

DATE	MONDAY, SEPTEMBER 23, 2024
SUBJECT	SERVICE DELIVERY REVIEW – SERVICE AGREEMENTS & PARTNERSHIPS [EXT. LEVIES]
REPORT NO.	SDR-28

RECOMMENDATION

That Council of the Municipality of Greenstone approve the following:

1. THAT Council direct Administration to send a request to Superior North EMS on Council’s behalf, requesting quarterly reporting to Administration of the Municipality.
2. THAT Council approve providing additional space at the Longlac Ward Office for dedicated use by the OPP and that Council direct Administration to enter into an agreement for the provision of space no later than November 29, 2024.
3. THAT Council direct Administration to prepare a draft Appointment By-law by May 1, 2025, for Council’s consideration.

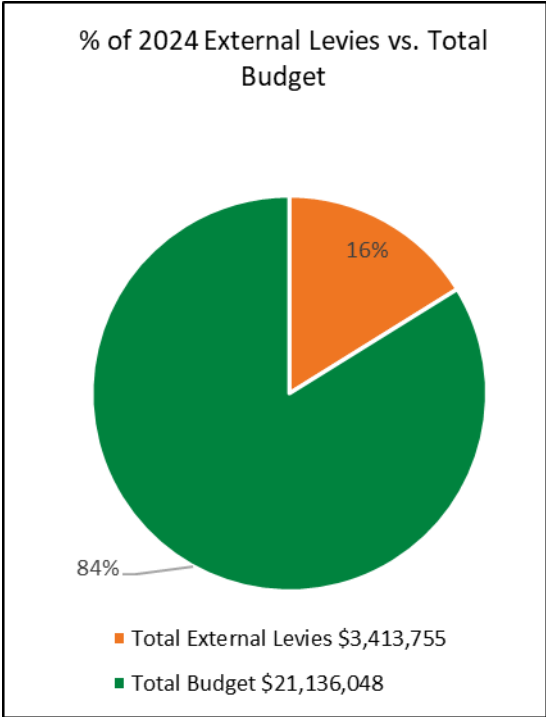
SERVICE SUMMARY

SERVICE	SERVICE AGREEMENTS & PARTNERSHIPS [EXT. LEVIES]
DEPARTMENT	CAO & General Government
SUMMARY	<p>Service Agreements & Partnerships are generally mandated outside services providing some level of service to the Municipality, or on behalf of the Municipality, and the Municipality pays its portion of the costs through a levy set by the external organization.</p> <p>For the purposes of this Service Delivery Review (SDR), the Thunder Bay District Municipal League (TBDML) and Northwestern Ontario Municipal Association (NOMA) are treated essentially as one, though they are ultimately two distinct organizations that are related. Billing of the Levy for the TBDML and NOMA come from the TBDML.</p> <p>The Municipal Property Assessment Corporation (MPAC) levy is not considered within the scope of this SDR as it will be covered under the Taxation SDR.</p>

MANDATORY	The TBDML and NOMA are not mandatory. The services provided by the Thunder Bay District Health Unit, Thunder Bay District Social Services Administration Board, Superior North EMS, and Ontario Provincial Police are all mandatory.
LEGISLATION	Ambulance Act, RSO 1990 Community Safety and Policing Act, 2019, S.O. 2019, c. 1. O. Reg 135/24 – O.P.P. Detachment Boards District Social Services Administration Boards Act, RSO 1990 Health Protection and Promotion Act, RSO 1990 O. Reg. 413/23
BY-LAWS	N/A
FEES/CHARGES	N/A

2024 BUDGET SUMMARY

2024 Expenditures: \$3,413,754.59
2024 Revenues: -\$0
Net Budget: \$3,413,754.59



It is important to note these external levies alone represent 19% of the Municipality’s total levy to property owners of \$17,885,502

STAFFING

	Positions	Hours Worked per Year
Full Time Positions	3	15
Contract Positions	N/A	N/A
Student	N/A	N/A
Full Time Equivalent		

ORGANIZATIONAL CHART

The service agreements and any requirements of their administration are generally overseen by the CAO, Treasurer, and Clerk.

SERVICE BACKGROUND

Ambulance

Superior North Emergency Medical Services (SNEMS) is responsible for the delivery of Paramedic Services and other emergency medical services throughout the District of Thunder Bay. SNEMS currently has three (3) bases in Greenstone (Geraldton, Longlac, and Nakina), and delivers a community paramedicine program in Beardmore. The Municipality owns the Ambulance Bases in Longlac and Nakina, and leases them to SNEMS. EMS is not only responsible for providing ambulance services to the Geraldton District Hospital (GDH), but also can be responsible for land transfers from the GDH to the Thunder Bay Regional Health Sciences Centre. Given our location and ambulance availability, Air Ambulance Services are currently the primary providers of transfers (both emergency and non-emergency.)

Like many other EMS services across Ontario (and especially in Northwestern Ontario), SNEMS has faced significant staffing challenges, especially in the smaller communities or rural areas. Increasingly over the years, paramedics have been “suitcase medics”, meaning they travel to the community they serve for the period of time their shifts are, returning to another city (e.g. Thunder Bay) for their time off. Other challenges include more demand than availability for qualified paramedics.

SNEMS is governed by the Council of the City of Thunder Bay. In 2021, SNEMS developed a Master Plan, approved by the Council of the City of Thunder Bay, that included items such as closing the Beardmore base and amalgamating some other bases within the District. As part of this Master Plan, the Beardmore Base was closed due to challenges staffing the base, a low number of calls (and the types of calls), and the need to redirect resources elsewhere. The Municipality of Greenstone owns the Ambulance Bases in Longlac and Nakina, and leases them to SNEMS.

The Master Plan indicated the operating Budget for a 12-hour unit at Beardmore was “more than \$800,000”. While figures were not presented for other bases in the region, it can be assumed the cost for other bases would be equivalent or higher. The Master Plan also indicates that the cost of SNEMS operations inside the City of Thunder Bay

(including overhead such as management) represented 50% of the total Municipal levy supported budget, yet the City of Thunder Bay paid 89% of the total levy due to the use of a weighted levy to determine the apportionment of costs. Greenstone's estimated portion of the levy for 2024 is \$644,104.

Regular formalized reporting of statistics, downtime, etc., from SNEMS is limited. Updates rely on local relationships and knowledge.

District Social Services Administration Board

The District of Thunder Bay District Social Services Administration Board (TBDSSAB) is mandated by law to administer Social Assistance Programs, Child Care & Early Years Programs, and Housing & Homelessness programs. Mandates are generally set by the Province, including apportionment of costs between the Province and TBDSSAB (and ultimately, Municipalities). The TBDSSAB Board is currently made up of 14 members who are elected officials, one of which is appointed by the Council of the Municipality of Greenstone.

The Levy for the DSSAB is determined by Weighted Assessment. Weighted Assessment is a calculation of a Municipality's taxable assessment for each property class multiplied by the ratio for that property class. Attached to this Report is a document prepared by TBDSSAB outlining how weighted assessment is calculated. It should be noted, Weighted Assessment is not a direct reflection of the overall levy of each Municipality as it is based on the ratio and not rate assigned to each class. The annual operating budget levy is determined by the Board of the TBDSSAB, and then divided up proportionally by the weighted assessment for each Municipality. The assessment for Territories without municipal organization (TWOMO), which are the unincorporated areas of the Thunder Bay District, are included in the levy calculation. In 2024, TWOMO was responsible for 11.7204% of the overall levy from DSSAB. This amount is charged to several different Ministries of the Province. The Municipality of Greenstone's portion of the 2024 Levy was 3.5829% or \$904,073.

The TBDSSAB provides regular communication and reporting to the public and Municipalities including, but not limited to, information packages as part of the levy Notice indicating each Municipality's levy and where funds are used, monthly Board updates, its website and social media channels and the TBDSSAB Annual Report. As an example of communication received from TBDSSAB and for further information, attached is a "What We Fund" document received from TBDSSAB as part of our levy package.

The TBDSSAB funds several programs within the Municipality of Greenstone. The TBDSSAB directly funds two of the Municipal Housing Corporations, as well as at least one other Housing Corporation in the Greenstone. The TBDSSAB directly funds the Municipality for the Early Learning and Child Care programs (including Early ON), and the Food Security Program at the Family Resource Centre. The TBDSSAB also has two office locations in Greenstone (including one at the Longlac Ward Office) to meet with

applicants and service users. The TBDSSAB also owns and operates community housing properties in Geraldton and Longlac.

Health Unit

The Thunder Bay District Health Unit (TBDHU) is responsible for delivering Public Health services and programs throughout the District of Thunder Bay. The Board is comprised of 14 members, 12 of whom are appointed by Municipalities and 2 are appointed by the Lieutenant Governor (Province). The Municipality of Greenstone has one (1) Board position. While most Municipal seats on the Board represent individual Municipalities, there are four (4) seats on the Board that represent multiple Municipalities each.

The TBDHU delivers several programs within the Municipality of Greenstone including, but not limited to, responsibility for permitting septic tanks, private well water testing (for a charge), inspection of areas used for the preparation of food consumed by the public, and providing food safety courses.

The Health Unit is also responsible for investigating and monitoring reportable infectious diseases in the District, overseeing immunization programs, and ultimately directing public health measures to contain outbreaks.

The 2024 Thunder Bay District Health Unit Operating Budget is approximately \$21.46 million, with 77% funded by the Province, 17% funded through the Municipal Levy, and the remainder being funded by other fees and charges. Greenstone's portion of the levy for 2024 is \$102,058.

The TBDHU regularly sends out communications to Municipalities including, but not limited to, minutes of meetings. When there is an epidemic or pandemic, as recently experienced, the TBDHU is a key organization in terms of distributing information to the public and Municipalities. During the COVID 19 pandemic, the TBDHU had regular communications with Municipalities with updates, etc. While not the only communication that is sent out, attached is a copy of the "What Your Levy Buy\$" document that is distributed by the Health Unit for reference.

Thunder Bay District Municipal League (TBDML)/Northwestern Ontario Municipal Association (NOMA)

Participation in the TBDML/NOMA are voluntary. However, all Municipalities within the District of Thunder Bay do participate in each organization. The total levy for both for 2024 is \$1,903.59. The levy is based on a per capita charge that is set by each organization.

The Municipal League represents Municipalities specifically within the District of Thunder Bay. Greenstone has one Board Member on the League Board, along with one alternate Board Member. Proposed Board members for NOMA are selected through and election at the TBDML (and other Leagues). Those selected for the NOMA Board must

ultimately be approved by a majority of all members of NOMA.

NOMA is made up of several District Municipal Leagues across Northern Ontario, including the TBDML, Kenora District Municipal Association, and the Rainy River District Municipal Association. NOMA also partners with other organizations such as the Association of Municipalities of Ontario (AMO), Rural Ontario Municipal Association (ROMA), and the Northern Policy Institute. NOMA undertakes several activities throughout the region, including researching and analysing issues affecting northwestern Ontario Municipalities, lobbying on behalf of Municipalities to the Provincial and Federal governments, and providing education sessions, including organizing an annual conference, for Municipal elected officials and staff.

The TBDML and NOMA regularly send out communications, information bulletins, etc. regarding its activities on behalf of Municipalities and other items of interest for Municipalities. This includes distributing minutes of each Board meeting that has taken place.

AMO, ROMA and the Canadian Federation of Municipalities are not covered in this SDR as they are considered Memberships.

Policing

The Ontario Provincial Police (OPP) provides policing services for the Municipality of Greenstone. Municipalities are able to have their own Policing Services. The Greenstone Detachment has a complement of 28 officers, including Crime Unit members and the Staff Sergeant. As of October 14, 2024, it is expected there will be 24 hour coverage in Greenstone. There is currently an office set aside in the Longlac Ward Office for use by the OPP in completing reports, etc. However, this space is limited.

The total estimated levy for 2024 for OPP Policing services is \$1,760,986, or \$551.35 per property. O. Reg. 413/23 guides the allocation of costs for Municipal Policing services provided by the OPP. Essentially, all costs of Municipal Policing are added up across Ontario and proportioned out based on formulas. There is a base service costs that represents proactive policing services provided including things like patrols, ride programs, etc. Then there is a call for service portion that reflects “reactive” policing such as answering calls. There are also additional charges such as overtime, Court Security Costs, and Prisoner Transportation. There are at times revenues that are credited to the Municipality such as security checks, reports and fingerprints. From April to June 2024, this revenue represented \$2,606.62 and will be credited to our overall levy. For the purposes of this SDR, an in-depth review of exactly how costs are proportioned will not be included. However, comprehensive information on the OPP billing model is available at [Ontario Provincial Police - Billing Model \(opp.ca\)](https://www.opp.ca). As a note, in 2024, the estimated total cost for a front-line officer (Constable) is \$194,073.

In July, the Municipality received notice from the OPP of new Collective Agreements being reached for the 2023-2026 period. These included general wage increases of 4.7% in 2023, 4.5% in 2024, and 2.75% in 2025 and 2026. As well, there is a

provision for an additional 3% for some officers as a “front-line patrol premium”. While it is not possible to tell exactly what this impact will have on Greenstone’s levy, it is currently estimated that it will result in a 5%+ increase in the 2025 levy over what is currently budgeted for 2024.

Greenstone O.P.P. Detachment Board

The Community Safety and Policing Act, 2019, (CSPA) came into effect in 2019. Section 67 of the CSPA requires that each OPP Detachment shall have an O.P.P. Detachment Board in accordance with the regulations that are made by the Minister. This is a mandatory board, and the composition was identified on April 1, 2024 through Ontario Regulation 135/24 (O. Reg 135/24). As per the Regulation, the Greenstone O.P.P. Detachment Board shall consist of six (6) members as follows:

- Three (3) members appointed by the Municipality of Greenstone, who are members of the Council of the Municipality of Greenstone;
- One member appointed by Bingwi Neyaashi Anishinaabek First Nation, who is a member of the Band Council of the First Nation;
- One member appointed by the Municipality of Greenstone who is neither a member of the Council, nor an employee of the Municipality; and
- One member appointed by the Minister.

The role of the Greenstone O.P.P. Detachment Board as per Section 68 of the CSPA will include:

- a) consult with the Commissioner regarding the selection of a detachment commander and otherwise participate, in accordance with the regulations made by the Minister, in the selection of the detachment commander;
- b) determine objectives and priorities for the detachment, not inconsistent with the strategic plan prepared by the Minister, after consultation with the detachment commander or his or her designate;
- c) advise the detachment commander with respect to policing provided by the detachment;
- d) monitor the performance of the detachment commander;
- e) review the reports from the detachment commander regarding policing provided by the detachment; and
- f) on or before June 30 in each year, provide an annual report to the municipalities and band councils regarding the policing provided by the detachment in their municipalities or First Nation reserves.

This Board is in the process of being formed at this time. Council received information at the June 24, 2024 Regular Council meeting and three Council members have identified interest in being appointed to the Greenstone O.P.P. Detachment Board. As per Section 33 of the CSPA, the interested individuals must provide a criminal record check, the results of which will be considered prior to their appointment. Once appointed by Council, each member will need to complete mandatory roles and responsibilities training before exercising any duties as a Board member and abide by the Code of Conduct for O.P.P. Detachment Board Members as set out in O. Reg. 409/23. Notice has been provided to Bingwi Neyaashi Anishinaabek First Nation that Greenstone has

commenced the process identifying interested parties for appointment to the Greenstone O.P.P. Detachment Board.

The Municipality of Greenstone will be responsible for all costs associated with the Greenstone O.P.P. Detachment Board, including but not limited to travel, insurance, and remuneration as Greenstone is the only municipality identified for the Greenstone O.P.P. Detachment. Council of the Municipality of Greenstone will be responsible for determining the remuneration to be paid to the member appointed by the Minister.

Next steps include advertising for a community member to be appointed by Council of the Municipality of Greenstone. Since the Board is comprised of six (6) seats, once four (4) seats are filled and training requirements are completed, the Board can be formed.

Property Assessment

Assessment services for taxation purposes through the Municipal Property Assessment Corporation are not part of this SDR and will be reviewed as part of the taxation SDR.

Other Organizations

Municipal Councillors and staff members are often asked to sit on other Boards or Committees as a Municipal representative. Some of these include: Kenogamisis Golf Club, Community Sustainability Committee (Greenstone Mine), Local Citizens Committee (GANRAC), Local Citizens Committee (East Nipigon Forest), Superior Country, and Ogiidachiwaning Sustainable Forest Management Inc. (OSFMI) (Kenogami Forest), as an Observer. Councillors are appointed to the Committees by By-laws. Staff are approved by the CAO. There is not a formal Policy in place outlining when the Municipality will formally have a representative on any outside Board or Committee, their roles, and their responsibilities. Furthermore, it is important to note that no Staff Member or Council member should take part on Boards or Committees where there is the perception they are a Municipal representative without appropriate appointment to that Committee. Costs of participating on each Committee or Board can vary significantly. However, it is ultimately the time of a Council member or staff person for their position and any associated cost with that time.

ASSET USE

The service agreements and any requirements of their administration are generally overseen by the CAO, Treasurer, and Clerk and as such, only require assets associated with general office space use. These items would include office furniture along with IT resources including the IT network, printers, and desktop/laptops.

Total asset value allocation is less than \$50,000 for these items.

ANALYSIS

OPTIONS:

1. Typically this will include at least three options with one being do nothing (discontinue service) and then other options reviewed such as service operates/remaining the same as is, reduce or revise service levels, enhance the service, contract service out, etc.

IMPROVING IN-HOUSE PROCESS AND PERFORMANCE:

Ambulance

There is limited information provided by SNEMS regarding the number of calls, nature of calls, etc., within the Greenstone area. More importantly, there is little formal information being regularly shared on staffing challenges, downstaffing times, etc. This is important for two aspects. The first being, all Municipalities in the region may be able to assist SNEMS in lobbying for any regulatory or financial support to address staffing shortages. The second aspect is the Municipality, and partners, need the information to try to properly plan for emergencies. SNEMS historically has been used as a backup for patient transfers when air ambulance is not available or not feasible due to the nature of the call. If SNEMS is not available for urgent or non-urgent patient transfers, this adds pressures on ensuring air ambulance services are available and operate as seamlessly as possible. Given a significant increase in the use of air ambulance services (nearly 300 transfers per year), the Municipality needs to consider what investments may be required to ensure the Airport(s) are operational and available for medical evacuations if no alternate service is available. Reports may be operational in nature, and at times contain sensitive information. Therefore, they should be provided to Administration. Information can then be shared with Council on an as needed basis for Council decision making.

RECOMMENDATION: THAT Council direct Administration to send a request to Superior North EMS on Council's behalf, requesting quarterly reporting to the Administration of the Municipality.

Other Boards and Committees

It has been noted that Council members and staff members are often asked to sit on external Boards or Committees as a Municipal representative. While there can be value in this participation, it is important to note that there can be costs to the Municipality both directly and indirectly. Directly, there may be a cost for any associated travel or time of the Council member or staff member. Indirectly, someone participating as a "Municipal representative" could be perceived as acting with the authority of the Municipality, leading to the perception of commitments by the Municipality. The Municipality is also not required to publish Agendas or Minutes of such committees or meetings as they are not Municipal Boards under the Municipal Act.

A Policy should be developed that outlines when the Municipality will consider formal participation in external Boards and Committees with a Municipal representative, who is

responsible for appointing Municipal representatives (Council for Council and the CAO, the CAO for Municipal staff), as well as roles and responsibilities of the Municipal representatives (including any reporting requirements).

RECOMMENDATION: THAT Council direct Administration to send a request to Superior North EMS on Council's behalf, requesting quarterly reporting to Administration of the Municipality.

COST AVOIDANCE: OPERATING COSTS AND CAPITAL INVESTMENTS:

The Municipality should formally engage with Superior North EMS on how it can assist with lobbying for funds or legislative/regulatory changes that may increase the number of paramedics, and/or reduce cost pressures.

ENHANCING AND EXPANDING SERVICE LEVELS:

The Municipality may enter into an additional service agreement with the OPP under the Community Safety Policing Act. However, there is currently a moratorium on engaging the additional services of a uniformed officer (while not specifically identified- likely due to staffing challenges and the need to meet the OPP's primary mandates). Additional services of civilian employees may still be requested. Any additional service agreement must be discussed with the local Detachment Commander first. The Municipality is responsible for all costs related to the additional service/position and the cost would be determined by the position required. As noted, as a starting point, the minimum estimated cost of a Constable is nearly \$194,073. Once the moratorium is lifted, Council can consider an additional service agreement for a dedicated Community Services Officer or a Community Street Crime Unit. A Community Services Officer would assist in reducing crime by increasing engagement in schools, public presentations, etc. The Community Street Crime Unit Officer would be focused on drug enforcement and property crime. These duties are often provided within the existing complement. However, they either may not be dedicated solely to those responsibilities and can be diverted to higher priority items, or there is already a demand for the work that is higher than current available resources.

The Detachment Commander has requested additional space at the Longlac Ward Office for use by officers while in Longlac to undertake various duties including, but not limited to, writing reports, interviewing people, etc. The upstairs area in the office has been identified as a potential area for use that would be of sufficient size. The Municipality needs to enter into an agreement with the OPP that will outline roles and responsibilities of each organization in maintaining the area. As the OPP are providing a direct service to the Municipality, it is anticipated the lease would result in no charge to the OPP and therefore generate no revenue. The added space will help ensure officers can remain in Longlac for their whole shift, instead of returning to the station in Geraldton at times.

RECOMMENDATION: THAT Council approve providing additional space at the Longlac Ward Office for dedicated use by the OPP and that Council direct Administration to enter into an agreement for the provision of space no later than November 29, 2024.

NEW REVENUES:

No new revenues directly to the Municipality are expected in any of the services outlined within this SDR (beyond any program funding) as they are external organizations and set their own fees and charges, if applicable.

ALTERNATIVE SERVICE DELIVERY INCLUDING SHARED SERVICES OR CONTRACTING OUT:

Policing

The Municipality can establish its own Police Force. It is reasonable to believe that the cost to establish and operate a Police Force will have the same structure of costs as the OPP (e.g. a constable costing nearly \$194,073). Based on this, in order to see cost savings, the Municipality would see a significant reduction in the complement of officers to about 7 officers. Furthermore, the Municipality would be limited in access to a number of the other services the OPP is able to access that normally would not be available in a small local force (e.g. major crime, intelligence, emergency response team, etc.). Therefore, establishing a separate Police Force is not recommended.

Emergency Medical Services (Ambulance)

The Municipality could consider establishing its own EMS. However, this would significantly increase the cost to Municipal taxpayers. If the operating costs of the Beardmore base were over \$800,000, it could be reasonably assumed that the operating costs for all other bases would be similar or more. This would mean a current operating cost of \$2.4 million (plus capital). Even if the Municipality were to receive 50% funding based on the current funding model, the cost to the Municipal levy for operating costs would be \$1.2 million, which is well in excess of the currently levy paid to SNEMS. This does not include the Community Paramedicine Program for Beardmore. The Municipality would also have to develop sufficient local or in house expertise to oversee a service if we were to proceed with establishing our own EMS.

DISCONTINUING THE SERVICE (IF APPLICABLE):

The TBDHU, SNEMS, Policing, and DSSAB are all mandated. The Municipality could terminate their participation in the League/NOMA. However, given the low cost and benefits in terms of education and lobbying, this is not recommended.