

THE FUTURE OF LOCAL GOVERNANCE IN NEW BRUNSWICK: OPTIONS UNDER CONSIDERATION

Report on Municipal Taxation in New Brunswick

ANDRÉ LECLERC

Consultant and Professor Emeritus of Economics Université de Moncton

PIERRE-MARCEL DESJARDINS

Professor of Economics and Director of the Graduate School of Public Studies Université de Moncton

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SUMMARY

The objective of this report is to analyze the three options retained by the AFMNB in its examination of the future of local governance in New Brunswick: I- the creation of 12 municipalities by grouping the Local Service Districts (LSDs) of the Regional Service Districts (RSDs), II- the update of the Finn Report's (2008) proposal for the reorganization of local governance, i.e., the creation of 53 municipalities through the consolidation of municipalities, rural communities, and LSDs, and III- the creation of 104 municipalities by combining existing local governments and neighbouring LSDs with the establishment of 53 intermunicipal councils responsible for the management of certain services.

This assessment will be guided by four vitality criteria, which are considered essential to the creation of a stable and successful local governance model. These four criteria, grouped into three categories (communities of interest, size, and sustainability), are:

- Municipality represents a community of interest.
- Municipality size:
 - Tax base of at least \$298 million (Finn Report amount indexed by the increase in the value of the tax base in the province)
 - Population of at least 4,000.
- Growing fiscal capacity to sustain the municipality (increase in tax base sufficient to fund increased spending on basic services without increasing property taxes).

Consolidation of Local Service Districts (LSDs) into Municipalities

- In 2016, the LSDs had a population of 222,946, which is 29.8% of the province's population.
- Grouping the LSDs into 12 municipalities based on their membership in one of the 12 LSDs results in municipalities with populations ranging from 3,976 to 45,131, and a tax base ranging from \$201 million to \$3.7 billion.
- Currently, excluding roads, almost 90% of spending is on fire and police services, and solid waste management.
- The per capita tax base shows a clear division between the fiscal capacity of the six municipalities located in the north of the province and the six located in the south, to the advantage of the latter.
- From 2001 to 2016, the population declined in 10 of the 12 municipalities. The shift in population to the vibrant urban centers is expected to continue.
- Growth in the tax base does not provide financial stability for these municipalities without property tax increases. From 2014 to 2020, the average tax rate increased by 14.3%.

- When we subject this model to the vitality criteria, we conclude as follows:
 - It would be difficult to argue that the 12 municipalities created by combining LSDs from the RSDs would be real communities of interest. A string of small islands scattered over a large area does not constitute a community of interest.
 - For the two criteria related to size, we note that all municipalities, with the exception of one, meet the 4,000 population criterion. On the tax base side, all LSD regional groupings meet this criterion, again with the exception of one grouping.
 - The growth in the tax base in LSDs has been significantly less than the growth in expenditures. LSDs have been forced to increase their tax rates to compensate for this imbalance.
- In conclusion, in our opinion, these municipalities have no future in the current New Brunswick context. It is an attempt to address the problems currently facing local communities by relying on the weakest link in the system, the LSDs. In short, it is an initiative that is doomed to failure.

2. Update of the Finn Model

- This 2nd option uses the boundaries of the 53 municipalities proposed in the Finn Report. These municipalities are grouped into 12 DSRs for the management of certain services. On average, these municipalities would have a population of almost 14,000 and a tax base of \$1.3 billion.
- When we compare the data with the vitality criteria, we obtain a more than satisfactory result.
 All the municipalities meet the community of interest criterion. Moreover, only one municipality does not meet all three numerical criteria, two do not meet two of the three criteria, and six do not meet one of the three criteria.
- The financial aspects of this model are assessed in several steps. We first estimate the expenditures and then move on to the various revenue elements: the mandate, the tax room vacated by the province, equalization, and the compensation to be paid to municipalities penalized by the change in the local governance model.
 - On the expenditure side, new responsibilities are transferred to municipalities: regional and local roads, reception and integration of immigrants, and economic development. The latter was one of the proposals in the Finn Report.
 - For roads, the expenditure is calculated by adding, for regional roads in municipalities, 50% of the cost of those roads based on the current average municipal expenditure per kilometer of road. For roads in LSDs, the Ministry estimate is used.
 - For immigration and economic development, we use the Finn Report proposal, i.e., a \$0.0025 property tax increase per \$100 of assessment for each of these services.
 - It is clear, in our view, that current LSD spending on certain services is insufficient. These are the following five service categories: general administration, emergency services, other protective services, development, and recreational and cultural services. For these services, we have estimated the expenditure by adding the current LSD expenditure to the product of 40% of the per capita expenditure

- for that service in the municipalities and the number of inhabitants in the LSD.
- When all of these changes are taken into account, the total expenditure by municipalities would be \$1.3 billion.
- On the revenue side, the mandate was estimated by integrating the entire tax base of the various components of the 53 municipalities. We applied to this tax base the weighted average rate currently paid by taxpayers. An adjustment was made for LSDs by adding the tax collected for roads by the province and, for rural communities, the tax collected by the province for the services it manages. The mandate is estimated at \$1.1 billion.
- The Finn Report provided for the transfer of tax room from the province to the municipalities. In return, the province stopped paying the unconditional grant. This tax room consisted of two components: the property tax on non-owner-occupied residential properties and a portion of the property tax on non-residential properties. The average rate for the first component is equal to \$1.1703 per \$100 of assessment and the second, \$0.75 per \$100 of tax base. This tax room represents \$339.9 million.
- Equalization was estimated using the model recommended in the Finn Report. Municipalities are classified into three categories defined by population. This model determines fiscal capacity by applying the average tax rate of the category to the municipality's per capita tax base. Comparing this per capita tax capacity to the average for the category means that the municipality will be eligible for equalization if its per capita tax capacity is below the average per capita tax capacity for that group. Equalization would cost the province \$46.6 million.
- The final component of the financial model is compensation. It is simply the difference between expenses and the sum of revenues. In total, this compensation represents \$13.1 million. Only 12 municipalities would require compensation to balance their budgets.

However, it is important to remember that no tax adjustments have been built into the model when additional expenditures are expected. This decision will ultimately be up to the new municipal councils.

- Overall, the financial model generates a potential surplus of \$153 million.
- The main weaknesses and strengths of this model can be summarized as follows:
 - Weaknesses:
 - Municipalities and cluster communities may see this change as a loss of local identity and autonomy.
 - The forced amalgamation of several local governments and LSDs can be seen as an undemocratic initiative.
 - Strengths:
 - All communities are involved in the change.
 None can say that they are not concerned.
 - The model ensures full municipalization of the province. It ends the governance of LSD territories without an elected government.

- It builds on the strong elements of the current local governance model, local governments.
- With few exceptions, by creating local governance units that meet the vitality criteria, it develops local units with the financial capacity to ensure their future development.
- By consolidating LSDs and the current 104 local governments into 53 municipalities, it lowers the debt ratio of municipalities.
- It allows new local governments to take on new responsibilities such as local development and the integration of newcomers.
- It also addresses fiscal inequities between municipalities and LSDs.
- The addition of some new responsibilities for local governments would be seen as a significant gain for local communities.
- Finally, from a financial perspective, the transfer of tax room to municipalities creates a favourable financial environment and puts municipalities in a good negotiating position with the provincial government.

3. Intermunicipal Councils and 104 municipalities amalgamated with neighbouring LSDs

- The latter model maintains the current 104 local governments (95 municipalities, 1 regional municipality and 8 rural communities) and ensures full municipalization of the territory by grouping neighbouring LSDs into one of these municipalities.
- These 104 municipalities would be grouped into 53 intermunicipal councils based on the territorial division proposed in the previous section and 12 RSDs. This allows for economies of scale.
- The 53 intermunicipal boards would be required to manage the following three services: police, fire protection, and roads.
- As in the previous model, RSCs would retain their current responsibilities and could be assigned the management of two new municipal responsibilities: local development and the reception and integration of immigrants.

- On average, the 104 municipalities would have a population of 7,110 and a tax base of \$664 million.
- There are recurring financial problems with this model. There has been a sharp increase in the number of municipalities that would not meet the quantitative vitality criteria. A total of 62 municipalities do not meet the 4,000 population criterion, 61 do not have at least \$298 million in tax base and 23 municipalities do not have satisfactory tax base growth.
- The financial context was studied using the same method as for the previous model.
 - When all changes are taken into account, total municipal spending would be \$1.3 billion, similar to the previous model.
 - On the revenue side, the mandate would be \$955.8M, the value of the tax room freed up would be \$340M, equalization would be

\$61.5M and compensation would be \$33.6M. It is important to note that to estimate equalization, we used a model in which the 104 municipalities are classified into 5 categories based on population. As in the previous section, equalization is calculated on the basis of the average per capita tax base and the average tax rate for each of the five categories.

- In this model, 61 municipalities would receive equalization (58.7%) and 44 municipalities would receive compensation to cover their expenses (42.3%). This illustrates the financial fragility of this model.
- Overall, the financial model generates a surplus of \$65.9 million when the total financial result is differentiated from the compensation.
- The main weaknesses and strengths of this third and final model can be summarized as follows:
- Weaknesses:
 - The mandatory participation of many municipalities on an intermunicipal board adds complexity to the local governance model. The lack of taxing powers of these boards may limit their effectiveness.

- As we have seen, several small units do not meet the selected vitality criteria, even though they are generally met at the scale of the intermunicipal council territories.
- This financial instability of small units can lead to the status quo and paralyze the development of new initiatives at the local level.
- In this model, the residents will believe that only the LSDs are affected by the changes. It must be remembered that this model causes the forced consolidation of LSDs.
- Finally, since it maintains all local governments, this proposal has little impact on their debt ratios.

- Strengths:

- Like the other two, this model ensures full municipalization of the province.
- Since it builds on the 104 existing local governments, it leverages local governance expertise by building on existing local governments.
- It also has the advantage of preserving local identities.
- It also allows for the addition of some new responsibilities for local governments.

Conclusion

- In our view, the only option that offers a future model for local governance in New Brunswick is the Finn Report revisited, i.e., the option that addresses the management of regional and local roads and gives municipalities additional responsibilities to ensure their future development.
- This model involves major transformations and sacrifices for all communities. While adjustments may be necessary in terms of the limitations of the RSDs, it still represents the best option for the current and future needs of communities of interest in New Brunswick.
- It puts local communities in an interesting negotiating position with the provincial government.
- Following the decision of the AFMNB members, further study of the financial model will be required, particularly on the equalization side. Equalization results are very sensitive to the way municipalities are ranked in the estimation.



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Introduction

The purpose of this report is to evaluate three of the five options proposed in Belliveau, Desjardins and Leclerc (2020) in their analysis of local governance in New Brunswick. The two options rejected are the status quo with tax adjustments (Option B) and the amalgamation of LSD residents with a neighbouring municipality (Option A). Option B has already been the subject of a preliminary analysis in their report and is not being analyzed because it does not ensure full municipalization. Option A is equivalent to Option D (Grouping of municipalities and LSDs forming a community of interest) when using the sustainability criteria presented in this text.

The first section of this report analyzes the creation of 12 municipalities by grouping local service districts (LSDs) from regional service districts (RSDs). The second section provides an update on the Finn Report (2008) proposal to reorganize local governance, i.e., the creation of 53 municipalities through the consolidation of municipalities, rural communities, and LSDs. The final section analyzes the proposed establishment of intermunicipal councils once LSDs are amalgamated with surrounding municipalities.

Consolidation of Local Service Districts (LSDs) into Municipalities

One of the goals of the Association francophone des municipalités du Nouveau-Brunswick (AFMNB) is to municipalize the entire province. One of the ways to achieve this is to amalgamate the LSDs of the 12 RSDs into municipalities. This idea is identified as one of the options to be analyzed in the Belliveau, Desjardins and Leclerc (2020) report on the future of local governance.

A minimalist version of this option was also proposed by Richard and Foucher (2020) in a recent brief. They propose that the Regional County Municipalities (RCMs) in Quebec and the Regional Municipalities in Nova Scotia be used as models for giving Regional Service Commissions (RSCs) more powers.

"This is the regional municipality model that would strengthen the powers and responsibilities of regional service commissions. We therefore strongly recommend that your government adopt such a model to address the developmental (and democratic) deficit of New Brunswick's regions."

Under this proposal, the territories of the LSDs would be taken over at the regional level by the RSCs. No mergers of municipalities or LSDs are proposed. To make up for the democratic deficit, at least 5 representatives of the LSDs would be elected by universal suffrage in each of the 12 regions. The increase in services and the cost of administration and representation in the LSDs would lead to a

harmonization of taxation throughout the territory. This reform would require a revision of the current equalization model.

While this proposal does not formally create municipalities with LSDs, it does imply a form of local governance of that territory, its administration by RSC staff, and the election of representatives, which is a similar approach.

However, this model itself creates an asymmetry in representation that is important to recognize and raises many questions. Municipalities are represented on the RSC Board by the mayors. At the municipal level, the mayor has a special status. They are the first among the elected representatives on Council. Given the large number of LSDs, the election of representatives of these residents would be done by grouping several LSDs to create electoral districts. However, since the LSDs are not grouped into municipalities, their representatives have no administrative support on which to structure their process. This is an asymmetry that risks creating tensions on the RSC Board and between LSD residents and their representatives. In addition, how are decisions made about the management of services in LSDs that are under municipal jurisdiction? If the LSDs are not structured as municipalities, who makes the decisions on this? How are these services funded? Can they vary from one LSD to another within the same RSC? Who manages these services? All of these questions show the weakness of a proposal that does

^{1 -} Building Sustainable Local Governments and Regions: (gnb.ca)

not first address the issue of true municipalization of LSDs.

This section of the report analyzes the option of consolidating the LSDs of each of the 12 RSCs into municipalities to assess its merits. We first look at this option by presenting a statistical portrait of these

12 municipalities. We then show how these variables have recently evolved. Finally, we test whether these municipalities would meet various sustainability criteria and discuss the importance of this issue for the future of local governance in New Brunswick.

1.1. PORTRAIT OF THE 12 MUNICIPALITIES

In 2016, the LSDs had a population of 222,946, which is 29.8% of the province's population. These residents do not elect representatives to deal with local services. They grant this power to the Minister of Local Government. The Minister of Local Government gives them the option of appointing an advisory committee. This is called the democratic deficit. It's about letting someone else make the local decisions that affect us.

The objective of full municipalization of the territory is to put an end to this situation by structuring democratic life in the LSDs. This objective would be achieved by grouping the LSDs into 12 municipalities on the basis of their belonging to the territory of one of the 12 RSCs. Figure 1 shows the territory covered by the municipalities that would result from this initiative. The legend in the lower left corner of the figure identifies these territories. For example, for RSC Northwest, Region 1, the territory covers the burgundy portion of the map.

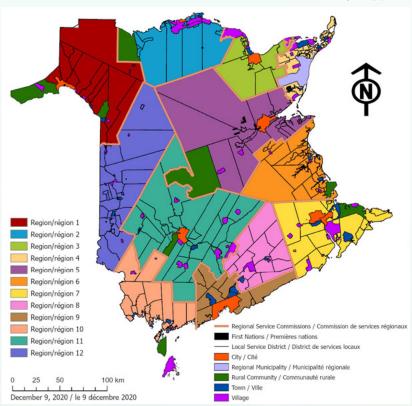


Figure 1. Local Community Boundaries, New Brunswick²

^{2 -} This map was published in 2021 by the Government of New Brunswick as part of its Local Governance Reform initiative and is available at map2.jpg (1240x1203) (onb.ca).

This overview of the situation in these municipalities begins with a look at the composition in terms of the number of administrative units and demographics. Table 1 presents the composition and population of these 12 municipalities.

Table 1. Population in 2016 and the Number of LSDs and Taxing Authorities

LSD of RSD	Number of Units	%	Population	%
Northwest	16	5.8%	12,930	5.8%
Restigouche	17	6.1%	3,976	1.8%
Chaleur	16	5.8%	13,762	6.2%
Acadian Peninsula	32	11.6%	14,519	6.5%
Greater Miramichi	20	7.2%	15,620	7.0 %
Kent	26	9.4%	19,711	8.8%
Southeast	29	10.5%	29,216	13.1%
8 (Sussex area)	19	6.9%	17,591	7.9 %
Fundy	10	3.6%	13,402	6.0%
Southwest	21	7.6%	15,371	6.9%
11 (Fredericton area)	43	15.5%	45,131	20.2%
West Valley	28	10.1%	21,717	9.7 %
Total	277	100.0%	222,946	100.0%
Average	23		18,579	

Sources: Statistics Canada. Census 2016 and New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020.

The number of units includes both LSDs and taxing authorities, those parts of LSDs that pay an additional tax to obtain a specific service such as street lighting. There are 277 of these in New Brunswick in 2020. RSC 11, the Fredericton area, has the most (43), followed by the Acadian Peninsula (32). The Fundy RSC has the fewest (10). We are talking about a large number of administrative units, which in itself represents a certain challenge.

There is also a great disparity in the total population of the LSDs in these regions. The Restigouche RSC is the smallest with 3,976 inhabitants and the Fredericton region is the most populous with 45,131. This is 2.4 times the average.

In order to provide local services to their population, these 12 municipalities would have access to a tax base and the revenue that comes with it. Table 2 provides a picture of the situation in 2020.

Table 2. Tax Base and Revenue, 2020

LSD of RSC	Tax Base	%	Tax Rate	Tax Revenue
Northwest	871,626,250	5.1%	0.6173	5,380,503
Restigouche	201,448,850	1.2%	0.8344	1,680,806
Chaleur	692,407,000	4.1%	0.6959	4,818,169
Acadian Peninsula	692,921,900	4.1%	0.7366	5,104,066
Greater Miramichi	953,431,450	5.6%	0.6102	5,818,278
Kent	1,370,675,300	8.1%	0.6403	8,776,038
Southeast	2,758,510,200	16.3%	0.4895	13,503,501
8 (Sussex area)	1,495,819,950	8.8%	0.6223	9,308,634
Fundy	1,410,378,700	8.3%	0.4433	6,251,762
Southwest	1,330,041,200	7.8%	0.5711	7,596,398
11 (Fredericton area)	3,700,054,444	21.8%	0.5065	18,741,890
West Valley	1,490,836,950	8.8%	0.6378	9,507,966
Total	16,968,152,194	100%	0.5686	96,488,010
Moyenne	1,414,012,683			8,040,668

Source: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020.

In total, the LSD tax base in 2020 will be almost \$17 billion. It is understandable that the province would want to retain control of this revenue source. Region 11, Fredericton, also has the largest share of the pie with 21.8% of the tax capacity, or \$3.7 billion. At the other end of the scale, the LSDs of the Restigouche RSC represent a tax base of \$201.5 million.

The average tax rate in the LSDs of the different RSCs varies greatly. The Restigouche LSDs have the highest average tax rate at \$0.8344 per \$100 of assessment. The lowest is in the Fundy region (\$0.4433 per \$100 of assessment). It should be remembered that this rate is in addition to the provincial rate paid for road repair and maintenance which is \$0.4115 per \$100 of assessment.

Five of the 12 regions are close to the average in terms of tax base (\$1.4 billion) and tax rate (0.5686 per \$100 of assessment): Kent, 8 (Sussex region), Fundy, Southwest, and West Valley.

The third element of this current picture of the 12 potential municipalities is current expenditures and grants. Table 3 presents information on these aspects³.

^{3 -} It is important to remember that these figures underestimate the actual expenses of LSD administration. As Belliveau, Desjardins and Leclerc (2020, pp. 37-38) have shown, to get a better idea of the real cost of services in LSDs, one must add to the net budget the actual expenditures for general administration and the cost of road repair and maintenance.

Table 3. Major Expenditures, Grants, and Budget, 2020

LSD of RSC	Fire Department	Police Services	Solid Waste Management	Other Expenses	Net Budget	Grant	% of Budget
Northwest	994,314	2,265,057	1,181,672	1,105,911	5,546,954	166,424	3.0%
Restigouche	661,344	665,028	381,293	150,350	1,858,015	177,199	9.5%
Chaleur	1,504,196	2,730,280	804,644	834,787	5,873,907	1,055,752	18.0%
Acadian Peninsula	978,231	2,212,876	1,092,965	1,374,348	5,658,420	554,331	9.8%
Greater Miramichi	1,618,498	3,815,735	1,153,210	663,901	7,251,344	1,433,150	19.8%
Kent	1,788,965	4,035,260	1,837,963	1,660,532	9,322,720	546,706	5.9%
Southeast	3,405,999	5,843,595	2,528,384	1,982,445	13,760,423	256,770	1.9 %
8 (Sussex area)	3,194,399	4,113,438	1,581,198	635,499	9,524,534	215,985	2.3%
Fundy	2,526,955	2,161,069	1,027,819	620,648	6,336,491	84,385	1.3%
Southwest	1,928,067	4,303,867	1,519,550	677,048	8,428,532	832,130	9.9%
11 (Fredericton area)	8,224,082	6,122,978	3,596,055	1,280,251	19,223,366	481,460	2.5%
West Valley	2,536,690	4,423,379	2,338,385	844,968	10,143,422	635,410	6.3%
Total	29,361,740	42,692,562	19,043,138	11,830,688	102,928,128	6,439,702	6.3%
En % du budget	28.5%	41.5%	18.5%	11.5%	100.0%		

Source: Nouveau-Brunswick, Environnement et Gouvernements locaux, Rapport annuel des statistiques municipales du Nouveau-Brunswick, 2020.

In addition to road repair and maintenance, the cost of which is not included in this table, the services provided to LSD residents are essentially summed up in three elements: police services (41.5% of expenditures), fire department (28.5%) and solid waste collection service (18.5%). All other services account for 11.5% of expenditures.

Of the \$102.9 million in expenditures, 93.7% is funded by tax revenues and 6.3% by grants from the province and the federal government. The degree of financial self-sufficiency of the LSDs varies greatly from one RSC to another. The Greater Miramichi (19.8%) and Chaleur (18%) LSDs are the most dependent on grants to finance their expenses. Fundy (1.3%) and Southeast (1.9%) are the two areas that rely on grants for less than 2% of their revenues and therefore have a higher degree of fiscal autonomy.

The final element of this overview is the relative wealth of these administrative units. We will look at it here from the point of view of the per capita tax base. This is an important indicator of the financial capacity of a community. Table 4 presents the data on this subject.



Table 4. Per Capita Tax Base of LSDs by RSC, 2020

LSD of RSC	Tax Base	Population	Tax Base Per Capita	% of Average
Northwest	871,626,250	12,930	67,411	88.6%
Restigouche	201,448,850	3,976	50,666	66.6%
Chaleur	692,407,000	13,762	50,313	66.1%
Acadian Peninsula	692,921,900	14,519	47,725	62.7 %
Greater Miramichi	953,431,450	15,620	61,039	80.2%
Kent	1,370,675,300	19,711	69,539	91.4%
Southeast	2,758,510,200	29,216	94,418	124.1%
8 (Sussex area)	1,495,819,950	17,591	85,033	111.7 %
Fundy	1,410,378,700	13,402	105,236	138.3%
Southwest	1,330,041,200	15,371	86,529	113.7 %
11 (Fredericton area)	3,700,054,444	45,131	81,985	107.7 %
West Valley	1,490,836,950	21,717	68,648	90.2%
Average	1,414,012,683	18,579	76,109	

Sources: Statistics Canada. Census 2016 and New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020.



This table provides further insight into the development gap between the north and south of the province. While the five southern regions of the province have an above-average tax base, the seven northern regions are in the opposite situation. The three administrative regions with the lowest per capita tax base are, in ascending order, Acadian Peninsula (62.7% of the provincial average), Chaleur (66.1%), and Restigouche (66.6%).

Fundy stands out with a per capita tax base of 138.3% (\$105,236) of the provincial average (\$76,109).

1.2. TRENDS IN KEY INDICATORS

Let us now look at the trends in the main indicators analyzed in the previous section, starting with the demographic variable. Table 5 presents the population data comparing the situation in 2001 and 2016. To construct this table, we used the current list of LSDs.

Table 5. Population Trends by Region, 2001 - 2016

LSD of RSC	2001	2016	Variation (%)
Northwest	14,348	12,930	-9.9 %
Restigouche	4,405	3,976	-9.7 %
Chaleur	15,175	13,762	-9.3%
Acadian Peninsula	16,389	14,519	-11.4 %
Greater Miramichi	18,696	15,620	-16.5 %
Kent	21,172	19,711	-6.9 %
Southeast	27,146	29,216	7.6 %
8 (Sussex area)	20,929	17,591	-15.9 %
Fundy	10,470	13,402	28.0%
Southwest	16,363	15,371	-6.1%
11 (Fredericton area)	46,160	45,131	-2.2 %
West Valley	23,788	21,717	-8.7 %
Total	235,041	222,946	-5.1%
Province	729,498	747,101	2.4%

Sources: Statistics Canada. Census 2001 and 2016.

Over the past two decades, the trend towards tertiarization of economic activity has continued. There is no doubt that this transformation in favour of the service sector is taking place to the advantage of urban centers in the province. It will therefore have a negative impact on the population of rural areas, except for those located near dynamic urban centers. This is the reality in New Brunswick.

As the data in Table 5 shows, only LSDs near Moncton and Saint John experienced an increase in population from 2001 to 2016. In LSDs in the Fundy Region, the population increased by 28% during this period. In the South East region, the population increased by 7.6%.

LSDs in all other regions experienced a decrease in population. The largest declines were observed in the LSDs of Greater Miramichi (-16.5%), Region 8 (-15.9%), and the Acadian Peninsula (-11.4%).

This is a major demographic trend that will continue with changes in the structure of economic activity and technological innovations that favour urban areas.

The following table shows the observed changes in financial variables from 2014 to 2020. To make this long-term comparison, two adjustments are necessary. In 2013, the provincial government began an overhaul of the method of funding the police. Prior to 2013, the province provided police and transportation services directly. To fund these services, the province charged a rate of \$0.6315 per \$100 of assessment to owner-occupied properties in LSDs. Beginning in 2013, the province undertakes a four-year transition to funding policing services directly by LSDs. A portion of \$0.22 per \$100 of assessment will be phased out of the \$0.6315 rate. In each of these four years, the rate in LSDs increases by \$0.055 per \$100 of assessment. In 2017, the initial rate of \$0.6315 per \$100 of assessment will have decreased to \$0.4115 and will be used solely for road funding in LSDs.

Thus, given this change, in order to make the 2014 and 2020 data comparable, it is necessary to adjust the expenditures and the tax rate since 2014 is the second year of this four-year transition. First, \$0.11 must be added to the tax rate in the LSDs and the revenue

that this rate generates to the total expenditures to estimate the full cost of the policy that the LSDs would have paid in 2014 if the entire transition had been completed. Table 6 contains these adjustments for the 2014 expenditure column.

Table 6. Changes in the Tax Base and Expenditures

	Tax Base			Tota	al Expenditures	5
LSD of RSC	2014	2020	Variation (%)	2014*	2020	Variation (%)
Northwest	745,155,900	871,626,250	17.0 %	4,019,423	5,546,954	38.0%
Restigouche	182,581,600	201,448,850	10.3%	1,599,456	1,858,015	16.2%
Chaleur	543,516,300	692,407,000	27.4%	3,610,742	5,873,907	62.7 %
Acadian Peninsula	607,165,286	692,921,900	14.1%	4,459,995	5,658,420	26.9 %
Greater Miramichi	840,552,758	953,431,450	13.4%	5,010,097	7,251,344	44.7 %
Kent	1,153,373,049	1,370,675,300	18.8%	7,028,525	9,322,720	32.6%
Southeast	2,231,133,641	2,758,510,200	23.6%	10,199,991	13,760,423	34.9%
8 (Sussex area)	1,554,063,938	1,495,819,950	-3.7 %	7,578,590	9,524,534	25.7 %
Fundy	1,236,455,956	1,410,378,700	14.1%	5,713,316	6,336,491	10.9%
Southwest	1,187,193,979	1,330,041,200	12.0 %	6,205,817	8,428,532	35.8%
11 (Fredericton area)	3,317,517,850	3,700,054,444	11.5 %	15,412,400	19,223,366	24.7%
West Valley	1,280,121,750	1,490,836,950	16.5 %	7,536,697	10,143,422	34.6%
Total	14,878,832,007	16,968,152,194	14.0%	78,375,049	102,928,128	31.3%

^{*} Total expenditures adjusted to reflect the full cost of policing.

Sources: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2014 and 2020.

Table 6 shows a significant imbalance between growth in the tax base and total spending, between growth in fiscal capacity and the cost of liabilities. The tax base grew by an average of 14% from 2014 to 2020. Total spending by LSDs, meanwhile, increased by 31.3%. That's 2.2 times faster. In Region 8 LSDs, the tax base actually decreased. This is due to the closure of the potash mine.

There is only one variable that allows the LSDs to balance their budgets: the tax rate. Table 7 shows the evolution of the average tax rate of the LSDs by region taking into account the adjustment presented above, i.e., the \$0.11 per \$100 of assessment of owner-occupied properties.

Table 7. Changes in the LSD Tax Rate, 2014 - 2020

LSD of RSC	2014*	2020	Variation (%)
Northwest	0.5107	0.6173	20.9%
Restigouche	0.7538	0.8344	10.7 %
Chaleur	0.5873	0.6959	18.5%
Acadian Peninsula	0.6248	0.7366	17.9 %
Greater Miramichi	0.5227	0.6102	16.7 %
Kent	0.5877	0.6403	9.0 %
Southeast	0.4448	0.4895	10.1%
8 (Sussex area)	0.4787	0.6223	30.0%
Fundy	0.4556	0.4433	-2.7 %
Southwest	0.4948	0.5711	15.4%
11 (Fredericton area)	0.4518	0.5065	12.1%
West Valley	0.5328	0.6378	19.7 %
Moyenne	0.4975	0.5686	14.3%

^{*} Adjusted rate: 2014 observed rate + \$0.11 per \$100 of assessment.

Sources: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2014 and 2020.

The general accounting logic is quite simple: the greater the gap between spending growth and tax base growth, the greater the increase in the tax rate per \$100 will be to ensure a balanced budget. Only subsidies can alleviate this budget constraint.

On average, the average tax rate in LSDs jumped 14.3% in LSDs across the province, once the adjustment for the police service is taken into account. Region 8 had the largest change with a 30% increase and the Fundy region had the smallest (-2.7%).

It is understandable that such a trend cannot continue indefinitely and that taxpayers will sooner or later want to control this tax grab.



1.3. SUSTAINABILITY OF THIS OPTION

We now have a more complete picture of the reality of the LSDs in the different regions and a better understanding of their challenges. But what can we conclude about the project of creating 12 municipalities by regrouping the LSDs of the 12 regions defined by the territory of the RSCs and their sustainability?

The creation of sustainable local communities was a major concern of the Finn Report (2008). The report proposed two types of criteria for assessing sustainability: the creation of municipalities based on the concept of communities of interest and the respect of two size variables (\$200 million tax base and 4,000 population).

The Department of the Environment and Local Government published a guide to assessing the sustainability of local communities in 2016. This guide emphasizes three criteria:

- "Fiscal capacity and financial management (tax base growth, revenue, budgeting, borrowing and debt, accounting and financial reporting)
- Community well-being (demographics)
- Governance (loss of quorum)⁴"

The most relevant element of this approach is its dynamic nature. Whereas the Finn Report used a static approach, the department introduces dynamic elements into the evaluation: tax base growth and population growth.

To evaluate this option, we will use the same criteria as for the other options. These are the following four criteria grouped into three categories (communities of interest, size, and sustainability):

- Municipality represents a community of interest (Finn Report)
- Municipality Size:
 - Tax base of at least \$298 million (Finn Report amount indexed by the increase in the value of the tax base in the province⁵)
 - Population of at least 4,000 (Finn Report)

 Growing fiscal capacity to ensure the municipality's sustainability (increase in the tax base sufficient to fund increased spending on basic services without increasing property taxes)

The first criterion is multidimensional and complex. Community of interest can be defined from multiple angles. It is used, for example, in its political dimension. It is then used to determine the boundaries of electoral districts. The concept is then defined as follows:

"'Community of interest' is rarely defined by statute but is generally understood to mean a group of people who share the same interests and values. These values may be the result of a common history or culture, common ethnic ancestry, or any other shared experience of constituents at the root of which are common interests" (ACE Electoral Knowledge Network, 2021).

The community of interest can also be defined in its socio-economic dimensions. In this case, it is defined by the organization of work, consumer networks, shared entertainment venues, schools and the education system, recreational facilities, health care organizations, etc. The modern community is a community of production, of consumption of services, of interaction between rural and urban people, of communications. The community of interest is an integrated community of interdependent residents.

It can also be defined in its geographical dimension. We then speak of land use planning, watershed management, and a road network that allows for relations within the territory.

From this perspective, it would be difficult to argue that the 12 municipalities created by grouping together the LSDs of the RSCs would correspond to real communities of interest. A string of small islands scattered over a large territory does not constitute a community of interest.

To illustrate this point, we can use a simple indicator: population density. In a large city like Moncton, in 2016, the population density per square kilometre was 506.5. In a small town like Oromocto, it was 410.9.

^{4 -} In its report, the Department used the Finn Report criteria to identify municipalities that should be studied. A total of 75 municipalities did not meet the Finn Report criteria. Of these, 40 did not meet the Ministry's three criteria. This shows that the province needs to make a fundamental transformation in local governance.

^{5 -} In 2008, Commissioner Finn proposed a minimum tax base of \$200 million. Updating this criterion can be done in at least two ways: i- by using indexation to the rate of inflation and ii- by using the rate of growth of the local tax base in the province. The first method would yield a criterion of \$245 million. The second method would yield a value of \$298 million. Since property values are growing much faster than goods and services, we suggest using the second approach.

In the LSDs of the Restigouche region, it was equal to 0.8. It could be argued that this is not a good example, and that this region represents the ultimate case of rural LSDs surrounded by Crown land. To address this argument, let's look at the LSDs in the Fundy Region. This region has a small number of LSDs located near a major urban center. In 2016, the population density was 5.6 people per square kilometre.

We can conclude that the 12 potential municipalities do not meet the community of interest criterion. This is a fundamental criterion for a political entity such as a municipality. This conclusion should not surprise anyone. It should be remembered that the RSC territory is a legacy of the Regional Solid Waste Commissions. These commissions were defined on the basis of reducing the cost of the service, not on the basis of respect for communities of interest.

For the two criteria related to size, we can refer to Table 4. It can be quickly seen that all municipalities, with the exception of the Restigouche region, meet the 4,000-population criterion. There are even three LSDs that meet this criterion on their own: Coverdale (population 4466 in 2016) and Moncton (5749) in the South East region, and Burton (5119) in the Fredericton region.

With respect to the \$298M tax base, all regional LSD groupings meet this criterion, with the exception once again of those in the Restigouche region.

The final criterion is the dynamic criterion. It too is fundamental because we are interested in the sustainability of the municipalities that emerged from the LSD consolidation. We saw in Table 6 that from 2014 to 2020, the growth of the tax base in LSDs was significantly lower than the growth of expenditures⁶. We then saw in Table 7 that the LSDs had been forced to increase their tax rates to compensate for this imbalance. We also saw in Table 5 that, with the exception of two areas, the population had declined in LSDs from 2001 to 2016. All these results lead us to the following conclusion: in general, LSDs are declining units. Building municipalities on this basis is a self-defeating initiative.

In summary, all of the municipalities created as a result of the amalgamation of LSDs in the 12 RSC areas do not meet the basic criteria of having a community of interest and sufficient tax base growth. Even though 11 of these 12 amalgamations meet the 2 size criteria (population and tax base), these municipalities have no future in the current New Brunswick context.

There is no reason to anticipate a major reversal of the situation in the future. Social, economic, and technological trends favor the movement of economic activity and population to urban centers. This process has been underway for many years and will continue.

^{6 -} In comparison, the growth of the tax base in the 8 cities of New Brunswick from 2008-2020 was 51.2%. In the LSDs, it was 43.3%.

2. Update of the Finn Model

In 2008, Commissioner Finn proposed a fundamental transformation of the local governance model in New Brunswick. The report contained 97 recommendations presented as a coherent package that could not be implemented piecemeal.

But that is what happened. The province decided not to act on all of the proposals and instead chose to take a voluntary approach to change and implement some of the proposals in the report, e.g., the creation of regional service commissions.

It is therefore important to update the main proposals in the report to see if the proposed model still holds up. In this update, one major change will be explored: the impact of transferring responsibility for local and regional roads to the new municipalities. The report proposed delaying this transfer because of the financial constraints involved.

2.1. THE CREATION OF 53 MUNICIPALITIES

Our evaluation uses the boundaries of the 53 municipalities proposed in the Finn Report. For the year 2008, information (boundaries, aggregated communities, population, financial data, etc.) on these units is available in the Appendix to the report? Since the publication of this report, some changes have occurred at the local level (e.g., the creation of the Rural Community of Haut-Madawaska and the Regional Municipality of Tracadie). These changes, however, allow the boundaries of the municipalities proposed in the Finn Report to be respected.

The RSDs boundaries adopted by the province do not match those proposed by Finn. Since we are working with Finn's proposed municipal boundaries, for ease of comparison between the data in the two reports, we are also using his 12 administrative region

boundaries. However, for linguistic or other reasons, there is nothing to prevent the current boundaries from being respected or adjusted in the future (e.g., Restigouche West divided between two RSDs).

Table 8 presents the basic data on the 53 municipalities. This data will allow us to judge whether the vitality criteria used in the evaluation of the first of the three options, i.e., the grouping into municipalities of the LSDs of the 12 regional service districts (RSDs), have been met. These criteria are grouping into communities of interest, a population of at least 4,000, a tax base of \$298 million, and satisfactory growth in the tax base. In order to help the reader locate the communities geographically, we have named the various communities using the name of one or more components of this local unit⁸.

Table 8. Profile of the 53 Municipalities

Number and Region	Municipalities	Population (2016)	Tax Base (2020)	Growth of the Tax Base (2008-2020)
1	Haut-Madawaska Region	4,404	350,195,850	43.8%
2	Edmundston Region	20,316	1,677,281,850	33.3%
3	Madawaska Centre	5,906	361,114,400	41.9 %
4	Grand Falls Region	10,121	976,843,900	28.8%
5	Perth Andover - Plaster Rock Region	9,429	579,253,050	30.3%
6	Restigouche West	6,002	388,634,350	44.1%
Region 1	Northwest	56,178	4,333,323,400	

^{7 -} Report of the Commissioner on the Future of Local Governance. (2008). Building Sustainable Local Governments and Regions: An Action Plan for the Future of Local Governance in New Brunswick, Addendum

^{8 -} Due to the large amount of data used in this report and the manipulations involved, some data may not be as accurate as we would like

Number and Region	Municipalities	Population (2016)	Tax Base (2020)	Growth of the Tax Base (2008-2020)
7	Campbellton - Atholville Region	12,779	977,959,600	40.2%
8	Dalhousie Region	9,036	558,194,450	2.5%
9	Belledune Region	2,720	447,697,600	13.5 %
Region 2	Restigouche	24,535	1,983,851,650	
10	Petit-Rocher - Beresford Region	14,282	790,293,050	63.8%
11	Bathurst Region	18,512	1,441,766,143	28.9 %
Region 3	Chaleur	32,794	2,232,059,193	
12	Paquetville Region - St-Isidore	6,817	339,323,500	34.2%
13	Caraquet Region	11,432	755,326,400	57.1%
14	Lamèque and Miscou Islands Region	6,216	320,751,050	52.4%
15	Shippagan - Le Goulet Region	4,937	346,545,550	41.0 %
16	Tracadie Regional Municipality	16,114	1,069,537,800	110.9 %
Region 4	Acadian Peninsula	45,516	2,831,484,300	
17	Neguac Region	5,324	299,062,400	54.0%
18	Miramichi Region	25,391	2,028,715,600	30.5%
19	Doaktown - Stanley Region	4,705	272,863,800	27.1%
20	Blackville - Renous Region	4,919	331,381,600	38.2%
21	Rogersville - Welford Region	4,348	216,969,700	107.5 %
Region 5	Greater Miramichi	44,687	3,148,993,100	
22	St. Louis - Baie Ste. Anne Region	5,946	308,336,100	47.4 %
23	Rexton - Richibucto Region	5,093	433,044,850	36.1%
24	Bouctouche - Ste-Marie Region	7,240	586,619,200	62.8 %
25	Cocagne - St-Antoine Region	11,848	1,038,896,450	145.0 %
Region 6	Kent	30,127	2,366,896,600	
26	Salisbury - Petitcodiac Region	10,398	774,893,850	33.1%
27	Moncton Region	77,638	9,305,243,850	71.6%
28	Shediac - Scoudouc Region	11,528	1,326,317,800	45.9 %
	Cap-Pelé - Beaubassin Region	8,801	863,256,000	61.9 %
30	Sackville - Dorchester Region	10,112	1,076,686,150	47.7 %
31	Memramcook Region	5,078	341,527,700	71.3 %
32	Dieppe Region	25,384	3,272,404,203	85.7 %
33	Riverview Region	24,133	1,908,087,150	66.4%
34	Alma - Hillsborough Region	4,133	290,523,700	36.4%
Region 7	Southeast	177,205	19,158,940,403	
35	Sussex - Cardwell Region	14,927	1,305,390,450	52.9 %
36	Norton - Springfield Region	4,960	429,007,900	88.5%
Region 8	Sussex Region	19,887	1,734,398,350	

Number and Region	Municipalities	Population (2016)	Tax Base (2020)	Growth of the Tax Base (2008-2020)
37	St. Martin - Simonds Area	5,545	317,700,700	75.8%
38	Hampton - Upham Region	8,262	670,400,550	69.3%
39	Rothesay - Quispamsis Region	33,742	3,521,448,100	69.9 %
40	Saint John Region	68,769	7,571,312,422	38.6%
41	Grand Bay - Westfield Region	8,065	585,583,650	58.0%
Region 9	Fundy	124,383	12,666,445,422	
42	Grand Manan Region	2,505	217,218,450	34.3%
43	Campobello Island Region	872	98,329,000	-3.9 %
44	St. George - Blacks Harbour Region	8,426	699,939,900	37.5 %
45	Saint Andrews - Saint Patrick Region	4,020	634,265,100	54.5%
46	St. Stephen - McAdam Region	12,543	906,038,550	41.1%
Region 10	Southwest	28,366	2,555,791,000	
47	Oromocto - Burton Region	22,756	2,234,215,600	52.6%
48	Minto - Cambridge-Narrows Region	8,876	795,885,620	33.5%
49	Fredericton Region	88,053	10,217,289,691	55.4%
50	Nackawick - Milville Region	8,913	639,322,770	40.5%
Region 11	Capital Region	128,598	13,886,713,681	
51	Woodstock - Canterbury Area	13,736	1,180,985,050	57.2 %
52	Hartland - Brighton Area	3,938	317,967,250	42.0 %
53	Florenceville-Bristol - Wicklow Region	9,486	661,448,300	29.5%
Region 12	West Valley	27,160	2,160,400,600	
Total		739,436	69,059,297,699	

Sources: Statistics Canada. 2016 Census and New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2008 and 2020.

On average, the 53 municipalities would have a population of nearly 14,000 and a tax base of \$1.3 billion. The average growth of the tax base from 2008 to 2020 is 52.6%. However, this average is not a good reflection of the reality of the 53 municipalities.

When we compare this profile with the vitality criteria, we obtain a more than satisfactory result. Only four of them do not meet the population criteria. One of these four, the Hartland - Brighton region, is only a few inhabitants short. Five municipalities do not meet the tax base criterion, two of which are within \$30M of the threshold.

The criterion of tax base growth is more difficult to assess. To get a good idea of this requirement, we can focus on the situation of current municipalities. From 2014 to 2020, spending by these municipalities

increased from \$820 million to \$939 million, an increase of 14.5%. During this period, the portion of this spending funded by taxation, the so-called mandate, increased from \$663M to \$755M, a 13.9% increase. We need to check the growth in the tax base that would have allowed municipalities to finance this mandate increase without a tax increase. In 2014, the weighted average tax rate for municipalities was \$1.5228 per \$100 of valuation and the tax base was \$43.6B. The average annual growth in the tax base that would have funded the mandate increase is 2.3%. Over a 12-year period, i.e., from 2008 to 2020, this equates to a 27.8% increase in the tax base. Only one of the 53 municipalities does not meet this threshold.

In summary, one municipality did not meet all three numerical criteria, two did not meet two of the three criteria, and six did not meet one of the three criteria. In 2008, three did not meet either of the two thresholds used in the Finn Report (population of 4,000 and tax base of \$200 million) and four met only one or the other (Finn Report, 2008, p. 89).

The community of interest criterion had already been documented in the Finn Report using a few indicators: linguistic composition, percentage of people living and working in the new municipality and regional service district, and presence of a unit with a tradition of local governance. We do not revisit

this criterion as it was met at the time. It should also be noted that linguistic composition was used by the province to modify the RSDs map proposed by Commissioner Finn.

It can be concluded from this exercise that overall; this model passes the vitality test. The establishment of a supportive fiscal environment would ensure the sustainability of local governments in the province if this model were adopted.

2.2. SERVICES OFFERED

In their analysis of the financial situation of municipalities in New Brunswick, Belliveau, Desjardins, and Leclerc (2020) showed that:

- The quantity and quality of municipal services vary greatly depending on the size of the municipality.
- The provision of specialized services in large cities, such as public transit, gives them access to significant transfers from the provincial and federal governments that are not available to other types of local governments.
- Smaller municipalities are struggling to meet minimum requirements in some essential services.

The supply of municipal services therefore varies greatly from one category of municipality to another, regardless of the classification criteria used. Moreover, whether we compare municipalities in New Brunswick, between Canadian provinces or between countries, we find that the offer is far from homogeneous.

Another important factor is that the service offering is evolving. For example, climate change management is an area of activity that didn't exist - or only minimally - a few years ago. The aging of the population is another major trend that is influencing the evolution of services offered by municipalities. Municipalities are adapting to this changing environment.

In a federation like Canada, where one level of government can more or less unilaterally delegate new responsibilities to lower levels, unforeseen changes can also occur. This is particularly the case for the municipal level.

Finally, with the evolution of scientific knowledge and also the expectations of the population in terms of government services, the standards applied to the offer of services will become more demanding. This trend will normally result in an increase in the cost of providing these services and an increase in the training required to manage and deliver them.

a. The Case of Fredericton

In the work leading up to the release of the Finn Report (Finn, 2008, p. 32), the City of Fredericton highlighted in its submission to the Commissioner the extent of municipal services requested by residents. The following is a summary:

- Police Services
- Fire Department
- Planning and Development Control
- Tourism
- Arts and Culture
- Governance
- Public Works
- Water and Sewer Services
- Trees and Parks
- Public Transit
- Recreation
- Administrative Services
- Economic Development

The expectations of Fredericton residents regarding the provision of municipal services are varied and, as we will see in the next two sections, not dissimilar to those found elsewhere in the country or internationally.

b. Canadian Examples

Municipalities in New Brunswick's neighbouring provinces (Nova Scotia, Prince Edward Island, Quebec, and Ontario) offer many different services, but they also vary between provinces. Nevertheless, a group of services are offered by municipalities in all - or most - of them. These services, which can be seen in Table 9, are:

- Development/Urban Planning
- Arts and Culture

- Collection of Waste and Recycling
- Economic Development
- Water and Sewage
- Recreation
- Public Housing
- Roads
- Fire Department
- Public Transportation

Table 9. Services Offered by Municipalities in Four Canadian Provinces

	PEI	NS	Quebec	Ontario
Airports		Χ		Χ
Ambulances				Χ
Town Planning / Urban Development	X	X	Χ	Χ
Arts and Culture		Χ	Χ	Χ
Library				X
Waste and Recycling Collection	X	X	Χ	X
Animal Control				X
Snow Removal			X	Χ
Economic Development		X	X	Χ
Water & Sewer	X	X	Χ	Χ
Storm Sewers				Χ
Electricity				X
Property Assessment				X
Nursing Homes				Χ
Child Care				Χ
Recreation	X	Χ	Χ	Χ
Social Housing		X	Χ	Χ
Emergency Preparedness		X		
Parks			Χ	Χ
Tax Collection				X
Road Network	X	Χ	Χ	
Public Health		X		Χ
Police Department	X			X
Fire Department	X	X		Χ
Social Services				X
Public transportation		X	Χ	X
Sidewalks				X

Sources: Association of Municipalities of Ontario. 2020; Government of Quebec, Ministry of Municipal Affairs and Housing. 2020; Steering Committee of the Provincial-Municipal Fiscal Review. 2013; The IRIS Group. 2007.

c. International Examples

A 2009 study by the UN-Habitat Organization, which presents the sectors of activity of municipalities in certain member countries of the Organisation for Economic Co-operation and Development (OECD) (United Nations Human Settlements Programme (UN-HABITAT), 2009), presents results that do not differ much from those of Canada, as we can see in Table 10. Note that in Canada, education

appears to be a sector with a significant budgetary expenditure at the municipal level. This is probably the result of including local school district spending as a municipal rather than a provincial expenditure. Notwithstanding this result, we can conclude that the provision of municipal services in Canada is not diametrically opposed to the trend found in most Western countries.

Table 10. Distribution of Selected Municipal Expenditures, Selected OECD Countries, 2006 (% of Total)

	Germany	Australia	Austria	Canada	Denmark
General Public Services	17.4	24.4	16.9	8.7	6.1
Public Safety, Defense	5.4	2.6	2.1	9.2	0.3
Economic Development, Transportation	13.5	26.7	14.2	13.2	4.7
Environmental Protection	6.8	9.5	2.6	5.9	0.9
Housing and Community Facilities	7.7	13.7	2.8	7.8	0.4
Health	2.3	1.2	16.3	1.5	20.4
Recreation, Culture, and Religion	n.d.	15.7	7.1	6.9	2.7
Education	7.2	0.4	16.7	41.2	12.9
Social Security	39.7	5.8	21.3	5.5	51.5
	Spain	Finland	France	Hungary	Ireland
General Public Services	33.4	14.0	19.2	19.3	11.4
Public Safety, Defense	7.8	2.1	2.8	1.2	3.2
Economic Development, Transportation	14.5	6.1	13.1	5.7	23.8
Environmental Protection	10.0	0.7	6.9	3.9	8.7
Housing and Community Facilities	9.6	0.4	15.2	6.9	22.7
Health	1.2	28.4	0.6	15.4	0.0
Recreation, Culture, and Religion	10.9	4.6	10.2	4.8	4.1
Education	4.5	20.5	16.2	29.9	20.7
Social Security	8.1	23.3	15.8	12.8	5.4
	Iceland	Italy	Luxembourg	Norway	New Zealand
General Public Services	10.0	14.6	20.9	10.7	18.3
Public Safety, Defense	0.9	1.5	1.7	1.0	0.5
Economic Development, Transportation	11.7	14.8	15.9	6.5	35.0
Environmental Protection	2.4	4.6	12.1	3.6	21.3
Housing and Community Facilities	4.5	4.7	7.6	4.2	7.3
Health	0.8	43.9	0.3	15.2	0.0
Recreation, Culture, and Religion	17.3	3.0	13.1	4.8	12.1
Education	37.2	8.3	24.6	28.4	0.0
Social Security	15.0	4.5	3.9	25.6	5.5

	Poland	Czech Republic	Slovakia	Switzerland
General Public Services	9.4	14.5	17.5	14.3
Public Safety, Defense	1.8	1.8	1.0	5.2
Economic Development, Transportation	14.8	21.4	15.9	8.7
Environmental Protection	4.0	7.3	6.2	5.3
Housing and Community Facilities	5.6	9.1	9.9	2.5
Health	15.3	2.2	0.3	20.5
Recreation, Culture, and Religion	5.2	7.5	7.1	5.6
Education	29.6	27.5	35.4	21.7
Social Security	14.2	8.7	6.6	16.2

Source: United Nations Human Settlements Programme (UN-HABITAT), 2009.

What can we learn from this overview when looking at the reality of municipal service delivery in the province? By analyzing the New Brunswick reality and comparing it with the situation in neighbouring provinces as well as in several Western countries, we can conclude that, in general, the basic services offered by municipalities are the following:

- Development/Urban Planning
- Arts and Culture
- Waste Collection and Recycling
- Economic Development
- Water and Sewage
- Recreation
- Roads
- Fire Department
- Emergency Services
- Public Transportation

While there may be some debate as to whether all of these services are included in the list of essential elements, it is clear that they are increasingly being included in the range of services offered by municipalities in Canada and abroad.

However, this list is not set in stone. Residents' expectations are changing. Their needs are evolving as well. Municipalities must adapt to these changes. For example, there is a recognized need to be better equippedtointerveneintheimmigrationfieldtofacilitate the integration of newcomers into communities. This includes a wide range of services such as public housing and transit tailored to the needs of smaller communities. In New Brunswick, the responsibility and funding of these new needs must always be analyzed from an Equal Opportunity perspective in order to take into consideration the balance between needs and the fiscal capacity of communities.

2.3. COST OF SERVICES

In 2008, Commissioner Finn recommended that two new responsibilities be mandated on the municipal agenda: emergency services and economic development. The cost of these services was to be funded through property tax increases. For the regional emergency plan, a tax increase of 0.01 per \$100 of assessment and for economic development, an increase of \$0.0025.

Since the report was tabled, municipalities have put effort into implementing emergency services and are now spending more than the Finn Report predicted. In 2020, municipalities spent \$7.5 million on this issue while the revenue generated by a tax increase of 0.01 per \$100 of assessment was \$4.4 million. Therefore, there is no longer a need for additional spending on this service.

In the case of economic development, it must be recognized that many municipalities are not actively involved in this issue and the same is true for LSDs. Therefore, an additional expense equivalent to that proposed in the Finn Report is required.

Municipalities also want to play a more active role in the immigration initiative, in terms of welcoming and integrating newcomers. This will remain a shared responsibility with the federal and provincial governments. However, reception and integration are aspects that can be handled by local communities. The planning of reception services in the area of public housing and transportation can also be done at the local level. For this additional responsibility, we propose to provide a budget equal to that devoted to economic development, i.e., 0.0025 per \$100 of assessment.

The most controversial issue is roads. Given the weaknesses and complexity of the current management system, it would be preferable to examine the possibility of transferring responsibility for the management of regional and local roads to the municipalities.

Currently, regional roads in municipalities are a shared responsibility between the province and the municipalities. The cost of these roads should be divided equally. However, given the priority that municipalities place on certain regional roads, a different cost sharing has been negotiated in some cases to expedite repair work. It is our view in this report that this responsibility will be entirely local.

We use the same approach for LSD roads. A recent provincial government report provided an update on the cost of these roads⁹. According to this presentation, the LSDs have 12,983 km of roads. If roads that join two LSDs are considered regional, then 3,516 km of these roads are classified as regional and 9,467 km are classified as local. The average annual cost of maintaining one kilometer of these roads is estimated at \$10,200. This cost is broken down into three components: rehabilitation (\$4,466), summer maintenance (\$1,656), and winter maintenance (\$4,078). It is this cost that we use to estimate the expenditure of the new municipalities for regional and local roads.



^{9 -} New Brunswick. (2020). Municipal Costing Presentation. Fredericton, GNB, presentation PowerPoint, 3 slides.

Table 11 presents data on kilometers of roads, by category, in the 53 new municipalities. For LSDs, this is an estimate since we do not have access to current data. Therefore, we used the available data from the Finn Report to calculate the percentage of LSD road kilometers in each municipality. This percentage was then applied to the total data from the provincial government's road report. This is an adjustment of 642 km (5.2%) which likely represents new roads built since 2008.

Table 11. Estimated Road Mileage in the 53 Municipalities

Number and Region	Municipalities	Prov.	Reg.	Loc.	Km Total	Pop. per km of Road	Tax Base per km
1	Haut-Madawaska Region	49	110	129	288	15.4	1,217,849
2	Edmundston Region	74	11	333	418	48.6	4,013,031
3	Madawaska Centre	147	13	211	372	15.9	971,681
4	Grand Falls Region	86	49	200	335	30.2	2,916,645
5	Perth Andover - Plaster Rock Region	327	182	423	932	10.1	621,442
6	Restigouche West	109	19	155	283	21.2	1,372,549
Region 1	Northwest	792	383	1,452	2,627	21.4	1,649,325
7	Campbellton - Atholville Region	104	52	133	288	44.3	3,389,853
8	Dalhousie Region	43	48	109	200	45.1	2,784,246
9	Belledune Region	85	10	91	186	14.6	2,400,539
Region 2	Restigouche	232	110	333	675	36.3	2,936,959
10	Petit-Rocher - Beresford Region	46	27	195	268	53.2	2,946,399
11	Bathurst Region	160	158	227	545	34.0	2,644,437
Region 3	Chaleur	206	185	423	813	40.3	2,744,007
12	Paquetville - St-Isidore Region	68	108	147	323	21.1	1,050,162
13	Caraquet Region	69	72	164	305	37.5	2,475,147
14	Lamèque and Miscou Islands Region	39	70	90	199	31.2	1,609,565
15	Shippagan - Le Goulet Region	28	35	62	126	39.3	2,756,636
16	Tracadie Regional Municipality	66	43	235	344	46.9	3,113,079
Region 4	Acadian Peninsula	270	329	698	1 297	35.1	2,183,383
17	Neguac Region	53	25	127	205	26.0	1,458,017
18	Miramichi Region	179	263	519	962	26.4	2,109,051
19	Doaktown - Stanley Region	150	69	208	427	11.0	638,851
20	Blackville - Renous Region	142	25	116	282	17.4	1,173,126
21	Rogersville - Welford Region	37	71	123	232	18.8	937,089
Region 5	Greater Miramichi	561	453	1,094	2,108	21.2	1,493,720
22	St. Louis - Baie Ste-Anne Region	110	47	147	304	19.6	1,014,560
23	Rexton - Richibucto Region	146	72	355	573	8.9	755,248
24	Bouctouche - Ste-Marie Region	56	84	204	344	21.1	1,706,415
25	Cocagne - St-Antoine Region	73	96	172	341	34.7	3,043,720
Region 6	Kent	385	299	878	1,562	19.3	1,514,921

Number and Region	Municipalities	Prov.	Reg.	Loc.	Km Total	Pop. per km of Road	Tax Base per km
26	Salisbury - Petitcodiac Region	202	59	499	760	13.7	1,019,859
27	Moncton Region	128	10	484	622	124.8	14,963,724
28	Shediac - Scoudouc Region	75	66	151	291	39.6	4,552,262
29	Cap-Pelé - Beaubassin Region	108	127	318	553	15.9	1,560,880
30	Sackville - Dorchester Region	122	137	355	614	16.5	1,753,918
31	Memramcook Region	36	34	77	147	34.6	2,328,296
32	Dieppe Region	35	17	142	194	131.0	16,885,569
33	Riverview Region	24	0	147	171	140.9	11,142,117
34	Alma - Hillsborough Region	84	12	272	368	11.2	790,226
Region 7	Southeast	814	462	2,444	3,719	47.6	5,151,188
35	Sussex - Cardwell Region	344	129	812	1,284	11.6	1,016,439
36	Norton - Springfield Region	90	153	275	517	9.6	829,365
Region 8	Sussex Region	434	281	1,086	1,802	11.0	962,725
37	St. Martin - Simonds Area	40	25	210	275	20.1	1,153,564
38	Hampton - Upham Region	49	32	193	275	30.1	2,441,759
39	Rothesay - Quispamsis Region	57	121	411	590	57.2	5,973,043
40	Saint John Region	108	37	604	749	91.8	10,102,545
41	Grand Bay - Westfield Region	73	0	126	199	40.5	2,939,146
Region 9	Fundy	328	215	1,545	2,088	59.6	6,065,715
42	Grand Manan Region	0	183	0	183	13.7	1,184,471
43	Campobello Island Region	0	24	45	69	12.6	1,423,635
44	St. George - Blacks Harbour Region	74	125	234	433	19.5	1,616,023
45	Saint Andrews - Saint Patrick Region	92	0	239	331	12.1	1,915,438
46	St. Stephen - McAdam Region	112	80	407	599	20.9	1,512,057
Region 10	Southwest	278	412	926	1,616	17.6	1,581,628
47	Oromocto - Burton Region	256	175	358	789	28.8	2,832,440
48	Minto - Cambridge-Narrows Region	262	149	360	771	11.5	1,032,727
49	Fredericton Region	281	215	698	1,193	73.8	8,563,271
50	Nackawick - Milville Region	230	157	275	661	13.5	967,045
Region 11	Capital Region	1,029	694	1,690	3,414	37.7	4,067,910
51	Woodstock - Canterbury Area	254	200	454	908	15.1	1,300,821
52	Hartland - Brighton Area	145	22	172	339	11.6	936,794
53	Florenceville-Bristol - Wicklow Region	186	83	465	734	12.9	900,592
Region 12	West Valley	585	305	1,091	1,982	13.7	1,090,144
Total		5,913	4,130	13,661	23,704	31.2	2,913,390

Sources: Government of New Brunswick and authors' estimates.

The next step is to estimate the annual expenditure associated with the repair and maintenance of roads under the responsibility of the new municipalities. For the roads in the current municipalities, we know the expense for 2020. What remains to be estimated is the expense associated with 50% of the cost of maintaining regional roads currently paid by the province. We know that in 2020, municipalities spent \$37,500 per kilometer of regional and local roads. We use 50% of this amount to estimate the additional expense associated with full responsibility for regional roads, i.e., \$18,750 per km of regional roads.

For LSDs, we have seen above that the government estimates the average annual cost to be \$10,200. We use this estimate for both road categories.

Table 12 shows the total expenditure on roads. It is broken down into three components: the current expenditure by municipalities, the additional expenditure in current municipalities for 50% of the cost of regional roads, and the expenditure for regional and local roads in LSDs.

Table 12. Estimated Expenditures for Roads

	•				
1	Haut-Madawaska Region	693,100	175,875	2,227,510	3,096,485
2	Edmundston Region	7,664,754	157,688	1,810,551	9,632,992
3	Madawaska Centre	741,123	142,688	1,914,068	2,797,878
4	Grand Falls Region	2,290,686	209,250	1,751,007	4,250,943
5	Perth Andover - Plaster Rock Region	570,242	87,375	5,750,413	6,408,030
6	Restigouche West	904,464	0	1,566,897	2,471,361
Region 1	Northwest	12,864,369	772,875	15,020,446	28,657,690
7	Campbellton - Atholville Region	4,531,380	668,438	653,489	5,853,307
8	Dalhousie Region	3,374,893	844,313	142,711	4,361,917
9	Belledune Region	993,200	44,438	410,278	1,447,916
Region 2	Restigouche	8,899,473	1,557,188	1,206,479	11,663,139
10	Petit-Rocher - Beresford Region	2,051,703	145,125	1,466,802	3,663,630
11	Bathurst Region	4,900,879	222,000	2,604,804	7,727,683
Region 3	Chaleur	6,952,582	367,125	4,071,605	11,391,312
12	Paquetville - St-Isidore Region	533,299	32,063	2,415,497	2,980,859
13	Caraquet Region	2,731,847	576,750	672,235	3,980,832
14	Lamèque and Miscou Islands Region	526,965	139,125	1,320,806	1,986,896
15	Shippagan - Le Goulet Region	1,183,056	109,875	594,001	1,886,932
16	Tracadie Regional Municipality	3,469,445	52,313	2,166,931	5,688,688
Region 4	Acadian Peninsula	8,444,612	910,125	7,169,469	16,524,206
17	Neguac Region	533,085	153,938	1,116,503	1,803,526
18	Miramichi Region	7,296,374	52,875	5,547,943	12,897,192
19	Doaktown - Stanley Region	365,060	114,375	2,547,789	3,027,224
20	Blackville - Renous Region	204,058	205,688	1,227,378	1,637,124
21	Rogersville - Welford Region	395,487	62,250	1,839,587	2,297,324
Region 5	Greater Miramichi	8 794 064	589 125	12 279 201	21 662 390
22	St. Louis - Baie Ste-Anne Region	250 032	19 500	1 917 965	2 187 497
23	Rexton - Richibucto Region	700 008	38 438	4 102 511	4 840 957
24	Bouctouche - Ste-Marie Region	874,454	93,750	2,569,369	3,537,573

Number	Municipality	Current Municipal Expenditures	Additional Expenditures Municipal Roads Reg.	Additional Expenditures DSL Roads	Total
25	Cocagne - St-Antoine Region	582,569	45,188	2,551,540	3,179,297
Region 6	Kent	2,407,063	196,875	11,141,385	13,745,323
26	Salisbury - Petitcodiac Region	1,378,303	117,750	5,250,302	6,746,355
27	Moncton Region	31,879,422	63,375	476,720	32,419,517
28	Shediac - Scoudouc Region	2,354,094	29,438	1,633,143	4,016,675
29	Cap-Pelé - Beaubassin Region	714,664	205,688	4,179,268	5,099,619
30	Sackville - Dorchester Region	2,328,147	231,938	3,961,198	6,521,283
31	Memramcook Region	1,568,682	632,813	17,599	2,219,094
32	Dieppe Region	8,809,055	227,625	49,962	9,086,642
33	Riverview Region	4,020,959	0	323,296	4,344,255
34	Alma - Hillsborough Region	852,691	227,438	2,497,198	3,577,327
Region 7	Southeast	53,906,017	1,736,063	18,388,686	74,030,766
35	Sussex - Cardwell Region	2,027,726	83,250	9,079,411	11,190,387
36	Norton - Springfield Region	522,429	534,188	3,784,738	4,841,354
Region 8	Sussex Region	2,550,155	617,438	12,864,149	16,031,742
37	St. Martin - Simonds Area	49,317	50,625	2,357,086	2,457,028
38	Hampton - Upham Region	1,016,650	52,125	1,796,146	2,864,921
39	Rothesay - Quispamsis Region	8,216,105	62,063	2,344,020	10,622,188
40	Saint John Region	30,038,472	202,688	570,165	30,811,324
41	Grand Bay - Westfield Region	1,761,846	4,500	770,874	2,537,220
Region 9	Fundy	41,082,390	372,000	7,838,290	49,292,680
42	Grand Manan Region	478,750	1,528,875	1,038,715	3,046,340
43	Campobello Island Region	0	0	704,409	704,409
44	St. George - Blacks Harbour Region	753,240	137,250	3,296,655	4,187,145
45	Saint Andrews - Saint Patrick Region	781,488	0	2,100,440	2,881,928
46	St. Stephen - McAdam Region	2,470,800	106,688	4,361,740	6,939,228
Region 10	Southwest	4,484,278	1,772,813	11,501,959	17,759,049
47	Oromocto - Burton Region	3,797,844	408,000	4,124,482	8,330,326
48	Minto - Cambridge-Narrows Region	1,485,011	1,583,250	3,960,989	7,029,250
49	Fredericton Region	21,582,004	213,750	5,527,684	27,323,438
50	Nackawick - Milville Region	418,356	73,313	4,189,900	4,681,568
Region 11	Capital Region	27,283,215	2,278,313	17,803,055	47,364,582
51	Woodstock - Canterbury Area	1,655,732	195,188	6,042,044	7,892,964
52	Hartland - Brighton Area	344,500	0	1,854,935	2,199,435
53	Florenceville-Bristol - Wicklow Region	895,241	149,625	5,227,101	6,271,967

Number	Municipality	Current Municipal Expenditures	Additional Expenditures Municipal Roads Reg.	Additional Expenditures DSL Roads	Total
Region 12	West Valley	2,895,473	344,813	13,124,081	16,364,366
Total		180,563,691	11,514,750	132,408,805	324,487,246

Source: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

We now need to focus on the other expenses. We have already dealt with the additional responsibilities in economic development and immigration. For these two services, we estimate expenditures by applying an additional tax of \$0.0025 per \$100 of assessment for each

For current expenditures excluding roads¹⁰, there are two categories of services: i- those for which LSDs spend amounts equivalent to those of small municipalities and which do not need to be adjusted, ii- those for which LSDs spend little or nothing and which need to be adjusted, and iii- those for which both municipal and LSD expenditures are small and which do not need to be adjusted or which do not involve LSDs.

The first group includes the following three services: sanitation, police, and fire protection. The second group includes these four services: general administration, emergency services, other protective services, development services, and recreational and cultural services. The last category includes water distribution fees, public health services, and debt services.

To estimate the expenditures of the 53 new municipalities, we added the current expenditures of the municipalities, rural communities, and LSDs. For the latter, an adjustment was made by adding to the current expenditure an amount equal to the product of the number of inhabitants in the LSDs times 40% of the current per capita expenditure of the local governments included in this new municipality. For example, for the Grand Falls Region Municipality, the LSDs currently spend \$37.90 per capita on general administration and the municipalities spend \$280.90. The expenditure for this service for LSD residents was adjusted by adding to the current per capita expenditure (\$37.93), 40% of the current average expenditure in local governments (40% of \$280.90 = \$112.36), resulting in an adjusted expenditure of \$150.29. This method was used for four services identified above.

Table 13 presents the estimated expenditure for all municipal services, including the transportation services estimated in Table 12. Due to the number of columns, Table 13 is divided into two sections, a and b.

^{10 -} LSD expenditures have been reclassified to match the categories used to record municipal expenditures. For example, administration and property assessment expenditures have been added together to create the category "general administration services".

Table 13a. Estimated Expenditures (in thousands of dollars)

Number and Region	Municipality	General Admin. Services	Police Services	Fire Protec- tion	Water Distri- bution Costs	Emer- gency Services	Other Pro- tection Services	Trans- port. Services
1	Haut-Madawaska	1,155	860	374	176	22	13	3,096
2	Edmundston	4,331	6,150	2,934	537	1,278	435	9,633
3	Madawaska-Centre	995	995	427	146	4	12	2,798
4	Grand Falls	2,562	3,050	653	252	24	29	4,251
5	Perth Andover - Plaster Rock	1,377	1,683	703	57	15	26	6,408
6	West Restigouche	1,324	1,087	432	24	13	14	2,471
Region 1		11,743	13,824	5,524	1,192	1,357	528	28,658
7	Campbellton - Atholville	2,408	3,741	1,554	218	15	196	5,853
8	Dalhousie	2,031	1,693	545	543	33	31	4,362
9	Belledune	1,457	990	437	23	8	16	1,448
Region 2		5,896	6,424	2,536	784	56	242	11,663
10	Petit-Rocher - Beresford	2,764	3,280	833	450	15	111	3,664
11	Bathurst	4,242	5,701	3,617	500	1,567	401	7,728
Region 3		7,006	8,981	4,450	950	1,582	512	11,391
12	Paquetville - St-Isidore	1,566	1,052	732	0	22	40	2,981
13	Caraquet	3,238	2,090	641	69	10	18	3,981
14	Lamèque and Miscou Islands	1,295	976	620	44	3	13	1,987
15	Shippagan - Le Goulet	1,607	927	312	100	14	15	1,887
16	Tracadie Regional Municipality	2,507	1,189	1,034	74	86	84	5,689
Region 4		10,213	6,235	3,339	287	135	170	16,524
17	Neguac	1,109	939	370	0	28	11	1,804
18	Miramichi	4,227	7,965	4,331	671	1,295	73	12,897
19	Doaktown - Stanley	863	896	432	0	7	22	3,027
20	Blackville - Renous	561	1,341	635	0	4	13	1,637
21	Rogersville - Welford	704	690	631	0	14	15	2,297
Region 5		7,464	11,831	6,400	671	1,348	134	21,662
22	St-Louis - Baie Ste-Anne	1,120	997	512	0	20	23	2,187
23	Rexton - Richibucto	1,323	1,202	704	0	11	27	4,841
24	Bouctouche - Ste-Marie	1,109	1,504	382	40	7	42	3,538
25	Cocagne - St-Antoine	1,398	2,859	1,238	13	48	72	3,179
Region 6		4,951	6,562	2,836	53	86	163	13,745

Number and Region	Municipality	General Admin. Services	Police Services	Fire Protec- tion	Water Distri- bution Costs	Emer- gency Services	Other Pro- tection Services	Trans- port. Services
26	Salisbury - Petitcodiac	1,290	1,768	1,103	0	32	34	6,746
27	Moncton	18,381	23,927	17,258	3,565	48	3,746	32,420
28	Shediac - Scoudouc	2,557	2,744	847	205	40	157	4,017
29	Cap-Pelé - Beaubassin	1,778	1,856	543	0	28	46	5,100
30	Sackville - Dorchester	2,726	2,710	1,508	393	40	179	6,521
31	Memramcook	1,107	863	351	140	6	12	2,219
32	Dieppe	7,122	5,952	6,519	1,750	6	732	9,087
33	Riverview	2,999	4,437	3,743	300	24	369	4,344
34	Alma - Hillsborough	960	656	499	11	14	13	3,577
Region 7		38,921	44,912	32,371	6,364	238	5,289	74,031
35	Sussex - Cardwell	2,067	3,550	2,633	187	54	193	11,190
36	Norton - Springfield	558	1,230	739	0	9	17	4,841
Region 8		2,626	4,780	3,371	187	63	210	16,032
37	St. Martin - Simonds	773	493	645	0	17	10	2,457
38	Hampton - Upham	1,410	1,591	1,203	0	34	287	2,865
39	Rothesay - Quispamsis	5,442	7,192	7,093	437	474	332	10,622
40	Saint John	14,826	26,894	25,323	2,500	2,947	2,387	30,811
41	Grand Bay - Westfield	1,112	1,028	1,296	0	24	34	2,537
Region 9		23,563	37,198	35,561	2,937	3,497	3,049	49,293
42	Grand Manan	518	698	153	0	6	16	3,046
43	Campobello Island	94	318	151	0	1	3	704
44	St. George - Blacks Harbour	1,442	2,295	1,019	110	12	148	4,187
45	Saint Andrews - Saint Patrick	1,711	1,442	566	75	11	34	2,882
46	St. Stephen - McAdam	2,426	3,142	1,912	155	15	245	6,939
Region 10)	6,191	7,894	3,801	340	46	447	17,759
47	Oromocto - Burton	5,308	3,732	5,845	478	95	320	8,330
48	Minto - Cambridge-Narrows	1,815	1,375	1,897	0	70	37	7,029
49	Fredericton	17,685	27,075	19,377	1,101	260	1,916	27,323
50	Nackawick - Milville	1,087	1,061	1,950	42	40	81	4,682
Region 11		25,895	33,243	29,069	1,621	466	2,354	47,365
51	Woodstock - Canterbury	1,839	4,380	1,845	188	10	79	7,893
52	Hartland - Brighton	745	918	513	60	15	14	2,199
53	Florenceville-Bristol - Wicklow	1,671	1,813	1,353	0	11	50	6,272
Region 12	2	4,254	7,111	3,711	248	35	143	16,364
Total		148,722	188,997	132,968	15,634	8,909	13,241	324,487

Source: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

Table 13b. Estimated Expenditures (in thousands of dollars)

Number and Region	Municipality	Hygiene Services	Public Health Services	Planning Services	Rec. and Cultural Services	Debt Services	Transfers	New Services	Total Expenses
1	Haut-Madawaska	241	10	239	532	348	71	18	7,155
2	Edmundston	1,140	0	2,265	6,041	4,670	812	84	40,311
3	Madawaska-Centre	437	0	284	704	405	63	18	7,288
4	Grand Falls	704	0	1,565	2,239	1,318	451	49	17,146
5	Perth Andover - Plaster Rock	800	0	582	2,404	153	289	27	14,523
6	Restigouche Ouest	541	0	460	997	396	122	19	7,900
Region 1		3,863	10	5,396	12,917	7,290	1,808	215	94,324
7	Campbellton - Atholville	1,055	0	1,942	3,367	1,560	285	49	22,243
8	Dalhousie	882	0	482	1,161	532	285	28	12,608
9	Belledune	308	0	940	738	332	160	24	6,880
Region 2		2,244	0	3,364	5,267	2,424	730	101	41,731
10	Petit-Rocher - Beresford	798	0	542	1,738	439	361	40	15,034
11	Bathurst	786	0	1,394	4,176	3,196	-197	72	33,182
Region 3		1,584	0	1,936	5,914	3,635	164	112	48,216
12	Paquetville - St-Isidore	444	0	256	315	205	-38	17	7,593
13	Caraquet	834	0	1,363	1,661	1,304	57	38	15,304
14	Lamèque and Miscou Islands	443	0	246	658	354	12	17	6,668
15	Shippagan - Le Goulet	313	0	235	1,699	584	15	17	7,726
16	Tracadie Regional Municipality	962	0	926	1,986	1,496	375	53	16,460
Region 4		2,997	0	3,026	6,320	3,943	421	142	53,751
17	Neguac	344	0	315	598	209	162	15	5,903
18	Miramichi	1,824	0	2,395	5,545	3,240	2,531	101	47,094
19	Doaktown - Stanley	396	2	179	329	189	-3	14	6,353
20	Blackville - Renous	437	0	179	211	161	-73	17	5,123
21	Rogersville - Welford	302	0	157	283	180	-43	11	5,240
Region 5		3,303	2	3,225	6,965	3,978	2,574	157	69,714
22	St-Louis - Baie Ste-Anne	385	0	213	1,004	82	-157	15	6,402
23	Rexton - Richibucto	484	0	543	1,652	430	-91	22	11,149
24	Bouctouche - Ste-Marie	648	0	694	2,214	363	-16	29	10,554
25	Cocagne - St-Antoine	1,228	0	471	866	299	-386	39	11,324
Region 6		2,745	0	1,921	5,736	1,174	-649	105	39,429
26	Salisbury - Petitcodiac	682	6	429	1,115	220	6	45	13,477
27	Moncton	3,613	0	9,808	17,639	21,891	16,304	484	169,084
28	Shediac - Scoudouc	924	0	1,902	2,881	1,520	1,126	66	18,988
29	Cap-Pelé - Beaubassin	606	0	580	969	561	24	43	12,133
30	Sackville - Dorchester	740	2	1,280	1,895	1,206	1,053	54	20,306

Number and Region	Municipality	Hygiene Services	Public Health Services	Planning Services	Rec. and Cultural Services	Debt Services	Transfers	New Services	Total Expenses
31	Memramcook	257	0	205	1,881	191	604	17	7,854
32	Dieppe	1,172	0	2,659	8,663	8,327	7,237	164	59,390
33	Riverview	1,225	0	1,560	5,564	2,867	5,535	95	33,063
34	Alma - Hillsborough	266	18	246	683	115	-37	15	7,035
Region 7		9,485	26	18,670	41,290	36,897	31,851	983	341,330
35	Sussex - Cardwell	1,422	0	1,039	2,280	563	-496	64	24,747
36	Norton - Springfield	516	0	258	86	94	-166	21	8,205
Region 8		1,939	0	1,297	2,366	657	-662	86	32,952
37	St. Martin - Simonds	266	15	381	1,007	35	-32	16	6,084
38	Hampton - Upham	580	0	322	2,090	775	-126	22	11,053
39	Rothesay - Quispamsis	1,977	0	1,195	7,375	3,085	3,965	181	49,370
40	Saint John	6,017	0	12,973	11,012	18,687	15,143	379	169,900
41	41 Grand Bay - Westfield		0	364	965	305	947	24	8,786
Region 9		8,990	15	15,235	22,448	22,887	19,896	622	245,193
42	Grand Manan	440	34	95	479	125	34	11	5,655
43	Campobello Island	112	0	11	34	1	13	5	1,447
44	St. George - Blacks Harbour	752	28	358	888	289	113	35	11,676
45	Saint Andrews - Saint Patrick	512	73	717	1,377	290	594	32	10,315
46	St. Stephen - McAdam	899	7	775	3,537	633	122	45	20,852
Region 10		2,715	141	1,956	6,315	1,338	876	128	49,946
47	Oromocto - Burton	1,754	6	1,432	3,029	1,196	1,357	111	32,994
48	Minto - Cambridge-Narrows	893	12	388	953	270	35	42	14,817
49	Fredericton	5,303	26	12,656	10,784	6,188	21,808	516	152,018
50	Nackawick - Milville	646	0	500	1,660	106	-738	27	11,143
Region 11		8,597	44	14,976	16,426	7,759	22,462	696	210,972
51	Woodstock - Canterbury	1,410	0	1,024	4,364	448	320	64	23,865
52	Hartland - Brighton	440	0	190	852	108	-53	11	6,012
53	Florenceville-Bristol - Wicklow	788	13	1,162	2,022	127	-87	33	15,228
Region 12	2	2,638	13	2,376	7,238	683	181	108	45,104
Total		51,099	251	73,377	139,203	92,667	79,651	3,454	1,272,661

Source: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

After adjustments to expenditures and the integration of new services, the total expenditure for the 53 municipalities would be \$1.3 billion. For the two new services, spending is estimated at \$3.5M, which represents an average of \$230K per region. This amount is in addition to the spending of other

organizations and municipalities already involved in immigration and economic development.

2.4. FUNDING OF SERVICES

When looking at the financing of municipal services, there are two elements to consider: revenues from the tax base and transfers from the provincial government.

The mandate, i.e., the product of the tax base and the average rate per 100 per cent of the tax base, is the primary source of revenue for municipalities. For example, for municipalities in 2020, it represented 80.4% of total revenues. To estimate this mandate, we consider the following: the tax revenue generated by the municipal tax base, the tax revenue generated by the LSD tax base including all taxed properties in the municipalities, and the revenue generated by the transfer of the \$0.4115 per \$100 used by the province to fund roads in LSDs. We will assume that all 53 municipalities apply the average rate calculated for the community as a whole to this tax base. We leave it to future councils to determine whether there will be multiple tax zones and rates in the various municipalities.

On the subject of tax revenues, the Finn Report proposed a new sharing of property tax room between the province and municipalities. To ensure the financial viability of municipalities, Commissioner Finn suggested that the province free up tax room that municipalities could choose to occupy or not. The first element was a \$0.75 reduction in the \$2.25 rate on non-residential properties and the second was the

cancellation of the \$1.50 tax on non-owner-occupied residential properties. These changes represented an additional \$157.5 million in potential revenue in 2008.

In 2016, the province changed the rate for nonowner-occupied residential properties. The provincial government divided these properties into two categories: category A including items such as cottages and apartments, and category B including items such as vacant land and nursing homes. Properties in the first category are taxed at a rate of \$1.1233 per \$100 of assessment and those in the second group are taxed at a rate of \$1.2173 per \$100 of assessment.

We do not have access to the distribution of nonowner-occupied residential properties between the two categories. In estimating the value of this tax room, we therefore used the average of the rates, i.e., \$1.1703 per \$100 of assessment.

Table 14 presents an estimate of the value of this tax room in 2020. In this estimate, both rates are applied to affected properties located in municipalities and LSDs. This is a first step in correcting the tax inequity between municipalities and LSDs. The rest will have to come from the province, which would still occupy some of the tax room represented by non-residential properties in LSDs.

Table 14. Value of Vacated Tax Room, 53 Municipalities

1	Haut-Madawaska	111,144,400	1,300,723	85,079,850	638,099	1,938,822
2	Edmundston	496,794,300	5,813,984	357,724,650	2,682,935	8,496,919
3	Madawaska-Centre	100,491,300	1,176,050	70,054,800	525,411	1,701,461
4	Grand Falls	281,396,000	3,293,177	255,410,400	1,915,578	5,208,755
5	Perth Andover - Plaster Rock	205,376,900	2,403,526	68,313,150	512,349	2,915,874
6	Restigouche Ouest	109,842,300	1,285,484	70,214,250	526,607	1,812,091
Region 1		1,305,045,200	15,272,944	906,797,100	6,800,978	22,073,922
7	Campbellton - Atholville	412,234,300	4,824,378	189,817,200	1,423,629	6,248,007
8	Dalhousie	161,243,400	1,887,032	100,676,250	755,072	2,642,103
9	Belledune	72,572,000	849,310	339,714,000	2,547,855	3,397,165
Region 2	2	646,049,700	7,560,720	630,207,450	4,726,556	12,287,276
10	Petit-Rocher - Beresford	177,252,700	2,074,388	73,101,750	548,263	2,622,651
11	Bathurst	457,192,400	5,350,523	335,239,650	2,514,297	7,864,820
Region 3	3	634,445,100	7,424,911	408,341,400	3,062,561	10,487,472

^{11 -} The elements of each category and the rates are available in subsection 5(1.05) of the New Brunswick Property Tax Act, Ch. R-2.

Number and Region	Municipality	Tax Base - Non- Owner-Occupied Residential Property	Value of Tax Room (\$1.17)	Tax Base - Non- Residential Property	Value of Tax Room (\$0.75)	Total Value of Tax Room
12	Paquetville - St-Isidore	81,246,400	950,827	45,312,900	339,847	1,290,673
13	Caraquet	199,910,600	2,339,554	129,462,000	970,965	3,310,519
14	Lamèque and Miscou Islands	91,021,400	1,065,223	54,903,600	411,777	1,477,000
15	Shippagan - Le Goulet	113,436,900	1,327,552	63,036,900	472,777	1,800,329
16	Tracadie Regional Municipality	266,545,800	3,119,385	161,357,100	1,210,178	4,329,564
Region 4	1	752,161,100	8,802,541	454,072,500	3,405,544	12,208,085
17	Neguac	91,871,600	1,075,173	33,051,600	247,887	1,323,060
18	Miramichi	575,349,200	6,733,312	472,362,600	3,542,720	10,276,031
19	Doaktown - Stanley	124,948,700	1,462,275	35,248,200	264,362	1,726,636
20	Blackville - Renous	88,974,500	1,041,269	91,326,900	684,952	1,726,220
21	Rogersville - Welford	82,612,500	966,814	17,045,400	127,841	1,094,655
Region 5	5	963,756,500	11,278,842	649,034,700	4,867,760	16,146,603
22	St-Louis - Baie Ste-Anne	91,869,100	1,075,144	40,488,000	303,660	1,378,804
23	Rexton - Richibucto	150,442,700	1,760,631	77,458,050	580,935	2,341,566
24	Bouctouche - Ste-Marie	185,065,800	2,165,825	71,953,500	539,651	2,705,476
25	Cocagne - St-Antoine	221,276,100	2,589,594	48,805,650	366,042	2,955,637
Region 6	5	648,653,700	7,591,194	238,705,200	1,790,289	9,381,483
26	Salisbury - Petitcodiac	232,605,300	2,722,180	125,692,950	942,697	3,664,877
27	Moncton	2,647,365,600	30,982,120	3,158,878,650	23,691,590	54,673,709
28	Shediac - Scoudouc	382,576,200	4,477,289	264,201,900	1,981,514	6,458,804
29	Cap-Pelé - Beaubassin	264,629,400	3,096,958	99,502,800	746,271	3,843,229
30	Sackville - Dorchester	486,072,400	5,688,505	162,760,800	1,220,706	6,909,211
31	Memramcook	64,390,700	753,564	28,175,850	211,319	964,883
32	Dieppe	580,103,000	6,788,945	1,155,098,850	8,663,241	15,452,187
33	Riverview	378,157,400	4,425,576	191,354,550	1,435,159	5,860,735
34	Alma - Hillsborough	96,282,800	1,126,798	30,612,600	229,595	1,356,392
Region 7	7	5,132,182,800	60,061,935	5,216,278,950	39,122,092	99,184,027
35	Sussex - Cardwell	335,816,800	3,930,064	324,454,500	2,433,409	6,363,473
36	Norton - Springfield	168,228,400	1,968,777	13,707,600	102,807	2,071,584
Region 8	3	504,045,200	5,898,841	338,162,100	2,536,216	8,435,057
37	St. Martin - Simonds	70,506,000	825,132	5,692,800	42,696	867,828
38	Hampton - Upham	77,607,300	908,238	37,635,300	282,265	1,190,503
39	Rothesay - Quispamsis	570,850,600	6,680,665	240,771,300	1,805,785	8,486,449
40	Saint John	1,763,065,440	20,633,155	3,222,360,450	24,167,703	44,800,858
41	Grand Bay - Westfield	88,013,400	1,030,021	20,455,650	153,417	1,183,438
Region 9)	2,570,042,740	30,077,210	3,526,915,500	26,451,866	56,529,076

Number and Region	Municipality	Tax Base - Non- Owner-Occupied Residential Property	Value of Tax Room (\$1.17)	Tax Base - Non- Residential Property	Value of Tax Room (\$0.75)	Total Value of Tax Room
42	Grand Manan	77,281,800	904,429	33,473,250	251,049	1,155,478
43	Campobello Island	61,030,500	714,240	7,491,300	56,185	770,425
44	St. George - Blacks Harbour	182,630,900	2,137,329	203,280,600	1,524,605	3,661,934
45	Saint Andrews - Saint Patrick	216,209,400	2,530,299	142,567,500	1,069,256	3,599,555
46	St. Stephen - McAdam	246,959,200	2,890,164	218,551,050	1,639,133	4,529,296
Region 1	0	784,111,800	9,176,460	605,363,700	4,540,228	13,716,688
47	Oromocto - Burton	513,832,900	6,013,386	651,553,200	4,886,649	10,900,035
48	Minto - Cambridge-Narrows	338,737,950	3,964,250	141,937,650	1,064,532	5,028,783
49	Fredericton	2,632,847,500	30,812,214	2,447,277,150	18,354,579	49,166,793
50	Nackawick - Milville	196,057,560	2,294,462	46,152,210	346,142	2,640,603
Region 1	1	3,681,475,910	43,084,313	3,286,920,210	24,651,902	67,736,214
51	Woodstock - Canterbury	451,960,000	5,289,288	239,967,150	1,799,754	7,089,042
52	Hartland - Brighton	63,972,900	748,675	40,810,350	306,078	1,054,752
53	Florenceville-Bristol - Wicklow	199,531,800	2,335,121	169,132,500	1,268,494	3,603,614
Region 1	2	715,464,700	8,373,083	449,910,000	3,374,325	11,747,408
Total		18,337,434,450	214,602,995	16,710,708,810	125,330,316	339,933,311

Sources: Government of New Brunswick and authors' estimates.

Despite the decrease in the rate on non-owner-occupied properties, the growth in the tax base in the non-owner-occupied and non-residential property sectors has caused the revenue generated by this tax room to jump from \$157.5 million in 2008 to \$339.9 million in 2020. This is a growth of 154%. This illustrates the importance of this Finn Report proposal and shows the room for negotiation with the province.

In terms of provincial government transfers, the Finn Report proposed cancelling the unconditional grant (\$71 million), eliminating the police grant (\$17 million), and creating an equalization program (\$38 million). In 2020, the funding grant and equalization cost the province \$66.7 million.

It is understood that in the financial model proposed here, only equalization would be maintained. Several equalization models are currently used by some countries and provinces to support local governments. The following is a brief overview of the principles behind these models and how they work.

In an OECD study, Martinez-Vazquez and Boex (2006. P.2) present three basic principles for equalization:

1. Unconditional transfer of funds.

- The amount of the transfer is normally, although not always, determined by a rule in the form of a formula.
- Available funds are divided among participants based on spending needs and/or the ability of municipalities to generate revenue.
- 4. The main objective is to equalize fiscal realities among municipalities. This requires a transfer of funds to the poorer municipalities. It may also, but not necessarily, result in a loss of revenue for the richer municipalities.

Why make equalization transfers? For Martinez-Vazquez and Boex (2006, p3), the answer to this question has three elements. First, without equalization, many municipalities would not be able to provide essential services at an acceptable level. Second, equalization reduces disparities between municipalities and may even reduce regional claims or even centrifugal forces in these regions. Finally, equalization can allow municipal governments to pursue their own unique objectives. Nevertheless, the authors conclude, it is preferable to restrict equalization to the objective of reducing disparities.

An important aspect to consider, says Antti Mossio

(2012, p.3), is that a wave of municipal mergers could have the impact, by definition, of reducing the need for equalization. By merging municipalities, they should be stronger financially.

Let us now look at various international cases. In Germany, as Buettner and Holm-Hadulla (2008, p. 16) point out, a country with 12,500 municipalities, corporate income tax accounts for a significant share of municipal revenues. Given the large disparities in municipal fiscal capacities, Buettner and Holm-Hadulla (2008, p. 17) consider equalization systems to be very effective. Moreover, this system has the added benefit of reducing the fluctuations that some municipalities might experience. One problem arises from a potential externality. If one municipality raised the tax rate on businesses and the businesses moved to another municipality, the first municipality would not necessarily lose out, as the equalization formula would compensate it for the loss.

In Armenia, equalization affects only new devolution to municipalities (OECD/UCLG. 2016. P.149).

In Australia, although the program is managed by the states, national principles must be followed (Slack. 2014. P7). The program is based on the ability of local governments to generate property tax revenues. Particular consideration is given to population density.

A study published in 1987 (Auld and Eden, 1987) identified three types of municipal equalization programs in Canada. The first type was based on relative fiscal disparities. In this case, the ratio of a municipality's fiscal capacity to the provincial average is calculated. This ratio is then multiplied by the available budget to calculate the amount of money transferred to each municipality. Alberta, New Brunswick, and Prince Edward Island had this approach. All municipalities receive payments, but these vary according to need. The second type is based on the tax gap. After finding the gap between the municipality's fiscal capacity and the provincial average, this result is subtracted from a set target to determine if a fiscal gap exists. If so, the municipality receives an equalization payment. Ontario, Nova Scotia and Quebec had a similar approach. The third approach is needs-based and was used in Saskatchewan. Standardized incomes were compared to standardized expenditures. If the difference was negative, the municipality received equalization. The authors of this study point out that this is the only approach that incorporates expenditures. All others look only at fiscal capacity. In Denmark, the first municipal equalization program dates back to the 1930s (Blom-Hansen. 2012, p. 44). Significant changes to the program took place in 2007. In particular, the basis of the calculation - which is zero-sum (the overall budget is predetermined, and one person's gain becomes another's loss) - was changed from fiscal capacity to population (Blom-Hansen. 2012, p. 62). This equalization system is estimated based on the "structural deficit," which is the difference between the tax revenues of municipalities (calculated using the average tax rate of the country) and the expenditure needs (OECD/UCLG, 2016, p. 181).

In Finland, a unitary country, there is an equalization system based on the transfer of funds from the central government to municipalities according to their revenue-generating capacity (André and Garcia. 2014, p.15; Moisio, Loikkanen and Oulasvirta, 2010, p. 36). This capacity is measured by the municipality's tax base multiplied by the national average tax rate. Municipalities with a per capita tax capacity below 91.9% of the national average have the difference made up by transfers from the central state. Municipalities with a fiscal capacity above this 91.9% threshold, have their revenues above this threshold deducted by 37%. In 2014, 61 of the 304 municipalities were above the threshold. Note that municipalities below the threshold will not retain the additional revenue. For municipalities above the threshold, they retain 63%.

It should be noted that in Finland, health and social services are sectors whose provision is the responsibility of the municipalities. The financing of these services is independent of equalization. Nevertheless, it should be noted that several factors enter into the funding formula, including the demographic structure of the population, the level of disease and the population density (Moisio, Loikkanen and Oulasvirta, 2010, p. 35).

In Indonesia, the federal government has an equalization program to the provinces (10%) and municipalities (90%). This program, based on differences in fiscal capacity, accounts for nearly 50% of local government revenues (OECD/UCLG, 2016, p. 129).

In Italy, a 2009 reform changed the equalization system (OECD/UCLG, 2016, p. 199). The new system aims to ensure that municipalities have the revenues they need to provide essential public services.

In Latvia, since 2011, the method for calculating municipal equalization goes through the following

steps (Gross and Bruan, 2012):

- Evaluation of each municipality's fiscal capacity estimates for the coming year
- Assessment of the expenditure needs of each municipality
- Assessment of the revenue needs of each municipality
- Equalization transfer calculations

Municipalities with potential revenues more than 10% above their needs contribute to the equalization fund, while those with potential revenues less than 95% of their needs receive equalization.

In Serbia, total equalization payments are set by law at 1.7 percent of GDP (OECD/UCLG, 2016, p. 165).

In Sweden, equalization is a principle found in the constitution (OECD/UCLG, 2016, p. 225). There are five components to the program: a revenue equalization grant, a grant to account for differences in the cost of services, a structural expenditure grant, a transitional expenditure grant and an adjustment grant. The revenue equalization grant is the largest.

To complete this brief overview of local equalization models internationally, it should be noted that in Australia, a separate equalization program exists for roads (Slack. 2014, pp. 7-9). The program is based on the need to maintain the quality of roads and uses factors such as the quantity, type, and level of use of these roads as well as the local availability of materials needed for maintenance.

In Canada, two models are of interest. First, the Graham Commission (1974) is the starting point for municipal equalization in Nova Scotia (Steering Committee of the Provincial-Municipal Fiscal Review, 2013, p. 2). In 2013, the program accounted for \$32 million in equalization payments. All municipalities receive a \$50,000 transfer. Thereafter, funds are distributed based on the fiscal capacity of municipalities compared to similar municipalities.

In Quebec, in 2014, over \$2 billion was transferred from the provincial government to municipalities (Boulenger et al., 2018). Of this amount, \$60 million was dedicated to equalization. "Component 1 of the program targets municipalities whose standardized per capita property wealth is less than 80 percent of the median wealth of all municipalities, while Component 2 targets municipalities whose average

housing value is less than 70 percent of the median value of all municipalities." (Boulenger et al., 2018, p. 12). The authors of the study criticize this approach by the Quebec government, insisting that "the needs of municipalities are not necessarily proportional to their population or number of dwellings. Municipalities are small open economies where the daytime population (including workers and consumers) is not the same as the nighttime population (limited to residents). Even if the population of municipalities were proportional to their gross needs, it is not clear that it would reflect the costs of services. [...] the cost of municipal services is not the same everywhere. For example, it is more expensive to provide transit or water services where population density is lower." The authors conclude that to "get a sense of the horizontal fiscal imbalance between municipalities, it is therefore imperative to have a measure of their needs".

Table 15 presents the results of the model proposed in the Finn Report. According to this model, the 53 municipalities are divided into 3 categories according to the number of inhabitants: A (0-10,000 inhabitants: 31 municipalities), B (10,001 - 40,000 inhabitants: 19 municipalities) and C (over 40,000 inhabitants: 3 municipalities).

Finn's proposed equalization model establishes fiscal capacity by applying the average tax rate for the class to the municipality's per capita tax base¹². By comparing this per capita fiscal capacity to the average for the category, we obtain that the municipality will be entitled to equalization if its per capita fiscal capacity is lower than the average per capita fiscal capacity for this group. Thus, equalization is given by:

(average per capita tax base of group - per capita tax base of municipality X) / 100 x average tax rate of group x population of municipality X. (Finn, 2008, pp. 146-148)

Table 15 shows the result of this calculation for the three categories of municipalities.

^{12 -} Commissioner Finn proposed using the assessment rather than the tax base. Since the tax rate applies to the tax base, we prefer to use that in the equalization estimate.

Table 15. Results of the Equalization Model

#	Municipality	Tax Base for Rate	Average Tax Rate	Tax Revenue	Pop. 2016	Per Capita Tax Base	Equalization Revenue
Cate	egory A (0 - 10,000 inhabitants)						
1	Haut-Madawaska	350,195,850	1.1537	4,040,138	4,404	79,338	
3	Madawaska-Centre	361,114,400	0.9976	3,602,533	5,906	61,144	911,182
5	Perth Andover - Plaster Rock	579,253,050	0.8503	4,925,236	9,429	61,433	1,428,804
6	Restigouche Ouest	388,634,350	1.1107	4,316,723	6,002	64,751	720,488
8	Dalhousie	558,194,450	1.4725	8,219,550	9,036	61,775	1,339,972
9	Belledune	447,697,600	1.1375	5,092,457	2,720	164,595	
12	Paquetville - St-Isidore	339,323,500	0.9624	3,265,610	6,817	49,776	1,787,299
14	Lamèque and Miscou Islands	320,751,050	1.0952	3,512,789	6,216	51,601	1,522,059
15	Shippagan - Le Goulet	346,545,550	1.3474	4,669,275	4,937	70,194	337,584
17	Neguac	299,062,400	1.0174	3,042,529	5,324	56,173	1,072,612
19	Doaktown - Stanley	272,863,800	0.9157	2,498,709	4,705	57,994	866,536
20	Blackville - Renous	331,381,600	0.7486	2,480,817	4,919	67,368	468,298
21	Rogersville - Welford	216,969,700	0.9622	2,087,677	4,348	49,901	1,134,813
22	St-Louis - Baie Ste-Anne	308,336,100	0.8583	2,646,386	5,946	51,856	1,441,544
23	Rexton - Richibucto	433,044,850	1.0276	4,450,108	5,093	85,027	
24	Bouctouche - Ste-Marie	586,619,200	0.8554	5,017,971	7,240	81,025	
29	Cap-Pelé - Beaubassin	863,256,000	0.7655	6,608,194	8,801	98,086	
31	Memramcook	341,527,700	1.3507	4,612,983	5,078	67,256	488,801
34	Alma - Hillsborough	290,523,700	0.9356	2,718,265	4,133	70,294	278,680
36	Norton - Springfield	429,007,900	0.6912	2,965,396	4,960	86,494	
37	St. Martin - Simonds	317,700,700	0.5033	1,598,961	5,545	57,295	1,058,055
38	Hampton - Upham	670,400,550	1.0044	6,733,584	8,262	81,143	
41	Grand Bay - Westfield	585,583,650	1.0903	6,384,556	8,065	72,608	366,635
42	Grand Manan	217,218,450	1.2146	2,638,304	2,505	86,714	
43	Campobello Island	98,329,000	0.6679	656,695	872	112,763	
44	St. George - Blacks Harbour	699,939,900	0.8155	5,708,095	8,426	83,069	
45	Saint Andrews - Saint Patrick	634,265,100	0.9139	5,796,290	4,020	157,777	
48	Minto - Cambridge-Narrows	795,885,620	0.8001	6,367,777	8,876	89,667	
50	Nackawick - Milville	639,322,770	0.6939	4,436,325	8,913	71,729	479,532
52	Hartland - Brighton	317,967,250	0.8495	2,701,289	3,938	80,743	
53	Florenceville-Bristol - Wicklow	661,448,300	0.9477	6,268,672	9,486	69,729	690,476
	Average		0.9492			77,397	
	Total - Group A						16,393,368

#	Municipality	Tax Base for Rate	Average Tax Rate	Tax Revenue	Pop. 2016	Per Capita Tax Base	Equalization Revenue
Cate	egory B (10,001 - 40,000 inhabit	ants)					
2	Edmundston	1,677,281,850	1.5083	25,298,926	20,316	82,600	954,330
4	Grand Falls	976,843,900	1.1803	11,529,839	10,121	96,517	
7	Campbellton - Atholville	977,959,600	1.5993	15,640,625	12,779	76,529	1,566,507
10	Petit-Rocher - Beresford	790,293,050	1.1950	9,443,837	14,282	55,335	5,518,975
11	Bathurst	1,441,766,143	1.5096	21,764,738	18,512	77,883	1,957,211
13	Caraquet	755,326,400	1.3377	10,103,818	11,432	66,071	2,889,671
16	Tracadie Regional Municipality	1,069,537,800	1.1906	12,734,247	16,114	66,373	4,012,566
18	Miramichi	2,028,715,600	1.4598	29,615,133	25,391	79,899	2,047,185
25	Cocagne - St-Antoine	1,038,896,450	0.6896	7,164,263	11,848	87,685	
26	Salisbury - Petitcodiac	774,893,850	0.7214	5,590,335	10,398	74,523	1,534,211
28	Shediac - Scoudouc	1,326,317,800	1.0038	13,313,280	11,528	115,052	
30	Sackville - Dorchester	1,076,686,150	1.2378	13,326,849	10,112	106,476	
32	Dieppe	3,272,404,203	1.6295	53,323,334	25,384	128,916	
33	Riverview	1,908,087,150	1.3935	26,588,434	24,133	79,065	2,196,178
35	Sussex - Cardwell	1,305,390,450	0.8880	11,592,379	14,927	87,452	
39	Rothesay - Quispamsis	3,521,448,100	1.2100	42,610,967	33,742	104,364	
46	St. Stephen - McAdam	906,038,550	1.0232	9,270,640	12,543	72,235	2,208,092
47	Oromocto - Burton	2,234,215,600	0.9380	20,957,216	22,756	98,181	
51	Woodstock - Canterbury	1,180,985,050	1.0146	11,982,679	13,736	85,977	68,075
	Average		1.2449			86,375	
	Total - Group B						24,952,999
Cate	egory C (more than 40,000 inhat	oitants)					
27	Moncton	9,305,243,850	1.5759	146,637,911	77,638	119,854	
40	Saint John	7,571,312,422	1.6865	127,687,283	68,769	110,098	5,295,719
49	Fredericton	10,217,289,691	1.2185	124,498,179	88,053	116,036	
	Average		1.4720			115,329	
Tota	ıl - Group C						5,295,719
Gran	nd total						46,642,086

Source: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

In 2008, Equalization revenue totaled \$30 million. In 2020, the same model sets equalization at \$46.6 million.

2.5. COMPLETE FINANCIAL MODEL

We now have all the information we need to determine the overall financial situation of the 53 municipalities. The Finn Report stated that no municipality should be penalized by the changes in the local governance model. Thus, compensation must be provided to support municipalities penalized by devolution and the change in the funding model.

However, we need to qualify this need for compensation. The municipal mandate has been calculated using the weighted average tax rate in which the only adjustment made for LSDs is the addition of the tax collected by the province for road funding and for rural communities, the addition of the tax collected by the province for funding

certain expenditures under provincial responsibility. Municipal councils will have to decide on the new tax rates in all their components: municipalities, rural communities, and LSDs. It should be noted that in our expenditure estimates, we have projected an increase in expenditures for some services in LSDs. It remains to be seen how the new municipalities will decide to use their taxing power to fund these new expenditures as well as their overall expenditures.

Table 16 provides a summary of the main elements of the financial model. The last column of this table calculates the compensation to be paid to municipalities penalized by the new model. Only 13 municipalities are in this situation.

Table 16. Summary of the Financial Model, 53 Municipalities

			Soul	rces of Reveni	ue		Compensation
# and Region	Municipality	Estimated Expenses	Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
1	Haut-Madawaska	7,155,387	4,367,302	1,938,822		-849,263	849,263
2	Edmundston	40,311,099	27,809,599	8,496,919	954,330	-3,050,252	3,050,252
3	Madawaska-Centre	7,288,120	5,603,621	1,701,461	911,182	928,144	
4	Grand Falls	17,146,214	13,279,017	5,208,755		1,341,558	
5	Perth Andover - Plaster Rock	14,523,195	8,756,211	2,915,874	1,428,804	-1,422,305	1,422,305
6	Restigouche Ouest	7,899,701	5,742,351	1,812,091	720,488	375,229	
Region	1	94,323,716	65,558,101	22,073,922	4,014,803	-2,676,890	5,321,821
7	Campbellton - Atholville	22,243,116	16,666,583	6,248,007	1,566,507	2,237,981	
8	Dalhousie	12,607,743	8,852,797	2,642,103	1,339,972	227,129	
9	Belledune	6,879,809	5,824,585	3,397,165		2,341,941	
Region	2	41,730,668	31,343,965	12,287,276	2,906,478	4,807,051	
10	Petit-Rocher - Beresford	15,033,881	12,496,643	2,622,651	5,518,975	5,604,388	
11	Bathurst	33,182,118	25,868,548	7,864,820	1,957,211	2,508,460	
Region	3	48,216,000	38,365,191	10,487,472	7,476,185	8,112,848	
12	Paquetville - St-Isidore	7,592,917	6,046,566	1,290,673	1,787,299	1,531,622	
13	Caraquet	15,304,173	11,641,045	3,310,519	2,889,671	2,537,062	
14	Lamèque and Miscou Islands	6,667,554	5,746,493	1,477,000	1,522,059	2,077,999	
15	Shippagan - Le Goulet	7,726,031	5,502,436	1,800,329	337,584	-85,682	85,682
16	Tracadie Regional Municipality	16,460,143	12,734,247	4,329,564	4,012,566	4,616,234	
Region	4	53,750,817	41,670,788	12,208,085	10,549,178	10,677,234	85,682

			Sou	rces of Reven	ue		Compensation
# and Region	Municipality	Estimated Expenses	Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
17	Neguac	5,903,430	4,962,667	1,323,060	1,072,612	1,454,909	
18	Miramichi	47,094,458	34,416,271	10,276,031	2,047,185	-354,971	354,971
19	Doaktown - Stanley	6,353,083	3,617,166	1,726,636	866,536	-142,746	142,746
20	Blackville - Renous	5,122,854	5,419,732	1,726,220	468,298	2,491,396	
21	Rogersville - Welford	5,240,434	3,969,586	1,094,655	1,134,813	958,619	
Region	5	69,714,258	52,385,421	16,146,603	5,589,442	4,407,208	497,716
22	St-Louis - Baie Ste-Anne	6,401,584	5,396,247	1,378,804	1,441,544	1,815,011	
23	Rexton - Richibucto	11,148,641	7,086,374	2,341,566		-1,720,701	1,720,701
24	Bouctouche - Ste-Marie	10,554,321	8,576,388	2,705,476		727,543	
25	Cocagne - St-Antoine	11,324,366	15,528,001	2,955,637		7,159,272	
Region	6	39,428,912	36,587,010	9,381,483	1,441,544	7,981,125	1,720,701
26	Salisbury - Petitcodiac	13,476,761	10,241,071	3,664,877	1,534,211	1,963,398	
27	Moncton	169,083,866	151,991,539	54,673,709		37,581,383	
28	Shediac - Scoudouc	18,987,895	18,580,592	6,458,804		6,051,501	
29	Cap-Pelé - Beaubassin	12,133,394	8,040,053	3,843,229		-250,112	250,112
30	Sackville - Dorchester	20,306,417	16,468,039	6,909,211		3,070,833	
31	Memramcook	7,853,897	4,773,499	964,883	488,801	-1,626,714	1,626,714
32	Dieppe	59,389,996	53,323,334	15,452,187		9,385,525	
33	Riverview	33,063,138	29,725,594	5,860,735	2,196,178	4,719,369	
34	Alma - Hillsborough	7,035,018	4,105,429	1,356,392	278,680	-1,294,517	1,294,517
Region	7	341,330,382	297,249,151	99,184,027	4,497,870	59,600,666	3,171,343
35	Sussex - Cardwell	24,746,886	19,732,957	6,363,473		1,349,544	
36	Norton - Springfield	8,204,653	6,460,790	2,071,584		327,721	
Region	8	32,951,539	26,193,748	8,435,057	0	1,677,265	
37	St. Martin - Simonds	6,083,759	4,140,102	867,828	1,058,055	-17,774	17,774
38	Hampton - Upham	11,052,819	9,905,258	1,190,503		42,942	
39	Rothesay - Quispamsis	49,370,317	46,156,350	8,486,449		5,272,482	
40	Saint John	169,900,007	131,676,684	44,800,858	5,295,719	11,873,254	
41	Grand Bay - Westfield	8,785,604	8,364,102	1,183,438	366,635	1,128,572	
Region	9	245,192,506	200,242,495	56,529,076	6,720,410	18,299,476	17,774
42	Grand Manan	5,655,209	2,734,143	1,155,478		-1,765,588	1,765,588
43	Campobello Island	1,447,200	1,245,807	770,425		569,031	
44	St. George - Blacks Harbour	11,675,926	10,599,538	3,661,934		2,585,546	
45	Saint Andrews - Saint Patrick	10,315,397	8,703,892	3,599,555		1,988,049	
46	St. Stephen - McAdam	20,851,991	14,445,274	4,529,296	2,208,092	330,671	
Region	10	49,945,724	37,728,654	13,716,688	2,208,092	3,707,710	1,765,588

			Sour	ces of Revenu	16		Compensation
# and Region	Municipality	Estimated Expenses	Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
47	Oromocto - Burton	32,994,145	28,837,298	10,900,035		6,743,189	
48	Minto - Cambridge-Narrows	14,816,746	11,499,429	5,028,783		1,711,466	
49	Fredericton	152,018,400	140,814,468	49,166,793		37,962,861	
50	Nackawick - Milville	11,143,017	9,558,157	2,640,603	479,532	1,535,276	
Region	11	210,972,308	190,709,353	67,736,214	479,532	47,952,791	
51	Woodstock - Canterbury	23,865,196	18,722,650	7,089,042	68,075	2,014,570	
52	Hartland - Brighton	6,011,646	5,055,917	1,054,752		99,024	
53	Florenceville-Bristol - Wicklow	15,227,504	10,369,639	3,603,614	690,476	-563,775	563,775
Region	12	45,104,346	34,148,205	11,747,408	758,551	1,549,818	563,775
Total		1,272,661,177	1,052,182,082	339,933,311	46,642,086	166,096,302	13,144,400

Source: Authors' estimates.

Overall, the fiscal model generates a potential surplus of \$153 million. This means that many municipalities may decide not to take up all the tax room vacated by the province. This surplus also shows that the model proposed by Commissioner Finn leaves a lot of room for negotiation between municipalities and the province in 2020.

Does the Finn Model 2.0 meet the expectations of New Brunswickers?

There are two main weaknesses in this model. First, municipalities and communities that are consolidated may see this change as a loss of identity and local autonomy. Second, the forced consolidation of several local governments and LSDs may be seen as an undemocratic initiative.

This aspect of the model can also be seen as an advantage since all communities are involved in the change. None of them can say that they are not involved.

Of course, the model ensures full municipalization of the province. It ends the governance of LSD territories without an elected government. It builds on the strong elements of the current local governance model, which is one of the strong aspects of the model. With a few exceptions, by creating local governance units that meet the vitality criteria, it develops local units with the financial capacity to ensure their future development. By consolidating LSDs and the current 104 local governments into 53 municipalities, it lowers the debt ratio of municipalities.

It allows the new local governments to take on new responsibilities such as local development and the integration of newcomers. It also corrects fiscal inequities between municipalities and LSDs.

Finally, from a financial perspective, the transfer of tax room to municipalities creates a favourable financial environment and puts municipalities in a good negotiating position with the provincial government.



3. Intermunicipal Councils and 104 Municipalities Amalgamated with Neighbouring LSDs

When the Finn Report was submitted in 2008, several stakeholders in the field of local governance contested it, arguing that the proposed model would lead to the disappearance of many small local communities whose identity it was important to preserve. On the basis of this criticism, we can then imagine an alternative model that would preserve the 104 local governments (95 municipalities, 1 regional municipality, and 8 rural communities).

Municipalities have a long history of collaboration in the production of services¹³. There are several examples of collaborative arrangements between AFMNB members:

- BNPP Police Service (Beresford, Nigadoo, Petit-Rocher and Pointe-Verte)
- Richibucto Arena (Kent-North Imperial Centre, operating cost sharing)
- Urban Planning Department (Grand Falls with Drummond, Saint-André and Saint-Léonard)
- Fire Department (frequent mutual aid agreement between municipalities)
- Solid Waste Collection (several examples of collaboration: Atholville/Balmoral/Charlo, Bouctouche/Richibucto/Saint-Louis-de-Kent, Nigadoo/Petit-Rocher/Pointe-Verte...)
- Drinking Water (Atholville and Tide Head, Bathurst and Beresford, Dieppe and Riverview and Moncton)

The different models adopted can be classified on the basis of the degree of integration in the production of these services. The two poles of this scale are complete autonomy (each municipality produces all services) and amalgamation (a single amalgamated municipality produces all services). Between these two poles are four different administrative arrangement options, with the degree of integration increasing from one option to the next:

- Areas of municipal expertise: each collaborating municipality in the agreement specializes in the production of certain services that it provides to the other partners.
- Service center municipality: a municipality, which could be the largest in the region, produces and sells services to other partner municipalities.
- Single function service unit(s): Municipalities createaspecializedorganization(s)(intermunicipal council, corporation, board, etc.) to produce one or more services.
- Multi-functional service unit: municipalities create an organization responsible for producing multiple services (Lavin, 2021).

In the model we analyze here, LSDs would be consolidated with existing municipal entities. To benefit from economies of scale, local governments would join together in intermunicipal councils to jointly deliver certain local services. These are referred to as multi-functional service units.

To facilitate comparison with the Finn Model and to ensure an adequate financial framework, we propose here to group the municipalities in the 53 local units proposed in the Finn Report into intermunicipal boards. This would result in 104 municipalities grouped into 53 intermunicipal boards and 12 regional service districts. Appendix A identifies the composition of each of the 104 municipalities.

This model is based on Alberta's experience with Intermunicipal Collaboration Frameworks (ICFs)¹⁴. In the case of Alberta, all municipalities must adopt an ICF. The deadline is April 2021. The objectives of ICFs are to enable strategic and integrated planning, to fund and deliver inter-municipal services, to lead to the efficient allocation of scarce resources in the delivery of local services, and to ensure that municipalities contribute to the funding of services used by their residents. This last element is a major irritant of the current model for municipalities in their relations with LSDs.

^{13 -} The different approaches used in several countries can be seen in the following report: Organization for Economic Co-operation and Development (OECD). (2012). Enhancing inter-municipal cooperation for water supply and sanitation. https://www.oecd.org/env/outreach/UKR%20IMC_intern%20exp.pdf.

^{14 -} The Government of Alberta has enshrined this initiative in its Municipalities Act. There are several introductory documents available. For example, see: Alberta. (2017). Implementation Fact Sheet: Intermunicipal Collaboration Frameworks. https://open.alberta.ca/dataset/ab5db63d-302c-4c1b-b777-leeb0fe23090/re-source/9fedc3c0-d036-44bc-9f72-4b5d07f47110/download/intermunicipal-collaboration-frameworks-.pdf. and Stantec. (2020). Intermunicipal Collaboration Frameword Workbook. Ressource Guide for Municipalities, Version 2. https://rmalberta.com/wp-content/uploads/2020/06/ICF_workbook_up-date_2020_20200213.pdf.

The services that ICFs need to address are:

- Transportation
- Drinking Water and Sewage
- · Solid Waste
- Emergency Services
- Recreation
- · All other services are included in the ICF

In the model we are analyzing, three services would be mandatorily under the responsibility of the intermunicipal boards:

- Police Services
- Fire Protection
- Transportation Services

As in the previous model, RSCs would retain their current responsibilities and could be assigned the management of the other two new municipal responsibilities: local development and immigrant reception and integration.

Table 17 shows the number of municipalities and intermunicipal boards by the 12 Regional Service Districts (RSDs).

Table 17. Components of the Third Model of Local Governance

RSD	Number of Municipalities	Number of Intermunicipal Councils
Northwest	14	6
Restigouche	8	3
Chaleur	5	2
Acadian Peninsula	13	5
Greater Miramichi	7	5
Kent	6	4
Southeast	15	9
8 (Sussex area)	3	2
Fundy	6	5
Southwest	7	5
11 (Capital Region)	13	4
West Valley	7	3
Total	104	53

Sources: Finn Report (2008) and authors' rankings.

Four RSDs have more than 10 municipalities: Southeast Region (15), Northwest Region (14), Acadian Peninsula Region (13), and Capital Region (13). The Sussex region has the smallest number: three.

3.1. BASIC MODEL DATA

By preserving the full range of local governments, this model creates a wide variety of municipality sizes. The first step in analyzing this model is to test it against our vitality criteria. Since it is based on existing communities and each of the proposed municipalities contains an existing local government with some local governance capacity, we consider that the community of interest criterion is met.

Table 18 allows us to verify whether the three quantitative criteria are met by our 104 municipalities.

Table 18. Profile of the 104 Municipalities

No	RSD	Intermunicipal Council	Municipalities	Population (2016)	Tax Base (2020)	Tax Base Growth (2014- 2020)
1	1	1	Haut-Madawaska	3,714	284,419,150	18.3%
2	1	1	Lac-Baker	690	64,153,200	35.2%
3	1	2	Edmundston	20,316	1,678,905,350	15.4%
4	1	3	Rivière-Verte	1,435	76,419,100	10.5%
5	1	3	Saint-Léonard	2,275	183,627,400	18.2%
6	1	3	Sainte-Anne-de-Madawaska	2,196	101,067,900	19.0%
7	1	4	Drummond	2,894	233,079,150	9.2%
8	1	4	Saint-André	1,901	188,978,350	-2.1%
9	1	4	Grand Sault/Grand Falls	5,326	554,786,400	6.3%
10	1	5	Aroostook	2,886	154,661,000	15.9%
11	1	5	Perth-Andover	3,563	226,327,900	13.2%
12	1	5	Plaster Rock	2,980	198,264,150	8.0%
13	1	6	Saint-Quentin	3,726	261,070,150	13.1%
14	1	6	Kedgwick	2,276	127,564,200	18.4%
15	2	7	Campbellton	7,255	628,854,950	17.0%
16	2	7	Atholville	3,570	235,296,700	16.3%
17	2	7	Tide Head	1,954	113,807,950	15.1%
18	2	8	Balmoral	1,952	118,231,000	22.7%
19	2	8	Dalhousie	3,821	268,712,700	-0.8%
20	2	8	Eel River Dundee	1,953	84,354,600	33.4%
21	2	8	Charlo	1,310	86,896,150	20.3%
22	2	9	Belledune	2,720	447,697,600	2.7%
23	3	10	Petit-Rocher	3,927	195,096,200	15.2%
24	3	10	Beresford	8,506	495,717,250	17.2%
25	3	10	Nigadoo	963	55,394,000	19.3%
26	3	10	Pointe-Verte	886	44,085,600	21.6%
27	3	11	Bathurst	18,512	1,441,766,143	8.9%
28	4	12	Paquetville	3,793	169,839,400	29.5%
29	4	12	Saint-Isidore	2,798	159,715,750	41.5%
30	4	13	Bas-Caraquet	1,533	80,860,550	25.4%
31	4	13	Bertrand	1,166	62,026,950	25.4%
32	4	13	Caraquet	6,215	507,051,300	21.4%
33	4	13	Grande-Anse	1,192	49,749,100	7.3%
34	4	13	Maisonnette	905	44,447,050	10.3%
35	4	13	Saint-Léolin	647	20,959,800	13.1%
36	4	14	Lamèque	3,766	227,245,700	15.7%
37	4	14	Sainte-Marie-Saint-Raphaël	2,450	93,505,350	14.9%

No	RSD	Intermunicipal Council	Municipalities	Population (2016)	Tax Base (2020)	Tax Base Growth (2014- 2020)
38	4	15	Le Goulet	1,771	74,902,800	11.6%
39	4	15	Shippagan	3,166	271,642,750	13.2%
40	4	16	Tracadie	16,114	1,069,537,800	19.3%
41	5	17	Neguac	5,324	299,062,400	19.0%
42	5	18	Miramichi	25,391	2,028,715,600	13.9%
43	5	19	Doaktown	1,243	79,207,350	4.1%
44	5	19	Stanley	1,244	77,038,950	0.4%
45	5	19	Upper Miramichi	2,218	116,617,500	9.4%
46	5	20	Blackville	4,919	331,381,600	16.6%
47	5	21	Rogersville	3,010	129,882,250	13.9%
48	6	22	Saint-Louis-de-Kent	5,946	308,336,100	11.8%
49	5	23	Rexton	3,281	290,417,500	20.7%
50	6	23	Richibucto	3,150	229,714,800	11.0%
51	6	24	Bouctouche	7,240	586,619,200	17.2%
52	6	25	Cocagne	2,649	216,512,350	27.6%
53	6	25	Saint-Antoine	9,199	822,384,100	22.3%
54	7	26	Petitcodiac	4,726	354,975,500	22.1%
55	7	26	Salisbury	5,672	419,918,350	14.3%
56	7	27	Moncton	77,638	9,305,243,850	19.1%
57	7	28	Shediac	11,528	1,326,317,800	20.5%
58	7	29	Beaubassin-Est	6,376	655,293,050	14.7%
59	7	29	Cap-Pelé	2,425	207,962,950	15.4%
60	7	30	Dorchester	1,096	59,559,000	40.1%
61	7	30	Port Elgin	1,932	221,095,850	25.1%
62	7	30	Sackville	7,084	796,031,300	15.0%
63	7	31	Memramcook	5,078	341,527,700	15.8%
64	7	32	Dieppe	25,384	3,272,404,203	22.1%
65	7	33	Riverview	24,133	1,908,087,150	13.5%
66	7	34	Alma	218	37,254,400	18.2%
67	7	34	Hillsborough	3,232	199,904,550	16.7%
68	7	34	Riverside-Albert	683	53,364,750	17.6%
69	8	35	Sussex	9,654	913,575,950	-17.7%
70	8	35	Sussex Corner	5,273	391,814,500	11.4%
71	8	36	Norton	4,960	429,007,900	18.8%
72	9	37	St. Martins	5,545	317,700,700	7.8%
73	9	38	Hampton	8,262	670,400,550	11.9%
74	9	39	Quispamsis	21,483	2,125,447,850	16.0%

No	RSD	Intermunicipal Council	Municipalities	Population (2016)	Tax Base (2020)	Tax Base Growth (2014- 2020)
75	9	39	Rothesay	12,259	1,396,000,250	11.2%
76	9	40	Saint John	68,769	7,571,312,422	7.4%
77	9	41	Grand Bay-Westfield	8,065	585,583,650	7.6%
78	10	42	Grand Manan	2,505	217,218,450	16.4%
79	10	43	Campobello Island	872	98,329,000	5.8%
80	10	44	Blacks Harbour	4,152	323,316,600	4.4%
81	10	44	St. George	4,274	376,623,300	11.1%
82	10	45	Saint Andrews	4,020	634,265,100	18.9%
83	10	46	McAdam	3,001	209,732,450	13.8%
84	10	46	St. Stephen	9,542	696,306,100	2.9%
85	11	47	Fredericton Junction	1,790	97,061,950	6.0%
86	11	47	Gagetown	1,299	100,372,050	8.6%
87	11	47	Oromocto	18,594	1,951,771,300	14.3%
88	11	47	Tracy	1,073	85,010,300	1.4%
89	11	48	Cambridge-Narrows	2,056	278,678,950	12.2%
90	11	48	Chipman	2,017	145,967,650	2.3%
91	11	48	Minto	4,803	371,239,020	4.4%
92	11	49	Fredericton	73,063	8,769,434,867	13.7%
93	11	49	Hanwell	7,865	862,653,374	14.7%
94	11	49	Harvey	358	20,910,400	9.4%
95	11	49	New Maryland	6,767	564,291,050	6.8%
96	11	50	Millville	5,512	292,907,370	14.1%
97	11	50	Nackawic	3,401	346,415,400	18.0%
98	12	51	Canterbury	1,061	149,621,000	23.3%
99	12	51	Meductic	215	14,639,650	7.9%
100	12	51	Woodstock	12,460	1,016,724,400	16.3%
101	12	52	Hartland	3,938	317,967,250	14.4%
102	12	53	Bath	3,410	193,654,350	14.4%
103	12	53	Centreville	3,276	190,602,950	15.6%
104	12	53	Florenceville-Bristol	2,800	277,191,000	11.0%

Sources: Statistics Canada. Census 2016 and New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2014 and 2020.

The model suggests recurring financial problems. There has been a sharp increase in the number of municipalities that would not meet the quantitative vitality criteria. A total of 62 municipalities do not meet the 4,000-population criterion, 61 do not have at least \$298 million in tax base and 23 municipalities do not have satisfactory tax base growth.

While the presence of intermunicipal councils allows municipalities to mask their weaknesses by joining with a larger unit to produce certain services, municipalities still have responsibilities that they must organize independently. If sub-regional collaboration were taken further by expanding the responsibilities of Intermunicipal Councils, or regional collaboration

by expanding the responsibilities of RSCs, we would end up with empty seats at the local level. There would then be no justification for preserving small local entities and a 53-municipality model would be preferable.

3.2. MUNICIPAL EXPENDITURES

In this section, we will present municipal expenditure estimates by grouping services into four broad categories:

- The following are the five services for which the level of spending needs to be adjusted given the current very low level of spending in LSDs. These are expenditures for general administration, emergency measures, other protective services, development services, and recreational and cultural services.
- Services for which no adjustment is required (water charges, sanitation services, public health services, debt service and transfers).
- Services under the responsibility of intermunicipal councils (police, fire protection and transportation services).
- New services added to municipal responsibilities (economic development and integration of newcomers).

Table 19 presents the expenditure estimates for these broad categories of services. In the case of transportationservices, the allocation of expenditures among the municipalities of an intermunicipal board was made in proportion to the tax base.



Table 19. Expenditures by Category, 104 Municipalities

1 Haut-Madawaska 1,641,465 719,866 3,174,655 14,221 2 Lac-Baker 316,497 124,329 698,571 3,208 3 Edmundston 14,355,795 7,160,913 18,752,821 83,945 4 Rivière-Verte 342,173 183,695 898,459 3,821 5 Saint-Léonard 1,132,858 644,512 2,139,654 9,181 6 Sainte-Anne-de-Madawaska 490,191 223,265 1,213,518 5,053 7 Drummond 924,878 380,820 1,780,887 11,654	5,550,207 1,142,604 40,311,474 1,428,148 3,926,205
3 Edmundston 14,355,795 7,160,913 18,752,821 83,945 4 Rivière-Verte 342,173 183,695 898,459 3,821 5 Saint-Léonard 1,132,858 644,512 2,139,654 9,181 6 Sainte-Anne-de-Madawaska 490,191 223,265 1,213,518 5,053	40,311,474 1,428,148
4 Rivière-Verte 342,173 183,695 898,459 3,821 5 Saint-Léonard 1,132,858 644,512 2,139,654 9,181 6 Sainte-Anne-de-Madawaska 490,191 223,265 1,213,518 5,053	1,428,148
5 Saint-Léonard 1,132,858 644,512 2,139,654 9,181 6 Sainte-Anne-de-Madawaska 490,191 223,265 1,213,518 5,053	
6 Sainte-Anne-de-Madawaska 490,191 223,265 1,213,518 5,053	3,926,205
7 Drummond 924.878 290.920 1790.997 11.654	1,932,028
7 Diaminola 924,010 300,020 1,100,001 11,034	3,098,239
8 Saint-André 616,571 248,920 1,349,110 9,449	2,224,049
9 Grand Sault/Grand Falls 4,663,152 2,095,176 4,631,828 27,739	11,417,895
10 Aroostook 236,944 267,116 2,125,947 7,733	2,637,740
11 Perth-Andover 1,876,683 594,318 3,305,959 11,316	5,788,276
12 Plaster Rock 975,336 436,176 2,890,170 9,913	4,311,595
13 Saint-Quentin 2,223,944 701,789 2,628,705 13,054	5,567,492
14 Kedgwick 671,876 381,370 1,400,530 6,378	2,460,155
15 Campbellton 6,008,638 2,003,518 7,032,919 31,443	15,076,518
16 Atholville 1,220,772 818,210 2,281,472 11,765	4,332,219
17 Tide Head 456,676 295,808 1,321,765 5,690	2,079,939
18 Balmoral 636,312 699,569 1,250,094 5,912	2,591,887
19 Dalhousie 2,221,029 953,912 2,841,526 13,436	6,029,903
20 Eel River Dundee 435,297 305,773 960,379 4,218	1,705,667
21 Charlo 492,782 282,570 927,921 4,345	1,707,618
22 Belledune 3,158,303 822,489 2,837,470 22,385	6,840,647
23 Petit-Rocher 1,472,250 364,840 1,889,851 9,755	3,736,696
24 Beresford 3,019,583 1,464,126 4,826,416 24,786	9,334,911
25 Nigadoo 330,916 84,700 525,704 2,770	944,090
26 Pointe-Verte 397,659 135,182 456,933 2,204	991,978
27 Bathurst 11,780,246 4,284,453 16,361,444 72,088	32,498,232
28 Paquetville 1,251,293 313,861 2,200,902 8,492	3,774,547
29 Saint-Isidore 902,463 286,542 2,133,033 7,986	3,330,023
30 Bas-Caraquet 675,358 188,771 658,302 4,043	1,526,474
31 Bertrand 585,246 226,942 516,092 3,101	1,331,381
32 Caraquet 4,086,296 1,488,162 3,797,039 25,353	9,396,850
33 Grande-Anse 567,714 176,299 556,240 2,487	1,302,740
34 Maisonnette 312,094 95,213 430,407 2,222	839,936
35 Saint-Léolin 205,462 98,924 250,470 1,048	555,904
36 Lamèque 1,492,623 644,681 2,321,745 11,362	4,470,411
37 Sainte-Marie-Saint-Raphaël 726,371 209,149 952,789 4,675	1,892,984

No	Municipality	Adjusted Expenditure Services	Services w/o Adjustment	Services - Intermunicipal Councils	Econ. Dev. and Int.	Total
38	Le Goulet	561,362	148,715	699,860	3,745	1,413,682
39	Shippagan	2,867,455	862,816	2,247,911	13,582	5,991,764
40	Tracadie	5,588,135	2,907,398	7,857,110	53,477	16,406,120
41	Neguac	2,062,045	714,427	3,012,622	14,953	5,804,047
42	Miramichi	13,534,015	8,265,321	24,299,433	101,436	46,200,205
43	Doaktown	624,997	194,644	1,246,136	3,960	2,069,738
44	Stanley	494,241	124,644	1,107,689	3,852	1,730,426
45	Upper Miramichi	417,140	264,465	2,196,795	5,831	2,884,231
46	Blackville	967,919	524,903	3,499,641	16,569	5,009,031
47	Rogersville	858,669	342,559	2,833,439	6,494	4,041,161
48	Saint-Louis-de-Kent	2,379,700	310,168	3,611,563	15,417	6,316,848
49	Rexton	1,320,031	491,859	4,154,368	14,521	5,980,778
50	Richibucto	2,674,992	428,228	3,112,170	11,486	6,226,876
51	Bouctouche	4,066,370	1,035,482	5,173,627	29,331	10,304,810
52	Cocagne	627,623	318,142	2,178,588	10,826	3,135,179
53	Saint-Antoine	2,488,385	1,018,751	5,443,510	41,119	8,991,766
54	Petitcodiac	1,518,580	458,448	4,678,432	17,749	6,673,209
55	Salisbury	1,424,116	454,420	5,039,105	20,996	6,938,637
56	Moncton	49,623,061	45,372,643	73,567,531	465,262	169,028,497
57	Shediac	7,538,307	3,775,192	7,399,468	66,316	18,779,282
58	Beaubassin-Est	1,552,573	571,736	6,426,589	32,765	8,583,663
59	Cap-Pelé	1,848,889	619,292	1,782,123	10,398	4,260,702
60	Dorchester	588,673	191,230	690,695	2,978	1,473,576
61	Port Elgin	636,494	163,593	2,198,912	11,055	3,010,054
62	Sackville	4,770,724	3,039,794	7,385,966	39,802	15,236,285
63	Memramcook	3,211,110	1,192,340	2,971,703	17,076	7,392,229
64	Dieppe	19,182,714	18,485,898	21,100,021	163,620	58,932,253
65	Riverview	10,516,007	9,927,580	12,552,194	95,404	33,091,185
66	Alma	305,520	33,814	607,046	1,863	948,242
67	Hillsborough	1,202,755	255,049	3,218,780	9,995	4,686,579
68	Riverside-Albert	316,428	83,546	958,531	2,668	1,361,173
69	Sussex	4,364,732	1,551,996	12,077,425	45,679	18,039,833
70	Sussex Corner	1,064,371	124,692	5,384,946	19,591	6,593,600
71	Norton	928,915	443,801	6,112,839	21,450	7,507,006
72	St. Martins	2,188,192	284,976	3,645,478	15,885	6,134,530
73	Hampton	4,141,992	1,228,985	5,626,169	33,520	11,030,666
74	Quispamsis	9,456,848	4,735,041	15,381,936	106,272	29,680,098
75	Rothesay	5,370,168	4,728,583	9,080,268	69,800	19,248,820

No	Municipality	Adjusted Expenditure Services	Services w/o Adjustment	Services - Intermunicipal Councils	Econ. Dev. and Int.	Total
76	Saint John	44,144,967	42,347,593	82,797,188	378,566	169,668,313
77	Grand Bay-Westfield	2,499,168	1,400,445	4,927,208	29,279	8,856,101
78	Grand Manan	1,114,898	632,247	2,351,822	10,861	4,109,828
79	Campobello Island	142,601	186,036	1,321,456	4,916	1,655,010
80	Blacks Harbour	1,890,114	447,546	3,272,545	16,166	5,626,371
81	St. George	1,129,312	844,024	3,810,549	18,831	5,802,716
82	Saint Andrews	3,849,907	1,544,005	5,071,989	31,713	10,497,615
83	McAdam	1,062,304	150,104	2,840,915	10,487	4,063,810
84	St. Stephen	5,873,374	1,665,869	9,072,029	34,815	16,646,087
85	Fredericton Junction	408,841	213,418	1,023,785	4,853	1,650,897
86	Gagetown	436,749	101,945	920,590	5,019	1,464,302
87	Oromocto	9,056,932	4,375,485	14,635,358	97,589	28,165,363
88	Tracy	266,364	100,150	604,537	4,251	975,301
89	Cambridge-Narrows	990,785	224,429	3,246,909	13,934	4,476,057
90	Chipman	1,002,500	241,528	1,611,819	7,298	2,863,146
91	Minto	1,342,533	743,576	4,303,646	18,562	6,408,316
92	Fredericton	38,403,755	32,443,457	65,019,283	438,472	136,304,968
93	Hanwell	1,805,879	285,522	5,844,563	43,133	7,979,096
94	Harvey	127,868	78,274	170,749	1,046	377,936
95	New Maryland	2,678,846	1,618,959	2,829,771	28,215	7,155,791
96	Millville	1,309,134	-273,434	3,599,683	14,645	4,650,028
97	Nackawic	1,587,705	329,096	3,620,843	17,321	5,554,965
98	Canterbury	326,231	254,763	1,797,631	7,481	2,386,106
99	Meductic	101,724	75,054	224,008	732	401,518
100	Woodstock	6,878,100	2,036,018	11,507,396	50,836	20,472,350
101	Hartland	1,815,157	555,684	3,676,665	15,898	6,063,405
102	Bath	801,626	166,484	3,125,317	9,683	4,103,110
103	Centreville	752,600	193,230	2,781,956	9,530	3,737,316
104	Florenceville-Bristol	2,442,973	481,662	3,488,045	13,860	6,426,540
Total		380,430,941	239,544,299	634,380,599	3,452,965	1,257,766,803

Sources: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

According to these estimates, the proportion of local expenditures managed by intermunicipal boards would be 50.4%. This illustrates what is at stake in this collaboration and, when the share of the budget managed regionally by the RSCs is taken into account,

how little autonomy would remain at the local level in this model.

Complete data by function is presented in Appendix B for the 104 municipalities.

3.3. TAX ROOM AND EQUALIZATION

In this subsection we adopt the same approach as in Section 2. Thus, Table 20 presents the value of tax room vacated by the provincial government on non-owner-occupied residential property and on non-residential property.

Table 20. Value of Vacated Tax Room, 104 Municipalities

No	Municipality	Tax Base - Non-Owner- Occupied Residential Property	Value of Tax Room (\$1.17)	Tax Base - Non- Residential Property	Value of Tax Room (\$0.75)	Total Value of Tax Room
1	Haut-Madawaska	82,750,000	968,423	83,808,450	628,563	1,596,987
2	Lac-Baker	26,770,900	313,300	1,271,400	9,536	322,835
3	Edmundston	498,417,800	5,832,984	357,724,650	2,682,935	8,515,918
4	Rivière-Verte	23,524,800	275,311	6,395,400	47,966	323,276
5	Saint-Léonard	49,726,300	581,947	57,037,500	427,781	1,009,728
6	Sainte-Anne-de-Madawaska	27,240,200	318,792	6,621,900	49,664	368,456
7	Drummond	85,600,600	1,001,784	9,729,150	72,969	1,074,752
8	Saint-André	48,977,100	573,179	63,163,350	473,725	1,046,904
9	Grand Sault/Grand Falls	146,818,300	1,718,215	182,517,900	1,368,884	3,087,099
10	Aroostook	60,872,600	712,392	7,990,500	59,929	772,321
11	Perth-Andover	81,243,200	950,789	38,156,100	286,171	1,236,960
12	Plaster Rock	63,261,100	740,345	22,166,550	166,249	906,594
13	Saint-Quentin	76,533,100	895,667	48,365,250	362,739	1,258,406
14	Kedgwick	33,309,200	389,818	21,849,000	163,868	553,685
15	Campbellton	357,454,800	4,183,294	87,035,250	652,764	4,836,058
16	Atholville	29,607,500	346,497	91,982,400	689,868	1,036,365
17	Tide Head	25,172,000	294,588	10,799,550	80,997	375,585
18	Balmoral	33,252,300	389,152	10,698,900	80,242	469,393
19	Dalhousie	98,697,000	1,155,051	67,388,400	505,413	1,660,464
20	Eel River Crossing	10,691,600	125,124	12,473,700	93,553	218,677
21	Charlo	18,602,500	217,705	10,115,250	75,864	293,569
22	Belledune	72,572,000	849,310	339,714,000	2,547,855	3,397,165
23	Petit-Rocher	46,509,100	544,296	14,537,100	109,028	653,324
24	Beresford	110,985,300	1,298,861	50,169,150	376,269	1,675,130
25	Nigadoo	8,362,200	97,863	7,284,600	54,635	152,497
26	Pointe-Verte	11,396,100	133,369	1,110,900	8,332	141,700
27	Bathurst	457,192,400	5,350,523	335,239,650	2,514,297	7,864,820
28	Paquetville	46,693,700	546,456	14,228,700	106,715	653,172
29	Saint-Isidore	28,704,200	335,925	31,003,350	232,525	568,450
30	Bas-Caraquet	19,689,300	230,424	14,262,150	106,966	337,390
31	Bertrand	17,451,700	204,237	5,525,250	41,439	245,677

No	Municipality	Tax Base - Non-Owner- Occupied Residential Property	Value of Tax Room (\$1.17)	Tax Base - Non- Residential Property	Value of Tax Room (\$0.75)	Total Value of Tax Room
32	Caraquet	130,146,400	1,523,103	99,388,500	745,414	2,268,517
33	Grande-Anse	18,618,600	217,893	5,660,400	42,453	260,346
34	Maisonnette	16,703,000	195,475	4,169,550	31,272	226,747
35	Saint-Léolin	3,150,100	36,866	537,000	4,028	40,893
36	Lamèque	68,127,900	797,301	47,075,250	353,064	1,150,365
37	Sainte-Marie-Saint-Raphaël	22,893,500	267,923	7,828,350	58,713	326,635
38	Le Goulet	12,371,900	144,788	7,658,400	57,438	202,226
39	Shippagan	101,065,000	1,182,764	55,378,500	415,339	1,598,102
40	Tracadie	266,545,800	3,119,385	161,357,100	1,210,178	4,329,564
41	Neguac	91,871,600	1,075,173	33,051,600	247,887	1,323,060
42	Miramichi	575,349,200	6,733,312	472,362,600	3,542,720	10,276,031
43	Doaktown	25,247,500	295,471	23,510,550	176,329	471,801
44	Stanley	36,901,500	431,858	5,632,650	42,245	474,103
45	Upper Miramichi	62,799,700	734,945	6,105,000	45,788	780,732
46	Blackville	88,974,500	1,041,269	91,326,900	684,952	1,726,220
47	Rogersville	41,962,700	491,089	11,910,150	89,326	580,416
48	Saint-Louis-de-Kent	91,869,100	1,075,144	40,488,000	303,660	1,378,804
49	Rexton	128,213,100	1,500,478	27,502,200	206,267	1,706,744
50	Richibucto	62,879,400	735,878	55,091,100	413,183	1,149,061
51	Bouctouche	185,065,800	2,165,825	71,953,500	539,651	2,705,476
52	Cocagne	52,184,500	610,715	12,853,050	96,398	707,113
53	Saint-Antoine	169,091,600	1,978,879	35,952,600	269,645	2,248,523
54	Petitcodiac	122,023,100	1,428,036	54,867,900	411,509	1,839,546
55	Salisbury	110,582,200	1,294,143	70,825,050	531,188	1,825,331
56	Moncton	2,647,365,600	30,982,120	3,158,878,650	23,691,590	54,673,709
57	Shediac	382,576,200	4,477,289	264,201,900	1,981,514	6,458,804
58	Beaubassin-Est	203,465,800	2,381,160	56,364,750	422,736	2,803,896
59	Cap-Pelé	61,163,600	715,798	43,138,050	323,535	1,039,333
60	Dorchester	14,881,500	174,158	33,126,900	248,452	422,610
61	Port Elgin	129,850,500	1,519,640	19,503,900	146,279	1,665,920
62	Sackville	341,340,400	3,994,707	110,130,000	825,975	4,820,682
63	Memramcook	64,390,700	753,564	28,175,850	211,319	964,883
64	Dieppe	580,103,000	6,788,945	1,155,098,850	8,663,241	15,452,187
65	Riverview	378,157,400	4,425,576	191,354,550	1,435,159	5,860,735
66	Alma	17,621,400	206,223	7,734,900	58,012	264,235
67	Hillsborough	43,818,200	512,804	8,300,850	62,256	575,061
68	Riverside-Albert	34,843,200	407,770	14,576,850	109,326	517,096

No	Municipality	Tax Base - Non-Owner- Occupied Residential Property	Value of Tax Room (\$1.17)	Tax Base - Non- Residential Property	Value of Tax Room (\$0.75)	Total Value of Tax Room
69	Sussex	252,018,100	2,949,368	278,149,050	2,086,118	5,035,486
70	Sussex Corner	83,798,700	980,696	46,305,450	347,291	1,327,987
71	Norton	168,228,400	1,968,777	13,707,600	102,807	2,071,584
72	St. Martins	70,506,000	825,132	5,692,800	42,696	867,828
73	Hampton	77,607,300	908,238	37,635,300	282,265	1,190,503
74	Quispamsis	340,242,000	3,981,852	113,730,450	852,978	4,834,831
75	Rothesay	230,608,600	2,698,812	127,040,850	952,806	3,651,619
76	Saint John	1,763,065,440	20,633,155	3,222,360,450	24,167,703	44,800,858
77	Grand Bay-Westfield	88,013,400	1,030,021	20,455,650	153,417	1,183,438
78	Grand Manan	77,281,800	904,429	33,473,250	251,049	1,155,478
79	Campobello Island	61,030,500	714,240	7,491,300	56,185	770,425
80	Blacks Harbour	71,836,600	840,704	90,709,200	680,319	1,521,023
81	St. George	110,794,300	1,296,626	112,571,400	844,286	2,140,911
82	Saint Andrews	216,209,400	2,530,299	142,567,500	1,069,256	3,599,555
83	McAdam	82,108,500	960,916	16,839,150	126,294	1,087,209
84	St. Stephen	164,850,700	1,929,248	201,711,900	1,512,839	3,442,087
85	Fredericton Junction	31,829,600	372,502	6,355,350	47,665	420,167
86	Gagetown	36,149,800	423,061	3,719,850	27,899	450,960
87	Oromocto	436,099,300	5,103,670	612,911,700	4,596,838	9,700,508
88	Tracy	9,754,200	114,153	28,566,300	214,247	328,401
89	Cambridge-Narrows	164,813,300	1,928,810	8,091,750	60,688	1,989,498
90	Chipman	35,145,100	411,303	52,759,050	395,693	806,996
91	Minto	138,779,550	1,624,137	81,086,850	608,151	2,232,288
92	Fredericton	2,484,523,700	29,076,381	2,302,909,200	17,271,819	46,348,200
93	Hanwell	89,359,600	1,045,775	124,133,700	931,003	1,976,778
94	Harvey	7,585,200	88,770	2,888,100	21,661	110,430
95	New Maryland	58,964,200	690,058	20,234,250	151,757	841,815
96	Millville	68,398,860	800,472	7,088,610	53,165	853,636
97	Nackawic	127,658,700	1,493,990	39,063,600	292,977	1,786,967
98	Canterbury	100,267,600	1,173,432	3,910,500	29,329	1,202,760
99	Meductic	955,500	11,182	6,054,150	45,406	56,588
100	Woodstock	350,736,900	4,104,674	230,002,500	1,725,019	5,829,693
101	Hartland	63,972,900	748,675	40,810,350	306,078	1,054,752
102	Bath	79,433,900	929,615	19,131,150	143,484	1,073,099
103	Centreville	67,721,500	792,545	24,973,950	187,305	979,849
104	Florenceville-Bristol	52,376,400	612,961	125,027,400	937,706	1,550,667
Total		18,345,019,650	214,691,765	16,713,596,910	125,351,977	340,043,742

Sources: Government of New Brunswick and authors' estimates.

The vacated tax room represents a revenue potential of \$340 million, 63.1% of which is attributable to nonowner-occupied residential properties and 36.9% to non-residential properties. It should be noted that this is revenue potential, since there is no obligation for municipalities to fully occupy this tax room. As we will see later, many municipalities could balance their budgets without occupying all of the tax room.

Table 21 presents the equalization revenue estimates for the 104 municipalities. Here we have used the model proposed by Finn on the basis of the tax base. The municipalities were classified into five categories using the classification proposed by Belliveau, Desjardins and Leclerc (2020).

Table 21. Equalization Results, 104 Municipalities

RSD 104 mun. Municipality Tax Base for Rate Avg. Tax Rate Revenue Pop. 2016 Tax Base per Capita Equalization Revenue Cates than 2,000 Inhabitants) 1 2 Lac-Baker 64,153,200 1.1228 720,312 690 92,976 1 4 Rivière-Verte 76,419,100 1.1628 893,606 1.435 53,254 261,748 1 8 Saint-André 188,978,350 0.8627 1,630,039 1.901 99,410 2 17 Tide Head 113,807,950 1.4217 1,618,006 1.954 58,244 233,683 2 18 Balimoral 118,231,000 1.3938 1,647,912 1,952 60,569 176,302 2 12 Charlo 86,896,150 1,470 1,2277,895 1,310 663,392 603,580 2 21 Charlo 86,896,150 1,470 1,2274,895 1,310 663,752 123,910 3 25 Nigado	Table 2	Table 21. Equalization Results, 104 Mullicipanties										
1 2 Lac-Baker 64,153,200 1.1228 720,312 690 92,976 1 4 Rivière-Verte 76,419,100 1.1693 893,606 1,435 53,254 261,748 1 8 Saint-André 188,978,350 0,8627 1,630,398 1,901 99,410 2 17 Tide Head 113,807,950 1,4217 1,618,006 1,954 58,244 233,683 2 18 Balmoral 118,231,000 1,338 1,647,912 1,952 60,569 176,302 2 20 Eel River Dundee 84,354,600 1,2712 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1,4706 1,277,895 1,310 66,333 22,273 3 25 Nigadoo 55,394,000 1,3875 768,592 963 57,522 123,910 4 30 Bas-Caraquet 40,860,550 1,4203 1,148,489 1,533 52,747	RSD		Municipality		Tax							
1 4 Rivière-Verte 76,419,100 1.1693 893,606 1,435 53,254 261,748 1 8 Saint-André 188,978,350 0.8627 1,630,398 1,901 99,410 2 17 Tide Head 113,807,950 1,4217 1,618,006 1,954 58,244 233,683 2 18 Balmoral 118,231,000 1,3938 1,647,912 1,952 60,569 176,302 2 20 Eel River Dundee 84,354,600 1,271 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1,4706 1,277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1,5900 700,961 86 49,758 200,596 4 30 Bas-Caraquet 40,85,600 1,5900 700,961 86 49,758 200,596 4 31 Bertrand 62,026,950 1,4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100	Catego	ory A (les	s than 2,000 inhabitants)									
1 8 Saint-André 188,978,350 0.8627 1,630,398 1,901 99,410 2 17 Tide Head 113,807,950 1.4217 1,618,006 1,954 58,244 233,683 2 18 Balmoral 118,231,000 1.3938 1,647,912 1,952 60,569 176,302 2 20 Eel River Dundee 84,354,600 1.2712 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1.4706 1,277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1.3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,788 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 32 Gardae 49,749,100	1	2	Lac-Baker	64,153,200	1.1228	720,312	690	92,976				
2 17 Tide Head 113,807,950 1.4217 1,618,006 1,954 58,244 233,683 2 18 Balmoral 118,231,000 1.3938 1,647,912 1,952 60,569 176,302 2 20 Eel River Dundee 84,354,600 1.2712 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1.4706 1.277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1.3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1,4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0,9927 2,194,877 1,932 114,439 10,7982 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0,9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 11,689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091	1	4	Rivière-Verte	76,419,100	1.1693	893,606	1,435	53,254	261,748			
2 18 Balmoral 118,231,000 1.3938 1,647,912 1,952 60,569 176,302 2 20 Eel River Dundee 84,354,600 1.2712 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1.4706 1,277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1.3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890	1	8	Saint-André	188,978,350	0.8627	1,630,398	1,901	99,410				
2 20 Eel River Dundee 84,354,600 1.2712 1,072,353 1,953 43,192 603,580 2 21 Charlo 86,896,150 1,4706 1,277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1,3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,958,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown <td< th=""><th>2</th><th>17</th><th>Tide Head</th><th>113,807,950</th><th>1.4217</th><th>1,618,006</th><th>1,954</th><th>58,244</th><th>233,683</th></td<>	2	17	Tide Head	113,807,950	1.4217	1,618,006	1,954	58,244	233,683			
2 21 Charlo 86,896,150 1.4706 1,277,895 1,310 66,333 23,273 3 25 Nigadoo 55,394,000 1.3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0,9927 2,194,877 1,932 114,439 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0,9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 11,689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091	2	18	Balmoral	118,231,000	1.3938	1,647,912	1,952	60,569	176,302			
3 25 Nigadoo 55,394,000 1.3875 768,592 963 57,522 123,910 3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0,9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0,9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091	2	20	Eel River Dundee	84,354,600	1.2712	1,072,353	1,953	43,192	603,580			
3 26 Pointe-Verte 44,085,600 1.5900 700,961 886 49,758 200,596 4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0,9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0,9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091	2	21	Charlo	86,896,150	1.4706	1,277,895	1,310	66,333	23,273			
4 30 Bas-Caraquet 80,860,550 1.4203 1,148,489 1,533 52,747 289,410 4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,0	3	25	Nigadoo	55,394,000	1.3875	768,592	963	57,522	123,910			
4 31 Bertrand 62,026,950 1.4380 891,948 1,166 53,196 213,524 4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 68 Riverside-Albert 53,364,750	3	26	Pointe-Verte	44,085,600	1.5900	700,961	886	49,758	200,596			
4 33 Grande-Anse 49,749,100 1.4217 707,277 1,192 41,736 390,245 4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 64	4	30	Bas-Caraquet	80,860,550	1.4203	1,148,489	1,533	52,747	289,410			
4 34 Maisonnette 44,447,050 1.4393 639,706 905 49,113 212,248 4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1	4	31	Bertrand	62,026,950	1.4380	891,948	1,166	53,196	213,524			
4 35 Saint-Léolin 20,959,800 1.5487 324,604 647 32,395 287,890 4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790	4	33	Grande-Anse	49,749,100	1.4217	707,277	1,192	41,736	390,245			
4 38 Le Goulet 74,902,800 1.2732 953,656 1,771 42,294 567,357 5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,2	4	34	Maisonnette	44,447,050	1.4393	639,706	905	49,113	212,248			
5 43 Doaktown 79,207,350 1.3988 1,107,934 1,243 63,723 62,924 5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 87 Tracy 85,010,300 0.9967 847,268 1,073 79,227 </th <th>4</th> <th>35</th> <th>Saint-Léolin</th> <th>20,959,800</th> <th>1.5487</th> <th>324,604</th> <th>647</th> <th>32,395</th> <th>287,890</th>	4	35	Saint-Léolin	20,959,800	1.5487	324,604	647	32,395	287,890			
5 44 Stanley 77,038,950 1.1251 866,753 1,244 61,928 91,072 7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069	4	38	Le Goulet	74,902,800	1.2732	953,656	1,771	42,294	567,357			
7 60 Dorchester 59,559,000 1.5777 939,646 1,096 54,342 184,898 7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	5	43	Doaktown	79,207,350	1.3988	1,107,934	1,243	63,723	62,924			
7 61 Port Elgin 221,095,850 0.9927 2,194,877 1,932 114,439 7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	5	44	Stanley	77,038,950	1.1251	866,753	1,244	61,928	91,072			
7 66 Alma 37,254,400 1.4357 534,859 218 170,892 7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	7	60	Dorchester	59,559,000	1.5777	939,646	1,096	54,342	184,898			
7 68 Riverside-Albert 53,364,750 1.2030 641,994 683 78,133 10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	7	61	Port Elgin	221,095,850	0.9927	2,194,877	1,932	114,439				
10 79 Campobello Island 98,329,000 1.4819 1,457,176 872 112,763 11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average	7	66	Alma	37,254,400	1.4357	534,859	218	170,892				
11 85 Fredericton Junction 97,061,950 1.3262 1,287,282 1,790 54,225 304,627 11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average	7	68	Riverside-Albert	53,364,750	1.2030	641,994	683	78,133				
11 86 Gagetown 100,372,050 1.3361 1,341,096 1,299 77,269 11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average	10	79	Campobello Island	98,329,000	1.4819	1,457,176	872	112,763				
11 88 Tracy 85,010,300 0.9967 847,268 1,073 79,227 11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average	11	85	Fredericton Junction	97,061,950	1.3262	1,287,282	1,790	54,225	304,627			
11 94 Harvey 20,910,400 1.3121 274,358 358 58,409 42,069 12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average	11	86	Gagetown	100,372,050	1.3361	1,341,096	1,299	77,269				
12 98 Canterbury 149,621,000 1.1689 1,748,879 1,061 141,019 12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	11	88	Tracy	85,010,300	0.9967	847,268	1,073	79,227				
12 99 Meductic 14,639,650 1.3276 194,359 215 68,091 Average 1.2588 67,744	11	94	Harvey	20,910,400	1.3121	274,358	358	58,409	42,069			
Average 1.2588 67,744	12	98	Canterbury	149,621,000	1.1689	1,748,879	1,061	141,019				
	12	99	Meductic	14,639,650	1.3276	194,359	215	68,091				
Total - Group A 4,269,355	Averag	ge			1.2588			67,744				
	Total -	Group A							4,269,355			

RSD	104 mun.	Municipality	Tax Base for Rate	Avg. Tax Rate	Tax Revenue	Pop. 2016	Tax Base per Capita	Equalization Revenue
Catégo	orie B (2 (000 - 3 999 hab.)						
1	1	Haut-Madawaska	284,419,150	1.1635	3,309,077	3,714	76,580	
1	5	Saint-Léonard	183,627,400	1.2406	2,278,034	2,275	80,715	
1	6	Sainte-Anne-de-Madawaska	101,067,900	1.2244	1,237,496	2,196	46,024	698,887
1	7	Drummond	233,079,150	1.0518	2,451,427	2,894	80,539	
1	10	Aroostook	154,661,000	0.9743	1,506,833	2,886	53,590	650,864
1	11	Perth-Andover	226,327,900	1.1398	2,579,761	3,563	63,522	369,870
1	12	Plaster Rock	198,264,150	1.2276	2,433,827	2,980	66,532	199,426
1	13	Saint-Quentin	261,070,150	1.2567	3,280,746	3,726	70,067	87,904
1	14	Kedgwick	127,564,200	1.2377	1,578,897	2,276	56,048	444,748
2	16	Atholville	235,296,700	1.4164	3,332,804	3,570	65,909	266,130
2	19	Dalhousie	268,712,700	1.6560	4,449,857	3,821	70,325	78,059
2	22	Belledune	447,697,600	1.1918	5,335,680	2,720	164,595	
3	23	Petit-Rocher	195,096,200	1.2617	2,461,606	3,927	49,681	1,073,781
4	28	Paquetville	169,839,400	1.2487	2,120,781	3,793	44,777	1,265,085
4	29	Saint-Isidore	159,715,750	1.2475	1,992,522	2,798	57,082	511,274
4	36	Lamèque	227,245,700	1.3568	3,083,227	3,766	60,341	537,727
4	37	Sainte-Marie-Saint-Raphaël	93,505,350	1.2871	1,203,514	2,450	38,165	1,015,671
4	39	Shippagan	271,642,750	1.4840	4,031,054	3,166	85,800	
5	45	Upper Miramichi	116,617,500	1.3278	1,548,439	2,218	52,578	527,731
5	47	Rogersville	129,882,250	1.2922	1,678,293	3,010	43,150	1,063,941
5	49	Rexton	290,417,500	1.2112	3,517,526	3,281	88,515	
6	50	Richibucto	229,714,800	1.2926	2,969,272	3,150	72,925	
6	52	Cocagne	216,512,350	1.1662	2,524,872	2,649	81,734	
7	59	Cap-Pelé	207,962,950	1.3550	2,817,898	2,425	85,758	
7	67	Hillsborough	199,904,550	1.0827	2,164,429	3,232	61,852	401,660
10	78	Grand Manan	217,218,450	1.2324	2,677,033	2,505	86,714	
10	83	McAdam	209,732,450	1.1623	2,437,759	3,001	69,888	77,405
11	89	Cambridge-Narrows	278,678,950	1.0766	3,000,143	2,056	135,544	
11	90	Chipman	145,967,650	1.0946	1,597,693	2,017	72,369	
11	97	Nackawic	346,415,400	1.0662	3,693,522	3,401	101,857	
12	101	Hartland	317,967,250	1.1505	3,658,112	3,938	80,743	
12	102	Bath	193,654,350	1.2177	2,358,218	3,410	56,790	635,306
12	103	Centreville	190,602,950	1.0873	2,072,439	3,276	58,182	554,475
12	104	Florenceville-Bristol	277,191,000	1.2252	3,396,230	2,800	98,997	
Averag	je			1.2255			71,992	
Total -	Group B							10,459,942

RSD	104 mun.	Municipality	Tax Base for Rate	Avg. Tax Rate	Tax Revenue	Pop. 2016	Tax Base per Capita	Equalization Revenue
Catégo	orie C (4 C)00 - 9 999 hab.)						
1	9	Grand Sault/Grand Falls	554,786,400	1.4990	8,315,976	5,326	104,166	
2	15	Campbellton	628,854,950	1.7520	11,017,796	7,255	86,679	
3	24	Beresford	495,717,250	1.3548	6,715,935	8,506	58,279	2,338,281
4	32	Caraquet	507,051,300	1.3979	7,088,105	6,215	81,585	18,530
5	41	Neguac	299,062,400	1.2501	3,738,508	5,324	56,173	1,594,372
5	46	Blackville	331,381,600	1.0981	3,639,037	4,919	67,368	830,599
6	48	Saint-Louis-de-Kent	308,336,100	1.1882	3,663,743	5,946	51,856	2,080,081
6	51	Bouctouche	586,619,200	1.1105	6,514,268	7,240	81,025	68,917
6	53	Saint-Antoine	822,384,100	1.0249	8,428,621	9,199	89,399	
7	54	Petitcodiac	354,975,500	1.0689	3,794,194	4,726	75,111	371,048
7	55	Salisbury	419,918,350	0.9190	3,859,222	5,672	74,034	516,633
7	58	Beaubassin-Est	655,293,050	0.8029	5,261,674	6,376	102,775	
7	62	Sackville	796,031,300	1.4533	11,569,079	7,084	112,370	
7	63	Memramcook	341,527,700	1.3707	4,681,205	5,078	67,256	864,043
8	69	Sussex	913,575,950	1.1594	10,591,721	9,654	94,632	
8	70	Sussex Corner	391,814,500	1.0770	4,219,923	5,273	74,306	463,542
8	71	Norton	429,007,900	1.0276	4,408,555	4,960	86,494	
9	72	St. Martins	317,700,700	0.8859	2,814,469	5,545	57,295	1,587,937
9	73	Hampton	670,400,550	1.1888	7,969,935	8,262	81,143	67,281
9	77	Grand Bay-Westfield	585,583,650	1.2330	7,220,162	8,065	72,608	868,734
10	80	Blacks Harbour	323,316,600	1.0668	3,448,981	4,152	77,870	192,338
10	81	St. George	376,623,300	1.1483	4,324,788	4,274	88,120	
10	82	Saint Andrews	634,265,100	1.1119	7,052,590	4,020	157,777	
10	84	St. Stephen	696,306,100	1.2847	8,945,298	9,542	72,973	987,226
11	91	Minto	371,239,020	1.0585	3,929,468	4,803	77,293	254,825
11	93	Hanwell	862,653,374	0.8144	7,025,791	7,865	109,683	
11	95	New Maryland	564,291,050	1.1256	6,351,763	6,767	83,389	
11	96	Millville	292,907,370	1.0068	2,948,866	5,512	53,140	1,845,690
Moyen	ne			1.1667			81,841	
Total -	Groupe C							14,950,078
Catégo	orie D (10	000 - 39 999 hab.)						
1	3	Edmundston	1,678,905,350	1.5634	26,248,400	20,316	82,640	3,004,206
3	27	Bathurst	1,441,766,143	1.6131	23,257,246	18,512	77,883	3,970,329
4	40	Tracadie	1,069,537,800	1.1906	12,734,247	16,114	66,373	6,052,714
5	42	Miramichi	2,028,715,600	1.5586	31,620,345	25,391	79,899	4,728,929
7	57	Shediac	1,326,317,800	1.1952	15,852,543	11,528	115,052	
7	64	Dieppe	3,272,404,203	1.6295	53,323,334	25,384	128,916	

RSD	104 mun.	Municipality	Tax Base for Rate	Avg. Tax Rate	Tax Revenue	Pop. 2016	Tax Base per Capita	Equalization Revenue
7	65	Riverview	1,908,087,150	1.4681	28,012,843	24,133	79,065	4,776,270
9	74	Quispamsis	2,125,447,850	1.2769	27,139,597	21,483	98,936	
9	75	Rothesay	1,396,000,250	1.2234	17,078,873	12,259	113,876	
11	87	Oromocto	1,951,771,300	1.0817	21,111,709	18,594	104,968	
12	100	Woodstock	1,016,724,400	1.2450	12,658,594	12,460	81,599	2,024,024
Moyenne 1.4001 93,201								
Total -	Groupe D)						24,556,472
Catégo	orie E (40	000 hab. et plus)						
7	56	Moncton	9,305,243,850	1.6021	149,078,388	77,638	119,854	
9	76	Saint John	7,571,312,422	1.7148	129,832,375	68,769	110,098	7,210,401
11	92	Fredericton	8,769,434,867	1.3579	119,076,776	73,063	120,026	
Moyen	Moyenne 1.5519 116,854							
Total -	Total - Groupe E							
Grand	total							61,446,247

Sources: New Brunswick, Environment and Local Government, New Brunswick Municipal Statistics Annual Report, 2020 and authors' estimates.

According to our estimates, in the 104 municipality local governance model, Equalization would cost the provincial government \$61.5 million. In total, 61

municipalities would receive equalization (58.7%). This illustrates the financial fragility of this model.

3.4. FINANCIAL MODEL SUMMARY

We can now take the final step and integrate all the financial data into a summary table. This is what we do in Table 22.

This table presents the following information: total expenditures, the three sources of revenue (mandate,

value of vacated tax room and equalization), and the result. If this result is negative, the province pays compensation to cover the excess spending on roads and a possible loss of equalization.

Table 22. Financial Model Summary, 104 Municipalities

No	Municipality	Estimated Expenses	Sources of Revenue				Compensation
			Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
1	Haut-Madawaska	5,550,207	3,309,077	1,596,987		-644,143	644,143
2	Lac-Baker	1,142,604	720,312	322,835		-99,457	99,457
3	Edmundston	40,311,474	26,248,400	8,515,918	3,004,206	-2,542,950	2,542,950
4	Rivière-Verte	1,428,148	893,606	323,276	261,748	50,483	
5	Saint-Léonard	3,926,205	2,278,034	1,009,728		-638,443	638,443
6	Sainte-Anne-de-Madawaska	1,932,028	1,237,496	368,456	698,887	372,811	
7	Drummond	3,098,239	2,451,427	1,074,752		427,941	

	Municipality	Estimated Expenses	Sources of Revenue				Compensation
No			Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
8	Saint-André	2,224,049	1,630,398	1,046,904		453,253	
9	Grand Sault/Grand Falls	11,417,895	8,315,976	3,087,099		-14,821	14,821
10	Aroostook	2,637,740	1,506,833	772,321	650,864	292,277	
11	Perth-Andover	5,788,276	2,579,761	1,236,960	369,870	-1,601,686	1,601,686
12	Plaster Rock	4,311,595	2,433,827	906,594	199,426	-771,749	771,749
13	Saint-Quentin	5,567,492	3,280,746	1,258,406	87,904	-940,436	940,436
14	Kedgwick	2,460,155	1,578,897	553,685	444,748	117,175	
15	Campbellton	15,076,518	11,017,796	4,836,058		777,336	
16	Atholville	4,332,219	3,332,804	1,036,365	266,130	303,079	
17	Tide Head	2,079,939	1,618,006	375,585	233,683	147,334	
18	Balmoral	2,591,887	1,647,912	469,393	176,302	-298,279	298,279
19	Dalhousie	6,029,903	4,449,857	1,660,464	78,059	158,477	
20	Eel River Dundee	1,705,667	1,072,353	218,677	603,580	188,943	
21	Charlo	1,707,618	1,277,895	293,569	23,273	-112,880	112,880
22	Belledune	6,840,647	5,335,680	3,397,165		1,892,198	
23	Petit-Rocher	3,736,696	2,461,606	653,324	1,073,781	452,015	
24	Beresford	9,334,911	6,715,935	1,675,130	2,338,281	1,394,434	
25	Nigadoo	944,090	768,592	152,497	123,910	100,910	
26	Pointe-Verte	991,978	700,961	141,700	200,596	51,278	
27	Bathurst	32,498,232	23,257,246	7,864,820	3,970,329	2,594,163	
28	Paquetville	3,774,547	2,120,781	653,172	1,265,085	264,491	
29	Saint-Isidore	3,330,023	1,992,522	568,450	511,274	-257,776	257,776
30	Bas-Caraquet	1,526,474	1,148,489	337,390	289,410	248,815	
31	Bertrand	1,331,381	891,948	245,677	213,524	19,768	
32	Caraquet	9,396,850	7,088,105	2,268,517	18,530	-21,697	21,697
33	Grande-Anse	1,302,740	707,277	260,346	390,245	55,128	
34	Maisonnette	839,936	639,706	226,747	212,248	238,764	
35	Saint-Léolin	555,904	324,604	40,893	287,890	97,483	
36	Lamèque	4,470,411	3,083,227	1,150,365	537,727	300,908	
37	Sainte-Marie-Saint-Raphaël	1,892,984	1,203,514	326,635	1,015,671	652,836	
38	Le Goulet	1,413,682	953,656	202,226	567,357	309,558	
39	Shippagan	5,991,764	4,031,054	1,598,102		-362,608	362,608
40	Tracadie	16,406,120	12,734,247	4,329,564	6,052,714	6,710,405	
41	Neguac	5,804,047	3,738,508	1,323,060	1,594,372	851,894	
42	Miramichi	46,200,205	31,620,345	10,276,031	4,728,929	425,100	
43	Doaktown	2,069,738	1,107,934	471,801	62,924	-427,079	427,079
44	Stanley	1,730,426	866,753	474,103	91,072	-298,498	298,498

			Sources of Revenue				Compensation
No	Municipality	Estimated Expenses	Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
45	Upper Miramichi	2,884,231	1,548,439	780,732	527,731	-27,329	27,329
46	Blackville	5,009,031	3,639,037	1,726,220	830,599	1,186,826	
47	Rogersville	4,041,161	1,678,293	580,416	1,063,941	-718,512	718,512
48	Saint-Louis-de-Kent	6,316,848	3,663,743	1,378,804	2,080,081	805,780	
49	Rexton	5,980,778	3,517,526	1,706,744		-756,508	756,508
50	Richibucto	6,226,876	2,969,272	1,149,061		-2,108,543	2,108,543
51	Bouctouche	10,304,810	6,514,268	2,705,476	68,917	-1,016,148	1,016,148
52	Cocagne	3,135,179	2,524,872	707,113		96,807	
53	Saint-Antoine	8,991,766	8,428,621	2,248,523		1,685,379	
54	Petitcodiac	6,673,209	3,794,194	1,839,546	371,048	-668,421	668,421
55	Salisbury	6,938,637	3,859,222	1,825,331	516,633	-737,451	737,451
56	Moncton	169,028,497	149,078,388	54,673,709		34,723,600	
57	Shediac	18,779,282	15,852,543	6,458,804		3,532,064	
58	Beaubassin-Est	8,583,663	5,261,674	2,803,896		-518,093	518,093
59	Cap-Pelé	4,260,702	2,817,898	1,039,333		-403,471	403,471
60	Dorchester	1,473,576	939,646	422,610	184,898	73,578	
61	Port Elgin	3,010,054	2,194,877	1,665,920		850,743	
62	Sackville	15,236,285	11,569,079	4,820,682		1,153,476	
63	Memramcook	7,392,229	4,681,205	964,883	864,043	-882,097	882,097
64	Dieppe	58,932,253	53,323,334	15,452,187		9,843,267	
65	Riverview	33,091,185	28,012,843	5,860,735	4,776,270	5,558,663	
66	Alma	948,242	534,859	264,235		-149,148	149,148
67	Hillsborough	4,686,579	2,164,429	575,061	401,660	-1,545,429	1,545,429
68	Riverside-Albert	1,361,173	641,994	517,096		-202,082	202,082
69	Sussex	18,039,833	10,591,721	5,035,486		-2,412,625	2,412,625
70	Sussex Corner	6,593,600	4,219,923	1,327,987	463,542	-582,148	582,148
71	Norton	7,507,006	4,408,555	2,071,584		-1,026,867	1,026,867
72	St. Martins	6,134,530	2,814,469	867,828	1,587,937	-864,296	864,296
73	Hampton	11,030,666	7,969,935	1,190,503	67,281	-1,802,947	1,802,947
74	Quispamsis	29,680,098	27,139,597	4,834,831		2,294,330	
75	Rothesay	19,248,820	17,078,873	3,651,619		1,481,672	
76	Saint John	169,668,313	129,832,375	44,800,858	7,210,401	12,175,320	
77	Grand Bay-Westfield	8,856,101	7,220,162	1,183,438	868,734	416,233	
78	Grand Manan	4,109,828	2,677,033	1,155,478		-277,316	277,316
79	Campobello Island	1,655,010	1,457,176	770,425		572,591	
80	Blacks Harbour	5,626,371	3,448,981	1,521,023	192,338	-464,028	464,028
81	St. George	5,802,716	4,324,788	2,140,911		662,982	

	Municipality	Estimated Expenses	Sources of Revenue				Compensation
No			Mandate	Value of Tax Room Vacated	Equalization	Result	for Roads and Equalization Loss
82	Saint Andrews	10,497,615	7,052,590	3,599,555		154,531	
83	McAdam	4,063,810	2,437,759	1,087,209	77,405	-461,436	461,436
84	St. Stephen	16,646,087	8,945,298	3,442,087	987,226	-3,271,477	3,271,477
85	Fredericton Junction	1,650,897	1,287,282	420,167	304,627	361,178	
86	Gagetown	1,464,302	1,341,096	450,960		327,754	
87	Oromocto	28,165,363	21,111,709	9,700,508		2,646,854	
88	Tracy	975,301	847,268	328,401		200,367	
89	Cambridge-Narrows	4,476,057	3,000,143	1,989,498		513,584	
90	Chipman	2,863,146	1,597,693	806,996		-458,457	458,457
91	Minto	6,408,316	3,929,468	2,232,288	254,825	8,265	
92	Fredericton	136,304,968	119,076,776	46,348,200		29,120,009	
93	Hanwell	7,979,096	7,025,791	1,976,778		1,023,473	
94	Harvey	377,936	274,358	110,430	42,069	48,921	
95	New Maryland	7,155,791	6,351,763	841,815		37,787	
96	Millville	4,650,028	2,948,866	853,636	1,845,690	998,165	
97	Nackawic	5,554,965	3,693,522	1,786,967		-74,477	74,477
98	Canterbury	2,386,106	1,748,879	1,202,760		565,533	
99	Meductic	401,518	194,359	56,588		-150,570	150,570
100	Woodstock	20,472,350	12,658,594	5,829,693	2,024,024	39,961	
101	Hartland	6,063,405	3,658,112	1,054,752		-1,350,541	1,350,541
102	Bath	4,103,110	2,358,218	1,073,099	635,306	-36,487	36,487
103	Centreville	3,737,316	2,072,439	979,849	554,475	-130,552	130,552
104	Florenceville-Bristol	6,426,540	3,396,230	1,550,667		-1,479,643	1,479,643
Total		1,257,766,803	955,776,161	340,043,742	61,446,247	99,499,347	33,609,602

Source: Authors' estimates.

Overall, the financial model generates a surplus of \$65.9 million when the result is netted against the compensation. As a result, many municipalities would not have to use all the tax room vacated by the province. In total, 44 municipalities are to receive compensation to cover their expenses. This represents 42.3% of cases. This is another way of illustrating the financial fragility of the model.

What can we learn from the Intermunicipal Council Model?

On the strength side, this model ensures the full municipalization of the province. Because it builds on the 104 existing local governments, it leverages local governance expertise by building on existing local governments. It also has the advantage of preserving local identities. It finally allows for the addition of some new responsibilities for local governments.

However, it has many weaknesses. The mandatory participation of many municipalities in an intermunicipal council adds complexity to the local governance model. The lack of taxing powers of these boards may limit their effectiveness. As we have seen, many small units do not meet the vitality criteria, even though they are generally met across the territories of intermunicipal boards. This financial instability of small units can lead to the status quo and paralyze the development of new initiatives at the local level.

In this model, citizens will believe that only LSDs are affected by the changes. It must be remembered that this model causes the forced consolidation of LSDs. Finally, since it keeps local governments together, this proposal has little impact on their debt ratios.



Conclusion

We realize that this report is rather dry. It contains a large number of tables and data that can make it difficult to read.

However, we believe that this exercise was necessary to fully understand the strengths and limitations of the three options analyzed. The information available is sufficient to allow the members of the AFMNB to position themselves on the preferred model.

In our view, the conclusion is fairly obvious. The first option, the amalgamation of LSDs from the 12 LSD regions into municipalities, does not allow for the development of a strong local government network. All of the municipalities created as a result of these amalgamations do not meet the basic criteria of having a community of interest and sufficient growth in the tax base. Even though 11 of these 12 amalgamations meet the 2 size criteria (population and tax base), these municipalities have no future in the current New Brunswick context. It is an attempt to address the problems currently facing local communities by focusing on the weakest link in the system, the LSDs. As stated above, this is an initiative that is doomed to failure.

The third option, which attempts to preserve the current 104 local governments by amalgamating neighbouring LSDs into them and forcing them to share some services with neighbouring municipalities, produces similar results. It is true that local governments are growing in size and there is some semblance of building financial capacity. However, this effort is insufficient and too many local governments do not meet basic vitality criteria.

This option also has the disadvantage of generalizing another level of governance without the power to tax, which will limit its relevance.

Thus, in our view, the only option that offers a future model for local governance in New Brunswick is the Finn 2.0 report, i.e., the option that addresses the issue of regional and local road management, and gives municipalities additional responsibilities to ensure their future development.

This model involves major transformations and sacrifices for all communities. Even if adjustments may be necessary in terms of the limits of the RSDs, it still represents the option best adapted to the current and future needs of the communities of interest in New Brunswick. It also places local communities in an attractive negotiating position with the provincial government.

Following the decision of the AFMNB members, further study of the financial model, particularly with respect to equalization, is required. As we have seen in the report, the results of this model are very sensitive to the choice on the classification of municipalities. Different scenarios will have to be documented. This exercise does not, however, call into question the compensation of municipalities penalized by the transformation of the local governance model and its financing.



APPENDIX A

Composition of the 104 Municipalities Grouped into 53 Intermunicipal Councils and 12 Regional Service Districts

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
1	1	1	1	Haut-Madawaska	X	
2	1	1	2	Lac Baker	Х	
3	1	2	3	Edmundston	X	
4	1	2	3	Saint-Jacques		Χ
5	1	2	3	Saint-Joseph		Χ
6	1	2	3	Saint-Basile		Χ
7	1	2	3	Madawaska		Х
8	1	3	4	Rivière-Verte		Χ
9	1	3	4	Rivière-Verte	X	
10	1	3	5	Saint-Léonard		Χ
11	1	3	5	St-Léonard	Х	
12	1	3	6	Sainte-Anne		Χ
13	1	3	6	Sainte-Anne-de-Madawaska	Х	
14	1	3	6	Notre-Dame-de-Lourdes		Х
15	1	4	7	Drummond		Χ
16	1	4	7	Drummond	Х	
17	1	4	8	Saint-André	X	
18	1	4	9	Grand Falls	Х	
19	1	5	10	Denmark		Х
20	1	5	10	Grand Falls		Х
21	1	5	10	Aroostook	X	
22	1	5	11	Perth		Х
23	1	5	11	Andover		Х
24	1	5	11	Perth-Andover	Х	
25	1	5	12	Lorne		Х
26	1	5	12	Riley Brook		Х
27	1	5	12	Gordon		Х
28	1	5	12	Plaster Rock	X	
29	1	6	13	Saint-Quentin		Х
30	1	6	13	St Martin-de-Restigouche		Χ
31	1	6	13	Saint-Quentin	Х	
32	1	6	14	St-Jean Baptiste - Menneval		Х
33	1	6	14	White's Brook		Х
34	1	6	14	Kedgwick	X	
35	2	7	15	McLeods		Х
36	2	7	15	Campbellton	Х	

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
37	2	7	16	Atholville	Χ	
38	2	7	17	Addington		Χ
39	2	7	17	Tide Head	X	
40	2	7	17	Flatlands		Χ
41	2	7	17	Mann Mountain		Χ
42	2	7	17	Glencoe		Χ
43	2	7	17	Eldon		Χ
44	2	8	18	Blair Athol		Χ
45	2	8	18	Balmoral-Maltais		Χ
46	2	8	18	Balmoral-St. Maure		Х
47	2	8	18	Balmoral	X	
48	2	8	19	Dalhousie		Χ
49	2	8	19	Point la Nim		Χ
50	2	8	19	Dalhousie	X	
51	2	8	19	Dalhousie Junction		Χ
52	2	8	20	Eel River Dundee	X	
53	2	8	21	Charlo	X	
54	2	9	22	Chaleur		Χ
55	2	9	22	Lorne		Х
56	2	9	22	Belledune	X	
57	3	10	23	Petit-Rocher-Sud		Х
58	3	10	23	Petit-Rocher-Nord		Х
59	3	10	23	LaPlante		Х
60	3	10	23	Madran		Х
61	3	10	23	Petit-Rocher	X	
62	3	10	23	Tremblay		Х
63	3	10	24	Beresford		Х
64	3	10	24	Robertville		X
65	3	10	24	Dunlop		Х
66	3	10	24	Beresford	X	
67	3	10	25	Nigadoo	Х	
68	3	10	26	Pointe-Verte	X	
69	3	11	27	Bathurst	X	
70	3	11	27	Allardville		Х
71	3	11	27	Bathurst		Х
72	3	11	27	North Tetagouche		Х
73	3	11	27	Big River		Х
74	3	11	27	New Bandon-Salmon Beach		Х
75	4	12	28	Paquetville		X

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
76	4	12	28	Notre-Dame-des-Érables		Х
77	4	12	28	Maltempec		Х
78	4	12	28	Landry Office		Χ
79	4	12	28	Paquetville	X	
80	4	12	29	Saint-Isidore		Χ
81	4	12	29	Saint-Sauveur		Χ
82	4	12	29	Saint-Isidore	X	
83	4	13	30	Bas-Caraquet	Χ	
84	4	13	30	Pokesudie Island		Х
85	4	13	31	Bertrand	X	
86	4	13	32	Blanchard Settlement		Χ
87	4	13	32	Caraquet		Х
88	4	13	32	Caraquet	Χ	
89	4	13	32	Evangéline		Χ
90	4	13	32	Pokemouche		Х
91	4	13	32	St Simon		Х
92	4	13	33	Grande-Anse	X	
93	4	13	33	New Bandon		Х
94	4	13	33	Dugas		Χ
95	4	13	34	Anse Bleue		Χ
96	4	13	34	Maisonnette	X	
97	4	13	34	Poirier		Χ
98	4	13	35	Saint-Léolin	Х	
99	4	14	36	Shippagan		Х
100	4	14	36	Petite Lamèque		Х
101	4	14	36	Ste-Cécile		Х
102	4	14	36	Haut-Lamèque		Х
103	4	14	36	Miscou Island		Х
104	4	14	36	Lamèque	Χ	
105	4	14	36	Pointe-Canot		Х
106	4	14	36	Pointe-Alexandre		Х
107	4	14	37	Cap-Bateau		Х
108	4	14	37	Pigeon Hill		Х
109	4	14	37	Sainte-Marie-Saint-Raphaël	X	
110	4	14	37	Chiasson-Savoy		Х
111	4	14	37	Coteau Road		Х
112	4	15	38	Inkerman Centre		Х
113	4	15	38	Baie du Petit Pokemouche		Х
114	4	15	38	Le Goulet	X	

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
115	4	15	39	Pointe Brûlée		Χ
116	4	15	39	Haut-Shippagan		Х
117	4	15	39	Shippagan	Х	
118	4	15	39	Indian Point		Х
119	4	16	40	Tracadie	X	
120	5	17	41	Neguac	X	
121	5	17	41	Alnwick		Х
122	5	17	41	Tabusintac		Х
123	5	17	41	Oak Point - Bartibog Bridge		Х
124	5	17	41	Fair Isle		Х
125	5	18	42	Miramichi	Χ	
126	5	18	42	Newcastle		Х
127	5	18	42	North Esk		Х
128	5	18	42	South Esk		Х
129	5	18	42	Sunny Corner		Х
130	5	18	42	Chatham		Х
131	5	18	42	Lower Newcastle-Russelville		Х
132	5	18	42	Glenelg		X
133	5	18	42	Black River-Hardwicke		X
134	5	18	42	St Margarets		Х
135	5	19	43	Blissfield		Х
136	5	19	43	Doaktown	Х	
137	5	19	44	Stanley		Х
138	5	19	44	Stanley	X	
139	5	19	45	Upper Miramichi	Х	
140	5	20	46	Blackville	X	
141	5	20	46	Blackville		Х
142	5	20	46	Derby		Х
143	5	20	46	Nelson		Х
144	5	20	46	Renous-Quarryville		Х
145	5	21	47	Rogersville	X	
146	5	21	47	Acadieville		Х
147	5	21	47	Rogersville		Х
148	5	21	47	Collette		Х
149	6	22	48	Saint-Louis-de-Kent	Х	
150	6	22	48	Carleton		Х
151	6	22	48	Saint-Louis		Х
152	6	22	48	Saint-Charles		Χ
153	6	22	48	Pointe-Sapin		Х

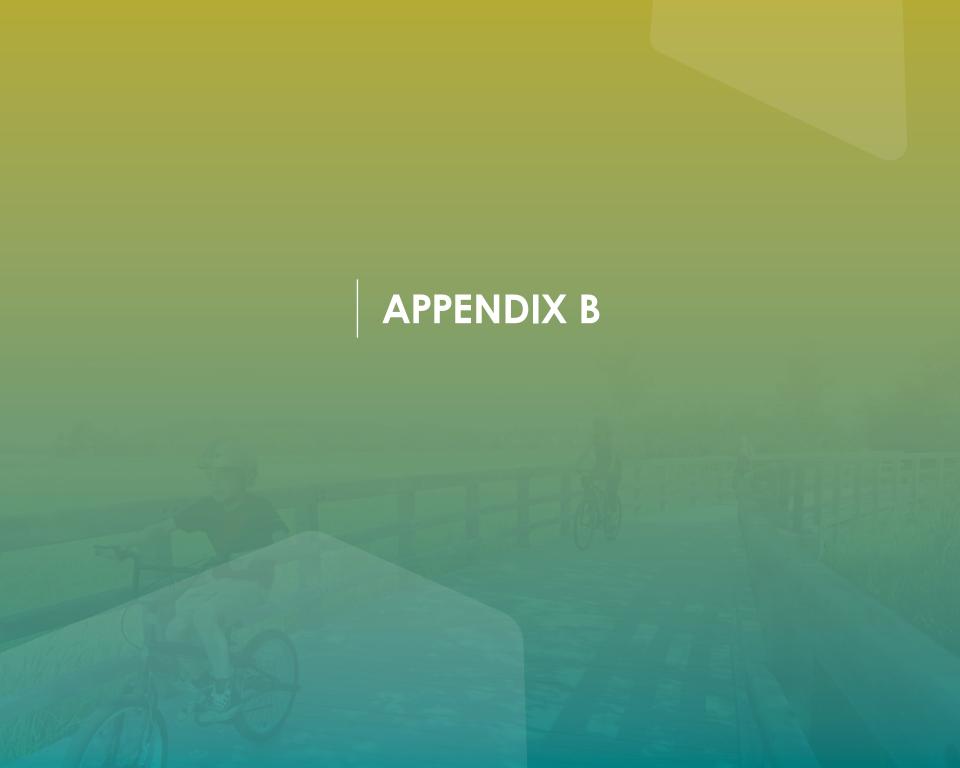
#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
154	6	22	48	Saint-Ignace		Χ
155	6	22	48	Hardwicke		Χ
156	6	22	48	Baie Ste Anne		Χ
157	6	22	48	Escuminac		Χ
158	6	23	49	Rexton	X	
159	6	23	49	Harcourt		Χ
160	6	23	49	Weldford		Χ
161	6	23	49	Richibucto		Χ
162	6	23	50	Cap-de-Richibucto		Χ
163	6	23	50	Aldouane		Χ
164	6	23	50	Richibucto	X	
165	6	24	51	Bouctouche	Χ	
166	6	24	51	Saint Mary		Χ
167	6	24	51	Wellington		Χ
168	6	24	51	Sainte-Anne de Kent		Χ
169	6	25	52	Cocagne	Χ	
170	6	25	53	Saint-Paul		Χ
171	6	25	53	Dundas		Χ
172	6	25	53	Grand Saint-Antoine		Χ
173	6	25	53	Saint-Antoine	Χ	
176	7	26	54	Havelock		Χ
177	7	26	54	Paroisse de Elgin		Χ
178	7	26	54	Elgin		Χ
179	7	26	54	Petitcodiac	Χ	
182	7	26	55	Salisbury	Х	
183	7	26	55	Salisbury		Χ
184	7	27	56	Moncton	Х	
185	7	27	56	Moncton		Χ
186	7	28	57	Shediac	X	
187	7	28	57	Shediac		Χ
188	7	28	57	Pointe-du-Chêne		Х
189	7	28	57	Shediac Cape		Х
190	7	28	57	Scoudouc Road		Χ
191	7	28	57	Shediac Bridge-Shediac River		Х
192	7	28	57	Scoudouc		Х
193	7	28	57	Grand-Digue		Χ
194	7	29	58	BeauBassin-Est	X	
195	7	29	59	Cap-Pele	X	
196	7	30	60	Dorchester	Х	

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
197	7	30	61	Westmorland		Χ
198	7	30	61	Botsford		Χ
199	7	30	61	Cape Tourmentine		Χ
200	7	30	61	Bayfield		Χ
201	7	30	61	Baie-Verte-Outside		Χ
202	7	30	61	Murray Corner		Χ
203	7	30	61	Port Elgin	X	
204	7	30	62	Sackville		Х
205	7	30	62	Pointe de Bute		Χ
206	7	30	62	Sackville	X	
207	7	31	63	Dorchester		Χ
208	7	31	63	Memramcook	X	
209	7	32	64	Dieppe	X	
210	7	33	65	Riverview	X	
211	7	33	65	Coverdale		X
212	7	34	66	Alma		Χ
213	7	34	66	Alma	X	
214	7	34	67	Hillsborough		Х
215	7	34	67	Hillsborough	X	
217	7	34	68	Hopewell		Χ
218	7	34	68	Harvey		Χ
219	7	34	68	Riverside-Albert	X	
220	8	35	69	Brunswick		Х
221	8	35	69	Johnston		Χ
222	8	35	69	Studholm / Cardwell		Χ
224	8	35	69	Sussex	X	
226	8	35	70	Waterford		X
227	8	35	70	Hammond		Χ
228	8	35	70	Sussex		Х
229	8	35	70	Sussex Corner	X	
230	8	36	71	Norton	X	
231	8	36	71	Wickham		Х
232	8	36	71	Kars		Х
233	8	36	71	Springfield		Х
234	8	36	71	Norton		Х
235	9	37	72	St Martin	Х	
236	9	37	72	Saint Martin		Х
237	9	37	72	Simonds		Х
238	9	37	72	Fairfield		Χ

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
239	9	38	73	Hampton	X	
240	9	38	73	Upham		Χ
241	9	38	73	Hampton		Χ
242	9	39	74	Kingston		Χ
244	9	39	74	Quispamsis	X	
245	9	39	74	Rothesay		Χ
246	9	39	75	Westfield (East)		Χ
247	9	39	75	Rothesay	X	
248	9	40	76	Saint John	X	
249	9	40	76	Musquash		Х
250	9	41	77	Grand Bay-Westfield	Χ	
251	9	41	77	Petersville		Х
252	9	41	77	Greenwich		Х
253	9	41	77	Westfield		Х
254	10	42	78	Grand Manan	X	
255	10	42	78	White Head Island		X
256	10	43	79	Campobello	X	
257	10	44	80	Lepreau		Х
258	10	44	80	Pennfield		Х
259	10	44	80	Beaver Harbour		Х
260	10	44	80	Blacks Harbour	X	
261	10	44	81	Saint George		Χ
262	10	44	81	Fundy Bay		Х
263	10	44	81	St George	X	
264	10	44	81	West Island		Х
265	10	45	82	Saint Andrews	X	
266	10	45	82	Dumbarton		X
267	10	45	82	Chamcook		Х
268	10	45	82	Saint Croix		X
269	10	45	82	Saint Patrick		Х
270	10	45	82	Bayside		Х
271	10	46	83	Manners Sutton		Χ
272	10	46	83	McAdam		Χ
273	10	46	83	McAdam	X	
274	10	46	84	Saint James		Χ
275	10	46	84	Dufferin		Χ
276	10	46	84	Saint Stephen		Χ
277	10	46	84	Saint David		Χ
278	10	46	84	Western Charlotte		X

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
279	10	46	84	Dennis-Weston		Χ
280	10	46	84	St Stephen	Х	
281	11	47	85	Blissville		Χ
282	11	47	85	Wirral-Enniskillen		Χ
283	11	47	85	Clarendon		Χ
284	11	47	85	Fredericton Junction	X	
285	11	47	86	Upper Gagetown		Χ
286	11	47	86	Hampstead		Χ
287	11	47	86	Gagetown	X	
288	11	47	87	Burton		Χ
289	11	47	87	Rusagonis-Waasis		Χ
290	11	47	87	Oromocto	X	
291	11	47	88	New Maryland-Outside		Χ
292	11	47	88	Gladstone		Χ
293	11	47	88	Tracy	X	
294	11	48	89	Waterborough		Χ
295	11	48	89	Cambridge		Χ
296	11	48	89	Cambridge-Narrows	X	
297	11	48	90	Chipman		Χ
298	11	48	90	Chipman	X	
299	11	48	91	Maugerville		Х
300	11	48	91	Sheffield		Х
301	11	48	91	Northfield		Χ
302	11	48	91	Canning		Χ
303	11	48	91	Minto	X	
304	11	49	92	Saint Marys		Χ
305	11	49	92	Lincoln		Χ
306	11	49	92	Inner Maugerville		Χ
307	11	49	92	Estey's Bridge		Χ
308	11	49	92	Noonan		Χ
309	11	49	92	Fredericton	X	
310	11	49	92	Carlisle Road		Χ
311	11	49	92	Lower Douglas		Χ
313	11	49	92	Keswick Ridge		Х
314	11	49	93	Kingsclear		Х
315	11	49	93	Hanwell	Х	
317	11	49	94	Harvey	Х	
318	11	49	95	New Maryland		Х
319	11	49	95	New Maryland	Χ	

#	RSD	Finn Ranking	104 Municipalities	Communities	Local Government	LSD
320	11	50	96	Southampton		Χ
321	11	50	96	Bright		Χ
322	11	50	96	Douglas (portion)		Χ
323	11	50	96	Millville	Х	
324	11	50	97	Queensbury		Χ
325	11	50	97	Dumfries		Х
326	11	50	97	Prince William		Χ
327	11	50	97	Nackawic	Х	
328	12	51	98	North Lake		Χ
329	12	51	98	Canterbury		Х
330	12	51	98	Canterbury	Х	
331	12	51	99	Meductic	Х	
332	12	51	100	Northampton		X
333	12	51	100	Richmond		Χ
334	12	51	100	Debec		Χ
335	12	51	100	Wakefield		Х
336	12	51	100	Woodstock		Х
337	12	51	100	Benton		Х
338	12	51	100	Upper & Lower Northampton		Х
339	12	51	100	Woodstock	Х	
340	12	52	101	Hartland	Х	
341	12	52	101	Brighton		Х
342	12	52	101	Simonds		Х
343	12	52	101	Wakefield		Х
344	12	52	101	Coldstream		Х
345	12	52	101	Somerville		Х
346	12	53	102	Aberdeen		Х
347	12	53	102	Kent		Х
348	12	53	102	Upper Kent		Χ
349	12	53	102	Glassville		Х
350	12	53	102	Bath	Х	
351	12	53	103	Wicklow		Χ
352	12	53	103	Wilmot		Х
353	12	53	103	Lakeville		Х
354	12	53	103	Centreville	Х	
355	12	53	104	Peel		Х
356	12	53	104	Florenceville-Bristol	Х	



Detailed Local Government Expenditures, 104 Municipalities

Part 1

			Service	s w/ Adjusted	d Expenses			Services w/	o Adjusted	Expenses	
No	Municipality	General Admin. Services	Emergency Measures	Other Protective Services	Development Services	Recreational & Cultural Services	Water Distribution Charges	Hygiene Services	Public Health Services	Debt Services	Transfers
1	Haut-Madawaska	928,924	18,246	13,000	192,434	488,861	176,238	187,090		285,510	71,028
2	Lac-Baker	224,360	4,165		45,472	42,500		51,801	10,000	62,528	
3	Edmundston	4,332,538	1,278,728	435,285	2,266,569	6,042,675	536,820	1,142,426		4,670,099	811,568
4	Rivière-Verte	227,219	529	2,170	57,347	54,908	72,588	83,952		29,571	-2,416
5	Saint-Léonard	421,309	2,828	6,696	143,483	558,542	36,000	216,822		319,948	71,742
6	Sainte-Anne-de-Madawaska	345,541	832	2,637	81,453	59,728	37,435	136,607	0	55,377	-6,154
7	Drummond	650,261	12,393	30,074	166,378	65,772	12,065	289,518		60,657	18,580
8	Saint-André	456,812	14,509	3,400	104,200	37,650	60,302	90,200		31,743	66,675
9	Grand Sault/Grand Falls	1,518,644		6,000	1,186,230	1,952,278	180,000	323,915		1,225,174	366,087
10	Aroostook	136,614	2,129	4,805	84,082	9,314	19,500	228,760		450	18,406
11	Perth-Andover	558,297	6,056	9,520	186,320	1,116,490	37,000	278,376			278,942
12	Plaster Rock	281,721	4,016	7,311	159,247	523,041	0	292,430		152,466	-8,720
13	Saint-Quentin	1,100,879	11,562	11,012	413,549	686,943	13,800	312,809		202,147	173,033
14	Kedgwick	276,368	1,699	2,874	66,825	324,110	10,545	227,922		194,049	-51,146
15	Campbellton	1,493,142	2,045	174,875	1,534,691	2,803,885	10,000	622,319		1,200,801	170,398
16	Atholville	612,001	7,000	8,000	250,264	343,507	143,848	254,575		313,950	105,837
17	Tide Head	266,374	7,314	5,529	89,567	87,891	63,819	177,785		45,437	8,767
18	Balmoral	387,852	236	3,371	53,692	191,161	160,000	282,555		253,076	3,938
19	Dalhousie	968,479	8,748	21,241	288,411	934,150	290,913	349,801		113,157	200,041
20	Eel River Dundee	338,910	3,517	2,450	55,640	34,780	61,997	126,359		36,286	81,131
21	Charlo	344,887	20,000	4,000	88,395	35,500	30,000	123,088		129,482	
22	Belledune	1,456,508	7,710	15,644	940,230	738,211	23,075	307,873		331,601	159,940
23	Petit-Rocher	628,005	1,259	31,698	151,578	659,710	50,000	220,335		46,741	47,764
24	Beresford	1,519,919	14,201	71,318	301,240	1,112,906	400,000	466,877		337,865	259,384

			Services	s w/ Adjusted	1 Expenses			Services w/	o Adjusted	Expenses	
No	Municipality	General Admin. Services	Emergency Measures	Other Protective Services	Development Services	Recreational & Cultural Services	Water Distribution Charges	Hygiene Services	Public Health Services	Debt Services	Transfers
25	Nigadoo	232,246		10,600	26,370	61,700		55,681		19,765	9,254
26	Pointe-Verte	339,008			57,651	1,000		55,078		35,104	45,000
27	Bathurst	4,241,749	1,567,278	401,292	1,393,713	4,176,214	500,000	785,703		3,195,786	-197,036
28	Paquetville	970,034	22,019	34,453	117,420	107,367		222,657		123,348	-32,144
29	Saint-Isidore	585,373	1,598	7,878	126,806	180,807		210,394		81,554	-5,406
30	Bas-Caraquet	389,210	101	2,505	90,920	192,622		106,666		43,040	39,065
31	Bertrand	327,522	1,500	1,700	89,979	164,545		89,109		137,833	
32	Caraquet	1,813,715	7,125	12,214	1,100,636	1,152,607	69,000	444,769		987,597	-13,204
33	Grande-Anse	375,564	181	409	69,238	122,321		74,132		103,720	-1,553
34	Maisonnette	234,703	260	1,424	28,528	47,178		81,530		17,000	-3,317
35	Saint-Léolin	155,405	1,000	681	29,376	19,000		49,000		14,924	35,000
36	Lamèque	669,425	1,895	9,061	188,105	624,137	44,000	281,702		304,865	14,114
37	Sainte-Marie-Saint-Raphaël	621,775	876	3,672	58,506	41,543		161,757		49,605	-2,213
38	Le Goulet	469,079	2,197	10,482	54,500	25,103		128,071		25,842	-5,198
39	Shippagan	1,132,253	11,335	5,730	174,020	1,544,116	100,000	184,876		557,700	20,240
40	Tracadie	2,506,705	86,000	83,665	925,800	1,985,965	74,000	962,000		1,496,000	375,398
41	Neguac	1,109,417	28,425	10,705	315,324	598,174		344,098		208,555	161,774
42	Miramichi	4,227,196	1,294,716	72,520	2,394,719	5,544,863	671,000	1,823,613		3,240,072	2,530,636
43	Doaktown	322,360	2,777	2,199	68,556	229,105		111,095		70,403	13,146
44	Stanley	304,909	3,259	26,868	79,952	79,252		82,900	500	56,236	-14,992
45	Upper Miramichi	313,966	1,500	2,000	50,674	49,000		202,000	1,000	62,429	-964
46	Blackville	560,527	4,182	13,341	178,906	210,962		437,344		160,590	-73,031
47	Rogersville	530,486	10,777	9,933	104,607	202,866		184,986		180,121	-22,548
48	Saint-Louis-de-Kent	1,119,661	19,643	22,613	213,448	1,004,335		385,160		82,257	-157,249
49	Rexton	776,166	6,462	16,190	172,144	349,069		345,824		207,894	-61,859
50	Richibucto	786,976	6,510	16,417	435,083	1,430,007		255,142		222,210	-49,124
51	Bouctouche	1,108,961	7,184	42,227	693,828	2,214,170	40,000	647,859	0	363,336	-15,713
52	Cocagne	302,604	9,000	7,200	77,242	231,577		473,117		1,500	-156,475
53	Saint-Antoine	1,260,647	33,069	81,812	404,121	708,737	13,240	937,670		297,125	-229,284

			Service	s w/ Adjuste	d Expenses			Services w/	o Adjusted	Expenses	
No	Municipality	General Admin. Services	Emergency Measures	Other Protective Services	Development Services	Recreational & Cultural Services	Water Distribution Charges	Hygiene Services	Public Health Services	Debt Services	Transfers
54	Petitcodiac	559,390	15,449	12,664	192,643	738,434		341,141		88,870	28,437
55	Salisbury	727,802	16,758	20,690	235,286	423,579	0	340,406	6,000	130,691	-22,677
56	Moncton	18,381,407	48,219	3,746,452	9,807,913	17,639,069	3,564,663	3,613,452		21,890,800	16,303,728
57	Shediac	2,557,466	39,572	157,475	1,902,484	2,881,309	205,000	924,051	0	1,519,850	1,126,291
58	Beaubassin-Est	1,029,130	7,500	36,791	283,393	195,759		458,454		102,014	11,268
59	Cap-Pelé	749,017	20,200	9,000	296,932	773,740		147,578		459,459	12,255
60	Dorchester	367,062	4,465	6,900	75,139	135,107	36,791	48,295	2,250	64,482	39,412
61	Port Elgin	390,033	15,005	8,013	112,402	111,041	20,475	214,228		82,698	-153,808
62	Sackville	1,956,198	23,620	155,795	1,049,815	1,585,297	336,000	477,942		1,058,886	1,166,966
63	Memramcook	1,107,185	6,488	11,890	204,530	1,881,017	140,362	257,139		190,626	604,213
64	Dieppe	7,122,122	6,000	732,328	2,659,156	8,663,108	1,750,000	1,171,502		8,327,000	7,237,396
65	Riverview	2,998,988	24,486	368,512	1,560,231	5,563,789	300,000	1,225,138		2,867,288	5,535,154
66	Alma	177,359	1,684	443	30,874	95,160		15,266		22,936	-4,388
67	Hillsborough	524,287	10,722	9,896	172,298	485,553	8,280	195,386	18,000	57,912	-24,529
68	Riverside-Albert	192,401	1,750	3,095	36,155	83,027	2,500	55,440		33,905	-8,299
69	Sussex	1,383,049	46,313	163,878	793,410	1,978,083	147,000	1,005,606		519,550	-120,160
70	Sussex Corner	689,219	4,261	17,105	209,678	144,108	40,000	416,832		43,626	-375,766
71	Norton	558,340	9,238	16,706	258,150	86,482		516,327		93,570	-166,096
72	St. Martins	772,601	17,305	9,823	381,458	1,007,004		265,972	15,489	35,354	-31,839
73	Hampton	1,409,675	33,969	286,606	321,884	2,089,858		580,155		775,022	-126,192
74	Quispamsis	3,041,756	292,223	315,178	558,126	5,249,565	111,529	1,271,409		2,133,733	1,218,370
75	Rothesay	2,382,358	181,365	22,095	627,862	2,156,487	325,000	706,071		951,113	2,746,399
76	Saint John	14,826,239	2,947,476	2,386,781	12,972,729	11,011,742	2,500,000	6,017,289		18,687,301	15,143,003
77	Grand Bay-Westfield	1,112,123	24,415	33,710	364,029	964,891		149,052		304,867	946,526
78	Grand Manan	518,159	6,286	16,296	94,814	479,342		439,653	33,500	125,111	33,983
79	Campobello Island	93,831	1,000	3,270	10,600	33,900		172,512		1,000	12,524
80	Blacks Harbour	800,891	6,479	88,994	163,699	830,052	50,000	356,309		93,960	-52,723
81	St. George	679,893	5,828	65,402	191,128	187,061	60,000	395,202	27,600	195,116	166,106
82	Saint Andrews	1,711,279	11,250	33,678	716,809	1,376,892	75,000	512,431	72,667	290,052	593,855

		Services w/ Adjusted Expenses					Services w/o Adjusted Expenses				
No	Municipality	General Admin. Services	Emergency Measures	Other Protective Services	Development Services	Recreational & Cultural Services	Water Distribution Charges	Hygiene Services	Public Health Services	Debt Services	Transfers
83	McAdam	697,619	10,557	19,252	129,905	204,971	30,000	263,616	7,000	22,221	-172,733
84	St. Stephen	1,743,047	5,223	221,605	638,648	3,264,851	125,000	635,192		611,018	294,659
85	Fredericton Junction	269,486	8,194	12,628	46,124	72,409	53,184	98,874		159,114	-97,754
86	Gagetown	254,324	8,876	1,390	78,508	93,651		97,225	5,600	107,689	-108,569
87	Oromocto	4,618,477	75,837	301,838	1,276,339	2,784,440	425,000	1,448,415		926,541	1,575,529
88	Tracy	162,990	2,408	5,101	27,942	67,922		109,692		2,392	-11,934
89	Cambridge-Narrows	593,852	57,224	10,187	198,012	131,511		258,709	12,000	1,500	-47,780
90	Chipman	560,075	10,373	7,490	58,351	366,211		175,035		90,160	-23,667
91	Minto	713,446	15,381	19,289	163,691	430,724		459,573		177,907	106,096
92	Fredericton	15,347,974	189,596	1,742,502	11,795,305	9,328,378	1,000,612	4,107,821		5,539,973	21,795,051
93	Hanwell	896,411	24,847	28,687	323,785	532,149		675,046		143,202	-532,726
94	Harvey	67,255	1,000	221	51,684	7,708		29,742	26,160	22,372	
95	New Maryland	1,302,569	45,305	122,903	317,871	890,198	100,000	490,841		482,451	545,667
96	Millville	545,785	36,523	29,366	186,602	510,858		306,133		30,691	-610,258
97	Nackawic	501,613	14,953	40,181	247,932	783,026	42,000	340,077		75,046	-128,027
98	Canterbury	229,541	2,001	13,460	44,490	36,739		255,531			-768
99	Meductic	67,373	500	2,700		31,151		18,760		17,821	38,473
100	Woodstock	1,536,374	7,375	63,248	982,636	4,288,468	188,000	1,135,360		429,994	282,664
101	Hartland	744,546	14,655	13,932	189,630	852,395	60,000	440,211		108,200	-52,727
102	Bath	317,131	2,528	45,273	194,669	242,025		313,989		72,662	-220,167
103	Centreville	348,114	6,690	12,187	135,633	249,976		286,620		51,079	-144,469
104	Florenceville-Bristol	765,146	2,089	7,496	592,835	1,075,406		187,191	13,050	3,500	277,921
Tota	1	148,365,618	8,932,052	13,243,108	72,591,686	,137,298,476	15,633,581	51,342,019	250,816	92,666,851	79,651,032

Part 2

		Services	- Intermunicipal	Councils	New Services	
No	Municipality	Police Services	Fire Protection	Transportation Services	Economic Development and Immigration	Total
1	Haut-Madawaska	710,420	304,691	2,159,544	14,221	5,550,207
2	Lac-Baker	145,017	66,450	487,104	3,208	1,142,604
3	Edmundston	6,154,540	2,936,992	9,661,289	83,945	40,311,474
4	Rivière-Verte	211,272	88,247	598,940	3,821	1,428,148
5	Saint-Léonard	491,373	209,087	1,439,194	9,181	3,926,205
6	Sainte-Anne-de-Madawaska	291,876	129,515	792,127	5,053	1,932,028
7	Drummond	591,087	221,396	968,404	11,654	3,098,239
8	Saint-André	424,327	139,610	785,173	9,449	2,224,049
9	Grand Sault/Grand Falls	2,034,317	292,469	2,305,042	27,739	11,417,895
10	Aroostook	422,501	118,708	1,584,738	7,733	2,637,740
11	Perth-Andover	657,504	329,380	2,319,075	11,316	5,788,276
12	Plaster Rock	603,418	255,233	2,031,519	9,913	4,311,595
13	Saint-Quentin	700,829	241,317	1,686,559	13,054	5,567,492
14	Kedgwick	385,945	190,498	824,087	6,378	2,460,155
15	Campbellton	2,723,564	874,815	3,434,540	31,443	15,076,518
16	Atholville	666,158	330,223	1,285,091	11,765	4,332,219
17	Tide Head	351,645	348,549	621,571	5,690	2,079,939
18	Balmoral	356,523	100,916	792,655	5,912	2,591,887
19	Dalhousie	782,453	257,545	1,801,528	13,436	6,029,903
20	Eel River Dundee	305,679	89,162	565,538	4,218	1,705,667
21	Charlo	248,344	97,000	582,577	4,345	1,707,618
22	Belledune	989,589	437,404	1,410,477	22,385	6,840,647
23	Petit-Rocher	854,877	149,642	885,332	9,755	3,736,696
24	Beresford	1,965,983	610,905	2,249,528	24,786	9,334,911
25	Nigadoo	245,551	28,779	251,374	2,770	944,090
26	Pointe-Verte	213,284	43,592	200,057	2,204	991,978
27	Bathurst	5,700,980	3,616,649	7,043,815	72,088	32,498,232
28	Paquetville	510,569	340,201	1,350,132	8,492	3,774,547

		Services	- Intermunicipal	New Services			
No	Municipality	Police Services	Fire Protection	Transportation Services	Economic Development and Immigration	Total	
29	Saint-Isidore	503,961	359,418	1,269,654	7,986	3,330,023	
30	Bas-Caraquet	239,173	59,129	360,000	4,043	1,526,474	
31	Bertrand	189,741	50,200	276,151	3,101	1,331,381	
32	Caraquet	1,297,219	242,374	2,257,446	25,353	9,396,850	
33	Grande-Anse	178,722	156,030	221,488	2,487	1,302,740	
34	Maisonnette	137,316	95,208	197,883	2,222	839,936	
35	Saint-Léolin	86,155	71,000	93,315	1,048	555,904	
36	Lamèque	660,573	471,777	1,189,395	11,362	4,470,411	
37	Sainte-Marie-Saint-Raphaël	315,635	147,751	489,403	4,675	1,892,984	
38	Le Goulet	260,959	69,758	369,143	3,745	1,413,682	
39	Shippagan	666,470	242,706	1,338,735	13,582	5,991,764	
40	Tracadie	1,188,645	1,033,800	5,634,665	53,477	16,406,120	
41	Neguac	938,771	369,708	1,704,143	14,953	5,804,047	
42	Miramichi	7,965,078	4,331,416	12,002,939	101,436	46,200,205	
43	Doaktown	297,549	123,962	824,625	3,960	2,069,738	
44	Stanley	132,057	173,582	802,050	3,852	1,730,426	
45	Upper Miramichi	847,933	134,760	1,214,101	5,831	2,884,231	
46	Blackville	1,341,238	635,101	1,523,302	16,569	5,009,031	
47	Rogersville	433,669	336,807	2,062,963	6,494	4,041,161	
48	Saint-Louis-de-Kent	997,158	511,588	2,102,817	15,417	6,316,848	
49	Rexton	816,695	652,504	2,685,169	14,521	5,980,778	
50	Richibucto	641,899	346,353	2,123,918	11,486	6,226,876	
51	Bouctouche	1,503,895	381,670	3,288,062	29,331	10,304,810	
52	Cocagne	1,092,706	483,980	601,902	10,826	3,135,179	
53	Saint-Antoine	2,221,578	935,712	2,286,220	41,119	8,991,766	
54	Petitcodiac	834,828	707,391	3,136,213	17,749	6,673,209	
55	Salisbury	933,399	395,723	3,709,983	20,996	6,938,637	
56	Moncton	23,926,851	17,257,752	32,382,928	465,262	169,028,497	
57	Shediac	2,743,990	847,416	3,808,062	66,316	18,779,282	

No Municipality Police Services Fire Protection Services Services Canomic Development Services Services Total Image: Commit Development Services 58 Beaubassin-Est 2.484,035 363,636 3,578,918 32,765 8,583,663 59 Cap-Pelé 467,442 178,880 1,135,801 10,398 4,260,702 60 Dorchester 174,676 180,912 335,107 2,978 1,473,576 61 Port Elgin 482,768 472,156 1,243,988 11,055 3,010,054 62 Sackville 2,052,240 854,882 4,478,944 39,802 15,236,285 63 Memramcook 863,404 350,585 1,757,714 17,076 7,392,229 64 Dieppe 5,591,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,40 33,091,85 66 Alma 66,584 73,041 465,421 1,863 948,242 67			Services	- Intermunicipal	New Services		
59 Cap-Pelé 467,442 178,880 1,135,801 10,398 4,260,702 60 Dorchester 174,676 180,912 335,107 2,978 1,473,576 61 Port Elgin 482,768 472,156 1,243,988 11,055 3,010,054 62 Sackville 2,052,240 854,882 4,478,844 39,802 15,236,285 63 Memramcook 863,404 350,585 1,757,714 10,66 7,392,229 64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,185 66 Alma 68,584 73,041 465,421 1,663 948,242 67 Hillsborough 462,231 259,134 4,597,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 66,688 2,668 1,361,73 69 Sussex 2,443,988 1,739,197 </th <th>No</th> <th>Municipality</th> <th></th> <th>Fire Protection</th> <th>,</th> <th></th> <th>Total</th>	No	Municipality		Fire Protection	,		Total
60 Dorchester 174,676 180,912 335,107 2,978 1,473,576 61 Port Elgin 482,768 472,156 1,243,988 11,055 3,010,054 62 Sackville 2,052,240 854,882 4,478,844 39,802 15,236,285 63 Memramcook 863,404 350,585 1,757,714 17,076 7,392,229 64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,85 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,73 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 16,933,983 70 Sussex Corner 1,105,846	58	Beaubassin-Est	2,484,035	363,636	3,578,918	32,765	8,583,663
61 Port Elgin 482,768 472,156 1,243,988 11,055 3,010,054 62 Sackville 2,052,240 854,882 4,478,844 39,802 15,236,285 63 Memramcook 863,404 350,585 1,757,714 17,076 7,392,229 64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,585 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,85 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,609 71 Norton 1,239,393 <t< td=""><td>59</td><td>Cap-Pelé</td><td>467,442</td><td>178,880</td><td>1,135,801</td><td>10,398</td><td>4,260,702</td></t<>	59	Cap-Pelé	467,442	178,880	1,135,801	10,398	4,260,702
62 Sackville 2,052,240 854,882 4,478,844 39,802 15,236,285 63 Memramcook 863,404 350,585 1,757,714 17,076 7,392,229 64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,185 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,	60	Dorchester	174,676	180,912	335,107	2,978	1,473,576
63 Memramcook 863,404 350,585 1,757,714 17,076 7,392,229 64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,185 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349	61	Port Elgin	482,768	472,156	1,243,988	11,055	3,010,054
64 Dieppe 5,951,848 6,519,226 8,628,947 163,620 58,932,253 65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,185 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Ouispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,689,517 <td< td=""><td>62</td><td>Sackville</td><td>2,052,240</td><td>854,882</td><td>4,478,844</td><td>39,802</td><td>15,236,285</td></td<>	62	Sackville	2,052,240	854,882	4,478,844	39,802	15,236,285
65 Riverview 4,436,914 3,742,978 4,372,302 95,404 33,091,185 66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517	63	Memramcook	863,404	350,585	1,757,714	17,076	7,392,229
66 Alma 68,584 73,041 465,421 1,863 948,242 67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379	64	Dieppe	5,951,848	6,519,226	8,628,947	163,620	58,932,253
67 Hillsborough 462,231 259,134 2,497,415 9,995 4,686,579 68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan	65	Riverview	4,436,914	3,742,978	4,372,302	95,404	33,091,185
68 Riverside-Albert 124,810 167,033 666,688 2,668 1,361,173 69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan	66	Alma	68,584	73,041	465,421	1,863	948,242
69 Sussex 2,443,988 1,739,197 7,894,240 45,679 18,039,833 70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Is	67	Hillsborough	462,231	259,134	2,497,415	9,995	4,686,579
70 Sussex Corner 1,105,846 893,418 3,385,682 19,591 6,593,600 71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Har	68	Riverside-Albert	124,810	167,033	666,688	2,668	1,361,173
71 Norton 1,230,393 738,739 4,143,707 21,450 7,507,006 72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. Georg	69	Sussex	2,443,988	1,739,197	7,894,240	45,679	18,039,833
72 St. Martins 492,601 645,078 2,507,799 15,885 6,134,530 73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint	70	Sussex Corner	1,105,846	893,418	3,385,682	19,591	6,593,600
73 Hampton 1,591,349 1,203,324 2,831,496 33,520 11,030,666 74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83	71	Norton	1,230,393	738,739	4,143,707	21,450	7,507,006
74 Quispamsis 4,506,450 4,733,028 6,142,458 106,272 29,680,098 75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. St	72	St. Martins	492,601	645,078	2,507,799	15,885	6,134,530
75 Rothesay 2,685,517 2,360,367 4,034,384 69,800 19,248,820 76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Freder	73	Hampton	1,591,349	1,203,324	2,831,496	33,520	11,030,666
76 Saint John 26,894,379 25,323,045 30,579,764 378,566 169,668,313 77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	74	Quispamsis	4,506,450	4,733,028	6,142,458	106,272	29,680,098
77 Grand Bay-Westfield 1,027,894 1,296,387 2,602,927 29,279 8,856,101 78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	75	Rothesay	2,685,517	2,360,367	4,034,384	69,800	19,248,820
78 Grand Manan 697,818 153,045 1,500,959 10,861 4,109,828 79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	76	Saint John	26,894,379	25,323,045	30,579,764	378,566	169,668,313
79 Campobello Island 468,056 210,886 642,514 4,916 1,655,010 80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	77	Grand Bay-Westfield	1,027,894	1,296,387	2,602,927	29,279	8,856,101
80 Blacks Harbour 1,084,399 446,802 1,741,344 16,166 5,626,371 81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	78	Grand Manan	697,818	153,045	1,500,959	10,861	4,109,828
81 St. George 1,210,136 571,966 2,028,447 18,831 5,802,716 82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	79	Campobello Island	468,056	210,886	642,514	4,916	1,655,010
82 Saint Andrews 1,441,985 565,859 3,064,145 31,713 10,497,615 83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	80	Blacks Harbour	1,084,399	446,802	1,741,344	16,166	5,626,371
83 McAdam 772,114 480,962 1,587,839 10,487 4,063,810 84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	81	St. George	1,210,136	571,966	2,028,447	18,831	5,802,716
84 St. Stephen 2,369,445 1,431,000 5,271,584 34,815 16,646,087 85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	82	Saint Andrews	1,441,985	565,859	3,064,145	31,713	10,497,615
85 Fredericton Junction 175,479 517,831 330,475 4,853 1,650,897	83	McAdam	772,114	480,962	1,587,839	10,487	4,063,810
	84	St. Stephen	2,369,445	1,431,000	5,271,584	34,815	16,646,087
86 Gagetown 163,576 415,268 341,746 5,019 1,464,302	85	Fredericton Junction	175,479	517,831	330,475	4,853	1,650,897
	86	Gagetown	163,576	415,268	341,746	5,019	1,464,302

		Services	- Intermunicipal	New Services		
No	Municipality	Police Services	Fire Protection	Transportation Services	Economic Development and Immigration	Total
87	Oromocto	3,230,821	4,759,168	6,645,369	97,589	28,165,363
88	Tracy	162,315	152,780	289,442	4,251	975,301
89	Cambridge-Narrows	422,572	761,884	2,062,453	13,934	4,476,057
90	Chipman	262,175	269,364	1,080,280	7,298	2,863,146
91	Minto	690,324	865,848	2,747,474	18,562	6,408,316
92	Fredericton	24,624,779	17,559,311	22,835,193	438,472	136,304,968
93	Hanwell	2,235,358	1,362,896	2,246,309	43,133	7,979,096
94	Harvey	83,609	32,690	54,450	1,046	377,936
95	New Maryland	938,751	421,633	1,469,387	28,215	7,155,791
96	Millville	497,796	1,173,554	1,928,333	14,645	4,650,028
97	Nackawic	563,426	776,818	2,280,599	17,321	5,554,965
98	Canterbury	458,696	413,658	925,277	7,481	2,386,106
99	Meductic	43,546	89,928	90,534	732	401,518
100	Woodstock	3,878,176	1,341,655	6,287,565	50,836	20,472,350
101	Hartland	917,617	512,912	2,246,136	15,898	6,063,405
102	Bath	591,438	709,979	1,823,900	9,683	4,103,110
103	Centreville	568,685	418,110	1,795,161	9,530	3,737,316
104	Florenceville-Bristol	652,882	224,488	2,610,675	13,860	6,426,540
Total		191,886,832	133,208,892	309,284,875	3,452,965	1,120,510,327



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