

2025 Property Tax Policy

Presented To:	Finance and Administration Committee
Meeting Date:	April 22, 2025
Type:	Managers' Reports
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Recommended by:	General Manager of Corporate Services

Report Summary

This report provides recommendations regarding tax policy choices that will be used in determining final tax bills for 2025.

Resolutions

Resolution 1:

THAT the City of Greater Sudbury approves property tax ratios as follows where the Residential class is set at 1.000000:

New Multi-Residential	1.000000
Multi-Residential	1.965000
Commercial	1.912000
Industrial	3.387738
Large Industrial	3.932421
Aggregate Extraction	2.809508
Pipeline	2.179489
Farm	0.200000
Managed Forest	0.250000

AND THAT the necessary Tax Ratio by-law and Tax Rate by-law be prepared.

Resolution 2:

THAT the City of Greater Sudbury use capping and clawback tools as follows:

- Implement a 10% tax increase cap
- Implement a minimum annual increase of 10% of current value assessment level taxes for capped properties
- Move capped and clawed back properties within \$500 of current value assessment taxes directly to Current Value Assessment taxes
- Eliminate industrial properties that were at Current Value Assessment in 2024 from the capping exercise
- Eliminate industrial properties that crossed between capping and clawback in 2025 from the capping exercise

AND THAT the necessary by-law be prepared;

AND THAT the following clawback percentage, as calculated by the Online Property Tax Analysis (OPTA) System, be adopted by the City of Greater Sudbury:

Industrial	10.0533%
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AND THAT the City of Greater Sudbury approves the recommendations as outlined in the report entitled “2025 Property Tax Policy”, from the General Manager of Corporate Services, presented at the Finance and Administration Committee Meeting on April 22, 2025.

Relationship to the Strategic Plan, Health Impact Assessment and Climate Action Plans

This report refers to operational matters.

Financial Implications

There are no financial implications associated with this report. Council approved a budget for 2025 and the set of policy decisions which are addressed in this report determine the relative share of the net budget allocated to each property tax class (and certain industrial property owners who have experienced changes to their current value assessment).

Background

The purpose of this report is to establish the 2025 property tax ratios to determine final property tax bills. There are two decisions:

- a) Determine the property tax ratios applicable for 2025 tax bills
- b) Determine the approach for managing tax capping and clawback provisions

Property tax ratios determine how property tax revenue requirements, established when Council approved the 2025 Budget, will be allocated among property classes. Determining property tax ratios enables the production and issuance of final tax bills.

The recommendations in this report are consistent with property tax policy decisions adopted in prior years and reflect the established method for Area Rating, which assigns specific taxation requirements to specified parts of the city based on different service levels approved by Council.

Calculation of Property Taxes

Rules governing property assessment values in Ontario are complex. However, the ultimate purpose of property assessment values is straightforward – to determine how the City’s tax levy is allocated to each property class.

Provincial regulations require decisions regarding tax policy options to be made prior to issuing final property tax bills, even if existing tax ratios (status quo) are being maintained.

Property tax calculations are based on information provided by the Municipal Property Assessment

Corporation (MPAC), under the authority of the Assessment Act and Municipal Act, 2001. MPAC is responsible for the classification and identification of property values for all individual properties in Ontario. Municipalities use MPAC data to assign property tax obligations to each property.

The City must establish tax rates through a by-law on an annual basis to raise the required revenue from property taxes planned in the budget. The municipal tax rates are based on assessed values, tax ratios and the annual tax-based operating budget. Tax rates are calculated as follows:

$$\text{Property Tax Rate} = \frac{\text{Property Tax Levy}}{\text{Weighted Assessment for All Classes}} \times \text{Tax Ratio for the Class}$$

As described in the 2025 Budget approved by City Council, the City of Greater Sudbury will levy \$428 million in property taxation. This funds both municipal operations (\$377 M) and Greater Sudbury’s four school boards (\$51 M).

Deciding Whether to Adjust Tax Ratios

Property tax policy differs from the annual budget process, although both the budget and the choices in this report affect the amount of tax payable by each tax class. It is useful to think of the budget process as determining the “size of the pie”; it establishes how much tax needs to be collected.

Property tax ratios, the subject of this report, determine “how the pie is sliced”. Property tax ratios are used to calculate the tax rates. The tax rates are then used to calculate the specific amounts each property owner pays. Unlike the budget process, property tax policy decisions do not change the amount of money the City receives through taxation.

For 2025, the ability to adjust tax ratios is limited. Due to the COVID-19 pandemic, the Province postponed property reassessments across the province. Such reassessments usually occur every four years, but for now property assessments continue to reflect 2016 current assessment values.

For 2025, a new industrial subclass has been implemented for Aggregate Extraction properties as per Provincial legislation. This new subclass captures eligible land used in aggregate extraction, like gravel pits and quarries. Previously these properties were classified as Industrial.

In Greater Sudbury, the Industrial and Aggregate Extraction tax ratios are currently above the provincial threshold limit of 2.63. This means only 50% of the levy increase can be applied to industrial and aggregate extraction properties, resulting in approximately \$540,000 in budgeted tax revenue allocated to all other classes. The effect of such requirements is that some property tax classes could have a municipal tax increase that is marginally higher than the 4.8% (residential 4.9%) increase Council approved in December 2024. If Council wanted to move the Industrial and Aggregate tax ratio so that it was at the provincial threshold, this would further shift taxation requirements to other property tax classes of approximately \$6.9 million. This amount of taxation would be removed from the Industrial and Large Industrial classes and the burden put on all other classes. Staff do not recommend this change.

The recommended tax ratios are:

Table 1: Proposed 2025 Tax Ratios

	2025 Proposed	2024 Approved
Residential	1.000000	1.000000
New Multi-Residential	1.000000	1.000000
Multi-Residential	1.965000	1.965000
Commercial	1.912000	1.912000
Industrial	3.387738	3.452729
Large Industrial	3.932421	4.007861
Aggregate Extraction	2.809508	N/A
Pipelines	2.179489	2.179489
Farm	0.200000	0.200000
Managed Forest	0.250000	0.250000

If approved, the tax rates can be generated, and the billing process can proceed. See Appendix 'A' for Tax Rates.

Residential Property Tax Distribution

This next chart reflects the tax impact in the residential class (municipal and education) of the approved tax rates.

Table 2: Typical Property Tax Changes For Residential Properties

Tax Change	# Properties
0 - \$100	7,764
\$100 - \$200	29,813
> \$200	20,837
Total	58,414

There are 37,577 (64%) of the total 58,414 residential properties that will experience an increase of less than \$200 on their 2025 property tax bill. The average increase for all residential properties would be \$195, but this figure will vary depending on area of the City and the valuation of the dwelling.

Impact of Provincially Regulated Education Tax Rates

For 2025, the Ministry of Finance regulated the business class education tax rate at 0.88% consistent with 2024. Education tax rates for the residential and multi-residential classes remained at 0.153%.

Table 3: Education Tax Rates

Education Tax Rates			
	2025	2024	% Change
Residential, Multi-Residential	0.153%	0.153%	0.0%
Commercial, Industrial, Pipeline	0.880%	0.880%	0.0%

Tax Change by Property Class

Council will recall the 2025 approved budget anticipated a 4.8% property tax increase to support planned service levels. It is important to remember the corporation's planned taxation revenues will increase in accordance with the amounts determined in the 2025 Budget. Based on the property tax ratios recommended here, excluding the effects of area rating, the following tax changes for specific property types would be as follows:

Table 4: Tax Change by Property Class

	Residential	Commercial	Industrial
Municipal Tax Increase	4.9%	5.1%	2.9%
Education Impact	-0.5%	-1.2%	-0.4%
Final Tax Impact	4.4%	3.9%	2.5%

As this chart illustrates, the final tax impacts for other property classes resulting from the 50% levy cap in the Industrial class shifting taxation to the other classes. The education tax rates have remained the same from 2024 to 2025 so when they are applied to the larger tax levy for 2025 they have the impact of reducing the overall 2025 tax change in each class.

Area Rating

Area rating is a policy choice that municipalities can make to recognize that some municipal services are provided at different levels across a community, so property taxes are adjusted to recognize this. In Greater Sudbury, area rates exist for Fire and Transit Services.

The major variations in taxes levied in the four different service areas are predominately affected by the fire area rate. This changes taxes payable for a property depending on whether it is primarily served by career firefighters, a mix of career and volunteer firefighters (a "composite" service level), or primarily by volunteer firefighters.

This policy was incorporated into the calculation of recommended tax rates, inclusive of education. The following is the effective dollar impact for the residential class for a home with a 2016 assessed value of \$230,000:

Table 5: Representative Effects of Area Rating on 2025 Property Taxes

	Career / Urban	Composite/ Commuter	Volunteer/ Commute	Volunteer
Municipal Portion – 2024	\$3,656	\$3,489	\$3,306	\$3,168
Education Portion - 2024	352	352	352	352
Total Taxation - 2024	\$4,008	\$3,841	\$3,658	\$3,520
Municipal Portion - 2025	\$3,849	\$3,641	\$3,452	\$3,285
Education Portion - 2025	352	352	352	352
Total Taxation - 2025	\$4,201	\$3,993	\$3,804	\$3,637
Dollar Change - Total Taxation	\$193	\$152	\$146	\$117
Percentage Change - Total Taxation	4.8%	3.9%	4.0%	3.3%

Tax Capping and Clawback Provisions

As a result of provincial legislation, there are limits to tax increases that can be applied to business properties. This is known as “tax capping”. Generally, this involves shifting the tax burden among properties within the affected property tax class. In the City of Greater Sudbury, this affects very few properties.

The clawback is a percentage that properties within a specific property class that are experiencing a tax decrease must forgo to support the properties within the same class that are experiencing an increase. In Greater Sudbury, this currently only affects Industrial properties.

Consistent with previous years’ Tax Policies, the following tools are being recommended for approval:

1. Implement a 10% tax increase cap – this means that properties in the industrial class, that were previously in the capping/clawback exercise, will continue to see property tax increases limited to 10% of the preceding year’s annualized taxes, plus a portion of the Council’s approved levy increase.
2. Implement a minimum annual increase of 10% of CVA level taxes for capped properties - this means that properties in the industrial class, that were previously in the capping/clawback exercise, will continue to see property tax increases limited to 10% of the preceding year’s CVA taxes, plus a portion of the Council’s approved levy increase.
3. Move capped and clawed back properties within \$500 of CVA taxes directly to CVA taxes.
4. Eliminate industrial properties that were at Current Value Assessment in 2024 from the capping exercise.
5. Eliminate industrial properties that crossed between capping and clawback in 2025 from the capping exercise.

The following table describes the effects of these changes. Overall, capping and clawback policies apply to 12 properties, while 371 properties will see their taxes reflect their full current value assessment.

Table 6: Impact of Proposed Capping and Clawback Policies

	Industrial
Clawback %	10.0533%
Clawback \$	\$16,583
Shortfall \$	\$0
# of Capped Properties	4
# of Clawback Decreasing Properties	8
# of CVA Tax Properties	359
Total # in Class	371

The use of all tax policy tools available is recommended to set the clawback percentage at 10.0533% for Industrial.

By approving these clawback percentages, it ensures that properties seeing a tax decrease will fund a portion of taxes payable by properties seeing a tax increase of more than 10%.

Summary

The effect of the recommendations in this report produces a 4.4% increase in residential property taxes (municipal and education) for 2025 compared to 2024 levels, while Commercial and Industrial properties will pay relatively less due to the Business Education tax rate remaining consistent. Actual changes in taxes payable for each property will be determined by its assessed value, type of dwelling and its location within the City.

Approving these recommendations will result in timely production of final tax bills. Refer to Appendix “A” for Tax Rates and Appendix “B” for a property taxation comparison with other municipalities in Ontario, as reflected in the BMA Study.

Resources Cited

2024 Property Tax Policy - <https://pub-greatersudbury.escribemeetings.com/filestream.ashx?DocumentId=53971>