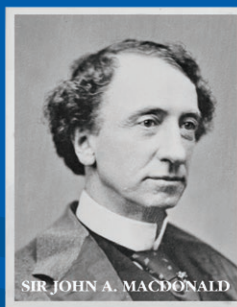
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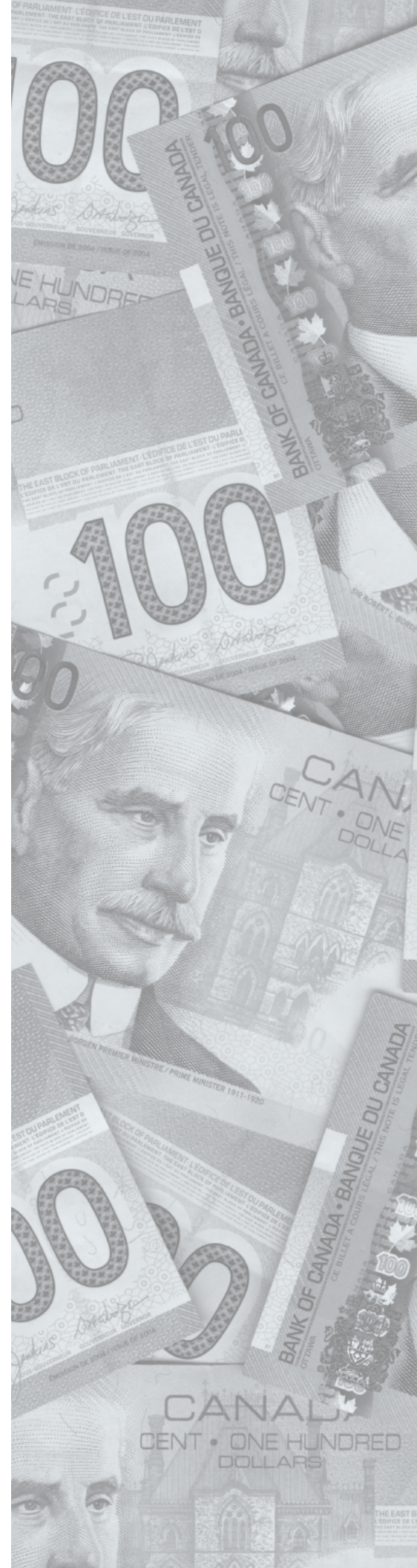
William Watson

Associate Professor of Economics, McGill University

Table of Contents

Executive Summary	2
Sommaire	4
Introduction	6
The Rising Cost of Policing.....	7
1. Cost Drivers.....	9
From the perspective of politicians and taxpayers.....	9
From the perspective of police.....	12
2. Mitigation Strategies	14
Increase revenue.....	14
Reduce costs: Economies of scale	14
Provide synergies: Cross-training	15
Shift costs: Alternative service delivery.....	16
Shift and reduce costs:	
Streamline the justice/police nexus.....	18
Court duty	18
Records management.....	19
Administrative overhead	19
Administrative efficiencies	20
3. Other Efficiencies	20
Technology	20
Bureaucracy.....	21
Professionalization and Accreditation	22
Sharing of Research Data	23
Federalism and Multilevel Governance.....	24
General Recommendations	25
Conclusion	27
About the Author	28
Acknowledgements	28
Appendix: Ontario Municipalities with OPP Contracts for Municipal Policing Since 1998	29
References	30

The authors of this document have worked independently and are solely responsible for the views presented here. The opinions are not necessarily those of the Macdonald-Laurier Institute, its Directors or Supporters.



Executive Summary

Despite rapidly rising costs, Canadians are not getting all the police they pay for.

Canada's police are pricing themselves out of business; police budgets have increased at a rate double that of GDP over the last decade, while calls from the public for service have remained stable. Police associations have been happy to stoke public fears about safety, but the correlation between numbers of officers, crime rates, and response times has long been shown to be spurious. In fact, a great deal of work now done by highly trained, well-paid, and experienced uniformed officers is only tangentially related to law enforcement and could be done as well or better and more cheaply by someone else, freeing police to do their core job.

Consider the fact that almost 40 percent of the Toronto Police Service's workforce made Ontario's 2012 "Sunshine List" of employees making more than \$100,000, including six parking enforcement officers and a cadet in training.

Consider also that much of uniformed officers' time is spent waiting to give testimony in court, transcribing interviews, teaching CPR, transporting prisoners, or a hundred other duties that take them off the street. In some jurisdictions outside Canada, civilian investigators even handle burglaries, leaving full officers to take on more demanding cases. We can learn from such examples.

Canada needs a new debate about how we provide police services. That debate would focus on three main areas.

First is the changing nature of policing, public expectations of police, and myriad inefficiencies related to the role of police in Canada's justice system. These powerful cost drivers go well beyond the salaries and benefits police enjoy but do not get the same attention.

Second is the economies of scale to be harnessed from overhead. This report points out many areas where savings can be generated beyond what agencies themselves have already identified. They include:

- having forces share or contract dispatch, tactical teams, forensics, and investigations;
- common provincial standards and processes for hiring, communication, and procurement; and
- using technology, including record management systems to gather evidence and share it with the court and defence, and using lapel cameras, licence plate readers, and more, to make the job easier.

Third, even if we reduce overhead and find economies of scale the benefits are limited, since almost 90 percent of police budgets go to pay salaries. Police work is complex, difficult, and demanding and should be well compensated. The real question is why police who are making upwards of \$100,000 a year are performing so many tasks that are not really core policing duties and that other jurisdictions are delivering as or more effectively, efficiently, and productively through alternative service delivery in the form of both civilianization and outsourcing. Examples include:

- administrative functions, such as finance and human resources;
- burglary investigations, lifting fingerprints, and collecting DNA evidence;

- prisoner transport and court security;
- transcription of interviews;
- professional development and training; and
- background checks.

Finally, general recommendations in this study to curtail the overall growth of police service costs include:

- re-directing calls and call volume to allow police to spend more time on problem-focused and community-oriented policing;
- rewarding achievement rather than seniority;
- cross-training police, fire, and Emergency Medical Services;
- reforming the leadership and institutional culture (or brace for a crisis);
- spending less time reactively “fighting crime” and more time on proactive intervention, mitigation, and prevention;
- having police colleges spend more time on developing critical thinking and analytical skills so as to counter a paramilitary institutional culture; and
- shifting from command-and-control principles to more participative and dispersed leadership and management.

In the end, the responsibility lies with legislators to provide legislative frameworks that constrain cost escalation on the one hand, and provide greater latitude in service delivery on the other. The balance struck by reform and legislative renewal in Quebec is instructive in this regard.

Order is integral to freedom, but liberal democracy is ultimately premised on limited state intervention, especially when it comes to the long arm of the law. Yet, the scope of policing has expanded by orders of magnitude in recent decades because governments and the public have either intentionally or inadvertently placed under police authority an ever-expanding array of activities, many of which are really social or medical measures, not law enforcement.

Canadian society would be better served by debating “what kind” of police service rather than “how much”.

Sommaire

Malgré la hausse des coûts des services de police, les Canadiens n'en ont pas pour leur argent.

Les coûts des services de police sont devenus prohibitifs, ce qui a fait augmenter les dépenses prévues à ce titre à un rythme équivalant à deux fois celui du PIB au cours de la décennie écoulée, et ce, malgré un volume d'appels stable. Les associations de policiers ont contribué à renforcer les inquiétudes du public en matière de sécurité, mais la relation entre les effectifs, les taux de criminalité et les temps de réponse a été infirmée depuis longtemps. En fait, ces agents en uniforme hautement qualifiés, bien rémunérés et expérimentés s'acquittent maintenant de tâches qui ne sont qu'indirectement liées à l'application des lois et qui pourraient donc être déléguées à un personnel au moins aussi performant, à moindre coût, ce qui permettrait d'orienter leurs efforts sur l'essentiel de leurs fonctions.

Considérez le fait que près de 40 pour cent de l'effectif policier de Toronto se retrouvait en 2012 sur la « Sunshine List » des employés de l'Ontario qui gagnent plus de 100 000 dollars par an, parmi lesquels on comptait six agents de police préposés au stationnement et un cadet en formation.

Considérez également le fait que la plupart de ces agents en uniforme passent le plus clair de leur temps à attendre pour témoigner en court, à transcrire leurs entretiens, à enseigner les techniques de réanimation cardio-pulmonaire (RCP), à transporter des prisonniers et à accomplir des centaines d'autres tâches hors des rues. Diverses autorités à l'extérieur du pays délèguent à des enquêteurs civils même les cas de cambriolage, ce qui laisse aux policiers de plein droit toute la marge nécessaire pour se concentrer sur les cas difficiles. Ce sont des exemples à suivre.

Au Canada, nous avons besoin d'un nouveau débat sur la façon de fournir les services de police, un débat qui aurait trois volets. Tout d'abord, il faut se demander si la nature changeante de la fonction policière, si les attentes du public à cet égard et si la myriade d'inefficacités observées découlent de la place même des services policiers au sein du système de justice au Canada. Ces facteurs déterminants vont bien au-delà des salaires et des avantages sociaux, mais sont souvent ignorés.

Deuxièmement, il est nécessaire d'examiner s'il y a des économies d'échelle à réaliser. Nous mettons en évidence dans cette étude de nombreuses possibilités d'économies, en plus de celles qui ont déjà été repérées par les organismes concernés :

- la mise en commun ou l'impartition des services de répartiteurs, des équipes tactiques et des services de médecine légale et d'enquête;
- l'uniformisation des normes et des processus provinciaux visant l'embauche, les communications et l'approvisionnement;
- le recours aux nouvelles technologies pour faciliter le travail – y compris l'emploi des systèmes de gestion des dossiers pour consigner les preuves et les rendre accessibles aux tribunaux et à la défense – aux caméras corporelles, aux lecteurs de plaques, etc.

Troisièmement, même la réduction des frais généraux et la réalisation d'économies d'échelle ne donneront, somme toute, que des résultats limités, puisque les salaires comptent pour près de 90 % des budgets des services de police. Le travail des policiers est complexe, difficile et exigeant et, par conséquent, doit être bien rémunéré. Ce qu'il faut remettre en cause est le fait qu'une rémunération supérieure à 100 000 dollars par an soit accordée à des policiers qui s'acquittent d'un grand nombre de tâches qui ne sont pas essentielles à leur rôle, alors même que diverses autorités ont établi qu'elles pouvaient être effectuées de façon au moins aussi efficace, efficiente et productive grâce aux

recours à des services de remplacement exécutés par des organismes civils ou externes. Ces tâches comprennent les suivantes :

- les fonctions administratives, par exemple, les finances et les ressources humaines;
- les enquêtes de cambriolage;
- la collecte des empreintes digitales et des preuves d'ADN;
- le transport de prisonniers et la sécurité des tribunaux;
- la transcription des entrevues;
- la formation et le perfectionnement professionnels;
- les vérifications d'antécédents.

Finalement, afin de restreindre la croissance globale des coûts rattachés aux services de police, on recommande pour l'essentiel dans cette étude les actions suivantes :

- rediriger les appels et le volume d'appels afin que les policiers consacrent plus de temps aux problèmes de sécurité dans la collectivité;
- récompenser les réalisations plutôt que l'ancienneté;
- offrir une formation transdisciplinaire aux policiers, aux pompiers et au personnel des services médicaux d'urgence;
- réformer le leadership et la culture institutionnelle (ou se préparer au déclenchement de crises);
- consacrer moins de temps à lutter rétroactivement contre le crime, mais avoir une action proactive en mesure d'intervention, d'atténuation et de prévention;
- encourager les institutions de formation policière à consacrer plus de temps au développement de l'esprit critique et des aptitudes analytiques afin d'opposer une solution de rechange à l'institution d'une culture paramilitaire;
- et passer d'une orientation reposant sur des principes de commandement et de contrôle à ceux de leadership et de gestion participatifs et élargis.

En dernière analyse, la responsabilité échoit aux législateurs de fournir le cadre législatif qui peut endiguer la hausse des coûts d'une part et accorder une plus grande latitude dans la prestation de services d'autre part. Il est révélateur de noter, à cet égard, les efforts récents du Québec au terme d'une réforme et d'un renouveau législatif.

Le respect de l'ordre est partie intégrante de la liberté, mais, ultimement, toute démocratie libérale repose sur une intervention limitée de l'État, en particulier devant la force de l'ordre. Pourtant, la portée de la fonction policière s'est multipliée au cours des dernières décennies, et ce, parce que les gouvernements et le public ont demandé ou ont obtenu de façon bien involontaire que les corps policiers interviennent de façon sans cesse croissante dans de multiples situations, en réalité liées à des troubles sociaux et médicaux au lieu de l'application des lois.

La société canadienne serait mieux servie par un débat qui s'intéresserait davantage à la « nature » des services policiers plutôt qu'à leur « quantité ».

Introduction

Security is a public good. We all benefit (although not necessarily equally), and we all suffer in its absence, especially in a liberal democracy where the exercise of freedom is predicated on individual and collective security. In a liberal democracy where the preservation of freedom is premised on limited state intervention, how much security to provide and how much to spend on it is bound to be controversial.

According to municipal, provincial, and federal surveys, Canadians' satisfaction with policing consistently ranks very high. Canadians like the quality of policing; their concern is cost. The *Police Services Act of Ontario* (1990), Quebec's *Police Act* (2000), and the *RCMP Act* (1985) detail the primary functions of police. If the cost of policing is to become more sustainable through gains in efficiency, effectiveness, and productivity without compromising quality, then we have to debate the activities (such as patrols and investigations) by means of which these functions are delivered.

Any discussion must ponder the *appropriate* extent of policing rather than default to securitizing an ever-expanding array of social and health dysfunctions that afflict modern societies. An informed discussion must also prioritize responsibilities that are genuinely core to policing over those deemed discretionary, consider how to deliver in alternative ways those responsibilities that emerge from this debate as discretionary, and make efforts to manage demand and expectations. The essence of the argument is to shift from increasing the numbers of uniforms to increasing how police complement the community through a more visible presence as a result of civilianized and/or outsourced non-core duties.

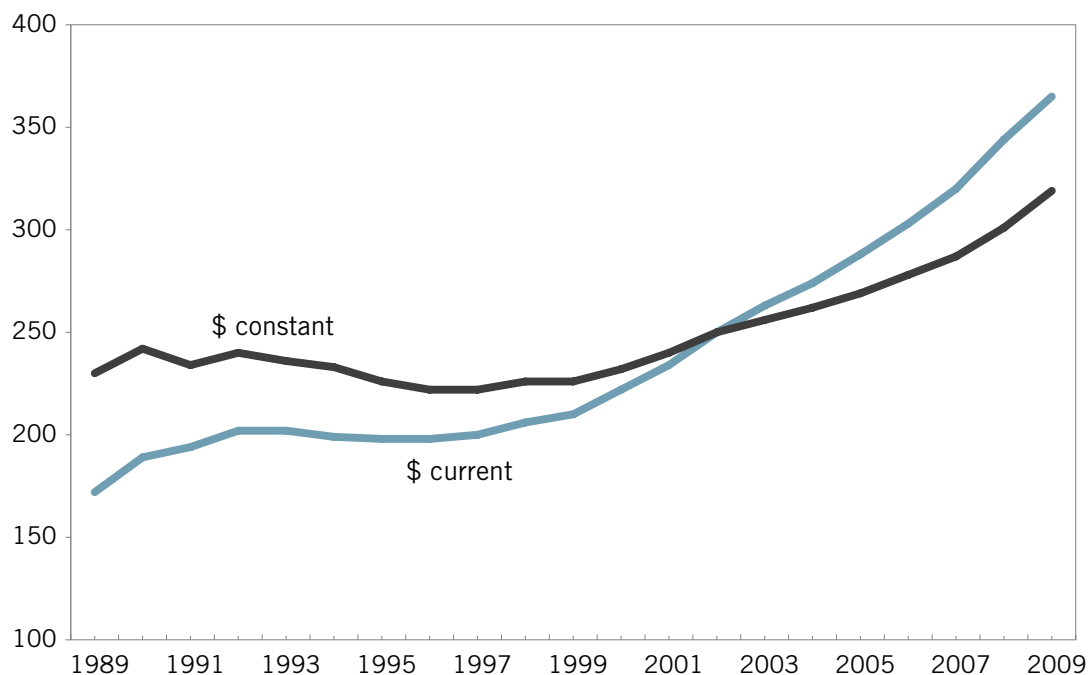
This study diagnoses key cost drivers, and contrasts the perspectives of taxpayers and politicians with that of police. It then reviews a series of strategic cost-reduction measures and examines which of these hold the greatest promise in forging an affordable, sustainable, efficient, and effective policing strategy. The third section surveys operational and tactical measures that are readily implementable in the short and medium terms and makes some overall recommendations.

The Rising Cost of Policing

Security is expensive. In 2012, Canadians spent \$12 billion, or nearly 1 percent of GDP, just on policing. The problem is that police agencies are pricing themselves out of business. The Parliamentary Budget Office (2012, 18) estimates that the proportional cost of security grew from 54 percent to 57 percent of criminal justice expenditures in Canada between 2002 and 2012. Over the same period, however, provincial expenditures on security grew by about 10 percent, from 0.475 percent of GDP to 0.53 percent (PBO 2012, 19). In real terms, (2002 dollars) provincial security expenditures rose from \$5.6 billion to \$7.9 billion, an increase of 41 percent (or \$2.3 billion), representing an average annual growth of 3.5 percent – and almost double the average annual growth in Canada’s GDP over the same period.

If a picture is worth a thousand words, figure 1 tells a compelling story of per capita police expenditures across Canada since 1989:

Figure 1: Per capita police expenditures in Canada, 1989–2009



Note: The Consumer Price Index is used to calculate constant dollars over a base year of 2000 (2002=100)

Source: Statistics Canada, Catalogue no. 85-255-X.

The cost of policing rose substantially in the time period shown. Note the flattening of the curve during the budget-balancing exercises of the early 1990s followed by a precipitous rise since the late 1990s (see also ESSC 2011, 6). It follows that the politics of the costs of policing are just as important as the economics: the curve flattened because of a political consensus throughout the country to curtail salary expenditures in the public sector to reduce budget deficits.

A new factor today, however, is the unprecedented rise in salary expenditures of about 50 percent since the late 1990s; that is, over merely 10 years (ESSC 2011, 9). Between 2005 and 2010, for

instance, the total annual cost including benefits, payroll taxes, and so on for a sworn member with Peel Region Police Services increased by 18%. In Durham, the increase was 14% between 2008 and 2011. (Durham Regional Police Service 2013).¹ Total cost per sworn member for municipalities that contract with the Ontario Provincial Police (OPP) for policing services (including cost-recovery for dispatch and equipment) rose by 18 percent from \$122,200 in 2007 to \$144,000 in 2011 (Auditor General 2012, 248).

Making the same set of services more cost-effective is unlikely to make policing any more affordable or sustainable.

As the Drummond Report prepared for the Government of Ontario makes clear, such escalations are unsustainable when real GDP growth is negative (note the relentless rise in compensation in the public-sector during the 2008 recession) or when real GDP growth is projected to hover around 1 percent for the foreseeable future (Commission for the Reform of Ontario's Public Services 2012). Saint John, Belleville, Brockville, and Innisfil are a sample of municipalities that are seriously considering contract policing as a way to curtail costs. The extent to which economies of scale are to be harnessed is evidenced by the 31 (smaller) Ontario municipalities (listed in the appendix) that have contracted with the OPP since 1998 – with only 52 municipal and regional police services now remaining in Ontario. In New Brunswick, Moncton contracted for municipal policing with the RCMP in 1999. St. George recently voted to terminate its contract, and Moncton's experience suggests that contract policing may not necessarily be cheaper than a municipal police service (see also Bish 2004; Bish, McDavid, and Clemens 1998). In other words, the issue of contract policing is as controversial as it is charged. Realistically, however, the

cost (infrastructure costs, start-up costs, training, and hiring) of reverting to an autonomous police force is prohibitive; and few Royal Canadian Mounted Police (RCMP), OPP, or Sûreté du Québec (SQ) members will be looking to join a municipal force intent on controlling salary creep.

A broad consensus is emerging among all levels of government that police risk pricing themselves out of business. The federal government held a summit on the issue on January 15–16, 2013, and the RCMP has established the Costs of Policing Working Group as well as the National Police Service Renewal and Sustainability Initiative. The working group is meant to engage with the broader law enforcement and criminal justice communities to define specific needs, establish priorities, and initiate a discussion on the economics of policing among other things. Ontario's Ministry of Community Safety and Correctional Services held a summit on the Future of Policing on March 6–7, 2012, and subsequently brought stakeholders together in the Future of Policing Advisory Committee. In that province, review and rationalization to achieve greater efficiency, effectiveness, and client service dates back to the Expert Panel on Municipal Police Services Budgets formed in March 1992 (McKenna and Evans 1994), and even has antecedents in the establishment of the Ontario Police Commission in 1962 (McDougall 1969). The Association of Municipalities of Ontario (AMO) and the Federation of Canadian Municipalities and the Eastern Ontario Warden's Caucus (Wood 2013) have repeatedly pushed the issue.

But the options are limited: you can share, shift, and shrink cost or you can increase productivity. In other words, reduce supply and/or manage demand. Economies of scale can be found in centralized dispatch, training, forensics, emergency response, tactical teams, centralized stores, supply, fleet management, traffic services, business planning, IT services, and priority access to provincially held specialist services (such as polygraphy).

Yet, incremental changes and making the same set of services more cost-effective is unlikely to make policing any more affordable or sustainable. Human resources constitute up to 90 percent of the \$5.39 billion that municipalities spend annually on policing. By way of example, based on the 2011

cost recovery model, the OPP (2012, 5, 17) estimates that 85 percent of OPP-administered municipal policing costs relate to salaries and benefits (90 percent for uniform salaries, 10 percent for support staff) while 15 percent goes towards direct operating expenses.

Municipalities pay for over half of policing costs in Canada, yet they provide nearly two-thirds of the total workforce; consequently, the rising costs of policing affect them disproportionately. Municipalities that contract for policing with the OPP, for instance, saw their costs rise by 29 percent between 2007 and 2011 (Auditor General 2012, 233). Similarly, the Auditor General of Canada (2011) decries the extent to which the rising cost of national policing compromises the RCMP's capacity to address its federal policing responsibilities.² The percentage of municipal budgets that policing represents has remained fairly stable, yet real growth in salaries consistently exceeds inflation and is about twice the growth in salaries in the rest of the public sector (ESSC 2011, 6–7; PAO 2012). As a result, in many municipalities, the number and salaries of police and firefighters exceeds those of other municipal employees (Ontario Ministry of Finance 2012).

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1. Cost Drivers

From the perspective of politicians and taxpayers

Reining in escalating costs of first responders is proving exceedingly difficult (ESSC 2011). Police unions are adept at mobilizing political and public support (Ross 2012, especially ch. 4), ensuring that wages and benefits remain competitive, that budget-driven lay-offs are avoided, and that legislated and legal standards mean police equipment and facilities cannot be reduced (Robertson 2012, 354). Their campaigns are successful because policing is widely perceived as a dangerous profession that warrants appropriate remuneration. Yet, policing and firefighting are relatively safe occupations (Barton 2014). They do not make the list of most dangerous professions, and compensation for those professions does not seem to correlate with risk. Waste collectors, certain hydro workers, and pilots, for example, all face greater risk of workplace hazards than police. Ergo, in policing as in other professions, pay does not correlate with risk. Police exploit public ignorance at the bargaining table: in fact, 80 percent of police work serves to maintain order, not enforce law (Wilson 1978).

Most taxpayers work in the private sector. When the economy does well, their salaries go up while those in the public sector lag because it is less responsive to market forces. Yet, when the economy fares poorly, there is a social expectation of faster downward salary correction than is possible in the public sector since collective agreements make it again less responsive to economic stressors than the private sector. Unions are loath to relinquish pay and benefits – often extracted in return for salary concessions during difficult economic times – and justify their remuneration by the notion that they perform a popular, valuable, and sometimes dangerous service.

Governments do not exercise the same control over public servants as the private sector does over its employees. Adjustments and downsizing do take place, but tend to be more moderate and spread over a longer time. And changes in salary are harder to negotiate, especially clawbacks. Therefore, successful change requires a longer view beyond the next election, which runs counter to the strategic interests of politicians who need to be responsive to short-term political imperatives.

Reducing the workforce and consolidating police operations is politically difficult because of the perceived impact on personal and community safety. “Due to the unique nature of policing etc.,” Community Safety and Correctional Services was exempt from the proposed 5 percent reduction targets for full-time equivalent (FTE) positions for the Ontario Public Service announced in the 2009 budget. Attempts to restrict growth in police or firefighting budgets – let alone *cut* – are met with populist tactics to galvanize support through fear-mongering about crime (PAO 2011).

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However, efforts by politicians in government to force first responders into the same constrained salary growth that they have been trying to impose on the rest of the public service have been mixed. On the one hand, the federal government’s Treasury Board Secretariat withheld a salary increase for the RCMP, which is without a union despite being the country’s largest police force, and thus not as well positioned to react collectively as it could be. On the other hand, the austerity-pleading Ford administration in Toronto raided the city’s reserve fund to pay for a hefty raise for police – with the result that almost 40 percent of the Toronto Police Service’s 5400 sworn and 2500 civilian workforce (that is, 3181 employees) were on the Government of Ontario’s 2012 “Sunshine List” of employees making more than \$100,000 a year. The effect of salary increases is palpable: the sprawling list adds 1200 names every year, and includes six parking enforcement officers and even a cadet-in-training (Blair 2012). (That runs counter to the logic in force elsewhere, such as London’s Metropolitan Police Service in the UK, where cadets have to put in a few years on quasi-probation

performing simpler functions, such as directing traffic, at considerably lower pay before they become a full-fledged sworn member.) And, in return for “complying” with the expectation of a salary freeze for 2012 and 2013, the Ontario Provincial Police Association negotiated an offsetting “matching entitlement” of 8.55 percent for 2014 with the Government of Ontario. The “matching entitlement” amounted to a calculated risk that the government would not renege on its commitment.

Hardest hit are the many rural counties where taxpayers bear the brunt of tax hikes that often exceed the rate of inflation since these counties have little or no industrial tax base. They also end up bearing the costs of policing cottages and seasonal properties on an annual basis despite lower Calls For Service (CFS) during winter. Large cities can grow their tax revenue by virtue of economic and population growth, increased valuation of properties that generate more property tax, and densification of urban planning. Smaller and medium municipalities are more limited in their options, in part because their growth is constrained by large tracts of Crown and other land that is not fully taxable. In 11 counties of rural Eastern Ontario, for instance, 90 percent of the region’s assessment is residential, and expected to rise to 91.5 percent by 2020, while non-residential assessment is projected to drop from 14.2 percent in 2002 to 8.5 percent in 2020 (Wood 2013, 27). Moreover, since 2000, the overall operating expenditures in those counties have grown faster than the population, largely as a result of multiple non-demand factors, including police services (Wood 2013, 7). The cost of “protection services” in these counties has increased 86 percent since 2000, and 20 percent in 2007–2011 alone, and is projected to rise another 45 percent by 2020 (Wood 2013, 15). That exceeds the real growth in local assessment. The effects are particularly acute for the working poor who own their own home and those on fixed incomes, such as seniors. Both groups are over-represented in rural areas (Pong 2007; Statistics Canada 2008).

The Federation of Canadian Municipalities (FCM) (2008) decries the exorbitant growth in salaries, benefits, and pensions that is largely a result of benchmarking. A clause in the OPP’s collective agreement reads: “an across the board wage increase [...] equal to the percentage increase required to raise the salary rate of a first class constable to the highest first class constable base rate in Ontario in effect on that date.” Almost every unionized police force in the country either has a similar clause

in its collective agreement or operates on precedent, which has a similar effect. This is a leapfrog method of increasing salaries: every time a police force in Canada gets an increase in salary, it raises all the boats in port.

By way of example, the OPP's 8.55 percent benchmark was not set by one of Ontario's "big 12" police forces, but by the town of Orangeville, population 27,975, where, as of 2014, the top grid for a first-class constable will be \$97,000 as opposed to \$94,702 for the OPP, \$90,623 in Toronto, and \$90,215 in London (Tremblay 2013). In the nearby town of Brockton, matching that salary means an increase in property taxes of over 3 percent. Those metrics now set the benchmark for contract negotiations for municipalities across the country. What is more, in return for not being unionized, RCMP pay scales are mandated to range among those of the top three police forces in the country, but governments routinely ignore this. RCMP salaries rank about 34th in Canada (the rank position changes as other police services settle on new collective agreements), giving a city police constable in Moose Jaw, Saskatchewan, a higher salary than an equivalent RCMP member.

Every time a police force in Canada gets an increase in salary, it raises all the boats in port.

The Government of Ontario has traditionally kept compensation for the OPP among the top five police forces in Ontario. Nonetheless, the OPP has slipped as low as 12th and 20th nationally since 2013: \$66.45/hour in 2011, as compared to \$65.72 for the RCMP, \$57.84 for the SQ, \$70.90 for the Toronto Police Service, and \$70.52 in Vancouver (Auditor General 2012, 243). In Ontario, at \$294 per capita, policing costs are well above the national average of \$268. However, the cost of living and the nature of policing differ between urban and rural areas; consequently, figures are not readily comparable across provinces and municipalities. In 2011, the per capita cost of policing was \$226 in York Region but \$336 in Toronto (Durham Regional Police Service 2013).

Moreover, the federal government costs out salary as a "total compensation package" that includes benefits, pensions, and the like, whereas the RCMP members' association does not. Therefore, benefits are not included in the aforementioned figures, and amount to an extra 25–27 percent, and almost 50 percent once fleet, equipment, vehicles, and support such as dispatch are included. Police associations hone in on increasing benefits and pensions, especially when politicians are looking to compensate for their inability to raise salaries. At the Sûreté du Québec, for instance, overtime is pensionable; so, a few years before retirement officers look to get on the drug squad where overtime is plentiful, and their pension payout grows exponentially. Similarly, the Ontario Provincial Police Association (OPPA) focused on pensions instead of improvements in salary in the last round of negotiations, and negotiated a stealth rise in pension payouts by reducing the calculation from 60 months to an average of 36 months of highest earnings. In the next round of negotiations, the aforementioned "matching entitlement" will allow the OPP to leapfrog to make up for the salary foregone last time.

At the turn of the millennium, police officers were leaving larger forces for smaller ones. Since police forces subsidize recruitment and training, smaller forces have an incentive to attract experienced members, and larger ones have an incentive to retain them. However, since retention is not an issue in the current labour market (as exemplified by the OPP's recent imposition of restrictions that effectively close down recruitment) what they receive should be deemed an "experience" bonus, rather than a retention bonus, that can reach as high as 9 percent of salary for up to \$7500.

Sick days are a similarly costly legacy issue. Many municipal forces allow employees to bank sick leave (and, in some cases, pay it out at retirement). Similarly widespread is generous leave with pay. Overtime is often determined arbitrarily or is the result of poor planning. Such measures are partially responsible for the premium municipalities pay to maintain their own police force. Larger forces seem to be more progressive on these issues. In the OPP sick days can neither be banked nor paid out and the federal government, among other reforms, recently legislated an end to unlimited sick days in the RCMP.

Another example is recent changes to the *Public Service Labour Relations Act* (2003) which include changing factors that arbitrators need to take into account, including ability to pay. In Ontario, the AMO has focused on an arbitration system in which a municipality's ability to pay is not currently a factor. One of the advantages of Canada's federal system is the ability to compare provincial solutions. Manitoba's arbitration system, for instance, appears to work better: even public servants who can strike, such as teachers, have not done so in decades. However, Ontario's politicians are highly averse to tampering with the arbitration system for fear of backlash from unions, a political liability in a province where about 1 million voters are provincial public employees.

From the perspective of police

Since 2007, the OPP's call volume has remained stable at about 716,000 a year (Auditor General 2012, 232). At the same time, heightened expectations of police, the growing complexity of policing, the relative dangers of the job, and shift and duty requirements call for an exceptional level of dedication and commitment. As well, the need for policing to remain an attractive profession is raising costs. The compound effect of these developments is causing more police to spend less time on the road.

The costs of tasks must go down if sworn members are to spend more time doing them.

The level of transparency that society expects from police forces (from all public services for that matter) has been growing. This is an active expectation, not a passive one: Individuals are no longer waiting for government to come forward with information; they expect information and accountability on ever tighter timelines. Police forces must constantly account for their actions or risk being judged in the court of public opinion, rather than await

the results of a lengthy inquest. However, popular opinion of how things should be done often does not match legal, fiscal, and/or operational realities.

On the one hand, when a court, inquest, or law imposes a higher degree of care on some aspect of policing, the future cost of conducting that same task rises, because it takes more hours to meet that new degree of care. On the other hand, the cost of tasks, such as investigations, need to come *down*, if the amount of time that sworn members actually spend in the community stopping cars, doing ride checks, and driving back roads and alleyways is to go up. Demand-side factors that are escalating the costs of policing include:

- expanded demand for services (Gascon and Foglesong 2010, 5–6): The main purpose of police used to be to keep political and economic elites in power and assert their interests (by subduing restless masses) and safeguard their (and subsequently the public's) property and well-being. Today, we expect police to deal with everything from mental-health cases to liquor violations by rowdy teenagers.
- greater legal and procedural complexity and the expansion of civil liability (Robertson 2012, 355–357). Thirty years ago, a domestic dispute took about half an hour of police time. Now, a domestic dispute takes longer to process than a criminal charge 30 years ago. Even when no charges are laid, two cars usually respond and one officer is taken out of operation for the remainder of the shift, because one of the two parties usually spends the night in jail. In rural areas that means the lone officer on duty is now encumbered. Then there is all the paperwork that entails and the follow-up to ensure the safety of the spouse. As well, the *Canadian Charter of Rights and Freedoms* has made criminal prosecution

more process-focused, as law enforcement has to prove that evidence was obtained in a constitutionally admissible manner.

- growing transparency and accountability requirements. Expectations have increased on the due diligence and paperwork to be completed by police on everything from reports to how evidence is gathered, handled, stored, and presented in court, to the member's time to attend court or another judicial mechanism, such as alternative dispute resolution or judicial pre-trials – often on overtime.
- “downloading” of services. Police must deal with the fallout of provincial and municipal governments looking to balance their budgets by reducing social services, incarcerations, and the number of people in institutional care.
- growing public expectations. The public expects high policing levels in the wake of 9-11 to raise visibility, meet response times, and provide community policing in schools and among “at-risk” groups.³
- environmental factors. These include unscheduled overtime during natural or anthropogenic disasters.
- changing nature of policing. Police need more appropriate skillsets and legislation to cope with the changing nature of harm (such as guns and gangs, identity theft, and cyber crime) and the increasing complexity of policing (in operations, administration, governance, and criminal investigations) that consume vast police resources (Gascon and Foglesong 2010, 5).
- mounting bureaucracy. Proliferating rules, regulations, procedures, and the associated training to execute them.
- overtime. Aggregate salaries do not show the extent of overtime, which is largely non-discretionary (OPP 2012, 40), for instance, to do patrol or other duty at public events or construction sites where costs are borne by the contractor, not the taxpayer.

In 2012, before the 8.55 percent matching entitlement in 2014, starting salary for a first-class constable (who has more experience than a detachment officer whose salary is 15–33 percent lower) with the OPP, for instance, was \$83,483 and topped out at \$90,997. To make over \$100,000, that constable would have to perform additional duties (OPP 212, 22). The overall rate that the OPP paid for overtime for municipal policing was 6.3 percent, but ranged from 0.8–15.3 percent – in other words, not enough to push a first class constable over \$100,000 (OPP 2012, 39).

Today, it is virtually impossible to be hired with the OPP, the SQ, and most municipal police forces without having completed at least some post-secondary education; a college degree at a minimum, but often a BA. This is a substantial change from recruitment qualifications a couple of decades ago, and speaks to the rapidly changing nature and rising expectations of the profession. The RCMP remains the notable exception: “minimum qualification” (a euphemism for high-school diploma and no criminal record) prevails for hiring and for most promotions. And a select “old guard” in all police forces continues to regard higher education as a liability. To require a mere high school diploma of people who draft court briefs, the writing requirements of which exceed those of many graduate school courses, is an anachronism. The changing profile of recruits suggests a gradual shift in institutional culture – a shift that risks being cancelled out by the gradual assimilation of new recruits into “old school” thinking if the shift is not accompanied by genuine changes in command, culture, and leadership within the organization.

2. Mitigation Strategies

Increase revenue

In a number of US municipalities, especially in New England, a municipal levy that is separate from property taxes funds police and fire services. While this does not restrict costs by itself, it does make transparent the amount each taxpayer contributes. That, in turn, makes these levies subject to public debate that is the hallmark of democratic legitimization.

Similarly, Canadian municipalities could be given the option of raising additional revenue by imposing a municipal sales tax. Its rate would be constrained by the option for shoppers to “exit” to another municipality without a sales tax to make their purchases; so, this solution would only generate limited additional revenue.

Municipalities could also approach their respective provinces about increasing their grant for policing services. In Ontario, for instance, that grant is encompassed in a transfer each municipality receives in the form of the Ontario Municipal Partnership Fund (OMPF). Alternatively, they could ask the province to increase the “heads and beds” transfer that they receive to cover provincial properties such as hospitals, schools, colleges, and universities that do not pay property taxes. However, in fiscally austere times, it may prove difficult to wring higher transfers out of empty provincial coffers. Ontario has frozen that transfer since 1987.

Reduce costs: Economies of scale

Redundancies and inefficiencies are the reason why per capita cost for municipally funded policing services are 35–60 percent higher than the same services contracted to the OPP (OPP 2012, 19; Auditor General 2012, 246). Initiating (as Ontario has done) a common standard for procuring and maintaining clothing, fleet, and equipment, initially at the provincial level but subsequently at the national level, would generate some savings. The OPP is benefiting from significant synergies through a team whose sole task is to write Part 6 warrants (electronic surveillance). But it is only a half-measure insofar as the task is being done by a team composed of highly paid uniformed members instead of specialized paralegals at a fraction of the cost.

The OPP handles the province’s entire call volume through five Provincial Communications Centres: London, North Bay, Orillia, Smiths Falls, and Thunder Bay. After deciding that local knowledge and geographic familiarity were indispensable to providing effective policing services, the OPP opted against consolidating the service into a single call centre. As a result, the OPP has built redundancy into its system: if one call centre goes down or is overwhelmed, four others are still operational. But while the OPP can handle all of Eastern Ontario with one dispatch and communications centre, Kingston, Brockville, Belleville, Gananoque, and Smiths Falls all run their own municipal dispatch and communications centres. The pattern and duplication are repeated throughout the country: These municipalities could save money by pooling such resources, while maintaining their own police forces. With the benefit of Google maps and geographic information systems, the OPP’s dispatchers have been trained and are (pretty) effective in local and geographic knowledge for all of Eastern Ontario. Since urban areas are mapped more accurately than rural ones, if procedures among municipal forces and the OPP were standardized and systems for routing calls centralized, OPP dispatchers would probably prove equally proficient at picking up additional duties covering some local municipalities that currently cling to their own services. This is already common practice in the United States. The reason is economic: patrolling is subject to diseconomies of scale, but dispatch and other overhead to economies of scale; so, the most efficient policing is actually carried out by small departments that get their overhead services from larger organizations (Parks 1985). In

the event of a large-scale emergency, contracting of overhead has the added advantage of speeding up coordination and deployment of assets.

Quebec is Canada's only constitutional jurisdiction to have legislated stratified municipal policing: the smaller the municipality, the fewer the functions municipal police are permitted to perform (the SQ provides the rest). Municipalities with a population below 50,000 must contract for policing with the SQ. There are four tiers for municipalities with fewer than 1 million people and one for those above. Only the SQ is permitted to do tier-six policing (*Quebec Police Act* 2000, section III, articles 70 and 72, and Annex G). As a result of some forces being eliminated and others consolidated into regional ones, over the last decade the number of municipal forces in Quebec shrunk from about 130 to 33 today (not counting First Nations Police). However, elsewhere amalgamation has actually been shown to be associated with higher cost, fewer officers, lower levels of service, no change in crime rates, higher workload for officers, and lower satisfaction among citizens (McDavid 2002). But Quebec's logic is not necessarily driven by economies of scale. Quebec's approach is also driven by concerns about the specialized expertise required to conduct complex investigations. By way of example, a 1993 homicide prompted the Crown Attorney to invite the Barrie Police Service to coordinate a joint investigative team with the OPP. The Government of Ontario also temporarily suspended the authority of municipal police in Kenora to conduct major criminal investigations. Kenora subsequently contracted with the OPP for municipal policing.

Provide synergies: Cross-training

The antagonism between fire services and emergency medical services (EMS) in the City of Toronto is legendary. As fire safety has improved, the two services have been competing for more minor calls that a two-person EMS crew can handle just as well as a \$350,000 fire truck and its sizeable crew. Only 14 percent of callouts for the fire department are for fires. Policies determining which vehicle(s) get called out and when are set at the local level, and thus differ among municipalities. The situation is complicated by the fact that police and fire departments tend to be municipal services whereas in more rural areas, EMS is often run by the county, adding a multilevel government dimension to collaboration between the organizations.

In rural Canada, each service has a different employer, which is often a different level of government: the RCMP, OPP, or SQ provide policing services; a fire department may be municipal and/or volunteer; and EMS is managed by the county. However, smaller and medium-sized municipalities may benefit from a more coordinated approach, as exemplified by the Saint John suburbs of Rothesay and Quispamsis that have joint commissions for policing and fire protection which use the RCMP and, to a lesser extent, the Saint John city police for overhead services (Bish 2004, 11). In Ontario and Quebec, all police (except the RCMP) undergo the same provincial training and attend the same provincial academy. Fire and EMS are already trained to a common provincial standard. To overcome resistance, these two provinces could simply provide an incentive for municipalities to cross-train new hires.

In rural Canada, each service has a different employer, which is often a different level of government.

The City of Sunnyvale, California, solved these problems by cross-training all police, fire, and EMS personnel (CBS Local 2013). Public safety officers attend the 22-week Police Academy, the 14-week Fire Academy, and the 6-week Emergency Medical Technician (Basic Academy) (City of Sunnyvale 2012). Such flexibility allows the city to optimize the way its schedules and deploys personnel. The city harnesses economies of scale: cross-training all first responders means they can respond effectively to just about any call and know how to cooperate with their counterparts from other emergency services.

Shift costs: Alternative service delivery

One way to distinguish core policing responsibilities is to separate out those that are genuinely dangerous and need to be carried out by trained, professional sworn members. The level of accountability expected for these tasks is high. But the bulk of police duties are not dangerous; yet, in Canada, many of the least dangerous tasks are carried out by “elite” plainclothes police investigators who benefit from a 4–5 percent premium in salary and retention pay. Yet, civilians have a proven track-record of performing many of the same tasks equally well at lower cost.

In a liberal democracy such as Canada, alternative service delivery (ASD) has good philosophical justifications. As the duties of police expand, and sworn members perform a greater array of duties, these duties have now become “securitized.” Such “securitization creep” runs counter to the fundamental principles of individual freedom and limited state intervention. The power of the state – especially that of law enforcement – should be limited to a strictly defined set of duties by trained personnel that cannot be performed equally well by other means. Yet, many of the duties that police perform can be performed as effectively and efficiently by non-sworn members, special constables, community safety officers, or private security companies. Protocols and policies would determine the best means of responding to any call or need. Such triaging of calls may prove more palatable to members of the public who are concerned about a lower level of service, if a policy such as the one at the OPP would allow for a sworn member to be dispatched regardless of the nature of the call if the caller specifically requests one.

Across US police forces, only about 5 percent of calls required the responding member “to use some type of force to insure the safety of the public or the officer” (Pittsburgh Bureau of Police 2007). So, there is no obvious answer as to why uniformed members must perform some of the remaining 95 percent of duties or why they might perform them better (Buerger 2007). Similar patterns seem to prevail in Canada (Auditor General of Ontario 2012).

In fact, civilians have been performing a growing number police functions since the early nineties (Heininger and Urbanek 1983; Crank 1989). In 2010, the ratio of police-to-civilian employees in Canada was 2.5:1, compared to 4.6:1 in 1962. In the United Kingdom, the ratio went from 2.3:1 in 2000 to 1.4:1 by 2009, and civilian employees now outnumber sworn members in some British police services (Adetunji 2010; Statistics Canada 2010). Some Quebec municipalities now hire civilian security guards to complement police presence.

Of course, this is hardly novel: by-law enforcement officers at the municipal and provincial levels just about everywhere in the country tend to be trained civilians. Communications personnel and dispatchers are civilians (and, even as full-timers, make about 75 percent of a sworn member’s salary). There is also a trend towards complaints against police being investigated by independent civilians (Goldsmith 1991). The Commission for Public Complaints Against the RCMP and its provincial counterparts are examples of this trend, as are Ontario’s Special Investigations Unit (SIU), Alberta’s Serious Incident Response Team (ASIRT), and British Columbia’s Internal Investigations Office (IIO) (Mouallem 2013).

“Civilianization” has its challenges, both functionally and in terms of institutional culture (Kostelac 2008). Yet the problematic aspects can be mitigated by:

- improving private security services through licensing and bonding of agents and agencies;
- reducing problems associated with public monopolization of policing through improved accountability systems and accreditation;
- improving procedures for screening, training, and managing civilian specialists;

- making more effective use of civil remedies for harms in the public and private sectors; and
- finding ways to clarify roles and improve coordination among the public, private, and civilian components of policing (Forst 2000).

In England and Wales, the *Police Reform Act* (2002) allows local police to designate “any person employed by the police authority” to be a police community support officer and dispatch them to safe and suspect-less crime scenes as an investigating officer, a detention officer, and/or an escort officer. In Scotland, the rough equivalent of the latter are called police custody and security officers. Since their introduction, the British Crime Survey shows that confidence in police has risen from 67 percent in 2006 to 80 percent in 2012. Salary savings are in the range of 30–40 percent compared to that of a sworn member. That reduces overtime because two people can be hired for a job that had been done by one. In Canada, the savings are 60–80 percent of the cost of a constable. In other words, the cost savings are significant – but they are also associated with improvements in service.

In terms of the division of labour, it makes perfect sense: have civilian personnel who are specialized in a specific task carry out that task to the best of their ability. These community safety officers also tend to be more representative of society at large, especially women and visible minorities, than police forces. The benefits are laid out in a report commissioned for the Vancouver Police Department (Griffiths et al. 2006).

These community safety officers also tend to be more representative of society at large.

Since 2009, a team of civilian investigators⁴ in Mesa, Arizona has been handling about 30 percent of all calls, including 50 percent of all calls for vehicle and residential burglary (provided they are no longer in progress), vehicle and copper theft, unsecured buildings, accidents, traffic hazards, and loose dogs (Gascon and Foglesong 2010, 3–4, 13). They also respond to “suspicious activity” (9 percent of calls) and “subjects disturbing” (15 percent). By and large, these do not require a sworn member to attend. Having a sworn member attend false alarms amounts to subsidizing cheap security and poor risk management. Some municipalities bill for false alarms, to offset this moral hazard. Another roughly 17 percent of calls are answered by a civilian *and* a sworn officer (false alarms account for 11 percent and 6 percent for juveniles disturbing the peace).

Civilian investigators are less apt to be called away by an urgent call from the dispatcher, can spend more time at the crime scene, and specialize in a smaller number of tasks, including calming victims. Once a burglary is over, the on-site threat has dissipated so there is no real need for a sworn member to attend. In Mesa, civilian investigators have substantially reduced the length of time it takes to respond to non-emergency calls. They write 10 percent of initial reports, lift about 22 percent of fingerprints, and collect DNA evidence. As for public trust, surveys report exceptionally high satisfaction with the service they perform. In the United Kingdom, civilians now carry out some criminal interrogations, including those for murder and rape. They have the power to direct traffic, confiscate alcohol, and seize drugs. But they do not have powers of arrest.

There is ample room for ASD in the form of community safety officers to deal with burglaries; special constables for routine court security and prisoner escort, court liaison, community outreach, media relations, and more. After all, civilian volunteer first responders already do just about everything highly paid first responders do.⁵ The OPP, for instance, has 103 officers tasked with “community-service duties” and another 110 performing court duties, both of which are tasks that the OPP has flagged for prospective civilianization (Auditor General 2012, 241). Recruiting, criminal background checks (for which there is ever-growing demand), court case management, training, and ceremonial duties all lend themselves to ASD.

However, there are limits. The UK has awarded a contract to a private security corporation, G4S, for traffic enforcement. That, however, is an anomaly. More police die in traffic services than elsewhere, and each stop could be potentially life-threatening, which does not make traffic enforcement a good candidate for privatization or civilianization. In other words, there are clear limits on the purview of civilian investigators.

There is also ample room for ASD at the organizational level. Civilians could run recruiting systems and perform much of the instruction delivered at police academies. Background checks could be centralized and outsourced instead of being performed by police services at rates that do not even recover cost. The public sector ends up subsidizing a service that is already performed by several RCMP-accredited companies with a national presence, including L-1 Identity Solutions, ClearNeed Information Systems Inc., Canadian Corps of Commissionaires, Excellium, and the National Pardon Centre. Moreover, smaller municipal forces could control costs by subcontracting with larger forces for everything from call centres and dispatch to a tactical team to maintain standards and legal requirements.

Shift and reduce costs: Streamline the justice/police nexus

Courts and Crown are provincial or federal agencies, whereas police tend to be municipal or municipally contracted. Outsourcing court costs to police amounts to an indirect municipal subsidy of the judicial process. The relationship among courts, crown attorneys and police warrants a detailed study to see what internal court costs are actually being outsourced to police, from the Crown's office to the police, from defence to police, from society to police.⁶

Court duty

Spending less time in court would free up uniformed members for other duties. Police have to appear repeatedly for court dates that are subsequently adjourned on procedural grounds, such as allegedly missing documentation or failure to have requested a translator. But if the sworn member misses just one appearance, the case may be dismissed! In many smaller jurisdictions, prosecution and defence are both complicit in delaying proceedings. These jurisdictions often either do not have a full-time Crown attorney or the Crown is overloaded so cases are contracted to agents of the Crown. Like defence lawyers, however, agents bill by the hour, so neither side has an interest in settling. This drives up costs needlessly, and causes a disproportionate number of cases to be dismissed due to the excessive delay in coming to trial.

Outsourcing court costs to police amounts to an indirect municipal subsidy of the judicial process.

Attending each court date takes that officer out of circulation for the entire shift (see below as to why), or the appearance is taken as overtime if it falls outside shift hours. Police officers work shifts

and weekends, but court is held during business hours on weekdays, so there is a good chance that it falls on off time. Although scheduling could mitigate this, court time puts a significant burden on the allocation of policing resources in the community. Court appearances are set by date, not time; consequently, an officer may pass an entire day in court only to testify at the end of the day or be postponed to another day.

The remedy is straightforward: there should only be one punctual hearing for which both defence and prosecution have to arrive fully prepared, having made all necessary submissions and requests ahead of time. If either side is unprepared or, for instance, has neglected to request a translator even though they knew one was required, the trial will proceed, regardless. No more adjourned proceedings on procedural grounds.

Records management

There is little uniformity in record management systems (RMS). Forces tend to run their own system that can only handle small text files such as case notes. The OPP does not participate in the RCMP's Police Information Portal (which allows access to general case information); the OPP runs its own Niche RMS system instead, known as the Ontario Police Information Technology Cooperative (OPTIC), which it shares with 43 municipal police services. To overcome intelligence-sharing information gaps, the OPP runs a province-wide intelligence management system, but most municipal forces do not make systematic use of it. However, none of these RMS's are powerful enough to upload evidence on a large scale, such as large files of electronic voice intercepts, videos, and/or photos. That makes inter-jurisdictional investigations that are already complex needlessly more so. The separate systems greatly hamper the ability to share information among police services. By and large, evidence for trials today is shared the way it was 100 years ago: reams of paper are transported to the court and catalogued. Instead, police should be able to share documentation with the court and defence electronically.

At the same time, the federal government could be instituting a national system for case files and evidence. Even on a cost-recovery basis, this would still be cheaper than each force running its own system. Police services across the country would be able to upload case notes, evidence, pictures, reports, and associated documentation. The system would be secure and have different levels of access to ensure that only appropriate personnel could view case files and documentation. Another federal country, Belgium, has implemented such a system.

This system would have an ancillary benefit. Currently, Crown prosecutors only see the evidence once charges have been laid and cases are moved to the prosecution. Given the large number of cases that the Crown drops before they ever make it to court for a variety of reasons, the current approach is highly inefficient. This is especially true in view of the costs involved in police time (arrests, paperwork, and more) required to file the charge. As well, since there is no process to provide feedback to the officers when they make mistakes on the paperwork and/or the way they collect evidence, they often repeat the mistakes throughout their career.

Only in rare cases does the Crown provide input on a complicated warrant or other types of judicial orders. File-sharing systems would allow the Crown to accompany that file from the outset. The Crown could offer feedback on the quality and comprehensiveness of the evidence from a legal perspective, and on the sort of evidence and supporting material that are still missing and needed to maximize the chances of securing a conviction.

Evidence for trials today is shared the way it was 100 years ago: on reams of paper.

Administrative overhead

Courts require police to produce a Crown brief. But courts have neither the funds nor the interest in paying for these, so they expect police to produce them as a volunteer service. In the case of a speeding offence, that might take 15 minutes; in the case of a more major offence, it could take hours, days, or even weeks. If a sworn member has 10 court appearances in a day, s/he could spend over four hours just preparing the necessary briefs. Much of that task could be performed at a fraction of the cost by having someone transcribe the notes. Physicians, for example, often dictate into an electronic device with word-recognition software. The same technology promises to realize substantial savings in support of policing.

Similarly, it is best practice to video-record interviews. Yet these are rarely viewed in court. Instead, the Crown usually asks for a synopsis. But because police have no funds for transcription, it is the sworn member who ends up transcribing the interview. Failure to do so could get the case dismissed for lack of disclosure, or could get the sworn member reported to the professional standards council for neglect of duty. Should the Crown not pay if the Crown wants a transcript?

In another example, the prosecution could save a lot of time in traffic court if it had access to drivers' backgrounds; it currently has to ask police for that information, and when it does, it usually asks for a full court brief. Again, local police foot the bill, to the point where most police services have a full-time court liaison officer just to liaise between the justice system and police. A further cost-cutting measure would be first appearance/early resolution courts for plea bargains in traffic court, where the presence of sworn members would not be required.

Administrative efficiencies

Courts currently issue paper notices to sworn members to appear, with little awareness or sensitivity to that member's schedule. The wishes of the court and the defence take priority over the member's schedule, often causing members to switch shifts to attend court and leave that particular shift short-handed. A simple Enterprise calendar solution that makes the member's shift schedule available to the court and allows court notices to appear electronically would save a lot of money for both the court and police.

In the United Kingdom, minor offence notices are now sent by text message. This has proven beneficial in two ways: it saves an estimated \$47 million a year in bailiff interventions, and the collection rate of fines from offenders is higher. E-ticketing, where the officer writes the ticket on a laptop, prints a copy, serves the driver, and then wirelessly files the ticket with the court is taking root in some Canadian jurisdictions: administrative savings are considerable.

Currently, the police service in question assumes a sworn member's overtime to appear in court. Their assuming the costs poses a moral hazard: if the court – or the defence, in case of a conviction – had to absorb the member's overtime, it would have more of an incentive to take the member's shift schedule into account when scheduling appearances.

The Crown picks the witness(es) it wants to testify. But police draft the subpoena, get it sworn to by a justice of the peace, send it to the local police service, and then track down the witness for service. Crowns are federal or provincial. Any time a municipal police service is involved, the provincial and federal governments are downloading a cost to municipalities.

3. Other Efficiencies

Technology

Technological alternatives to human labour in law enforcement are proliferating: billboard warnings; (body/lapel) cameras (now being trialled by the Toronto Police Service); plate readers for speed enforcement that process hundreds of vehicles in a fraction of the time it would take a normal patrol vehicle to process a couple; gunshot detection sensors; and collision-reporting centres that eliminate the need to dispatch a patrol unit. In a Rialto, California pilot project, 60 percent of interlocutors were more cooperative when sworn members were known to be wearing cameras, and complaints against police (which consume considerable resources) fell by 90 percent (Farrer and Ariel 2013).

Hotlines, such as 211 and 311 numbers, help to manage public demand for service by channelling calls towards more appropriate municipal, provincial, and federal services. Provincial call protocols for low-priority calls could be standardized and enhanced: for example, dispatching protocols that require the dispatch centre to call back and confirm the need for police response, and problem-solving by phone for calls unrelated to crime or traffic.

However, technology also risks generating additional work for police. Gone are the days of a simple synopsis, copies of written statements, and a list of charges. Crown briefs are thick like tomes, serious criminal cases are now delivered by stacks of banker's boxes or by terabyte hard drives, all with little or no administrative support for the investigating sworn member(s).

Technology can also amount to a form of downloading instead of greater efficiency. Police in Ontario now have direct access to the Ministry of Transportation (MTO) drivers' licence, collision and registration histories, even mug shots.

However, the MTO used to add roadside suspensions, such as for stunt driving. Dispatchers could call an MTO hotline, add the suspension, and the sworn member could serve it on the spot. Now, the sworn member has to generate the suspension at the office and populate the MTO database in real time with the suspension. In other words, the benefits as well as the administration of this IT tool were downloaded to police, with police now essentially acting as agents of the Registrar of Motor Vehicles.

Technology and procedure are increasingly misaligned and have negated any efficiencies gained through digitization.

Concomitantly, the MTO is no longer providing official suspension notices in a timely fashion. The result is months of backlog and lost cases for suspended drivers. While police can file the report making the suspension, courts still only accept official MTO documents, signed by the agency, as evidence at trials. This is just one example of how technology and procedure are increasingly misaligned and have negated any efficiencies gained through digitization.

If technology is to create efficiencies, not more administration, it must be deployed properly and its impact on the entire justice and security ecosystem assessed. It is incorrect to assume that technology in and of itself will generate efficiencies.

Bureaucracy

The RCMP has a Specialized Policing Branch that oversees critical services, such as the Canadian Firearms Program, the Canadian Police College, the Criminal Intelligence Service of Canada, the Chief Information Officer Sector, Forensic Science and Identification Services, and Technical Operations. But do we really need uniformed members running and administering these programs?

The educational component of any college should be run by professionals in education, yet a survey of the Ontario Police Academy's course calendar shows that virtually all instructional courses are operations-oriented and taught by police. It stands to reason that first aid would be better taught by the St. John's Ambulance or another organization with such expertise, with police limiting their instruction to tactical caveats, such as precautions when administering first aid. As well courses on ethics, Canadian values, civics and society, and leadership are absent. Recruits would be well served with a lecture on the *Canadian Charter of Rights and Freedoms* delivered by a professor, Crown attorney, or defence lawyer. Since 2004, the Canadian Police Knowledge Network has been making some inroads into efficiencies through on-line and blended learning to replace certain classroom courses, especially for recertification. Such initiatives spread the same number of officers over a greater area and/or reduce costs of training. And why are ceremonial appearances, such as "red serge duty" in the RCMP, being performed by sworn members on salary when any number of retired members would do just as good a job in return for being paid mileage and per diems?

In civilian organizations, tasks such as human resources, corporate management, and comptrollership are a specialized function. In many police organizations, by contrast, they are run and administered by police officers. This phenomenon and the reluctance to cede these positions to civilians have less

to do with the professional delivery of services than with rational strategic behaviour to advance personal opportunity. These positions are often viewed as temporary, a chance for a promotion, to work straight days and regular hours, gain necessary corporate knowledge for further promotion, or to employ uniformed members unable to perform other duties.

Police are prone to performing sub-optimally at these functions, as evidenced in the report by the *Task Force on Governance and Cultural Change in the RCMP* (2007):

We learned about basic human management systems that haven't worked for years: mandatory unpaid overtime; discipline and grievance systems that don't work; a promotion system with little or no credibility; a sometimes embarrassing record of account to the people they serve ...

Owing to the operationally driven nature of their work and the conservative nature of policing, police are unlikely to change the way they manage themselves of their own accord (Maguire 1997; Maguire et al. 1997; Reiner 2000; Robertson 2012, 359–360). Change requires direction and oversight from the political and civilian authorities to which police report. Civilianizing tasks such as human resources and corporate management, as Quebec has been doing, is not just a matter of cost, efficiency, and making policing more effective; it is also a matter of ensuring that the organizational structure, command, and culture reflects that of a police service rather than a paramilitary force.

Professionalization and Accreditation

Provinces and the RCMP have training academies, commonly known as police colleges. But no level of government in this country has a College of Police as exists in the United Kingdom, with the purpose of professionalization similar to professions such as physicians, teachers, and nurses. The College allows the profession to codify a consensus on everything from standards to ethics, and hold its members to account. That has the effect of smoothing out cultural differences among forces and holding middle management accountable for the government's policies, such as how HR managers handle harassment complaints. Rather than looking to police to investigate themselves, or to public complaints commissions or special investigations units, the College determines reprimand or punishment. As with other professions, the process of the College is independent of any criminal prosecution or civil litigation.

Change requires direction and oversight from the political and civilian authorities to which police report.

A pan-Canadian College of Police is unlikely to materialize. For starters, Quebec would opt out and establish its own, both to protect and assert its constitutional right over the administration of policing and justice as well as its jurisdiction over education. However, there are other ways to foster debate on the core responsibilities and duties of policing. The Commission on Accreditation of Law Enforcement Agencies (CALEA) sets standards for conduct,

professionalism, accountability, and transparency. Accreditation is voluntary. Nonetheless, eight countries now participate but there are only four accredited municipal police services in Canada (and no provincial or federal police agencies).⁷ Accreditation has led to demonstrably better policing outcomes in 18 US states. Accreditation can serve as a proxy for a College of Police and achieve best practices and comparable outcomes without the collective action and bureaucratic problems of establishing a national or even provincial College of Police. Accreditation also enhances interoperability by virtue of helping to standardize operating procedures.

Sharing of Research Data

When municipal governments try to close a police or fire station, unions and public-interest groups promptly resort to demagoguery and hyperbole that increased response times and put lives at risk. Even though the number of police officers per 100,000 has oscillated from 203.7 in 1981 to 181.6 in 1998 and 203.2 in 2010, crime has largely been on the wane throughout this period (Statistics Canada 2011, CANSIM Tables 252-0002 and 252-0052.). That corroborates findings from a meta-analysis of 27 studies showing that the correlation between police workforce and crime rates is indeterminate (Hutchins 2014; Eck and Maguire 2000, 210–214, especially Table 7.1). From the standard of evidence-based crime policy, however, the meta-analysis showed conclusively that simply adding more police does not reduce crime. Since crime is far more complex than stepping up deterrent and enforcement, that conclusion makes good sense.

In fact, the ineffectiveness of the “standard model” of policing (random patrol, rapid response, investigations, and follow up) relative to the “focused model” or “problem-based model” is well documented (Skogan 2004, especially ch. 6). Waterloo, Ontario is divided geographically to ensure consistent response times relative to calls for service. Yet, faster response time has not produced more arrests (Spelman and Dale 1984), which would be expected since, at most, 30 percent of calls involved criminal activity. Of those, 75 percent are for crimes where the offender is long gone by the time police arrive. Even among the minority of calls related to crime, therefore, response time is largely immaterial. Faster response times

Simply adding more police does not reduce crime.

might be consequential in 3 percent of cases at best. By and large, however, fast response times do not improve the chances of stopping a crime in progress or arresting the offender (National Academy of Sciences 2004). The OPP then seems to have it right. By virtue of the size of the province, the OPP does not use a response standard to measure quality. Nonetheless, OPP data show that a sworn member is available to be dispatched to 92 percent of priority calls (and when no member is available, one is either pulled in from a different jurisdiction or a lower-priority call).

Response times are just one example of the way the dearth in data thwarts rational, informed debate. Yet, neither governments nor unions are genuinely interested in an evidence-based policy discussion on the subject, because the effectiveness of police is notoriously hard to measure (Robertson 2012, 354). However, one of the greatest problems in fostering genuine innovation in the cost of policing is the lack of public data on impact and performance. This problem is pervasive throughout Canada’s security sector, which explains why there is relatively little scholarly research in the field (Robertson 2012, 360–361) and why this paper contains little systematic data analysis. Such research is scarce because the police subculture operates on secrecy, and loathes observation by outsiders (Chan 1996).

So, the first step in optimizing the costs of policing and maximizing value for money is to bring together data already being collected by government, share those effectively within and among agencies and levels of government, and make them more widely accessible to researchers and the public in useable formats. Mandating data transparency would go a long way to diagnosing inefficiencies and ascertaining the costs and benefits of civilianization, privatization, alternative service delivery, technology, and organizational efficiencies.

Federalism and Multilevel Governance

In recent years federal and provincial government departments have undergone strategic reviews of core responsibilities to prioritize funding allocations. Yet, police have largely been spared such reflexivity. In 2000, 2004, and 2007 and again in 2012 the Auditor General of Canada chastised the RCMP for

... providing national police services to other levels of government and law enforcement organizations without clarifying which services should be provided; how they should be funded; and how provincial, territorial, and municipal partners should be engaged within the national police services framework. In the absence of formal agreements, the accountability of the RCMP and other partners for the delivery of these services has not been clearly established, nor has how they are to be sustained over the long term. (OAG 2012)

Canada needs to debate which policing duties are core (and which are discretionary) and divide labour more functionally among federal, provincial, and municipal levels.

However, the RCMP is merely the canary in the coal mine: these issues are pervasive at police forces throughout Canada. Canada needs to debate which policing duties are core (and which are discretionary) and divide labour more functionally among federal, provincial, and municipal levels. Most Canadians probably would not want the federal government in charge of collecting their garbage; so, in the 21st century, does it really make sense to have the RCMP in charge of issuing liquor tickets in eight provinces and three territories? Eliminating duplication and improving coordination would generate better resource allocation and outcomes overall.

The Federation of Canadian Municipalities (2008) estimates that local taxpayers are subsidizing federal police enforcement by more than \$500 million annually by virtue of the fact that municipal police spend 10–30 percent of their time enforcing federal laws. This percentage is likely to increase due to issues such as the local consequences of international organized crime and terrorism and the cost associated with increased local demand and vigilance to counter politically motivated violent extremism. In the aftermath of 9-11, police received additional funding – by some estimates, expenditures on security doubled while real costs rose by 60 percent (Macdonald 2011) – but it all focused on high policing: investigation, intelligence, and so forth. It did not result in a greater public police presence. The wake of 9-11 saw the creation of a plethora of “integrated” high policing programs: integrated border enforcement teams (IBET), integrated national security teams (INSET), integrated market enforcement teams (IMET), and integrated proceeds of crime (IPOC). The participation of local police agencies was accepted as a no-cost proposition for the federal government, which assumed that municipalities would be only too happy to contribute to the collective effort. These integrated programs tend to be popular among sworn members, especially in smaller agencies that can now “play with the big boys.” However, forces must draw from their visible police to fill spots in desirable investigative positions.

Municipalities prioritize low policing for their communities: uniformed sworn members on the street. For small forces faced with having a uniform on the street or giving a “freebie” to a federal or provincial program, the likely choice is to opt out of the program and return to street policing. If the federal government wants police forces to engage in high policing, intelligence gathering, and so on, it must co-fund seconded positions or police chiefs on tight budgets are likely to cut back their contribution to integrated units. Growing fiscal constraints among local forces have made this trend more prevalent, the most glaring example being the Toronto Police Service’s refusal to participate in the OPP’s integrated Guns and Gangs unit. At the same time, the federal government has withdrawn its contribution to any

new RCMP municipal policing contracts (although it continues to share the cost of provincial policing on a basis of 30 percent). The RCMP does still cover its component of integrated enforcement at the provincial level, such as project CONCEPT for border patrols in Quebec, but its participation has been on the wane. At the same time, the RCMP is cannibalizing federal policing to meet its national policing priorities, while municipalities are subsidizing federal policing.

General Recommendations

- **Place much higher emphasis on quality over quantity.** Numbers and arrests are ready metrics to measure, but metrics are heavy on the reactive side of policing. The philosophy of Community-Oriented Policing (COP), by contrast, is about proactive posture, and its effectiveness in comparison to the “standard model” well documented (Skogan 2004; Fridell and Wycoff 2004; Wilson and Petersilia 2011). Instead of debating “how much?” policing, we should be debating “what kind?” (Moore 2003). Similarly, the debate needs to shift from “inputs” to “outcomes”: reducing fear and preventing crime are measurable (Hoover 1996; Moore et al. 2002; Maguire and Wells 2009).
- **Look beyond reductionist cost-benefit analyses** and work backwards to identify the options and optimal means to achieve those outcomes agreed upon.
- **Re-direct calls and call volume to allow police to spend more time on problem-focused policing;** that is, the type of policing that leads to better, sustainable outcomes (O’Connor Shelly and Grant 1998; Weisburd, Morris, and Ready 2008). Police respond to a lot of non-essential calls for service. The solution is a shift in culture and policing strategies, and the need to re-educate the public.
- **Reward superior achievement** (and improve or root out underperformance). Governments need to shift from a seniority-driven human-resource model to one that rewards merit among individual sworn members.
- **Implement cross-training programs between services.** Cross-training has been catching on quickly with governments. It makes for a more flexible labour force, and counteracts inter-service rivalries. It also shifts the focus away from calls for service and response time to harnessing cross-service synergies to improve community safety.
- **Brace for a leadership crisis in policing.** Promotion from within results in philosophical inbreeding. Instead, government needs to foster cultural, institutional, and programmatic change through accountability. We should start by designing job-evaluation instruments that are tailored to the functions and tasks of each police job, and ensure that personnel are assigned to functional tasks and territorial commands according to a clear rationale connected with public safety (a point already made in a report to the Solicitor General a quarter-century ago; Bayley 1991).

Instead of debating “how much?” policing, we should be debating “what kind?”

The solution is a shift in culture and policing strategies, and the need to re-educate the public.

- **Flatten organizational structures.** This is in line with 21st century management theory, and is also a way of de-militarizing the DNA of many older police forces. The RCMP, for example, does not need 13 ranks, nor does the OPP need 12, when the SQ makes do with 7 (in part because it has civilianized many non-core policing functions, such as finance and human resources). While select military concepts and methods may be relevant to policing, the paramilitary approach to police leadership has been resoundingly debunked as resting on false assumptions about military structure, leadership, and doctrine (Cowper 2000). That these hierarchical structures conflict with effective communication and decision-making is amply documented; and is the reason these structures are stubbornly difficult – but not impossible – to reform (Maguire 2003). Instead of hierarchy, we need to shift the emphasis to reform that promotes quality outcomes.
- **Shift the emphasis of police work away from law enforcement towards “peace officer.”** Some of the time and energy spent on crime-fighting strategies would be better spent on revamping the role of front-line officers by soliciting input from the community and police. Instead of emphasizing physical strength, police academies should develop critical thinking and judgment skills among recruits. Popular and media culture

The paramilitary approach to police leadership has been resoundingly debunked.

shoulder considerable responsibility for constructing the prevailing “tough cop” image that is diametrically opposed to the “peace officer” expectations that most citizens have of their police. Moreover, it is far more resource-effective to have a smart officer use his/her brain to resolve an issue than to default to requesting backup – especially in much of rural Canada where backup may be hours away.

- **Raise the bar through accreditation by CALEA or provincial benchmarking.** Less than 7 percent of police forces in the US are accredited by CALEA, and even fewer in Canada.
- **Shift away from command-and-control principles** and focus instead on participative and dispersed leadership as well as participative management (which will, in turn, flatten the organizational hierarchy; Moore and Stephens 1991).

Conclusion

Costs need to be shrunk, shared, and shifted. Police services need to look at alternative service delivery, beware of mission creep, and hold the line on salaries so that overall increases do not exceed cost-of-living adjustments. Communities that contract for policing need to overcome collective-action problems and collaborate to muster sufficient clout to bring about necessary legislative changes and pilot projects.

Federal and provincial governments have frozen operating budgets for ministries; police services boards should insist that their police forces do likewise for their budgets. Governments will have a difficult time forcing change, but can instead set the constraints under which police will operate and the conditions likely to lead to cultural, institutional, programmatic, leadership, and management change.

Once the discussion shifts from inputs to outcomes, and what quality of outcome a community is looking to achieve, an informed democratic discussion of core policing duties versus support services that contracted civilians could deliver can follow. It is up to taxpayers and their representatives to shift from an increase in numbers of police to an improvement in how the police complement the community so that a more visible police presence would be achieved by outsourcing non-core duties.

Policing needs to become more effective, more responsive, and more “professional” through certification and standardization.

Further efficiencies can be gained through technology (voice-to-text programs, video logs), alternative service delivery (special constables as court officers/community services officers, civilian recruiting systems) and centralization (dispatch, stores, supply, fleet management, traffic services). Such savings may make an important contribution to changing institutional culture. Greater efficiencies stand to be gained from an array of possible improvements to the nexus between justice and policing.

However, only a paradigm shift that maximizes value for money by re-prioritizing core functions over discretionary ones – with a strict focus on making core functions more efficient and effective – is likely to produce a sustainable model. Policing needs to become more effective, more responsive, and more “professional” through certification and standardization. Demand has to be managed, as does the creeping trend towards “securitization” and its deleterious effects on civic life in a liberal democracy. This will require the police sector to change how it does business, which is likely to prove futile without reforming the entire policing ecosystem from recruiting, training, and education through leadership, management, and accountability.

In Canada and the US, security and policing are *prima facie* local matters. With 10 provinces and 50 states, Canada and the US benefit from 60 constitutional constituent laboratories of experimentation, and almost 20,000 local, provincial/state, and federal agencies with policing functions. We have a pretty good idea of what works and what does not, what is needed and what is not. Reform can be a positive-sum for everybody. If police price themselves out of business, they run the risk of civil authorities compromising their institutional autonomy and, consequently, their standing as a profession to implement reform.

If police cherish their institutional autonomy, they, the membership, and the unions would do well to embrace reform and engage in a discussion about quality and outcome with the communities they serve and who pay their keep. That discussion they can win. The discussion about quantity and input they cannot.

About the Author



Christain Leuprecht

Christian Leuprecht is an Associate Professor in the Department of Political Science and Economics at the Royal Military College of Canada, and cross-appointed to the Department of Political Studies and the School of Policy Studies at Queen's University where he is also a fellow of the Institute of Intergovernmental Relations and the Queen's Centre for International and Defence Policy. Christian Leuprecht's award-winning publications have appeared in English, German, French, and Spanish, and include a dozen books as well as over 80 scholarly articles and book chapters. He is a frequent commentator in national and international media.

Acknowledgements

The author is grateful to the many administrators, civil servants, and police officers from all levels of government who provided input into this study. I am also grateful to Dennis Bowman for reflections that were integral to the eventual recommendations found in this study, and to David Watson, Sylviane Duval, and Rachael Fajardo for impeccable editing. I want to thank the Association of Municipalities of Ontario for having given me the opportunity to hone the ideas in this paper at two of their events. Finally, I want to acknowledge the mayor of Kingston, Mark Gerretsen, who first got me thinking about this topic in the first place.

Appendix:

Ontario municipalities with OPP contracts for municipal policing since 1998

Year	Municipality
1998	Goderich, Haldimand Norfolk, Mitchell
1999	Fergus, Harriston, Kingsville, Listowel, Palmerston, Point Edward
2000	Alexandria, Red Rock, Paris, Renfrew, St. Clair Beach, Terrace Bay, Tillsonburg
2001	Deseronto
2002	Ingersoll, Meaford Thornbury
2003	Carleton Place, Elliot Lake, Quinte West, South Bruce Grey
2004	Prescott
2005	Atikokan
2006	
2007	Temiskaming Shores
2008	
2009	Essex, Kenora
2010	Leamington
2011	Wawa
2012	
2013	Perth

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Endnotes

- 1 An earlier version of this report listed actual salary data. However, cost increases are indicative but not necessarily comparable because different forces report figures differently: numbers for Peel, in this case, are salary only whereas those for Durham include benefits, pensions, etc. For a 2010-2012 per capita cost comparison among police forces, see OBMI (2013).
- 2 The federal government and the provinces have concomitant jurisdiction over the administration of justice within their areas of jurisdiction. The federal government is responsible for border security, federal enforcement, national security, drugs, and organized crime (although that is an area of concurrent jurisdiction). The RCMP's responsibilities in Quebec differ from those in Ontario. Provincial and municipal police enforce the *Criminal Code of Canada* and provincial statutes. Ontario and Quebec have their own provincial police forces; however, in the rest of Canada, the RCMP discharges provincial, territorial and Aboriginal policing under contract, which explains the RCMP's federal and national (or "contract") policing mandates. In addition, about 200 municipalities contract policing services to the RCMP.
- 3 For a distinction between high and low levels of policing, see Brodeur (1983).
- 4 The result of hiring freezes and budget cuts in the aftermath of a 44.7 percent escalation in cost and personnel between 2003/4 and 2007/8.
- 5 On the east side of the river in Kingston, Ontario, all first responders at all three fire stations are volunteers except the training officer. They are entrusted with all accidents within their area of jurisdiction on the 401, including vehicle extractions – and are technically also the fire brigade of jurisdiction for the Canadian Forces Base Kingston and the Royal Military College of Canada, including its slow-poke nuclear reactor.
- 6 For starting points on a discussion of the many inefficiencies in the criminal justice system, see Newark, 2013.
- 7 However, a couple of provincial and federal agencies with enforcement powers are accredited members. See <http://www.calea.org/content/calea-client-database>.



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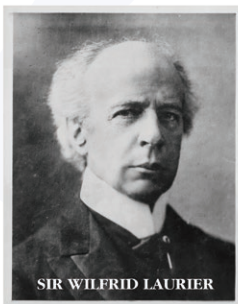
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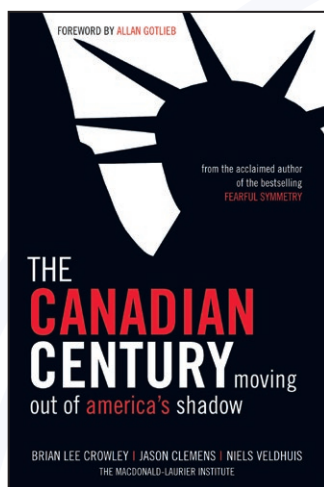
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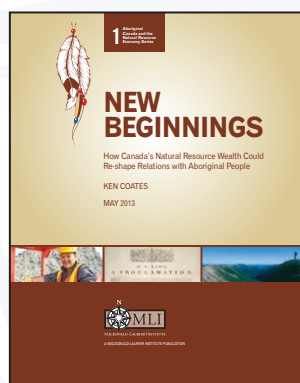
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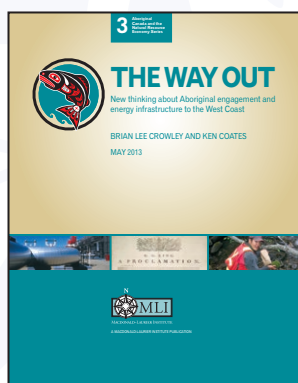
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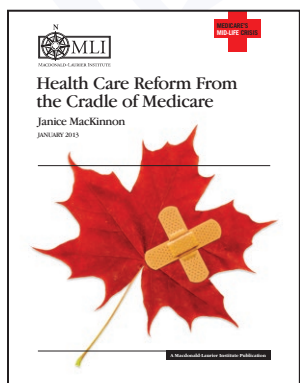
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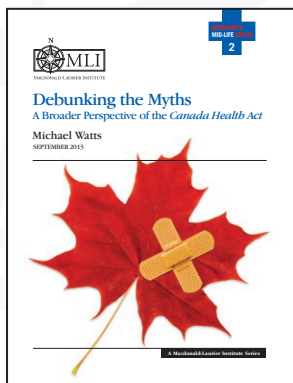
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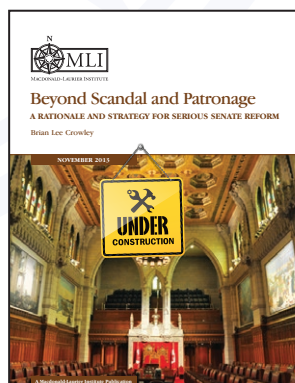
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As the author Brian Lee Crowley has set out, there is a strong argument that the 21st Century could well be the Canadian Century.

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I saw your paper on Senate reform [Beyond Scandal and Patronage] and liked it very much. It was a remarkable and coherent insight – so lacking in this partisan and anger-driven, data-free, ahistorical debate – and very welcome.

SENATOR HUGH SEGAL, NOVEMBER 25, 2013

Very much enjoyed your presentation this morning. It was first-rate and an excellent way of presenting the options which Canada faces during this period of "choice"... Best regards and keep up the good work.

PRESTON MANNING, PRESIDENT AND CEO,
MANNING CENTRE FOR BUILDING DEMOCRACY

The Northwestern Ontario Municipal Association (NOMA) represents the interests of 36 municipalities from Kenora and Rainy River in the west to Hornepayne and White River in the east. Our mission is “to provide leadership in advocating regional interests to all orders of government and other organizations.” We appreciate the opportunity to meet with you today.

Ontario Municipal Partnership Fund

NOMA recognizes that the government has difficult decisions to make while navigating through challenging economic times. Municipalities are also experiencing fiscal issues. In addition to the reduction in industrial and large commercial assessments resulting in decreased revenue, further exasperating financial issues, is the reduction in the Ontario Municipal Partnership Fund (OMPF).

A number of the NOMA member municipalities experienced decreases in their OMPF and yet, the uploads do not offset the reductions. It appears that the group of criteria used to calculate allocations is flawed and results in unfairness to certain communities, especially rural municipalities. As an example, Hornepayne’s OMPF funding decreased by \$68,300, while their Provincial Uploads increased by \$5,000, far from revenue neutral.

The Ministry of Finance agrees that for many communities, a decrease in their OMPF was realized. The Ministry commented that as a result of the uploading, communities have also experienced a decrease in levies paid to DSSAB’s. Using this rational, one would think that this would be a benefit to municipalities. However, the City of Kenora’s OMPF decreased by \$333,000 yet costs to DSSAB are going up by \$51,310 in 2018.

The Ministry of Finance has not provided any logical reasoning as to why the discrepancy is occurring. If the formula utilized was transparent and easier to navigate, perhaps municipalities could better understand the framework that is applied. Applying indicators such as assessment values is an unfair measure as it does not really provide the whole picture. A higher assessment does not necessarily mean that the ratepayer has more disposable income for exorbitant property taxes which is often the case in the northwest. The cost of living in this region is considerably higher already. For this reason, NOMA is recommending that the formula reflect the specific needs of small, rural and northern communities.

We need to get back to providing municipal services with municipal dollars and stop paying for provincial services that should be funded equally through other taxation revenues (income tax, sales tax).

Recommendations:

- ***OMPF funding increase to meet the needs of communities, or alternatively, truly implement a service uploading program that is revenue neutral.***
- ***The formula reflect the specific needs of small, rural and northern communities.***

Aviation Fuel Tax

The 2014 Ontario Budget announced an increase to Ontario's aviation fuel tax by 1 cent per year for 4 years, commencing in 2014. This tax increase will further reduce Canada's already uncompetitive travel and tourism industry and is an additional burden to Northern Ontario's First Nations fly-in communities.

High fees and taxes on the Canadian aviation industry represent significant challenges for Canadian businesses, governments and citizens. The Canadian Chamber of Commerce has listed "uncompetitive travel and tourism strategies" as one of the Top 10 Barriers to Competitiveness for the last two years.

Where most Ontarians are able to choose from several modes of transportation to access services (medical, cultural, financial and social) in the Greater Toronto area, this regressive tax decision further penalizes residents of Northwestern Ontario for requiring air travel to cover significant distances.

It is especially concerning here in the North, where many First Nation communities are only reachable by air for a large portion of the year. These additional taxes will be passed on to the consumer through higher airfares – increasing the cost of transportation for all goods and passengers, and further negatively impacting the cost of living for First Nations residents.

Small regional airlines such as Wasaya and Bearskin Airlines are already struggling financially due to limited passenger volumes and rising operating costs. To remain viable, Wasaya Airways undertook financial restructuring and has implemented their plan.

Many of our region's smaller communities depend on tourism revenues generated from US hunters and fishermen. There is already a large price difference between US and Canadian aviation fuel sources. An increase in aviation fuel taxes will only aggravate this situation and reduce the competitiveness of Ontario fishing and hunting excursions for the US customer.

It is of particular concern that some members of the Ontario government have suggested that the increase in aviation fuel tax would be used to fund transit projects in Southern Ontario. It is simply wrong that Ontario's remote fly-in communities should be paying for transit infrastructure in the Greater Toronto Area or that one mode of transportation would be used to subsidize another.

Recommendation:

- ***Exempt Northern Ontario aviation fuel from the annual one cent increase in aviation fuel taxes that was implemented in 2014.***

Railway Taxation

Over the past few years, NOMA has brought the issue of inadequate railway taxation forward as a means of working with the government to revise the taxation structure. Not only would this provide municipalities with an opportunity to increase its tax base, it would also benefit the provincial treasury by increasing revenue to the province for right-of-way lands traveling through unincorporated territories.

In the 2017 Provincial Budget, the government announced that the same taxation structure would remain in place but the value of the acre that Railway Company's access would increase. In the districts of Kenora, Rainy River and Thunder Bay, the **value of an acre was increased to \$80 from \$35.26**. While this is a step in the right direction, NOMA continues to support the taxation based on a per tonne per mile concept.

Clearly, a one-size fits all approach will not address the concerns expressed across the province. Because of short lines vs long hauls, the recommendations put forward by the municipalities involved in the consultations are looking for a formula that deals with their specific needs.

Recommendation:

- ***Implement a dollar per ton per mile taxation structure for which the railway companies pay in right of way taxes and that consideration be given to implementing a hybrid taxation model that reflects the needs of all regions.***

Conservation Land Tax Incentive Program

While the Conservation Land Tax Incentive program falls under the authority of the Ministry of Finance based on the Assessment Act, it is administered by the Ministry of Natural Resources and Forestry (MNRF). MNRF determines the eligibility for a property to be allocated as conservation land making it tax exempt.

Over the past few years, the Municipality of Neebing has raised their concerns and demonstrated the impact with no resolution to date. NOMA recognizes the importance of conserving land but expecting municipalities to fund it through their municipal tax base is completely unfair.

The Province has advised Neebing that lost property tax revenue under this program is reimbursed through the OMPF. However, the calculations pertaining to their OMPF suggests that the municipality does not realize the lost revenue through this funding stream.

Neebing has requested that the Province either fairly compensate the municipalities for the revenues lost to the Conservation Land Tax Incentive Program, or that it place a cap on the number of hectares that can be eligible for the program in any one municipality. In addition, Neebing has recommended that the Province compensate municipalities for the loss of development potential and tax revenue on these properties through a per-acre compensation formula.

In an effort to making this process transparent, NOMA suggests that the Ministry of Finance clearly define OMPF statements line by line to demonstrate the amount being provided to reimburse municipalities.

Recommendations:

- ***Provide a cap on the number of hectares of land in any one municipality that can be designated under the Conservation Land Tax Incentive Program or reimburse municipalities who host properties under this program for lost tax revenue and/or lost development opportunities through a per acre payment structure.***

Heads and Beds Payments

The provincial payment in lieu of taxes for universities, hospitals and correctional institutions – also known as the “heads and beds” payment - has been unchanged at \$75 per student and bed since 1987. These payments do not meet the actual costs of municipalities to provide the necessary services for these various institutions, thus placing an unfair tax burden on their property tax payers, jeopardizing the ability of these municipalities to meet infrastructure demands, and weakening their ability to act as economic engines. Applying the Bank of Canada inflation calculator, \$75 value of 1987 dollars increases to \$141.69 in 2017. This is another form of downloading that has required individual property taxpayers to make up the difference for the past 30 years.

Recommendation:

- *NOMA calls on the province to increase the payment in lieu of taxes to more accurately represent the costs of providing service to these institutions and to establish an automatic update on an annual basis.*

Interest Arbitration

If firefighters and police officers had received the same increases that other municipal unions did between 2010 and 2014, it would have meant \$485 million in savings to municipal governments. That could build a lot of infrastructure. It is more than four times the size of the 2016 Ontario Community Infrastructure Fund. **That total, \$485 million, would build about 1750 kilometers of road. Just to put that into perspective, that’s the distance from Kenora to Barrie. For every \$100 million invested in infrastructure, the GDP is boosted by \$114 million.**

This missed opportunity around putting more onus on arbitrators to consider capacity to pay cannot be reclaimed but it highlights how some provincial inaction is driving these key and expensive municipal service costs up.

Recommendation:

- *Restore balance to interest arbitration and make sure that emergency services are affordable and sustainable.*

Legalization of Marijuana

The successful implementation of this federal law will require municipal enforcement and other resources. Municipalities have been seeking a greater share of revenues in acknowledgement of their costs. Municipal governments did not ask for legalization but will be saddled with the most work and the greatest costs. The fact that municipalities will not receive direct funding from the taxation is appalling when you consider that fact that they will be dealing with the negative effects on the front line with service delivery. The taxation formula achieved between the Provincial and Federal governments is 75% vs 25%. NOMA believes that the Federal government should not be entitled to the 25% when they have little responsibility in dealing with social issues that may result in the legalization.

Recommendation:

- ***Strike an agreement with municipalities to share the taxes that will be generated from the sale of marijuana.***

Local Share

The Local Share is a proposal to raise the HST by 1%, fully dedicated to help fund critical local services and infrastructure in communities across Ontario. It would fund roads, bridges and transit among other people services. It could help reduce the constant upward pressure on property tax bills. It would diversify how we fund local communities.

All three party leaders represented at Queen's Park have answered NO with regard to this proposal. However, no leader presented alternatives which would fully address the scope of challenges municipal governments will face in the next ten years.

Municipal leaders remain committed to implementing a solution to our systemic challenge – a solution that sustainably meets local needs over time. Ontarians themselves have told us they are willing to consider a bigger and bolder option like the HST proposal.

On three different occasions, AMO commissioned province-wide polling at three different times in the last year and a half. In each poll, a majority of tax paying citizens supported the HST increase if it went to local governments and if it went to addressing local infrastructure needs. In fact, the latest poll of 1,000 Ontarians in June 2017, saw the number of people supporting this option grow from 60% to 73%.

Many municipalities across Ontario are looking at an 8% per year for ten years property tax increase just to fund infrastructure needs. This is not sustainable! The Local Share proposal is a fair and balanced approach to dealing with the infrastructure needs in the province.

Recommendation:

- ***Implement the Local Share proposal to increase the HST by 1% fully dedicated to help fund critical local services and infrastructure.***

Forestry

In order to fund recently announced programs, such as prescription drugs and as well as recognizing the cost increases associated with Bill 148, you need a strong private sector to raise revenue. Forestry is the answer. Ontario is three times larger than Finland but we harvest 80% less trees. WHY? We are in an era of reducing our carbon footprint yet we dump billions of tons of carbon into the atmosphere with rotting and burning of over mature timber. WHY? Even though your own science continues to trump the ideologist science of NGO's – WHY?

It's important to note that logging practices emulate natural disturbances but the benefit of harvesting in the Boreal Forest is that logging sequesters carbon unlike natural disturbances that dump billions of kilograms of carbon back into the atmosphere. As we are all working together to reduce our carbon footprint, does it not make sense to harvest these trees and remove any possibility of releasing the carbon? It makes perfect sense to those of us who live in the region.

NOMA has joined an Alliance of First Nations and non-First Nations leaders (The Alliance) representing rights holders, stakeholders, municipal leaders, unions, and Ontario's forest sector has been formed to defend our way of life, with a mandate to grow the responsible use of natural resources in Northern and Rural Ontario.

Policy needs to be developed by the people who are most impacted, and informed by the most credible, fact-based arguments. This includes mechanisms to include community and traditional ecological knowledge from our Indigenous communities. The United Nations Declaration on the Rights of Indigenous People (UN DRIP) states that indigenous peoples have the right to determine and develop priorities and strategies for the development or use of their lands or territories and other resources. Furthermore, under Section 35 of the Constitution, the Crown has a duty to consult and accommodate. The Ministry of Natural Resources and Forestry must

fulfill a duty to consult with First Nations, relative to any developments that take place within their territory.

As Endangered Species Act (ESA) and species at risk (SAR) policy is developed, we are asking government to act on this unique responsibility while, at the same time, consulting with First Nations and Non-First Nations with common government messages. If it is to be considered meaningful, further consultation must treat the signatories to this submission collectively.

This year, licensed, professional foresters voiced their concerns regarding the sustainability of the current approach to species at risk policy. Ontario's ESA protects individual species at times to the detriment of other wildlife species and the long-term health of the forest. Unlike the ESA, the Crown Forest Sustainability Act (CFSA) is better suited to adaptive management and balancing sustainability objectives to ensure the overall health of forests. The current ESA approach is short-sighted, contrary to the intent of the CFSA, and endangers full-time good paying jobs.

For example, climate change might be the single greatest threat to caribou habitat and other species at risk, yet we have not seen any efforts to address this in currently proposed policy. A recent journal article states that by 2050, "under the most conservative greenhouse gas emissions scenarios, we projected a loss of 57.2-99.8% of woodland caribou range in Ontario."

This past August, at the Association of Municipalities of Ontario (AMO) Annual Conference, government acknowledged that before it can proceed with ESA policy, MNRF needs a better understanding of:

- The impacts of climate change,
- The cumulative effects of all activity on a broad, dynamic landscape, and
- A much better appreciation for the socio-economic implications.

In order to develop a better understanding and achieve workable ESA policy, government needs time.

During this 5-year extension, practitioners, professional foresters, stakeholder and rights holders must be at the table from the very beginning and their advice and input must be reflected in government direction. By having the people who have skin in the game at the table, we can, and will, develop workable solutions.

Finally, public access roads on Crown Land are the lifeblood of northern and rural Ontario. Primary and secondary roads are strategically important to natural resource development and if you limit northern and rural road infrastructure, you limit the economic development of communities and resource sectors. With the recovery of Ontario's forestry sector, harvest levels in Ontario have been steadily increasing over the last several years. This has resulted in a greater demand for public access road funding to facilitate this increase.

The future of this province is in the North! It is our natural resources that will drive the economy. Collectively, the government needs to cut the ideology out and recognize the true potential that is boundless in this region. Our jobs, communities, and way of life are irresponsibly being placed at risk through the development of policy, despite our close connection to the natural environment. We want to again thank you for your efforts on this file and look forward to working with you in moving forward.

Recommendations:

- ***Fulfill the 2007 equivalency commitment to allow the forest sector to operate under one Act – the CFSA, or at a minimum, extend the current Section 55 Rules in Regulation for another 5 years.***
- ***To restore the Forest Roads Funding Program to \$75 million***



On behalf of the member communities of the Northwestern Ontario Municipal Association (NOMA), we express our appreciation for the incredible leadership taken to guide us through a global pandemic. We are thrilled to be returning to a sense of normalcy and we look forward to meeting in person next year to address the issues the matter most to the citizens of Northwestern Ontario.

COVID-19 Economic Recovery Plan

Even before Covid-19, municipalities had mounting financial pressures. Crumbling infrastructure, increasing costs in services and programs, along with a large deficit of skilled trades people to carry out work in the North and a lack of resources to attract more workers, caused municipal governments to explore options to expand financial resources. It is critical to prioritize a recovery plan to help drive the economy. While continued financial support from the government is needed, there are some creative options to consider that would allow municipalities to grow their tax base by giving us some resources in the toolbox.

Conservation Land Tax Incentive Program:

While the Conservation Land Tax Incentive program falls under the authority of the Ministry of Finance based on the Assessment Act, it is administered by the Ministry of Natural Resources and Forestry (MNRF). MNRF determines the eligibility for a property to be allocated as conservation land making it tax exempt.

NOMA member communities are impacted by the Conservation Land Tax Incentive Program. NOMA recognizes the importance of conserving land but expecting municipalities to fund it through their municipal tax base is completely unfair.

The province has advised Neebing that lost property tax revenue under this program is reimbursed through the OMPF. However, the calculations pertaining to their OMPF suggests that the municipality does not realize the lost revenue through this funding stream.

NOMA is requesting that the province either fairly compensate the municipalities for the revenues lost to the Conservation Land Tax Incentive Program, or that it places a cap on the number of hectares that can be eligible for the program in any one municipality.

NOMA recommends the province compensate municipalities for the loss of development potential and tax revenue on these properties through a per-acre compensation formula.

OMPF:

NOMA recognizes that the provincial government is working to address the current financial deficit in Ontario. As municipal leaders, we can respect the need to balance program delivery while doing so in a fiscally sustainable manner. While the fund has changed over time, OMPF remains a critical provincial funding program for many communities, some of which would be unable to operate without this funding.

There are some discrepancies to the way funding is distributed to municipalities, particularly those in the northwest. We are not looking to pit municipalities against each other. **However, the present model is unfair to some while others see an advantage. NOMA believes that the funding structure should be fair and balanced for all.**

With the annual reductions in the OMPF, municipalities are forced to reduce or eliminate vital services and decrease investment in infrastructure. These difficult decisions have adverse short and long-term impacts on people and taxation levels while simultaneously increasing the burden on municipalities who are often forced to fill gaps in social, health, infrastructure, and environmental domains. While the Ministry of Finance has insisted that the uploads have offset the reduction, some communities in the Northwest have struggled to see the overall benefit. Given that northern municipalities are challenged by higher costs due to geographic location, a low population density with an above provincial average senior population, lower household income and limited economic development opportunities we are constrained in our ability to make up the reductions.

It is important that the Ministry of Finance hear the concerns from municipal representatives that funding stability is needed, and that the funding allocation formula needs to clearly reflect the unique needs of communities in Northwestern Ontario. Early allocation notices are needed to assist with budget preparations at the municipal level. Municipalities are an incredibly efficient level of government. We know how to deliver services in a cost-effective manner but need the required resources to do so.

NOMA asks the government to commit to stabilizing the OMPF and ensure that the funding allocation formula clearly reflects the needs of communities in Northwestern Ontario using a balanced approach to the funding structure.

NOMA previously met with Minister of Finance to voice our concerns of the inequities experienced by municipalities. We ask for the Minister of Finance to clearly indicate if the Ministry will pursue this issue.

NOMA recommends a staff member to be dedicated to work with NOMA to determine where the inequities are experienced, and that the government implement modest inflationary increases as part of the funding program.

NOMA suggests that the Ministry of Finance clearly define OMPF statements line by line to demonstrate the amount being provided to reimburse municipalities.

Sale of Crown Land:

Crown land represents 87% of the province. This presents a critical economic development opportunity for Northwestern Ontario municipalities. They are interested in pursuing crown land development within their municipal boundaries, with a particular interest in lakefront lots.

NOMA asks the province to sell crown land for development within municipal boundaries. We see this as a win-win as the province would generate revenue from the sale while municipalities would then expand their property tax base.

Payment in Lieu of Taxes:

The provincial payment in lieu of taxes for universities, hospitals, and correctional institutions – also known as the “heads and beds” payment - has been unchanged at \$75 per student and bed since 1987. These payments do not meet the actual costs of municipalities to provide the necessary services for these various institutions, thus placing an unfair tax burden on their property taxpayers, jeopardizing the ability of these municipalities to meet infrastructure demands, and weakening their ability to act as economic engines. Applying the Bank of Canada inflation calculator, \$75 value of 1987 dollars increases to \$154.83 in 2021. This is another form of downloading that forced property taxpayers to make up the difference for the past 33 years.

NOMA calls on the province to increase the payment in lieu of taxes to accurately represent the costs of providing service to these institutions and to establish an automatic update on an annual basis. NOMA asks the Minister of Finance to clearly indicate if the Ministry will pursue this issue.

Railway Taxation

In 2018 the Province of Ontario adjusted the tax rate for acreage for railway rights of way throughout Ontario which specifically impacted Rainy River, Kenora and Thunder Bay Districts. In other provinces and jurisdictions, the railway companies remit a more equitable share of taxes to their local tax base using a per tonne-mile concept. The rail traffic continues to increase, and the train length has more than doubled which results in rail traffic congestion, increased wait times, noise pollution, unknown environmental concerns, and causing small municipalities to keep open and maintain road allowances which only benefit the railroads, as well as crossing maintenance payments and inflationary costs.

The Province of Ontario should review fees based on inflation and current conditions on an annual basis to ensure that Ontario does not continue to fall further behind in their approach to railway property taxation. A fair and equitable taxation revenue on railway property based on the per tonne-mile will reduce the financial pressure on the province and provide financial support to municipalities taxation going forward.

NOMA calls upon the Minister of Finance of the Province of Ontario to undertake ongoing consideration of municipal taxation for railroad rights of way properties, based on a per tonne-mile concept.

Municipal Insurance

Municipalities across Ontario are experiencing surging insurance costs. Northwestern Ontario municipalities have seen an average increase of 21.5% for 2021 over 2020 costs (See Table 1). This is unsustainable and has the potential to bankrupt some municipalities if left unbridled. Many communities in Northwestern Ontario are smaller and experience greater difficulty managing such increases and when they are unable to cover additional cost, they must make sacrifices in other areas and reduce services or increase municipal property taxes.

The majority of the increases realized in Northwestern Ontario are not strictly due to a rise in insurance claims, rather they are driven by a combination of multiple factors. The higher rates, more restrictive coverage terms, and increased deductibles are largely due to a hardening of the insurance market from a shrinking pool of insurers, post-pandemic uncertainty, climate change, and cyberattacks. Additionally, low prime-interest rates and bond yields are diminishing investment returns for insurance companies, leading to premium hikes to meet shareholder demand. The legal requirement for municipalities to have joint and several liability is a huge factor in the increases, as these types of claims have intensified in recent years. The unfortunate reality is if one defendant is unable to pay, the other can be held wholly responsible for a particular incident and municipalities are often targeted deliberately as they have the deepest pockets. We appreciate that the government intends to investigate joint and several liability and we look forward to resuming the process.

NOMA is deeply concerned that the factors at play in the insurance market will be ongoing and cause additional increases in the coming years. We want to avoid passing on additional increases to our ratepayers. We cannot continue to increase property tax as a solution to combat the rising costs of doing business, especially when our business is to serve our people. Municipalities are at the mercy of external forces that have driven up costs and they need protection from escalating insurance premiums that never decline once raised.

NOMA has partnered with the Northern Policy Institute (NPI) to investigate how to address the rising insurance rates in Northwestern Ontario by researching different solutions and implementation methods that could result in a decline of insurance rates. Potential solutions that will be explored include a provincial insurance program, local and provincial pooling to self-insure, non-profit insurance reciprocals and placing caps on legal costs associated with joint and several liability. It will be ready for dissemination January 2022.

NOMA requests that the province considers adopting a provincial insurance program. Alternatively, we ask that other solutions be considered including placing a cap on legal and payout costs or helping facilitate insurance pooling. NOMA welcomes the government to participate in NPI's research to develop a solution.

Municipality	2020 Cost	2021 Cost	% Change	Note/Potential Cause
Alberton	\$32,068.32	\$36,569.60	14%	Deductibles increased
Atikokan	\$234,931.00	\$275,781.00	17%	
Chapple	\$36,431.00	\$47,406.00	26%	Deductibles doubled
Conmee	\$51,822.11	\$45,681.18	-11.9%	Lack of claims & renewal date
Dawson	\$22,618.96	\$26,300.64	16.3%	Deductibles increased
Dorion	\$33,119.84	\$36,310.60	9.6%	
Dryden	\$390,972.00	\$448,777.00	14.8%	
Dubreuilville	\$50,016.00	\$55,606.00	11.2%	
Ear Falls	\$91,044.00	\$104,730.00	15.0%	Asset additions
Fort Frances	\$220,357.68	\$261,020.36	18.5%	Airport not included
Gillies	\$26,357.88	\$30,280.68	14.9%	
Greenstone	\$501,569.68	\$848,366.80	69.1%	Deductible increased, \$5M claims/3YR
Hearst	\$212,556.00	\$255,929.00	20.4%	Asset additions
Hornepayne	\$63,070.00	\$102,174.00	62%	Airport & Environmental not included
Ignace			23%	
Kenora	\$386,946.44	\$445,365.00	24.2%	
La Vallee	\$41,746.56	\$47,017.41	12.6%	Deductibles increased
Lake of the Woods	\$22,341.36	\$26,478.56	18.5%	
Machin			16%	
Manitouwadge	\$99,100.00	\$128,046.00	30%	Deductibles increased
Marathon		\$252,530.00	39%	Aviation/cyber excluded, \$1.5M claim
Neebing	\$68,833.68	\$78,954.32	14.7%	Decreased coverage
Nipigon	\$84,709.00	\$90,714.24	7.1%	
O'Connor	\$34,681.00	\$38,344.00	10.6%	Helipad excluded
Oliver Paipoonge	\$142,534.72	\$202,553.08	42.1%	Partially due to claims
Pickle Lake	\$80,601.56	\$86,486.19	7.3%	
Rainy River	\$96,209.56	\$109,486.92	13.8%	One claim
Red Lake	\$361,399.80	\$507,855.80	42%	
Red Rock	\$93,788.88	\$133,214.72	42.0%	
Scheiber	\$85,110.68	\$101,217.84	18.9%	No major claims, slip and fall in 2017
Sioux Lookout	\$272,301.36	\$307,028.20	12.8%	
Sioux Narrow-Nestor Falls	\$62,620.00	\$70,638.32*	12.8%	No realized loss, cyber excluded
Shuniah	\$115,702.74	\$122,339.72	5.7%	
Terrace Bay	\$72,576.00	\$97,061.00	34%	Negotiated - initially 53% increase
Thunder Bay	\$2,157,294.60	\$2,908,023.87	36%	Cyber excluded
White River	\$81,976.00	\$93,151.00	13.6%	
Average			21.5%	

Table 1: 2021 Northwestern Ontario Municipalities Insurance Premium Change (Detailed notes available upon request)

Resource Revenue Sharing

Since January 1996, member municipalities have been advocating for resource revenue sharing, as an alternative means for municipalities to generate revenue for community development and sustainability and alleviate growing fiscal pressures without having to place the burden on their municipal taxpayers. In the 2018 election, Premier Ford promised to share tax revenue from mining and forestry with northern Ontario municipalities, which was estimated to be worth between \$20 million and \$30 million per year. A plan to accomplish a revenue sharing model was expected by the end of 2020, but we have yet to receive any such plan and the 2020 budget did not indicate how revenue will flow to northern communities. We appreciate that the government was pre-occupied managing the pandemic, but it is now time to focus efforts on economic recovery.

The mining and forestry industries are a significant economic driver in Northwestern Ontario. There is a great opportunity to aid post-pandemic recovery through resource revenue sharing. These industries are generating billions in revenue and employing thousands of people contributing to income tax. There are 16 advanced mineral projects, 6 active mines, multiple mining exploration projects and numerous aggregate sites. For example, in Red Lake the mining industry employs over 1,600 direct jobs in the community, and of those jobs, nearly \$500 million in income tax dollars has been collected by the Provincial and Federal governments over the last ten years. Earnings for the Red Lake mining industry, for the same period, were over \$3.6 Billion US. However, municipalities are not realizing a fair share of the financial benefits and municipalities whose economies rely on the mining resource industry are struggling to maintain infrastructure. This is not an equitable relationship and municipalities should receive their fair share for each sector and project.

NOMA supports the provincial government's commitment of sharing resource revenues with Indigenous communities to promote economic development opportunities to build healthy and prosperous communities across Ontario's north. NOMA requests the provincial government to extend a share of the revenues it receives from these industries with municipalities.

NOMA asks the government to commit to sharing a fair portion of the financial benefits of mining and other natural resource revenues to help municipalities economic recovery post-pandemic and provide a timeline on when the plan will be unveiled and put into practice.

Wastewater System Effluent Regulation to Dechlorinate Wastewater Infrastructure Funding

In the past, it was common practice to use chlorine to disinfect wastewater treatment plant effluents. However, residual chlorine has been shown to have a negative impact on the environment. As a result, the Federal effluent requirements stipulate a limit on the amount of total residual chlorine that can be discharged in wastewater treatment effluent, which is less than 5000m³ per day. The deadline for meeting this requirement was January 1, 2021.

Many municipalities have become compliant with this regulation across the region. However, it has presented more of a challenge for smaller municipalities with limited resources and a small and largely fixed tax base. The municipalities affected in our region by this regulation include Schreiber, Sioux Lookout, Greenstone, Fort Frances, Hornepayne, and Pickle Lake. The estimated cost to complete the upgrades are between \$1 to \$1.5 million. These municipalities are unable to comply with the regulation without financial assistance or once again placing the burden on their taxpayers. If the Township of Schreiber were to obtain the estimated \$1.5 million required for this infrastructure upgrade through their municipal tax base of 1059 people, it would require each taxpayer to pay an additional \$1416.44. This is not a realistic or desirable solution. The ICIP Green Stream was available to municipalities. Unfortunately, those that applied were unsuccessful and the 2nd intake does not look promising as it focuses on drinking water projects.

NOMA is in support of the regulation as it protects the environment. However, we believe it is unfair and unrealistic to implement a mandatory regulation and expect a municipality to have the capacity to meet this requirement without providing adequate government funding. Provincial regulations that require local government to perform certain actions without providing money to meet those requirements should be avoided. Prior to increasing municipal service responsibilities, one should consider whether local governments have the necessary and appropriate resources to meet these responsibilities. A review should have been done prior to implementation to look at the municipalities ability to pay. It would have brought to light the issues municipalities are facing.

NOMA asks the province for funding for these infrastructure upgrades to allow municipalities to adhere to this new regulation. NOMA suggests that future mandated regulations undergo a review to ensure municipalities are appropriately funded to comply.

To: Multi Minutes Delegation during AMO Conference August 2022

From: FONOM Board

Date: July 30, 2022

Subject: Negative Impact of current Crown Attorney approach has on Communities

ISSUE:

FONOM believes this to be true, *“Logic clearly dictates that the needs of the many outweigh the needs of the few.”*¹

Many officers have complained bitterly about having to apprehend the same criminals time after time when the criminals were once again released rather than being held in custody until their charges were dealt with.

RECOMMENDATION:

FONOM recommends that the Attorney General demands that the Provincial Crown Attorneys go after the funds pledged by a surety if a suspect reoffends. FONOM also suggests that the Solicitor General be aware of the issue and plan for more inmates to be in the system.

ANALYSIS:

Federal Legislation C75 has harmed every Province. This should not be a Municipal Issue but impacts all communities, even in Northern Ontario. FONOM would like to work with the Province in your conversation with the Federal Government to fix the problems caused by the legislation.

While we wait for the Federal Government to make the necessary changes, we would like the Attorney General to mandate the Provincial Crown Attorneys to enforce the Surety.

In the typical situation, a person is arrested for a crime and remanded in custody for a bail hearing. At the bail hearing, a person comes forward and agrees to be a surety for the suspect so the suspect will be released. The surety often pledges money, usually \$1,000 or higher, but with no deposit. The suspect is then released and often reoffends shortly after. The suspect is arrested again, held for bail, a surety comes forward pledging an amount of money, again without deposit, and the cycle repeats. ²

The person providing the Surety is usually a family member but could also be involved in the crime. Some may take their responsibility seriously, by most do not. But most that provide the surety know the accused will reoffend and either can't stop it or don't care. In either case, it doesn't matter because the money they pledged is without deposit, and no efforts will be made to collect it when the suspect reoffends. Therefore, we believe most sureties will agree to or sign anything because they face no consequences when the suspect reoffends.

FONOM suggested that if the surety agreed to an amount with no cash deposit and the suspect reoffended, the Crown Attorney must go after the funds pledged.

If the surety were held accountable, they would give serious consideration before agreeing to be a surety again. If an offender can not find someone to be a surety, then more people will be in the system. Meaning police officers are not arresting the same person repeatedly because they are not on the street! A Provincial impact means the Solicitor General's office be prepared to house more offenders.

¹ A statement was made by Spock in The Wrath of Khan.

² Retired Road Sergeant Vandermeer, OPP

DOWNTOWN NORTH BAY & WATERFRONT - Violence & Break-Ins

Wallbridge Wallbridge

Our building at 133 Main St. West had the front window smashed in last year.

Also, our office had a window smashed in March 2020.

Cheapskates Sporting Goods

In the past 2 years, we have had to deal with;

- rear door breach/break-in by 3 young males who stole over \$1000 in apparel...repair cost at \$250
- rear door breach/break-in by 1 male who stole a customer bike valued at \$400 and a store bike valued at \$2500...repair cost at \$500
- front window smash/grab with stolen product valued at \$500...repair cost at \$1000
- 2nd window smash/grab with stolen product valued at \$500...repair cost at \$1000
- front door glass smashed by known street skid...repair cost at \$750

-let alone the time required to address these issues by ownership and staff

One Red Maple

Many occasions of drugs dealing or people shooting up in the parking garage stairwells

People overdosing in the parking garage

People swearing at the top of their voices while walking down main street

Underdog

In the last month on Main St. I have had a knife pulled on me when asking a crackhead to leave the doorway to an apartment, escorted an elderly lady with mobility issues into the safety of a store while a lunatic raged at her, called the police when I witnessed an early morning break in attempt at a neighbor's store, and restrained a crackhead who had attacked a girl on the street in front of restaurant's patio until the police arrived. In the last year, I have had a break in, and multiple altercations with aggressive shoplifters. I would share these stories in greater detail if I thought the DIA, or anyone, was committed to addressing the root causes.

Creative Learning

I had my front window kicked which the perpetrator was never made to pay for. I had to pay out of pocket.

Revolve Cycle

Not exactly break-ins or violence but twice we have had people who were strung out wander into our studio. As you know we keep our doors locked at all times and we just unlock it 15 minutes before the start of class to allow members 10 minutes to come in, then we unlock it to let them out at the end of the class.

On 2 separate occasions we have had men who were right out of it follow young female riders into the studio... it happened once when I was there and once when Jane was there. Fortunately, we were able to get them out both times without incident. But the members who were followed in were not comfortable and Jane wasn't sure what she would have done when she was there alone.

North Bay & District Multicultural Centre

In November 2021, we experienced an individual kicking the glass panel of our side door in, spraying glass over the office. Although it was during office hours, fortunately no one was hurt. A police report was filed.

We have multiple experiences of people sleeping/passed out in our doorway. We have experienced people shouting abuse at both staff and clients when entering/exiting the offices. We are able to hear abusive shouting on the streets outside the offices every day.

YES EMPLOYMENT

Dear Mayor McDonald,

As discussed on Thursday, November 18th, I am writing you to document for you an incident that occurred on that day in our downtown core as well as to describe to you what our experience has been like working in the downtown core.

On Thursday, November 18th at approximately 8:15 in the morning a staff person, Lynn Racicot, was assaulted verbally and physically by an individual. This attack was unprovoked, and the individual was unknown to our staff person. They cursed at her as they came at her and pushed her to the ground. The attacker continued to advance on her until another one of our other staff noticed the incident and ran towards them yelling. He was able to get the assailant off her.

This incident impacted our whole staff in a very significant manner. Lynn is a well-loved staff person who has been with us for 24 years and was a week and a half away from retirement. We were forced to reduce service and call-in counselors to debrief the incident with our staff and arrange for individual

counseling for the 2 staff involved. Lynn continues to be emotionally impacted by this incident to this day.

I am finding it difficult to put into words the anger, frustration, and helplessness our staff has felt over the event. This individual is known to the police and what we are told is that they know “the system” and how to get around it. The individual was detained that morning but the police officer felt they would probably be back on the streets the next day. This attack, while random, was not unavoidable.

We have been a witness over the years to a consistent increase in disruptive behaviors from individuals in our downtown core. On a daily basis, there are people who walk up and down Main Street and Oak Street yelling and cursing at everyone they come into contact with. On most mornings there the same individual will be found in lot 10 waiting to curse at staff as they try to leave their vehicles to go to work. They are often forced to wait in their vehicles until they feel safe to leave their car. Our staff has been witness to physical altercations and verbal arguments. I personally witness so many incidents of out-of-control behavior at the bus depot given my office window overlooks it. Our staff do not feel safe and do not feel protected.

To help you understand the magnitude of our concerns, I have asked the staff who felt comfortable doing so, to email me their experiences working downtown. Here are just a few, unedited:

“I left our building from the Oak St entrance at noon intent on taking a walk in behind the Bus Transit station. A person was yelling loudly and angrily on the platform at the bus terminal. He was pacing back and forth; his behavior was erratic and threatening. I decided to change my route to the path behind the North Bay Museum. A gentleman eating his lunch at one of the picnic tables behind the Museum commented to me on the behavior of the person, expressing his disappointment at the state of the downtown core.

I have worked downtown from this location since 2004. I am often the last person to leave our building and walk alone to the parking lot. Since coming back to the office this fall, I have questioned whether this was safe practise. Now, I set at alarm for myself to ensure I leave the building on time and with other staff. I don’t feel safe walking downtown anymore and keep distance between myself and others when walking on Oak St. or down to the waterfront.” K.D.

“I walk to work almost every day, and while I have not been attacked, I do often feel unsafe and feel like I have to keep looking over my shoulder in order to be safe. I have had to cross the street on many occasions because individuals have been screaming, banging on windows, or kicking walls and I feel unsafe. Also, there are times where groups have been blocking the whole sidewalk, and I’ve had to cross the street as walking through them feels unsafe as a woman alone. When somebody appears to be in psychosis, or under the influence, it can be a very scary experience because you don’t know what they are going to do. Your mind races because you go into fight or flight mode in order to prepare yourself in case you need to defend yourself. I’ve had people follow me, and repeatedly ask for cigarettes and money and while they weren’t violent, it’s still unnerving.

Walking to work has so many benefits for my physical and mental health, and I would hate to have to stop. I want to feel safe in our downtown!” J.B.

“Here are a few instances:

-Disheveled older man screaming and yelling, angry walking down Main St pushing his grocery cart . He is yelling angrily and swearing at the invisible man. I am shopping in The Abbey and hear him and see him walk by . I am nervous to leave store and walk back to my work which is in same direction he is going.

-Around the bus terminal when walking to and from work to parking lot 13- I have had man screaming at no one (he by himself and I just round corner of the terminal – no one around anywhere near us) - angrily swearing and swinging at the air. I walk as far away from him as I can and he continues to scream- unsure if he will move or what he will do. Homeless in summer often sit in front of or beside bus terminal and have to walk past them to get to parking lot. Most of the time harmless but you never know. Have walked by man urinating beside the brown garbage bin at terminal.

-Rusty Powell (well know downtown regular and also known to be violent when not medicating) approached me at bus terminal as I walking past to work for bus money. Was very worrisome because you never know what shape he is going to be in or his mood. Have also experienced Rusty just yelling as he walking down street . Very nerve racking. Unsure what he going to do when he gets up to you.

- Went to use parking garage on McIntyre St, Only parking spot on bottom was beside a man sleeping on the ground in another parking spot. I left. If homeless or drug addicts using parking garage for shelter. What might I come back to , parking there could put me in an unsafe situation.

Clients have also mentioned nervousness coming down here to our office because what they have to walk past to get here.” G.F.

“I had an individual who was not a client or customer of ours come into our office. As I approached him to screen for COVID, he immediately interrupted me and told me that he just wanted to come in and use our computers. I then explained to him that I must ask these question to ensure that no one who comes into the office has covid, but he continued to interrupt and not answer questions. He then walked past the screening area without answering the questions and refused to put a mask on. When I tried to mention to him that although I understand it can be annoying to wear a mask, he said I don’t understand his position and continued to walk into our resource centre without a mask. I did not physically stop him but let him know that if he did not want to wear a mask then we will have to ask him to leave. He then started swearing and told me to call the cops if I had a problem. I then told him that I would reach out to my supervisor to help remedy this issue. He then threatened me with harsh language and asked me to “go outside” as he is “tough and from Toronto” which was physically intimidating as he was 1.5x my size. It was close to getting physical but I gave him his space, explained to him that we could offer him services virtually if needed but he could not be in the space without a mask and that a

supervisor would come speak to him. My supervisor spoke to him, eventually got him to leave and he never came back.” Z.G.

“I was working in downtown from June 2019-March 2020. A few times a week during my lunch time I went to Opera Bakery to buy something for my lunch. I never enjoyed the walk, because I needed to pay attention in what’s happening in my surrounding in the middle of the day! Some guys walked towards me and they would start talking and walking with me next to me. I always was in fight mode and ready to defend myself in case they would touch me. I didn’t know if they are lonely and need to talk or they are a potential threat. I used my air pods and ignored their comments to let them believe I’m listening to my music and I don’t hear them. I hate to judge people, put them in boxes and believe everyone is dangerous, a criminal and cruel person. It’s a negative thought, stressful, poisoning for my mental health and day to day energy draining experience just because I wanted to buy lunch. I’ve never experienced such a feeling in my entire life and definitely not in the middle of the day! All my co-workers shared the same feeling as myself. “ S.L.

“Here is one of my experience in the past 9 months, as you are aware, I enjoy walking daily, one day someone was following me on Main/Algonquin street, I decided to cut different side streets to avoid him- no matter what directions I was going, he was behind me..I decided to attend mass at the church to avoid him – I stayed there for 15 minutes – By the time I left church, he was no longer in site “ G.M.

“Since returning in May. I’ve encountered the same person, a male who walks down the street yelling and talking to someone but he is alone, cursing – visibly angry. I’ve used the front door in the morning and he was on Main Street. I’ve also encountered him at the end of the day on Oak Street. When I get a ride to work, I stay in the vehicle until he passes if I don’t have the time to get in the building safely. When leaving I’ve been out of the building before noticing he is coming down the sidewalk and I move off the sidewalk. He makes me nervous because he is so angry and not sure how he will react when he passes me.

At the back door when leaving I’ve encountered a female – I’m guessing intoxicated by her speech or mental health, who is continuously pulling on the door. From the inside I ask what she is looking for and she asks to come in. I will tell her we’re closed and sometimes she walks away on the first time and sometimes I need to tell her multiple times we’re closed and she can’t come in. This has happened more than once and the last time was Friday Nov. 19, 2021. I wait inside the building until she is far enough away.

I was always comfortable downtown, at lunch time going to other stores, going to the bank, not anymore. I would work until 6:00 pm and take the transit, I don’t feel safe doing this since returning to the office. No longer can you walk into work or leave work chatting with co-workers, when I come to work and when I leave work, I’m always on guard who is walking towards me” Staff

“On a couple occasions I have felt unsafe and uncomfortable while walking from the waterfront towards the bus terminal. I would cross people swearing at me or in my direction about non sense.

I also feel uncomfortable on main st when I see people who appear to be under the influence of drugs (acting out, loud yelling, taking to themselves) or homeless people in closed down buildings.” A. D.

“My parents came from Timmins for a visit. Since I live in Sturgeon Falls, they came to North Bay to switch vehicles with me to get the car seats to be able to pick up my kids early from daycare. To facilitate the switch, I parked at the 2 hour free parking on Oak St. I informed my parents that they still needed to print a ticket and put it in their vehicle. My parents went to the parking lot and since it was pouring rain, they went directly in front of the kiosk with their vehicle. My dad went out to go print the ticket while my mom stayed in the vehicle. There were 2 other men there at the same time.

It was my dad’s turn to print his ticket and while he was doing that, one of the men assaulted him by punching him on the side of the head. My dad fell to the ground and the man ran away screaming “I had to do it!”.

My mom was very frightened and saw that there was a police officer parked on Oak St already. She ran to them to explain the situation.

The officer took a bit of a description but ultimately said that it’s a case of mental health and not much that they can do at that point as the individual ran away.

That was all that was done and no follow up report was conducted.

My parents are now terrified that I work in the downtown core of North Bay and the incident involving my colleague last week has just amplified their concerns.”

“Nov 25th 2021: This morning I had to wait to leave my car until someone else showed up because there was a guy between the parking lot and the museum screaming but fortunately he was too stoned to be able to move. He just stood there and yelled at us. “ R.G.

“I can recall an incident about 2 months ago when a male was yanking on the locked bus station doors at around 8:25 am. I assume the doors were locked due to covid restrictions at the time. He was visibly very angry and seemed to be under the influence of drugs. He proceeded to yell profanities and started coming in my direction. I was frightened and kept walking. He then noticed a bus driver outside the bus station (on a smoke break) and then the angry male went towards the bus driver still screaming profanities. He got very close to the bus driver and kept screaming in his face. I was concerned that he would harm the bus driver so I slowed down and observed the situation, but kept walking towards the back door of Yes Employment. I thought I might have to call the police if he started to harm the bus driver. Within minutes, other bystanders were close enough to where the situation was occurring that I

felt that I could keep walking to work as they would be in closer proximity to where the bus driver was by this point. I was definitely fearful that if the situation continued to escalate, that the bus driver might be physically assaulted, as he had already been verbally assaulted by the male. I was also concerned that this male might have come at me if he had not noticed the bus driver standing outside.” J.M.

I’d like to thank you for being willing to receive and forward this correspondence on our behalf. I also would like to express my appreciation to you and Peter Chirico for your time, leadership and assistance on the day of the assault. Please feel free to reach out should you need more information.

Association of Municipalities Ontario

Annual Meeting



Affordable Housing Crisis in the North

First, we want to thank you for your government's considerable financial commitment to the Social Services Relief Fund during the Pandemic. Along with all the other COVID Relief funding.

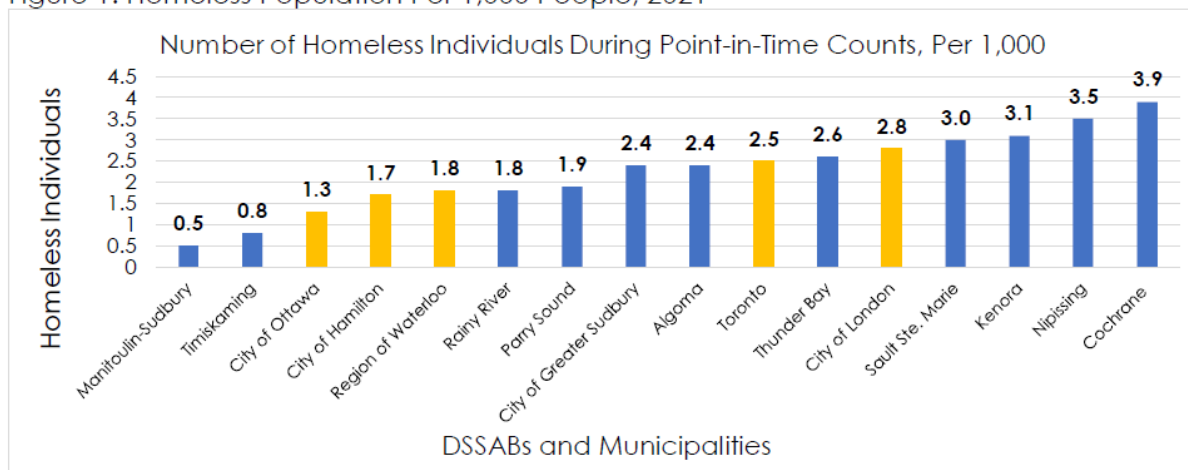
The three organizations believe we needed to provide clean and concise analyses of what is happening in our part of the province. Therefore, we collectively commissioned the Northern Policy Institute (NPI) to analyze the state of homelessness, mental health, and addictions in Northern Ontario. This led to the initial NPI report "[More than Just a Number: Addressing the Homelessness, Addiction, and Mental Health Crisis in the North](#)"

We believe it is essential for those Northern MPPs in the meeting to mention how important a role the Northern Policy Institute provides to our Region.

This morning all of us in this meeting woke up in a safe comfortable place, even if it was in a hotel room in Ottawa. But unfortunately, all elected officials know at least one individual who did not wake up secure today in our community.

We compare the point in time count illustrated in Figure 1 with previous years. The North is seeing a shocking increase of homeless people; this trend concerns us all.

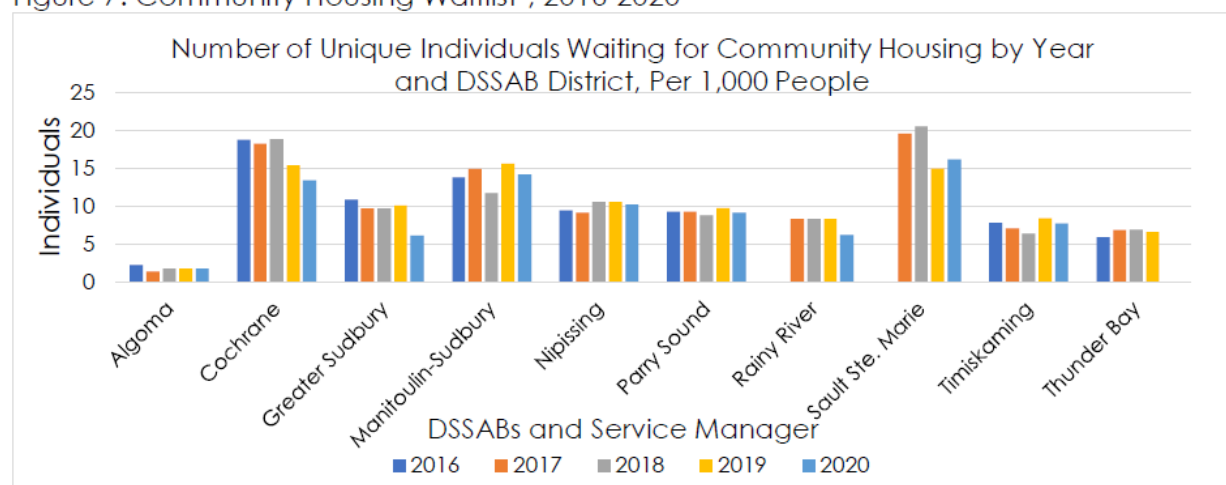
Figure 1. Homeless Population Per 1,000 People, 2021³



Source: Author's calculations from 2021 enumeration reports from DSSABs and municipalities, and Statistics Canada census district population projections.

In the past three years, all of the social and affordable housing built in the North has received considerable Provincial Funding. But as Figure 7 shows, the demand remains. In addition, we are experiencing an increase due to the rising homeless population in the past year.

Figure 7. Community Housing Waitlist⁸, 2016-2020



Source: Author's calculations from direct outreach to DSSABs and the City of Greater Sudbury, and Statistics Canada Census Division Population Projections for the corresponding years.

There are 8,488 individuals/families on the Community Housing waiting list in Northern Ontario. The Community Housing waiting list represents 50% of the entire public and non-profit housing stock.

Employers who want to expand/develop or relocate their business to Northern Ontario cannot find employees because of the lack of affordable housing in the North.

The province has failed to recognize the District Social Services Administration Boards (DSSABs) as eligible applicants allowed to borrow from Infrastructure Ontario and thereby disadvantaging 144 Northern municipalities.

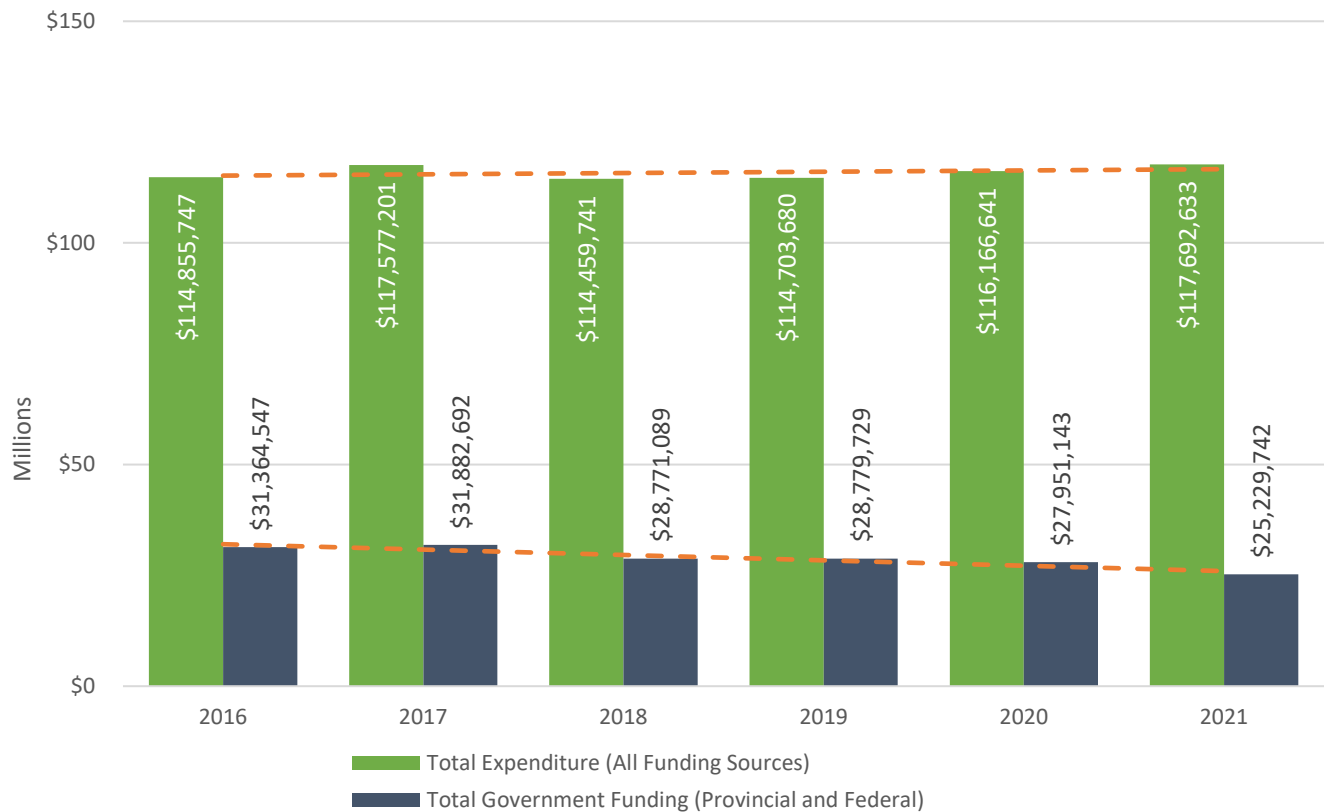
Over the years the 10 DSSABs have borrowed more than **120 million** from banks and various lending institutions. DSSABs would like to have the Infrastructure Ontario Loan Program as an option when they go to borrow.

As you can imagine, a majority of the 9,322 public housing units in the North were built in the 1970's and 80's, these units are slowly reaching their end of life.

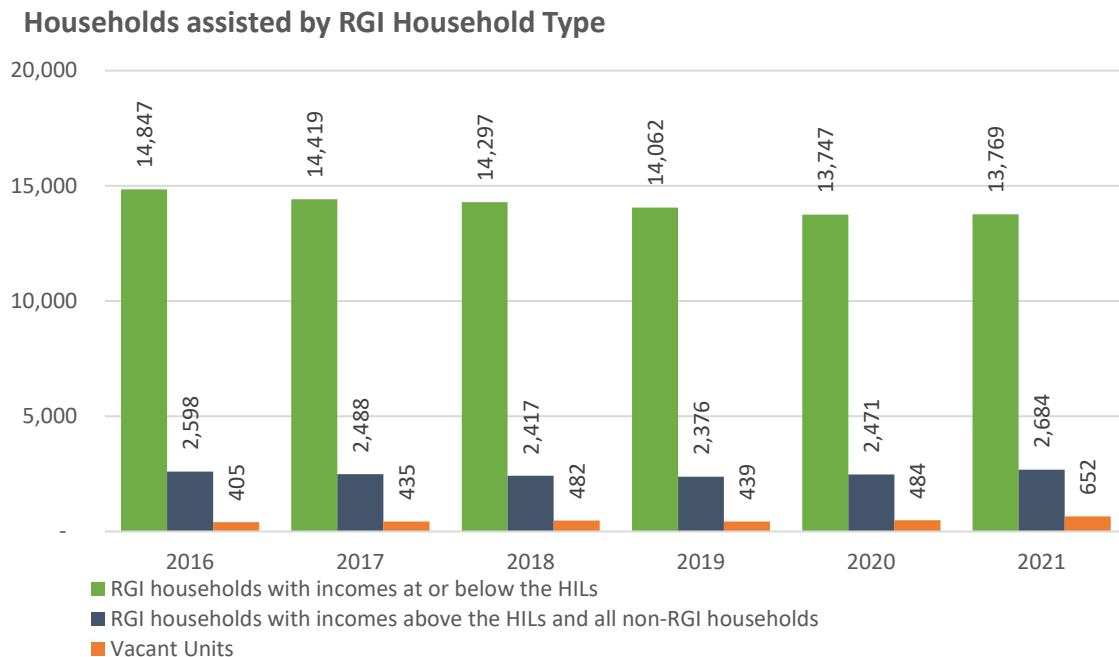
At an estimated construction costs of \$400 per square foot to build new, most units are around 750 square feet so \$300,000 per unit. DSSAB's could be looking to borrow as much as **2.5 billion** dollars to replace existing units over the next 20 years.

The chart below clearly shows that in Northern Ontario, the federal and provincial funding is declining as the municipal share continues to increase.

Total Expenditure vs Total Government Finding

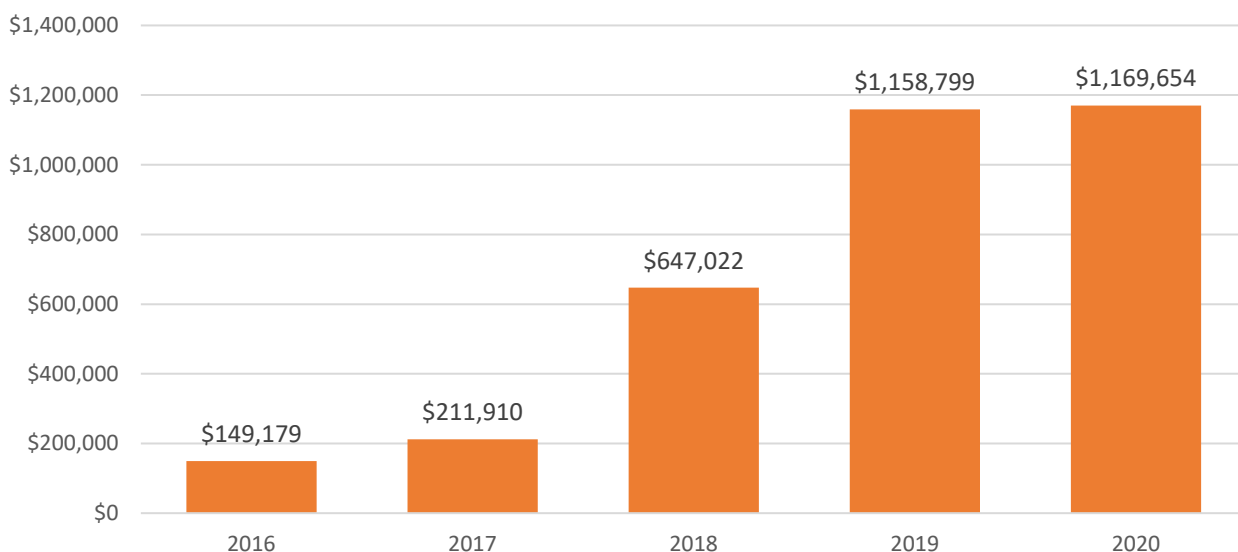


Since 2016, the North has managed to relatively maintain the RGI units as our housing stock reaches end of life and non-profit providers reach the end of operating agreements.



In Addition, northern municipalities through their DSSABs are using 100% municipal funding to increase the number of local Portable Housing Benefits.

Total Municipal Expenditures for the Portable Housing Benefit



Northern municipalities and DSSABs find that ministries like Health, Solicitor General and Social Services in the North are all struggling because of the lack of equity, but DSSABs/Municipalities are not even being considered partners.

Request:

- **The North is asking the Ministers to employ an ‘all of government’ approach to provide sufficient stable funding to Northern Ontario to address the Affordable Housing crisis and provide coordinated funding to support local Service Manager strategies.**
- **The North is asking the government to support NOSDA in its request to make the required changes that would allow DSSAB’s to have access to capital financing options through Infrastructure Ontario.**
- **The North is asking the government to build on the Housing and Affordability Taskforce report by using the provincial revenues raised by land transfer tax to create a primarily grants-based Northern Ontario Affordable Housing Investment Fund that would enable Northern communities to grow their economy, create good-paying jobs and support the most vulnerable people with a safe affordable place to live.**

Housing Affordability in the North

Northern Ontario is experiencing an Affordable Housing Crisis wherein many singles, families, and seniors in addition to vulnerable populations cannot afford the market rents in many communities.

The cost of construction for new residential and multi-residential housing has increased significantly over the years and developers are forced to charge market rents at much higher rates to cover their margins.

New businesses looking to expand or setup in Northern Ontario are not able to find suitable housing for their employees.

The health care sector is trying to recruit doctors, nurses, and other health care professionals to the North, but they are hampered by the lack of market housing for sale or rent in many Northern communities.

The construction trades sector is unable to attract trained professionals to the North because of the lack of market housing for sale or rent.

Many seniors who are returning north to their hometowns or simply looking to move out of their current homes into more accessible homes are faced with skyrocketing market rents that are unaffordable.

The Housing Crisis and Homelessness is a complex challenge. But our organizations are here and willing to work with the Government to address it together.

Request:

- **The North is asking this government to work with us to address this Northern Ontario crisis and develop a strategy for Northern Ontario that would see market housing more affordable to middle-income individuals and families.**

Homelessness, Addiction and Mental Health Crisis in the North

We would like to thank you for your incredible leadership and the financial assistance provided through the global pandemic. Your commitment and dedication to helping municipalities navigate through these unprecedented times has been greatly appreciated.

The pandemic has both magnified and exasperated the mental health and addictions crisis in the North and highlighted how crucial mental health care is to our well-being. How the government adapts to address the needs of those suffering from mental health, addictions, and homelessness will shape the future. We need to get this right! We want to work with government to

ensure the right resources are put in the right communities to reach people who need the resources where they live as soon as possible.

The mental health crisis is not merely restricted to vulnerable populations in the North, but rather Northern Ontarians in general are experiencing poorer mental health than the rest of the province. We appreciate the governments new action plan to address mental health and addiction in Ontario outlined in the 'Roadmap to Wellness' to establish a 'Mental Health and Addictions Centre of Excellence' that will strive to standardize and monitor service delivery, report on performance, and provide support to health professionals.

Northern Ontario, however, faces unique challenges which must be considered by government before the establishment of a new standardized and centralized system of care for the province. While the Roadmap to Wellness addresses many addiction and mental health issues, the implementation and delivery of these services must look different in the North for them to be effective.

That is why FONOM/NOMA/NOSDA jointly commissioned a study by the Northern Policy Institute (NPI) "[More than Just a Number: Addressing the Homelessness, Addiction, and Mental Health Crisis in the North](#)"

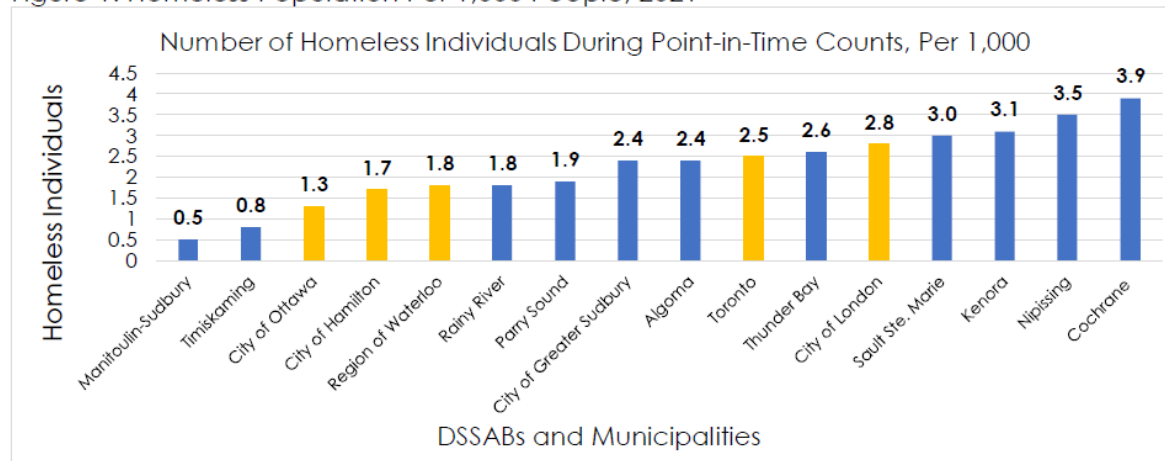
The report calls on for urgent action by the provincial and federal government to address the homelessness, addiction, and mental health crisis in Northern Ontario.

The 2021 Homelessness Enumeration for Northern Ontario:



Figure 1 from the NPI report below, from the 2021 homeless enumeration data, shows the Districts of Sault Ste. Marie, Kenora, Nipissing, Thunder Bay and Cochrane have proportionately larger homeless populations than the five largest cities in Ontario.

Figure 1. Homeless Population Per 1,000 People, 2021³



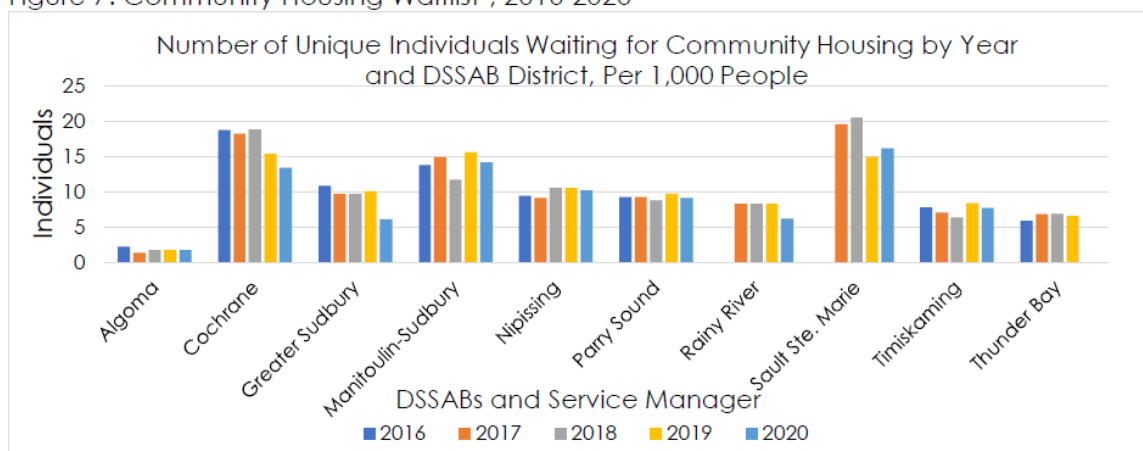
Source: Author's calculations from 2021 enumeration reports from DSSABs and municipalities, and Statistics Canada census district population projections.

According to the NPI report, the Districts of Thunder Bay and Cochrane have more than double the homelessness rates of Ottawa, Hamilton, and Waterloo.

The homelessness shelter system is sparsely spread across 806,000 square kilometres in Northern Ontario and is predominantly only available in larger Northern cities.

The Community Housing waiting list represents 50% of the entire stock, Figure 7 below providing the waiting list number by Northern DSSAB/CMSM.

Figure 7. Community Housing Waitlist⁸, 2016-2020



Source: Author's calculations from direct outreach to DSSABs and the City of Greater Sudbury, and Statistics Canada Census Division Population Projections for the corresponding years.

The numbers in the NPI report are based on data from Point-in-Time counts but many believe the actual numbers would be much higher.

Request:

- **The North is asking this government to support and fund Housing First programs developed specifically by the North, for the North**
- **The North is asking the Ministers to work with the Federal government to make capital grants available to so the North can properly care for its residents whether they need a shelter or affordable housing options**
- **The North is asking the Ministers to provide long-term funding for capital repairs on existing community housing units to maintain the current affordable housing stock in the North.**
- **The North calls on the Federal and Provincial governments to support new and existing Indigenous culturally appropriate community housing facilities.**
- **The North is asking the province to establish a Northern Mental Health and Addictions Centre for Excellence to address the unique challenges of service and program delivery in Northern Ontario.**
- **The North is asking for the establishment of mandated Mobile Crisis Intervention Teams in municipalities throughout Northern Ontario**
- **We ask that this government recognize municipalities and DSSABs as a partner in our collective efforts to address the growing mental health and addiction challenges.**

Northern Policy Institute

- Finally, we ask the province to work with NOMA, FONOM and NOSDA as we work with the Northern Policy Institute (NPI) to develop the strategies in the “[More than Just a Number: Addressing the Homelessness, Addiction, and Mental Health Crisis in the North](#)” paper.
 - The intent is to provide concrete steps decision makers and community practitioners can take to implement these recommendations (or others like them) in Northern Ontario. The three recommendations that will be explored in this subsequent piece are: amend the Health Protection and Promotion Act to support service hub communities; support new and existing culturally sensitive community housing facilities for Indigenous peoples; and establish a Northern Mental Health and Addictions Centre in Northern Ontario.
 - The steps identified in this paper will be informed not only by the analysis of the first paper, but by real-world case studies and best practices that will be gathered from literature as well as community members in Northern Ontario. From this information, this second paper will be a guide tool that can inform decision-makers and community practitioners.