



**Committee of the Whole Meeting  
Agenda**

**Monday, April 7, 2025, 6:30 p.m.  
S.H. Blake Memorial Auditorium**

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**Pages**

**1. Closed Session in the McNaughton Room 4:30 p.m.**

Closed Session Agendas will be distributed separately to Members of Council and ELT only.

**2. Open Session (Operations) in the S.H. Blake Memorial Auditorium at 6:30 p.m.**

Chair: Councillor Trevor Giertuga

**3. Disclosures of Interest**

**4. Confirmation of Agenda**

WITH RESPECT to the April 7, 2025 Committee of the Whole meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

**5. Presentations**

**5.1 2025 Events Season**

7

Memorandum from Director, Recreation & Culture - Community Services Leah Prentice dated February 27, 2025 requesting an opportunity to provide a presentation of the 2025 Events Season.

**6. Deputations**

**7. Items Arising from Closed Session**

## **8. Reports of Committees, Boards and Outside Agencies**

### **8.1 Earthcare Advisory Committee Minutes**

8 - 13

Minutes of meeting 02-2025 of the Earthcare Advisory Committee held on February 19, 2025, for information.

### **8.2 Waterfront Development Committee Minutes**

14 - 18

Minutes of meeting 02-2025 of the Waterfront Development Committee held on February 18, 2025, for information.

## **9. Reports of Municipal Officers**

### **9.1 Council Composition Review Committee - Final Report**

19 - 45

At the March 3, 2025 Committee of the Whole meeting, Council Composition Review Committee - Final Report was presented as a First Report to allow Committee of the Whole and the general public time to consider the implications of the report before its recommendations are considered by Committee of the Whole on April 7, 2025.

Memorandum dated March 25, 2025 from Director - Legislative Services & City Clerk Krista Power providing additional information in response to questions asked at the March 3, 2025 Committee of the Whole meeting.

Memorandum dated March 20, 2025 from Rebecca Johnson, Chair – Council Composition Review Committee providing additional information in response to questions asked at the March 3, 2025 Committee of the Whole meeting.

Council Composition Review Committee - Final Report providing a recommendation relative to the Composition of the City of Thunder Bay City Council, re-presented for Council's consideration.

WITH RESPECT to the Report 2025 –Council Composition Review Committee, we recommend that the Council Composition model outlined in this report be approved. This would change the composition of City Council to 11 members, 1 Mayor, 2 members elected At Large and 8 members elected in 4 wards;

AND THAT the existing ward boundaries be repealed and replaced with the 4 ward model that reflects the structure outlined in this report;

AND THAT Administration be directed to bring forward the associated by-law to enact this change in Council composition in advance of the 2026

Municipal Election;

AND THAT the Special Purpose Committee – City Council Composition Review Committee be dissolved with gratitude for their task;

AND THAT any necessary by-laws be presented to City Council for ratification.

## **9.2 Report Back - Temporary Village Initiative - Site Location**

46 - 68

Report 057-2025 - Growth - Strategy & Engagement recommending that a portion of the lands owned by the Lakehead Region Conservation Authority (LRCA) and municipally known as 1111 Fort William Rd., Thunder Bay, be approved as the site for the Temporary Village Initiative, for Council's consideration.

Memorandum from Cynthia Olsen, Director – Strategy & Engagement dated February 25, 2025 requesting an opportunity to provide a presentation relative to the above noted.

WITH RESPECT to Report 057-2025-Growth-Strategy & Engagement, we recommend that a portion of the lands owned by the Lakehead Region Conservation Authority (LRCA) and municipally known as 1111 Fort William Rd., Thunder Bay, be approved as the site for the Temporary Village Initiative, subject to the execution of an acceptable lease agreement, approval from the Minister of the Environment, Conservation and Parks if required, and final approval of the LRCA's Board of Directors;

AND THAT Administration proceed to negotiate the required lease agreement with the LRCA;

AND THAT the Director, Strategy & Engagement have delegated authority to make decisions regarding operationalizing the Temporary Shelter Village Initiative;

AND THAT the Director, Strategy & Engagement be authorized to execute documents for the Temporary Shelter Village Initiative and for the duration of the project, on terms satisfactory to the City Solicitor and City Manager;

AND THAT any necessary by-laws be presented to City Council for ratification.

### 9.3 Complete Streets and Traffic Calming Policies

69 - 85

Report 004-2025-Infrastructure & Operations - Engineering providing a recommendation that the proposed Complete Streets Policy as outlined in Attachment A, and Traffic Calming Policy as outlined in Attachment B to this Report, be approved and the policies be included within the Corporate Policy Manual, for Council's consideration.

WITH RESPECT to Report 004-2025-Infrastructure & Operations - Engineering, we recommend that the proposed Complete Streets Policy as outlined in Attachment A and Traffic Calming Policy as outlined in Attachment B to this Report be approved and the policies be included within the Corporate Policy Manual;

AND THAT any necessary by-laws be presented to City Council for ratification.

### 9.4 Outdoor Rink Options - Outstanding Item 2024-102-INO

86 - 98

At the June 3, 2024 Committee of the Whole meeting, Memorandum from Councillor Greg Johnsen dated May 21, 2024 was presented, and a Motion was passed directing Administration to investigate the various options outlined in the memorandum relative to Outdoor Rinks.

Report 087-2025-Infrastructure & Operations-Parks providing rink enhancement options to help provide resilience to the Outdoor Rink program in the face of climate change and warmer winters for information, and a recommendation to remove Outstanding Item 2024-102-INO from the Outstanding List, for Council's consideration.

WITH RESPECT to Report 087-2025-Infrastructure & Operations-Parks & Open Spaces, we recommend that Outstanding Item 2024-102-INO be removed from the Outstanding list;

AND THAT any necessary by-laws be presented to City Council for ratification.

## 10. Petitions and Communications

### 10.1 Approval of Transfer Payment Agreement for Housing -Enabling Core Servicing (HECS) Project Along Central Avenue Corridor

99 - 100

Memorandum dated March 17, 2025 from Commissioner - Infrastructure & Operations Kayla Dixon providing a recommendation that the

execution of the Transfer Payment Agreement (TPA) for the Housing-Enabling Core Servicing (HECS) fund between the Ministry of Infrastructure and the Corporation of The City of Thunder Bay be approved, for Council's consideration.

WITH RESPECT to the memorandum from Kayla Dixon, Commissioner of Infrastructure & Operations dated March 17<sup>th</sup>, 2025, we recommend that the execution of the Transfer Payment Agreement (TPA) for the Housing-Enabling Core Servicing (HECS) fund between the Ministry of Infrastructure and the Corporation of The City of Thunder Bay be approved;

AND THAT the Commissioner of Infrastructure & Operations be authorized to execute any necessary agreements;

AND THAT any necessary by-laws be presented to City Council.

## **10.2 James Whalen Tugboat Tender Award**

101 - 106

At the March 24, 2025 Committee of the Whole meeting Report 070-2025-Infrastructure & Operations-Parks & Open Spaces was presented and referred to Administration to provide more information and to report back on or before April 28, 2025.

Memorandum dated March 26, 2025 from Commissioner - Infrastructure & Operations Kayla Dixon providing information, and the original recommendation, as presented in Report 070-2025-Infrastructure & Operations-Parks & Open Spaces to Committee of the Whole on March 24, 2025, for Council's consideration.

WITH RESPECT to Report 070-2025-Infrastructure & Operations-Parks & Open Spaces, we recommend that the contract for the Recycling of the James Whalen Tug Boat proceed and that the entire vessel be recycled;

AND THAT the Commissioner of Infrastructure and Operations report any circumstances to City Council should any significant variations in the contract costs occur;

AND THAT the Commissioner of Infrastructure and Operations be authorized to sign all documentation related to these matters;

AND THAT any necessary by-laws be presented to City Council for ratification.

**11. Outstanding Items**

**11.1 Outstanding List - Operations**

107 - 108

Memorandum from Director - Legislative Services & City Clerk Krista Power dated March 25, 2025 providing the Operations Outstanding List, for information.

**12. Open Session (Community Services)**

Chair: Councillor Shelby Ch'ng

**13. Reports of Committees, Boards and Outside Agencies**

**13.1 The District of Thunder Bay Social Services Administrative Board Minutes**

109 - 120

Minutes of Meetings 03-2025 (Regular Session) and 04-2025 (Closed Session) of The District of Thunder Bay Social Services Administrative Board held on February 20, 2025, for information.

**14. Outstanding Items**

**14.1 Outstanding List - Community Services**

There are currently no listed Outstanding Items for the Community Services Session.

**15. New Business**

**16. Adjournment**



**Community Services Department**

**Memorandum**

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**TO:** Krista Power, Director – Legislative Services & City Clerk      **FILE:**

**FROM:** Leah Prentice, Director – Recreation & Culture  
Community Services Department – Recreation & Culture Division

**DATE:** 02/27/2025 (mm/dd/yyyy)

**SUBJECT:** 2025 Events Season Presentation

**MEETING & DATE:** Committee of the Whole - 04/07/2025 (mm/dd/yyyy)

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I am requesting the opportunity for Laurie Abthorpe, Supervisor Cultural Development, Community Programming & Events and Karen Kadolph, Special Events Developer, to provide a presentation on plans for the 2025 Events Season to Committee of the Whole on April 7, 2025.

Sincerely,

Leah Prentice



## **EarthCare Advisory Committee Meeting Minutes**

**Wednesday, February 19, 2025, 4:30 p.m.  
McNaughton Room - 3rd Floor, City Hall**

### **1. EarthCare Advisory Committee Meeting 02-2025**

Chair: Keira Essex

### **2. Members**

Shannon Costigan  
Kiera Essex  
Councillor Andrew Foulds  
Taylor Munro

### **3. Officials**

Michelle Warywoda, Director - Environment Division  
Louisa Costanzo, Manager - Community Safety & Well-Being  
Danielle Thom, Climate Action Specialist  
Lori Wiitala, Committee Clerk/Legislative Specialist

### **4. Guests**

Matthew Pearson, Senior Advisor - Growth  
Peter Globensky, Vice President and Managing Partner - Beverly Anne Sabourin  
& Associates  
Beverly Sabourin, former Vice-Provost of Aboriginal Initiatives and a Fellow at  
Lakehead University, a Deer Clan Elder of the Netmizaaggamig  
Nishnaabeg

### **5. Land Acknowledgement**

Taylor Munro provided the Land Acknowledgement.



## **6. The Champions Project**

The meeting started as an information session; quorum was achieved at 4:47 p.m.

Beverly Sabourin, former Vice-Provost of Aboriginal Initiatives and a Fellow at Lakehead University, a Deer Clan Elder of the Netmizaaggamig Nishnaabeg and Peter Globensky, Vice President and Managing Partner - Beverly Anne Sabourin & Associates, provided a presentation on The Champions Project.

The goal of the Champions Project is to prepare and publish an anthology called Canadian Human Rights Champions: The Arduous Journey, which will be released by the University of Toronto Press in 2025. The anthology explains the human rights campaigners examining their inspirations, possibilities and difficulties faced while fighting to ensure access to the Charter rights for Canadians. The United Nations Universal Declaration of Human Rights will commemorate its 75th anniversary this year in Canada and around the world. Three of the 38 champions in the book are from Thunder Bay.

The request from the presentation is for partnership, sponsorship or endorsement in the final phase of the book, to assist with publication and the Community Forum event to be held at Lakehead University. The book is scheduled to be published at the end of April 2025, with a national launch in October 2025 at the Thunder Bay Art Gallery. The book launch is open to the public and free to attend; registration will be required. Dates for the event are still in discussion.

The committee agreed that funding from the committee was not an option; the following recommendations were provided:

- reach out to Coordinator - Planning, Projects & Development Callie Hemsworth regarding the Community, Youth and Cultural Funding grant program; the program closes on March 25, 2025 for the year
- request Corporate Communications look at social media posting to raise awareness

## **7. Disclosures of Interest**

## **8. Agenda Approval**

MOVED BY: Councillor Andrew Foulds

SECONDED BY: Taylor Munro

WITH RESPECT to the February 19, 2025, meeting of the EarthCare Advisory Committee, we recommend that the agenda as amended, including any additional information and new business, be confirmed.

CARRIED

## 9. **Smart Growth Plan Update**

Matthew Pearson, Senior Advisor - Growth, provided an update on the development of the City's first Growth Plan.

- The City of Thunder Bay has had a growth rate of 1.3% since 2016. This is significantly lower than the provincial average of 5.8% and the national average of 5.2%.
- The Growth Task Force was formed in January to inform the Growth Plan by sharing information and research on growth options for the City.
- The Growth Task Force is made up of 25 community members who represent City departments and outside organizations.
- A significant portion of these members are concerned about the environment and advocate for environmental protection.
- The Growth Task Force is seeking 'smart growth' and wanted to stress the intention is not 'growth at all costs'.
- The Growth Task Force will meet monthly until June. A report with a recommendation on the findings will be presented to City Council for consideration in June.

## 10. **Business Arising from Previous Minutes**

### 10.1 **Updates to the Memo of Support for the Thunder Bay Climate Transition Collaborative**

The committee discussed updates to the memo of support for the Thunder Bay Climate Transition Collaborative.

The following motion was presented for consideration.

MOVED BY: Councillor Andrew Foulds

SECONDED BY: Taylor Munro

WITH RESPECT to the Memorandum of Support for the Thunder Bay Climate Transition Collaborative regarding Green Development Standards, we recommend that the Memorandum, as written, be approved.

CARRIED

**11. Confirmation of Previous Minutes**

The Minutes of Meeting 01-2025 of the EarthCare Advisory Committee, held on January 22, 2025, be confirmed.

MOVED BY: Taylor Munro  
SECONDED BY: Councillor Andrew Foulds

THAT the Minutes of Meeting 01-2025 of the EarthCare Advisory Committee, held on January 22, 2025, be confirmed.

CARRIED

**12. Committee Membership and Recruitment**

This item was deferred to a future meeting.

**13. Net-Zero Strategy and Sustainability Update**

Danielle Thom, Climate Action Specialist provided an update on Net-Zero Strategy and Sustainability.

**Maamawe – All together. We honour the truth and reconcile for the future.**

Planning for Earth Day 2025

- Partnering with Indigenous Relations for a Sunrise Ceremony in the Marina Park Spirit Garden
- Launch the Boulevard Garden and Maintenance By-law Education Campaign
- Possible partnership with Enbridge for ICI event
- Support Northwest Climate Gathering Stone Soup Potluck

CityStudio Projects for Winter 2025

- Boulevard Garden Education Campaign
- Internal Anti-Idling Campaign
- Voluntary Review of the United Nations Sustainable Development Goals

**Safety and well-being. Our community is healthy, safe, and strong.**

FCM Sustainable Communities Conference 2025

- CEF Learning Forum took place from February 10 to 11
- Sustainable Communities Conference took place from February 11 to 13

Research and Innovation Week Event, “Electrify Your Future”

- February 26, 2025 (6:30 to 8:00 pm) at the Italian Cultural Centre
- Free public event will teach residents about heat pump technology, and financing options that are available today

Confederation College Energy Summit, “Building and Maintaining for a Resilient Future”

- February 27, 2025 (8:00 am to 4:00 pm) at Confederation College
- Free private event will bring together facilities managers from across the City to learn more about maintaining ICI infrastructure and planning energy retrofits

**Growth. We attract and retain new and diverse businesses and community members.**

Phase 2: Home Energy Improvement Loan Program Design

- Goal Setting Workshop was conducted on February 7, 2025
- Public engagement is finished
- Planning a media event to inform the public about survey results
- Dunsky has provided the first chapter of the Design Study for review

EAC Membership Application

Membership applications are open from March 26 - April 14

**Sustainability. We advance a thriving economy and environment.**

Boulevard Garden and Maintenance By-law

- January 13, 2025 Committee of the Whole Minutes were ratified on February 10, 2025
- Next Steps:
  - Acceptance of the Boulevard Garden and Maintenance By-law on February 24, 2025;
  - Complete PIA process by end of March;
  - Launch the Garden Deceleration & Acknowledgement Tool by the end of March; and,
  - Launch the Education Campaign on April 22.

**14. Climate Adaptation Update**

This item is deferred to the March meeting.

**15. Gratitude**

The Committee Members and Administration provided a roundtable of gratitude.

**16. Next Meeting**

The EarthCare Advisory Committee Meetings will be held the 3rd Wednesday of each month with the exception of July and August, in the McNaughton Room, at 4:00 p.m. as follows:

- Wednesday, March 19, 2025
- Wednesday, April 16, 2025
- Wednesday, May 21, 2025
- Wednesday, June 18, 2025
- Wednesday, September 17, 2025
- Wednesday, October 15, 2025
- Wednesday, November 19, 2025
- Wednesday, December 17, 2025

**17. Adjournment**

The meeting adjourned at 6:06 p.m.



## Waterfront Development Committee Meeting Minutes

Tuesday, February 18, 2025, 4:06 p.m.  
McNaughton Room - 3rd Floor, City Hall

### 1. **Waterfront Development Committee Meeting 02-2025**

Chair: Councillor Michael Zussino

### 2. **Members**

Roderick Bosch  
Councillor Andrew Foulds  
Warren Philp  
Councillor Michael Zussino

### 3. **Officials**

Kayla Dixon, Commissioner – Infrastructure & Operations  
Dana Earle, Deputy City Clerk  
Guy Walter, Landscape Architect  
Flo-Ann Track, Council & Committee Clerk

### 4. **Disclosures**

None.

### 5. **Agenda Approval**

Deputy City Clerk Dana Earle advised that the workshop relative to Workplan - Land Acknowledgement has been withdrawn from the agenda and that Administration will follow up with the Committee to advise a path forward at a future meeting.

MOVED BY: Councillor Andrew Foulds  
SECONDED BY: Rod Bosch

WITH RESPECT to the February 18, 2025 meeting of the Waterfront Development Committee, we recommend that the Agenda as printed, including any additional information and new business be confirmed as amended.

CARRIED

**6. Minutes of Previous Meeting**

The Minutes of Meeting 01-2025 Waterfront Development Committee, held on January 21, 2025 to be confirmed.

MOVED BY: Councillor Andrew Foulds  
SECONDED BY: Warren Philp

THAT the Minutes of Meeting 01-2025 Waterfront Development Committee, held on January 21, 2025 be confirmed as amended.

CARRIED

**7. Terms of Reference**

At the January 21, 2025 meeting of the WDC during the discussion of the Annual Review of the Terms of Reference the following items were discussed: minor housekeeping edits to the Administrative Representative positions will be made; Section 5 - Terms of the Committee will be removed; and Administration would review the original Council Motion to advise a possible expansion to the Scope to include opportunities to consult with other Committees and Commissions where synergies exist; and the development of abutting lands that can impact Marina Park.

At the June 14, 2021 Committee of the Whole meeting Report 90/2021 Infrastructure & Operations - Waterfront Development Committee Terms of Reference, and Attachment A - Proposed Waterfront Development Committee Terms Of Reference, was presented to Council for information.

Attachment A to Report 90/2021 Infrastructure & Operations entitled "Proposed WDC TOR - Final" attached, for information.

Discussion was held relative to potential revisions to Committee's scope which currently includes "To provide advice and recommendations to City Council concerning the visioning, long-term planning and development of the Thunder Bay Waterfront - including Prince Arthur's Landing and Phase two of the Waterfront Development."

Some of the items discussed as follows:

- Access for future expansions of the Waterfront Trail on private lands.
  - no consultation with the Committee on private development or sale of property of several waterfront properties. Developments may have negative impact on waterfront users (i.e. noise, smells, etc.).
  - CEDC encouraging industrial use, WDC wants public access.
- future WDC - no budget.

## **8. Waterfront Master Plan Update**

Commissioner – Infrastructure & Operations Kayla Dixon provided the following, for information.

- CEDC needs to present the Highest and Best Use Study to their Board and then Council before it will be presented to WDC. This will inform the Waterfront Master Plan

## **9. Infrastructure Project Update**

Landscape Architect Guy Walter provided the following updates:

- Tender package for Roundabout and Cumberland Street Reconstruction to be posted on February 22, 2025, construction to be complete Fall 2025.
- Tender package for Phase 1 Festival Area Renewal to be posted in April 2025, construction to begin Fall 2025.

## **10. Work Plan Update**

### **10.1 Land Acknowledgement**

At the February 20, 2024 meeting of the WDC, Acting Manager - Indigenous Relations Alain Joseph provided a presentation and responded to questions relative to the above noted.

Members of the Committee were asked to share acknowledgements, that were of personal importance, with each other via an email to guide future discussions.

Document entitled "Guiding Points for Land Acknowledgements" was distributed separately to Members on Thursday, December 11, 2024 in advance of a workshop scheduled for the Tuesday, February 18, 2025 meeting, for information.



Item deferred to future meeting.

## **10.2 Work Plan**

Document entitled WDC Action Timeline - WDC Focused 20242026 Action Plan, for information.

### **10.2.1 Communication**

Discussion was held relative to WDC Action Timeline Pillar "Champion Superior Thunder Bay - Improvements to Communication and Promotion Plan". Some of the items discussed as follows:

- International Trails Day Native Species Planting - June 7, 2025
  - Representative from Trans Canada Trail attending.
  - Planting event - Pool 6 and Fisherman's Park locations.
  - Will WDC have a table?
- Past Stakeholder engagement.
  - Waterfront Development Committee Phase 1 Stakeholder Engagement.
    - Stakeholders and Contractors attended the small meeting room at the Italian Hall, provided presentations relative to their waterfront activities.
    - Event was public but was not well attended by the public.
  - Waterfront Development Committee Phase 2 Stakeholder Engagement.
    - Many stakeholders have attended WDC and provided presentations relative to their waterfront activities.
- New Stakeholder Engagement Opportunities
  - Waterfront locations/dates:
    - Live on the Waterfront.
    - International Trail Days.

- Baggage Arts Building.
- Stakeholder Tables.
- Survey to accumulate data.
- Poster Boards.
- Theme: Where it started to where we are today. Show Festival Area plans.
  - does Administration have access to previous presentation tableaus?

Administration to follow up with available dates for the Baggage Arts Building and Live on the Waterfront venues.

**11. 2024 Meeting Schedule**

Meetings of the Waterfront Development Committee will be scheduled from 4 p.m. to 5:30 p.m. on the following dates:

- Tuesday, March 18, 2025
- Tuesday, April 15, 2025
- Tuesday, May 20, 2025
- Tuesday, June 17, 2025
- Tuesday, September 16, 2025
- Tuesday, October 21, 2025
- Tuesday, November 18, 2025

**12. Adjournment**

The meeting adjourned at 5:15 p.m.



# Memorandum

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**TO:** City Council

**FROM:** Krista Power, Director of Legislative Services & City Clerk

**DATE:** March 25, 2025

**SUBJECT:** **Follow Up Information for Council Composition Review Committee Report**

**MEETING & DATE:** Committee of the Whole Meeting – April 7, 2025

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At the March 3, 2025 Committee of the Whole meeting, Council Composition Review Committee - Final Report relative to Council Composition, was presented as a First Report to allow Committee of the Whole and the general public time to consider the implications of the report before its recommendations are considered by Committee of the Whole on April 7, 2025.

My office participated as a resource to this committee as per the terms of reference approved by City Council and provided input, feedback and advice as a subject matter expert from a legislative perspective. As a result, the following memorandum provides additional information for City Council as per questions asked at the March 3, 2025 meeting.

**Potential increase to workload with smaller council and additional administrative support required:**

In decreasing the number of elected officials as outlined in the recommendation from 13 members of City Council to 11 members, workload is a consideration. The following outlines the current administrative support provided and additional opportunities that council may consider addressing potential challenges with less elected officials to do the same amount of work.

The Office of the City Clerk currently provides administrative support to members of City Council in the following ways:

- 1) Council Support Clerk provides support administrative support with budget management, travel arrangements and basic administrative tasks, i.e. photocopying, purchasing items/tickets etc.
- 2) Council and Committee Staff also provide administrative support relative to Ward and Town Hall meetings, development of the associated agendas, minutes, booking meeting space, inviting members of administration and/or guests and promotion of the meeting.

**Opportunities to address workload concerns:**

- The City of Thunder Bay is currently working towards more streamlined customer service opportunities via the One Stop Development Shop and the creation of a One Stop Customer Service Shop (this is included in the City Manager's workplan), these efficiencies may assist members of council to direct customer inquiries rather than members working to facilitate connections between customers and staff.
- City Council currently has almost 20 advisory committees, while a current governance review is ongoing, council and the public should not be predisposed to the idea that City Council will decrease the number of advisory committees currently in place, however a decrease to the number of committees is an option for council's future consideration that would impact workload.
- Additionally, a consideration may be to decrease council representation on committees/boards and/or provide different options for committee work that may decrease the amount devoted to committee work by members of council.
- Should additional administrative support be required by City Council, additional budget would be required in the 2026 and go forward budgets (costs could range from \$60,000-\$100,000) depending on the number of staff and the level of service required.

**Decrease in representation**

Following the decrease to City Council in Toronto in 2019 directed by the Province of Ontario, Toronto city administration provided City Council with information and recommendations to respond to their significant decrease in City Council which included;

- Making changes to their governance system to better divide work and seek efficiencies.
- Changing the appointment process and the types of appointments to agencies/boards and committees which included an increase to public member appointments (citizen participation).
- Significantly increasing the budget allocated to members of council for staff support to allow for additional staff support for each member of City Council.

My office took the opportunity to reach out to the City Clerk's office in Toronto to ask for some additional information and the following information was shared with respect to their decrease in representation.

The biggest concerns shared by members of council at this time are;

- 1) Volume of constituency calls can be overwhelming (the City of Toronto does have a one stop customer service shop in place [Customer Experience – 311 – Toronto at Your Service – City of Toronto](#)).
- 2) Demands on members time to attend legislative meetings as well as ward-based planning open houses, Annual General Meetings, community meetings with tax payers and connecting with constituents.
- 3) Achieving quorum on lower profile boards and advisory committees can be a challenge.

### **Change in comparator information**

In 2024, a comparator analysis was completed by the Office of the City Clerk with respect to like-size and like-servicing single tier municipalities. How many members of council did they have and what did the make-up of their council look like. At that time, the number of elected officials for the City of Thunder Bay was moderately higher than their comparators. This was based partially on the inclusion of the city of Chatham-Kent which is a municipality of similar population (110,000) and provides similar services (Municipal Police force, Long Term Care home, Emergency Medical Services etc.). Chatham-Kent currently has an 18 member City Council.

Chatham-Kent began a review of ward boundaries and council composition as directed by City Council in 2023. A member of City Council requested the review which focused on a decrease which is similar to how this work began in Thunder Bay. My office has been following this review and the associated work. Chatham-Kent hired a consultant (Strategy Corp) to complete this work. On March 7, 2025, notice was provided to citizens of the formal decision approved by by-law to redivide the wards and decrease City Council from 18 members to 14 members. This was following significant internal and external consultation. Chatham-Kent is divided into wards, with more than one member elected per ward. They also have a significant number of advisory committees, similar to Thunder Bay.

### **Plebiscite/Question on the Ballot**

Questions were asked at the March 3, 2025 meeting about the potential of a plebiscite on this matter, the following outlines the legislative process for a plebiscite, also known as a question on the ballot as per the *Municipal Elections Act, 1996*.

Clauses 8(1)(b) of the *Municipal Elections Act, 1996*, as amended allow a municipal council to pass a by-law to submit to its electors a question on the ballot. *The Municipal Elections Act, 1996* prescribes the process, parameters for a question on the ballot along with the process for appeals and how municipal councils must respond to the result and whether it is binding or not.

### **Rules for Questions on the Ballot**

Section 8.1(2) of the Act sets out the process and rules for submitting a question to the electors on an election ballot. Rules for questions on the ballot include the following:

1. shall concern a matter within the jurisdiction of the municipality;
2. shall not concern a matter prescribed by the Minister as a matter of provincial interest;
3. shall be clear, concise and neutral; and
4. shall be capable of being answered in the affirmative or negative – the only permitted answers to the question are “yes” and “no”.

As previously reported, the matters that Council is considering within the Council Composition review, remains within the jurisdiction of the municipality. Particularly, sections 9, 10, 217, and 222 of the *Municipal Act, 2001*, permits local municipalities to change the composition of its council, including dividing and redividing into wards, or dissolving existing wards.

It is important to note the reason and rationale for including a question on the ballot. Questions placed on an election ballot are for the purpose of obtaining a true expression of the views of the electorate, using clear, simple, and direct language, which is why the answer must be a “yes” or “no”.

The City of Thunder Bay has used questions on the ballot past elections. Two examples are; a decision to contribute tax dollars to the building of Thunder Bay Regional Health Sciences Centre and relative to support for a Smoking By-law for the City of Thunder Bay.

Both of those examples provided for a clear question asked to voters and a response that could be implemented in the case that the result was binding. Neither of those results were binding as 50% or more of eligible electors in the municipality did not vote on the question at the polls in those election years but both outcomes were implemented.

### **Public Consultation Required**

The Clerk is responsible for providing notice to the public relative to a proposed by-law that includes a question on the ballot.

Subsection 8.1(3) of the Act defines that “at least 10 days’ notice of the city’s intent to pass a by-law must be provided to the public and the Minister of Municipal Affairs”, notice

is provided by the City Clerk. Further, at least one public meeting must be held to consider the public's input on the proposed by-law. Across Ontario, it is best practice that a series of consultations be held prior to the public meeting in order to ensure the public is fully informed of the question, the process and the potential outcome of the results of a question on the ballot.

The contents of the notice shall include:

- (a) the wording of the question to be included on the ballot;
- (b) a clear, concise and neutral description of the consequences of the question if it is approved or rejected and an estimate of the costs, if any, that the municipality may incur in implementing the results of the question; and
- (c) a description of the right to appeal to the Chief Electoral Officer, including the last day for the filing of a notice of appeal.

### **Question on the Ballot Appeals Process**

The Appeal Process is pursuant to subsection 8.1 (6) of *the Municipal Elections Act, 1996*, the Minister of Municipal Affairs and Housing and any other person or entity may appeal to the Chief Electoral Officer of the Province of Ontario on the grounds that a question is not:

- (a) clear, concise and neutral; or
- (b) capable of being answered in the affirmative or the negative, as the only permitted answers to the question are "yes" or "no".

Appeals must be submitted to the City Clerk within 20 days of the passing of the by-law (Notice of Passing). Following receipt of Appeals, the City Clerk has 15 days to submit the appeals to the Chief Electoral Officer. The Chief Electoral Officer has 60 days to either hold a hearing or dismiss the appeal.

### **Results of Vote**

Pursuant to subsection 8.2(1) of *the Municipal Elections Act, 1996*, the results of a question on a ballot authorized by the proposed by-law are binding if:

- a) at least 50% of the eligible electors in the city vote on the question; and
- b) more than 50% of the votes on the question are in favour of those results.

Pursuant to subsection 8.3(1) of *the Municipal Elections Act, 1996*, the results of a question authorized by the proposed by-law are binding if:

- a) if an affirmative answer received by the majority of the votes, the City shall do everything in its power to implement the results of the question in a timely manner; and

b) if a negative answer received the majority of the votes, the City shall not do anything within its jurisdiction to implement the matter which was the subject of the question for a period of four years following voting day.

### **Conclusion – Timelines**

As there is a legislative process and associated requirements and timelines involved with both a change to the composition of City Council and the potential addition of a plebiscite for the 2026 Municipal Election. Council should be aware of the constraints relative to the prescribed requirements.

### **Plebiscite**

If City Council were to propose the addition of a question on the ballot in the 2026 Municipal Election, a by-law must be passed and allow for the public notice and appeal period to take place. The deadline as per the Act, including notice, is February 20, 2026.

Considerable work must be completed in advance of that date to advance a question on the ballot for the 2026 Municipal Election. As outlined earlier in this memorandum, this work includes consultation, public meetings, notice of meetings and drafting of the by-law and the potential of appeal process. Should City Council seek this work to be completed, it must consider what work would be impacted in order to make the deadlines associated with this work a top priority.

There are also additional financial implications to consider within the 2026 Operating Budget as it is required that the public must be educated on the question and what the outcome of a yes or no answer means. In 2022, it was forecasted that additional funds upwards of \$50,000 - \$100,000 would be required for promotion, advertising and the potential of additional staff time to meet this legislative requirement.

### **Change to Council Composition**

City Council began discussing making changes to the composition of City Council in 2020. This work was determined to begin in 2023 – 2024 for completion in 2025 so that the change could be implemented in time for the 2026 Municipal Election. The timelines associated with making a change to the composition of City Council will be soon upon us.

It is required that any by-law to change the composition of City Council be passed by December 31, 2025. Prior to any passage of a by-law to change the composition of City Council, a public meeting and notice of a public meeting must be held to approve the by-law along with approval by the Minister. There are also timelines associated with appeals to the Ontario Land Tribunal (OLT) that must be accommodated.



If City Council chooses not to support the recommendation of the Council Composition Review Committee and go in another direction, timing to complete additional work in advance of the December 31, 2025 deadline to pass a by-law and allow for time for a potential appeal (if necessary) to OLT presents a significant challenge. Council is urged to consider what is of greatest importance and priority based on the work completed to date and the capacity of the Office of the City Clerk.

### **Current Priorities and Capacity**

At this time, Administration in the Office of the City Clerk is currently dedicated to an ongoing governance and committee review, enhancing the city's access and privacy program, planning and preparing for a significant addition to the Harry Kirk Archives and Records facility and significant day-to-day legislative work. The Office of the City Clerk also supports the remainder of Administration in the advancement of many large and complex files brought forward to Committee of the Whole, City Council and City Council – Public Meeting. Work is also underway on the 2026 Municipal Election including the transition to the new voters list portal with Elections Ontario. Our work on the Municipal Election has already begun behind the scenes and will become our top priority as of December 1, 2025 to meet all legislative requirements of *the Municipal Elections Act*.

C.C. John Collin, City Manager  
Patty Robinet, City Solicitor



# Memorandum

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**TO:** Krista Power, Director Legislative Services & City Clerk **FILE:**

**FROM:** Rebecca Johnson, Chair – Council Composition Review Committee

**DATE:** March 20, 2025

**SUBJECT:** **Follow Up Information for Council Composition Review Committee – Final Report**

**MEETING & DATE:** Committee of the Whole Meeting – April 7, 2025

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At the March 3, 2025 Committee of the Whole meeting, Council Composition Review Committee - Final Report relative to Council Composition, was presented as a First Report to allow Committee of the Whole and the general public time to consider the implications of the report before its recommendations are considered by Committee of the Whole on April 7, 2025.

Outlined here are responses prepared by the Council Composition Review Committee to questions raised at the March 3, 2025 Committee of the Whole meeting.

**What is the reason behind the drop from 13 to 11 and why has it been the focus of the committee’s work to look at a decrease to the size of City Council?**

The feeling that a slightly smaller Council would likely facilitate more efficient discussion and therefore decision making for the council was raised by several current Councillors in our consultations with Council in the first phase of our work. This was very influential.

Secondly, once the well-balanced division of our city into four wards was identified, a Council of two representatives per ward plus two at large best represents the ratio of ward: at-large we recommend to lower barriers to democratic participation.

The reduction of Councillors was a focus from the start of the committee work, whether through the first survey which showed a reduction to 8 Councillors, to media surveys, to ward meetings, etc. There was not one person that indicated an increase in numbers.

The impetus for change was ignited by Council themselves and through engagement with the public.

**The report noted that additional administrative support may be required with a decrease to City Council, can more information be provided on that and what that means?**

One of the concerns raised by Councillors when interviewed is the administrative burden of the job. The idea is that additional support would make the job feasible for a broader range of candidates, and more sustainable for those elected. We recommend Council investigate what administrative support would be valued by Councillors, then invest in that additional support. This recommendation got confused with a common assumption among voters that less Councillors would mean significant savings, when in fact even a very modest investment in additional support for Council would outweigh any savings from a smaller Council, because Councillors (like those in comparator municipalities) earn so little money for the role.

We don't know what strategic and targeted administrative support of Councillors would be of greatest benefit, but we recommend they be identified and secured. Some of the options that came up include:

- Space (lowering barriers of participation to those who would rather meet constituents and review confidential material in a supported and professional setting, not just the corner of their kitchen table, in coffee shops and grocery aisles);
- Support with communication and schedule management;
- Better city-service concern systems to spare Councillors being involved as much in those issues (as well as better data collection concerning them)

We think the right additional administrative support could lower barriers to participation and make the role more attractive to a broader range of people, further improving the representative diversity of Council. This is why we recommend that Council investigate that possibility.

Additional costs may result. Most important is the focus on efficiencies in operation.

Additionally, a major overall is needed with the city website, which the General Manager stated was a priority. He stated that a one call system placed into a cue was badly needed, as he himself was aghast in trying to deal with public related issues. Feedback received from Councillors commonly voiced a concern with the number of service calls fielded, and frustration in not knowing who to call.

**What was the rationale for 4 wards, 2 members per ward and 2 at large. Was the composition of 4 wards, 1 member per ward and 6 at large discussed and why wasn't this presented as an option?**

The rationale for the four wards with two Councillors each, and two At- Large Councillors becoming parochial, in direct opposition to their duty as Councillors to make all decisions for the benefit of the city as a whole.

Having wards balanced not just in population but in economic regions, education, average household composition and income is intended to counter that perceived and historical risk, while making ward borders easy to recognize.

Lesser reasons recommending this structure were the possibility of a measure of job-sharing between Councillors (to lower barriers to participation by making the job less onerous) and a measure of ranked ballot within wards & the at-large race (lowering a barrier and supporting greater diversity in our Council).

The composition of one member for each of these four wards and six at large was discussed. Most of the committee agree it does not support our reasons for recommending this composition.

All Councillors make decisions on city wide issues. Our recommended wards increases Councillors' knowledge base on all rural, suburban, waterfront and industrial issues. We noted in attending ward meetings that ward issues raised there were then championed by Ward Councillors often without success. Our system broadens knowledge base horizon in all the geographic zones.

We expect two key improvements to the functioning of our City Council through this recommended change to its composition: firstly, to lower bars to participation (both by voters and candidates) and secondly to improve the efficiency of Council's decision-making.

Wards lower bars to participation by making running for election less expensive and knowing your candidates less daunting. We have concluded that Thunder Bay, like other Canadian cities of our demographic and geographic size as well as our municipal complexity, is not best served by an At-Large dominated Council. However, At-Large Councillors can bring experience or perspective that has gained them city-wide support in the role. Therefore, we recommend maintaining a hybrid structure with only two At-Large Councillors. Having two At-Large Councillors will lower the bar to voter participation like it does for Ward Councillors as it is expected to shorten the number of candidates on that ballot.

A change to our Council composition is well worth adding to our efforts to improve our city's economic wellbeing and future prosperity.

Members of the Council Composition Review Committee will be present at the April 7, 2025 meeting should there be any questions for committee members.

## ***RECOMMENDATION***

WITH RESPECT to the Report 2025 –Council Composition Review Committee, we recommend that the Council Composition model outlined in this report be approved. This would change the composition of City Council to 11 members, 1 Mayor, 2 members elected At Large and 8 members elected in 4 wards;

AND THAT the existing ward boundaries be repealed and replaced with the 4 ward model that reflects the structure outlined in this report;

AND THAT Administration be directed to bring forward the associated by-law to enact this change in Council composition in advance of the 2026 Municipal Election;

AND THAT the Special Purpose Committee – City Council Composition Review Committee be dissolved with gratitude for their task;

AND THAT any necessary by-laws be presented to City Council for ratification.

## ***LINK TO STRATEGIC PLAN***

### **Maamawe - All Together**

Foster an inclusive, diverse and equitable community and workplace

## ***EXECUTIVE SUMMARY***

The report recommends altering the composition of the City Council of Thunder Bay and outlines the steps taken to reach this recommendation, including extensive public consultation and consideration of equity, representation, economic growth, and democratic health.

- **Recommendation for Council Composition Change:** The report recommends changing the City Council composition to 11 members: 1 Mayor, 2 members elected At Large, and 8 members elected in 4 wards, to be implemented before the 2026 Municipal Election.
- **Approval and Implementation:** The administration is directed to bring forward the associated by-law to enact these changes, and the Special Purpose Committee –

City Council Composition Review Committee will be dissolved with gratitude for their task.

- **Equity in Ward Boundaries:** The new ward boundaries will create equitable population, income levels, and demographics, ensuring each ward encompasses diverse segments of the city. This structure aims to minimize narrow local focus and promote comprehensive city representation.
- **Enhanced Representation:** The proposed ward system with 2 councillors per ward maintains a direct connection with neighborhoods, increases citizen engagement, and allows for shared workload among councillors. At Large councillors provide additional perspectives and alternative points of contact for citizens.
- **Economic Growth and Efficiency:** A reduction in council members is expected to increase decision-making efficiency and focus on economic and social sustainability, while maintaining a critical mass for healthy debate.
- **Democratic Health and Diversity:** The hybrid model encourages diverse candidate participation by lowering campaign costs for ward candidates and allowing At Large candidates to accumulate city-wide votes. This model simplifies the election process, promoting greater voter participation.
- **Public Consultation:** Public engagement was conducted in two phases to gather feedback on voter relationships with City Council, effectiveness, and potential models. Key findings included support for reducing councillors, maintaining the ward system, and addressing councillor workload concerns.
- **Financial Implications:** There are no financial implications associated with this report. Although a decrease in elected representatives is recommended, it is anticipated that councillors may need more administrative support or increased budgets to fulfill their duties.

## ***DISCUSSION***

The City Council Composition Review Committee (Committee) considered a range of sources to inform their recommendation including two phases of public consultation, mapping recommendations, municipal comparator data, and presentations from subject matter experts.

Rationale for the final recommendation is based on the following improvements to the current composition:

### **Equity**

The current ward system divides the city into 7 wards that reflect drastically varied population numbers and features. The Committee recommends a redrawn ward map that will create 4 wards running east to west which will address current demographic inequities between the wards. By design, each ward will reflect equitable population, income levels, and demographics. In addition, the proposed structure introduces broader equities between the wards to ensure that each ward encompasses a portion of waterfront, urban, residential, industrial, and rural segments of the city. The makeup of each ward will support City Council's focus on making decisions to benefit the City as a whole. Ward councillors will continue to relate to specific neighbourhoods while also being exposed to the full scope of the city, minimizing the risk of parochialism.

### **Representation**

The model recommended by the Committee reflects a slight increase and redistribution of ward councillors compared to current composition. A ward system with 2 councillors per ward maintains a councillor's direct connection with the ward neighbourhoods and community; increases a citizen's ability to engage with an elected official, both in terms of logistics and ideology; and may allow for a reduction in workload through elements of job sharing.

Ward councillors may come to the council table with united or differing perspectives from the same ward, strengthening the decision-making process and providing an increase in representation to residents.

It was determined by the Committee that At Large councillors also play an important role in representation. As a result, At Large councillor positions were included in the model though decreased from the current composition. The At Large positions will increase the number of representatives a single voter selects, bring additional perspectives to decision-making, and offer an alternative point of contact for citizens advocating for policy or



process change. The Committee felt that 2 positions could adequately fulfill these functions.

The existing workload for councillors is seen as a barrier to effective representation, based on feedback from current and former councillors. This was a frequent point of discussion, and the Committee sees a benefit in reviewing current practices as it relates to workload. This may include providing additional staff support, decreasing committee representation, and creating opportunities to leverage technology to respond to resident concerns.

### **Economic Growth and Community Development**

A reduction in council members from 12 to 10 will increase efficiencies in decision-making processes and allow City Council to focus on their role as the overwhelming driving force behind the city's economic and social sustainability. A reduction of 2 councillors will produce efficiencies in time and the effectiveness of meetings, while maintaining a critical mass for healthy debate. With the city poised for growth and addressing social issues, efficiency is needed to encourage informed, debated, and timely decision-making.

All councillors are bound by law to make decisions in the best interest of the city regardless of whether they are elected as a Ward or At Large councillor. Based on this decision-making principle, a City Council made up of those who have intimate knowledge of distinct areas and those whose focus is the city as a whole is best positioned to debate and work through challenges.

The Committee did take time to reflect on which system would support the greatest amount of economic development and growth as this was recognized as an important piece to the municipality's overall financial health. In the end, the Committee is challenged to make a decision that has the broadest impact on many different challenges, economic development being one of those challenges, and felt the proposed system achieves that result.

### **Democratic Health**

The Committee endorsed the hybrid model because it acknowledges barriers that candidates may face. A system designed to encourage the participation of the highest number of diverse candidates is important to ensure a healthy democracy. Ward candidates typically have lower costs associated with their campaigns and are not as reliant on name recognition. At Large candidates may have the ability to accumulate votes from a particular demographic from across the city. Both types of councillors encourage diverse representation in different ways which lowers barriers to successfully run in a municipal election.

It is important to note that both the hybrid model proposed, and the current hybrid model in place, represent compromises. There are certainly benefits to having an all ward system and there are also benefits to having an all at-large system. These specifics were shared with the committee during our rounds of consultation. The Committee feels that the proposed hybrid system, with the changes to larger more equally dispersed wards, not only represents the outcomes of our consultation, but is also the strongest design to support the broadest concerns of a specific electoral model.

In this hybrid model, voters will be responsible for electing 4 councillors and a mayor, lowering barriers by simplifying the selection process to encourage greater voter participation. Creating an environment that promotes voter engagement is an opportunity to improve democratic functions.

Over the course of the Committee's task, Indigenous representation on City Council was a recurring conversation and the Committee encourages the City of Thunder Bay to explore ways to increase Indigenous representation.

## ***CONSULTATION***

Public engagement was completed at two key junctures in the process: to determine priorities for further examination and to gather feedback on potential models.

### Phase One

The focus for public engagement in Phase One was to provide direction to the Committee based on the public's current view of voter relationships with City Council, the effectiveness of City Council, and the existing ward boundaries. Feedback was gathered through a survey (659 responses), both online and in person (hard copies); a partnership with Thunder Bay Public Library to host an Indigenous Sharing Circle and 2 sessions targeting under-represented voices; youth engagement at City Hall; pop-up locations at the Thunder Bay 55 Plus Centre, Goods & Co., and Thunder Bay Country Market; deputations from members of the public; and focus groups with sitting members of City Council and the Executive Leadership Team.

Key findings from Phase One public engagement included:

- Most people supported a reduction in the number of councillors although the reason why was not voiced.
- Some residents discussed positive representation by the ward system.

- Many people spoke to the value of both ward and at large councillors.
- The need for a review of ward boundaries was raised.

Concerns were raised following the completion of the Phase One engagement that included a lack of understanding of how municipal councils function and the perception that any reduction of City Council would result in cost savings for residents. During consultations, an important focus was to increase the public's understanding about the role and responsibility of local government with more emphasis on the fact that no cost savings are anticipated in any reduction of council.

### Phase Two

The focus for public engagement in Phase Two was to gather public perspectives on two potential models. Feedback was gathered through a survey (563 responses), both online and in person (hard copies); engagement with 240 youth during Local Government Week; pop-up locations at the Country Market, 55 Plus Centre, and a Thunderwolves game; deputations from members of the public; engagement with the City's Indigenous Advisory Council; and presentations at Ward and Town Hall meetings.

Key findings from Phase Two public engagement included:

- Responses favoured maintaining the ward system either through a hybrid or all ward model.
- The ability to connect with a councillor and have interests represented was a significant factor in weighing options.
- Reducing barriers for candidates to increase diversity on City Council was important.
- Some people referenced the balance of power and number of councillors making decisions that affect the entire city.
- Loss of voice with respect to neighbourhood identity and representation was a recurring concern.
- Workload of councillors was raised as a concern with the increase in ward size.

## ***FINANCIAL IMPLICATION***

At this time, there are no financial implications associated with this report. No cost savings are anticipated. While a decrease in the number of elected representatives is the recommended outcome, it is anticipated that members may need more administrative support or an increase to individual budgets to fulfill their duties.

## ***CONCLUSION***

It is concluded that the recommendation to adopt the proposed changes to the City of Thunder Bay Council composition for implementation in the 2026 Municipal Election be approved.

If the recommended changes to council composition are not adopted, the Committee sees value in reviewing ward boundaries as a separate exercise.

As Indigenous representation was frequently discussed, the Committee sees value in reviewing and exploring avenues to increase Indigenous representation on City Council.

## ***BACKGROUND***

At the Committee of the Whole meeting held on August 24, 2020, a motion relative to a council composition review was deferred to the September 21, 2020 Committee of the Whole meeting.

At the September 21, 2020 Committee of the Whole meeting, a resolution was passed requesting that Administration complete work associated with the process and requirements to undertake a public consultation process relative to decreasing the composition of City Council and report back with a recommended plan for consultation, financial implications relative to this work and the legislative deadlines and considerations required to make any changes in advance of the 2022 Municipal Election.

At the November 23, 2020 Committee of the Whole meeting, the recommendation presented in Report No. R 126/2020 (City Manager's Office - Office of the City Clerk) was approved which provided for a review of Council Composition led by the City Clerk to commence in 2023 and be completed prior to the 2026 Municipal Election.

At the June 19, 2023 Committee of the Whole meeting, the recommendation presented in Report 188-2023-2023-City Manager's Office-Office of the City Clerk was approved which provided the Terms of Reference for the Council Composition Review Committee.

At the September 23, 2024 Committee of the Whole meeting, a presentation was provided to members of Council by Committee Chair Rebecca Johnson to provide an update on the completion of Phase One of the project, with respect to the Council Composition Review Committee's work completed to date, and to provide an overview of the Committee's next steps.

***REFERENCE MATERIAL ATTACHED***

Terms of Reference – Council Composition Review Committee

Proposed Ward Boundary map – 4 wards

Breakdown of Ward information – infographics

***REPORT PREPARED BY***

The Council Composition Committee:

Rebecca Johnson, Chair Cody

Fraser, Vice-Chair Wayne

Bahlleda

Riley Burton

Heather McLeod

Carlos Santander-Maturana

Date (02/24/2025)

**Council Composition Committee  
Special Purpose Committee  
Terms of Reference**

**Approved by Committee of the Whole: June 19, 2023  
Ratified by City Council: June 26, 2023**

**1. Name of Committee**

The Special Purpose Committee shall be named the City of Thunder Bay City Council Composition Review Committee.

**2. Background and Assumptions**

By resolution of Council, the Council Composition Review Committee is established as a Special Purpose Committee to undertake a review of the composition of City Council and review the ward system and consider the review of ward boundaries if applicable and necessary.

It is assumed that representation fair and equitable to voters across the City of Thunder Bay must be achieved and is the paramount goal of this work. It is further assumed that the distinct needs and pressures of the regional functions of Thunder Bay within a larger geographic area must be considered. It is further assumed that members of Council should be tasked with work that is achievable within the allocated time and fairly reflects the demands of the position, and, in comparison to council members at similar municipalities in Ontario.

It is further assumed that it is appropriate to consider the workload of the members; the opinions and feedback from current and future voters; data from other municipalities similar in nature to Thunder Bay; potential growth and decline in population and changing demographics of neighborhoods as it relates to the current ward system and the general expectation and demands on members when recommending potential changes in the composition of City Council and/or the ward system or ward boundaries.

**3. Resources and Finances**

Members of the Council Composition Review Committee are not paid for their participation. Expenses by members for Committee business will be reimbursed provided these expenditures are made in compliance with the City's established policies. Remuneration received by members will be reported annually as required by the *Municipal Act, 2001*.

Resource personnel in the form of subject matter expertise from within the corporation will support the Committee from the following areas:

- Legislative services – City Clerk and/or Deputy City Clerk
- Planning services (GIS Mapping) – Susan Henton, Chief Mapping Technician

- Corporate Communications & Public Engagement – Stacey Levanen, Supervisor Corporate Communications
- Community Connection – Marginalized Voting Population – Cynthia Olsen, Manager– Community Strategies
- Indigenous Relations – Alain Joseph, Acting Manager of Indigenous Relations

#### **4. Deliverables**

The Committee will make specific recommendations on the number of members of council that would best serve the City of Thunder Bay, the validity and rationale for a ward system with specific boundaries. Changes recommended to City Council will be reviewed by the public via public engagement opportunities prior to presentation and if approved must be approved by City Council by By-law which would be required to be in place in advance of the 2026 Municipal Election.

Should significant changes to the composition of City Council be proposed, the remuneration for elected officials will be included in this scope of work.

#### **5. Membership and Responsibility**

##### **Committee Composition**

The Committee will be composed of 6 individuals - one (1) representative to be appointed by the Thunder Bay Chamber of Commerce, and five (5) representatives to be appointed by City Council by recommendation from the City Clerk as it relates to the requirements of the work associated with the Committee. All members must be eligible for appointment in accordance with the City of Thunder Bay's Corporate Policy 08-0101 Council and Citizen Appointments to Committees and Boards.

Areas of expertise from citizen members includes:

- legal background and an understanding of the municipal legislation;
- a background or field of study in political science;
- a background or experience in the labour movement as a member or representative;
- experience in the field of communications and citizen engagement; or
- all applicants must have the ability to work in a collaborative setting with a group of individuals from a variety of sectors.

All members are voting members. The Chair and Vice-Chair of the committee are selected by the members at the first meeting of the Committee.

##### **Term of the Committee**

The term of the Committee will expire upon the delivery of its final report; it is anticipated that this will not exceed December of 2024.

## **6. Governance**

The Committee is mandated by City Council to examine the composition of City Council and the ward system including a potential ward boundary review. The Committee will do this in a way of its own design, with an emphasis on public engagement and data collection from peer municipalities. After doing this, the Committee will make recommendations to Council as to regarding what it deems to be an appropriate number of representatives and type of representation (ward system, at large system).

The minutes and reports of the Committee shall be presented to City Council through the appropriate session of Committee of the Whole.

Voting on motions and questions before the Committee shall be in accordance with the By-law 51/2021 Procedural Rules of City Council and its Committees. Quorum for meetings will be by simple majority which will require at least 4 members to be present. All meetings shall be open to the public unless they are closed in a manner in compliance with the *Municipal Act, 2001*.

The City Clerk will act as the chief resource to the Committee, assisting and advising the Committee as required. The Office of the City Clerk will provide administrative support including compiling and coordinating the distribution of agenda and minutes, correspondence to and on behalf of members, and booking of meeting rooms etc. Additional resources have been assigned to fulfill the mandate of the committee.

## **7. Timelines**

The Committee will meet at the call of the Chair, or on a schedule determined by the Committee in consultation with the resource members from administration supporting the Committee.

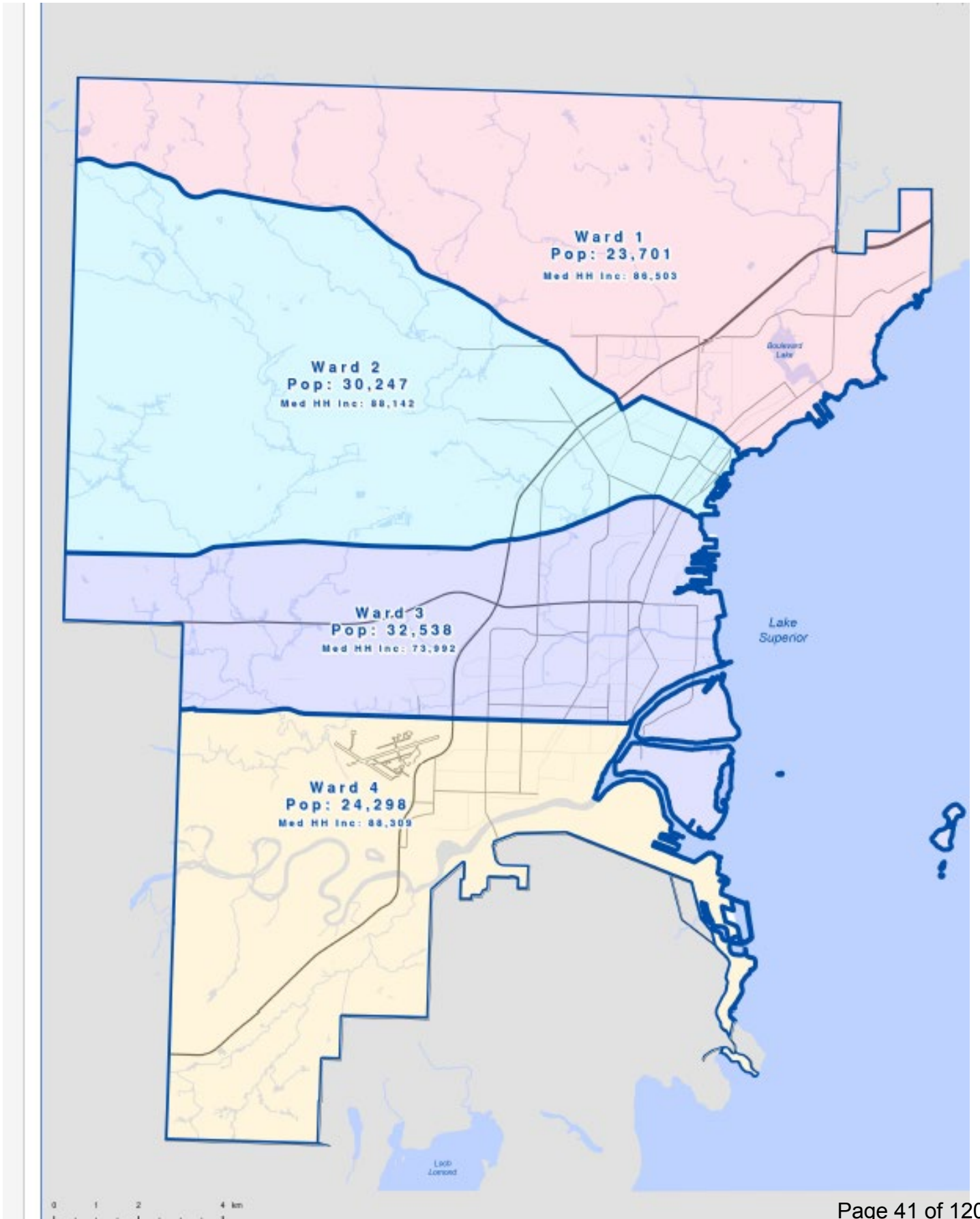
All meetings of the Council Composition Committee will be open to the public except to deal with matters that are deemed to fall within the conditions of a closed meeting as defined in Sect. 239 of *the Municipal Act, 2001*.

## **8. Contact**

The Administrative contact for the Council Composition Committee is the City Clerk. Each Committee member is asked to make sure that their contact information is kept current with the City Clerk.



# Proposed 4 Ward Boundary Map



# Ward 1

Area: 95.67 square kilometers

## Population

**23,701**

With growth of 1,020, the population is expected to reach 24,721 by 2025.

## Households

**10,612**

An estimated 1,824 of households live below the poverty line, while 934 households have an income over \$200,000

## Visible Minority

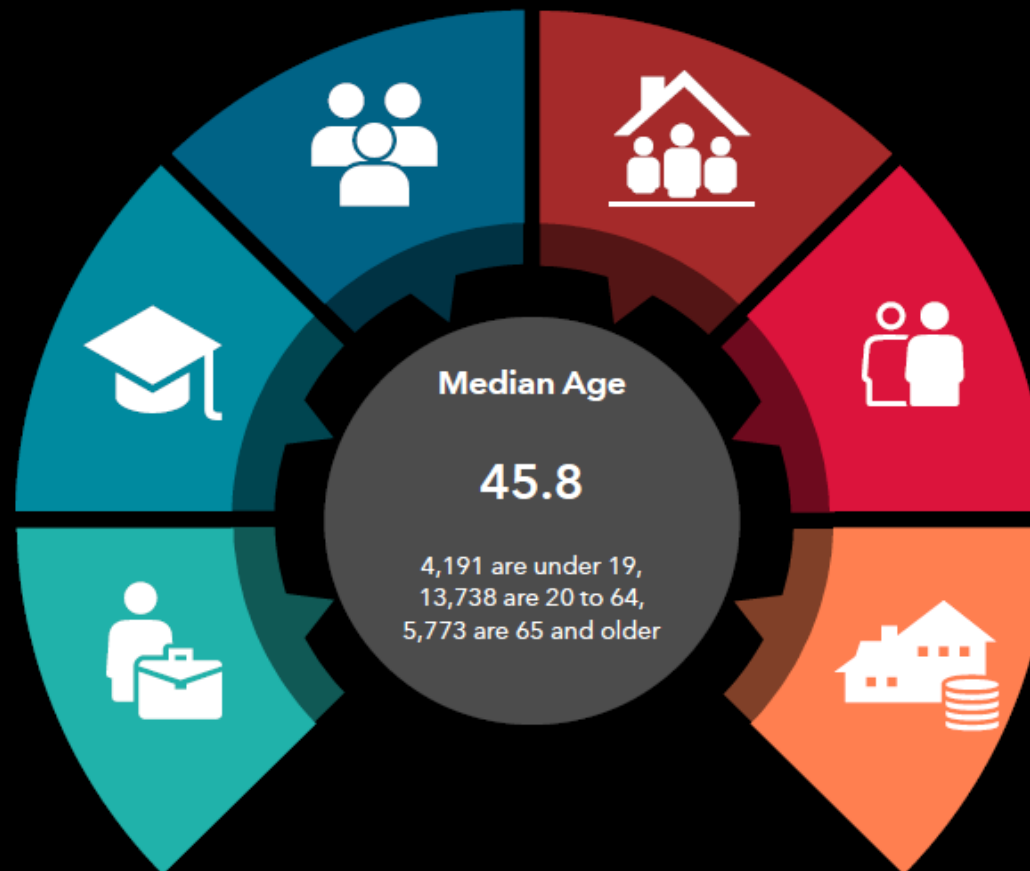
**648**

There are 2,182 first generation immigrant population, and 75 immigrating to Canada since 2017.

## Median Household Income

**CA\$86,503**

With an average of 2.2 people per household, the average household income is CA\$61,298.96



### Median Age

**45.8**

4,191 are under 19,  
13,738 are 20 to 64,  
5,773 are 65 and older

## University Degree or Higher

**4,512**

3,202 have no High School Diploma, 5,141 are High School Graduates, and 5,268 have College.

## Labour Force

**12,002**

There are 793 self-employed individuals, and 783 working from home.



# Key Facts

# Ward 2

Area: 97.44 square kilometers

## Population

**30,247**

With growth of 1,080, the population is expected to reach 31,327 by 2025.

## University Degree or Higher

**7,810**

4,047 have no High School Diploma, 5,961 are High School Graduates, and 6,001 have College.

## Labour Force

**15,807**

There are 1,465 self-employed individuals, and 1,083 working from home.

## Households

**13,487**

An estimated 2,496 of households live below the poverty line, while 1,700 households have an income over \$200,000

## Visible Minority

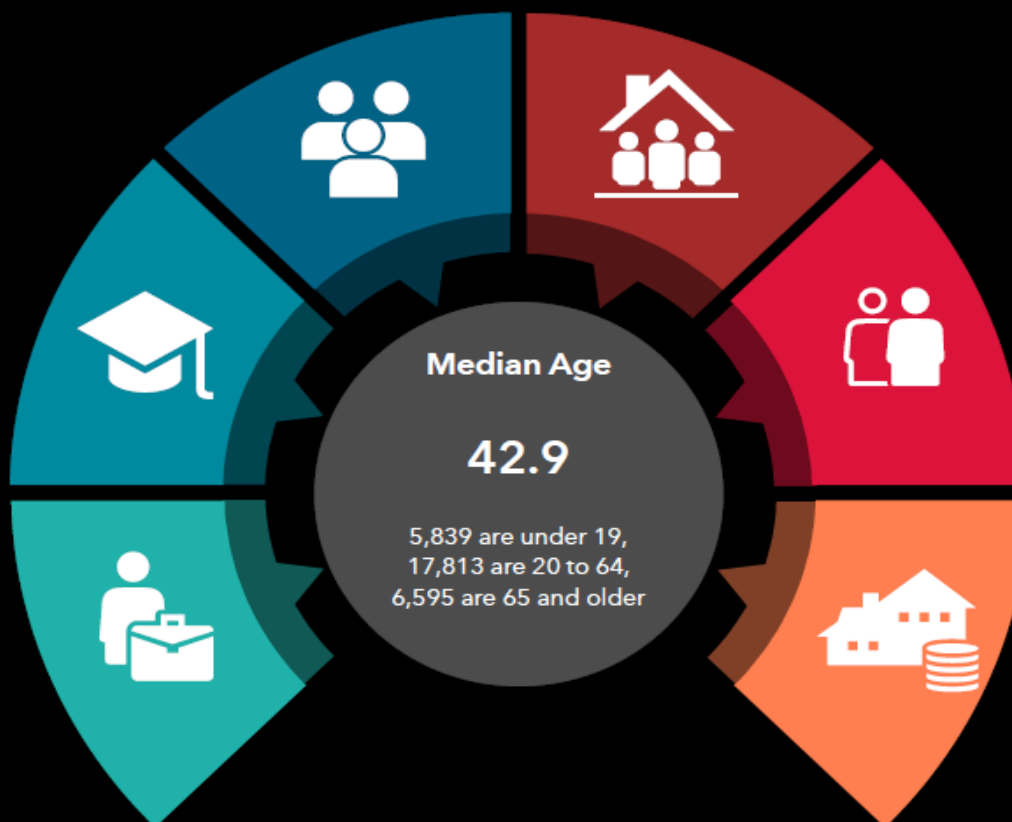
**1,677**

There are 3,535 first generation immigrant population, and 188 immigrating to Canada since 2017.

## Median Household Income

**CA\$88,142**

With an average of 2.2 people per household, the average household income is CA\$107,861.84



# Key Facts

# Ward 3

Area: 64.48 square kilometers

## Population

**32,538**

With growth of 276, the population is expected to reach 32,814 by 2025.

## Households

**14,768**

An estimated 3,373 of households live below the poverty line, while 991 households have an income over \$200,000

## University Degree or Higher

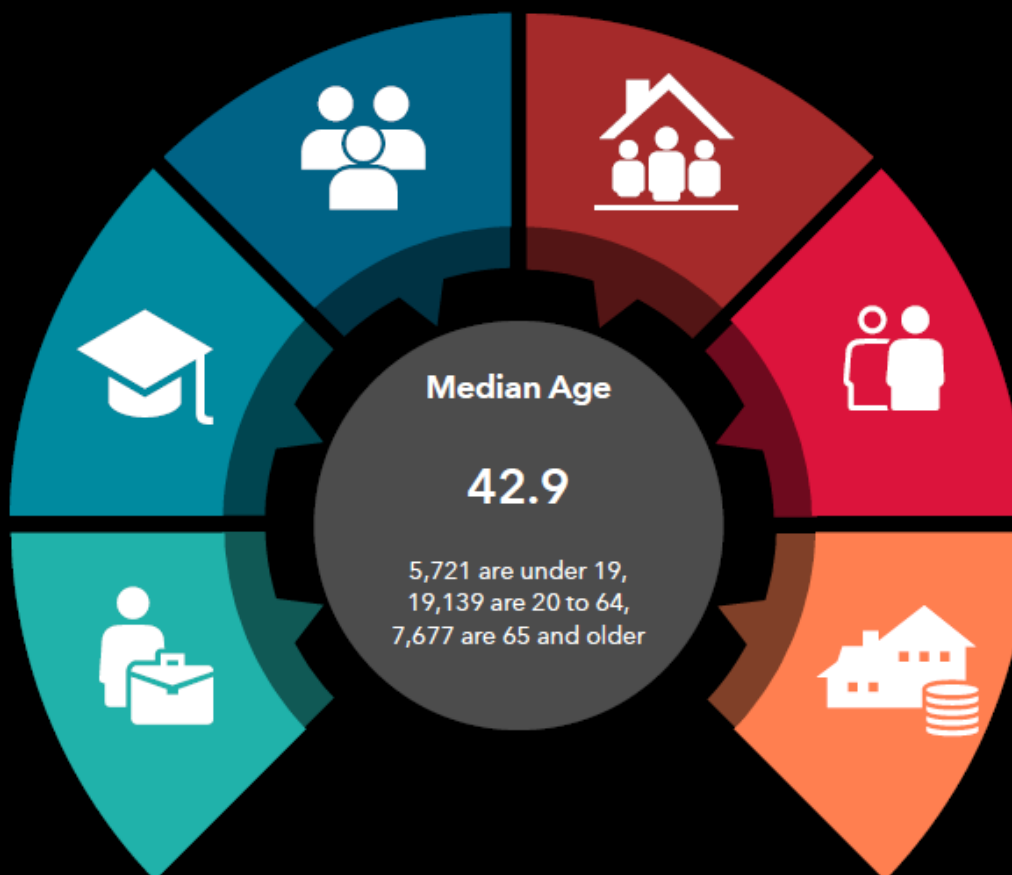
**5,625**

4,904 have no High School Diploma, 7,951 are High School Graduates, and 6,784 have College.

## Visible Minority

**1,765**

There are 3,234 first generation immigrant population, and 221 immigrating to Canada since 2017.



## Labour Force

**15,404**

## Median Household Income

**CA\$73,992**

With an average of 2.1 people per household, the average household income is CA\$89,905.22



# Key Facts

There are 966 self-employed individuals, and 966 working from home.

# Ward 4

Area: 74.55 square kilometers

## Population

**24,298**

With growth of 599, the population is expected to reach 24,897 by 2025.

## University Degree or Higher

**4,146**

3,224 have no High School Diploma, 5,723 are High School Graduates, and 5,662 have College.

## Labour Force

**12,841**

There are 870 self-employed individuals, and 823 working from home.

## Households

**10,707**

An estimated 1,704 of households live below the poverty line, while 1,163 households have an income over \$200,000

## Visible Minority

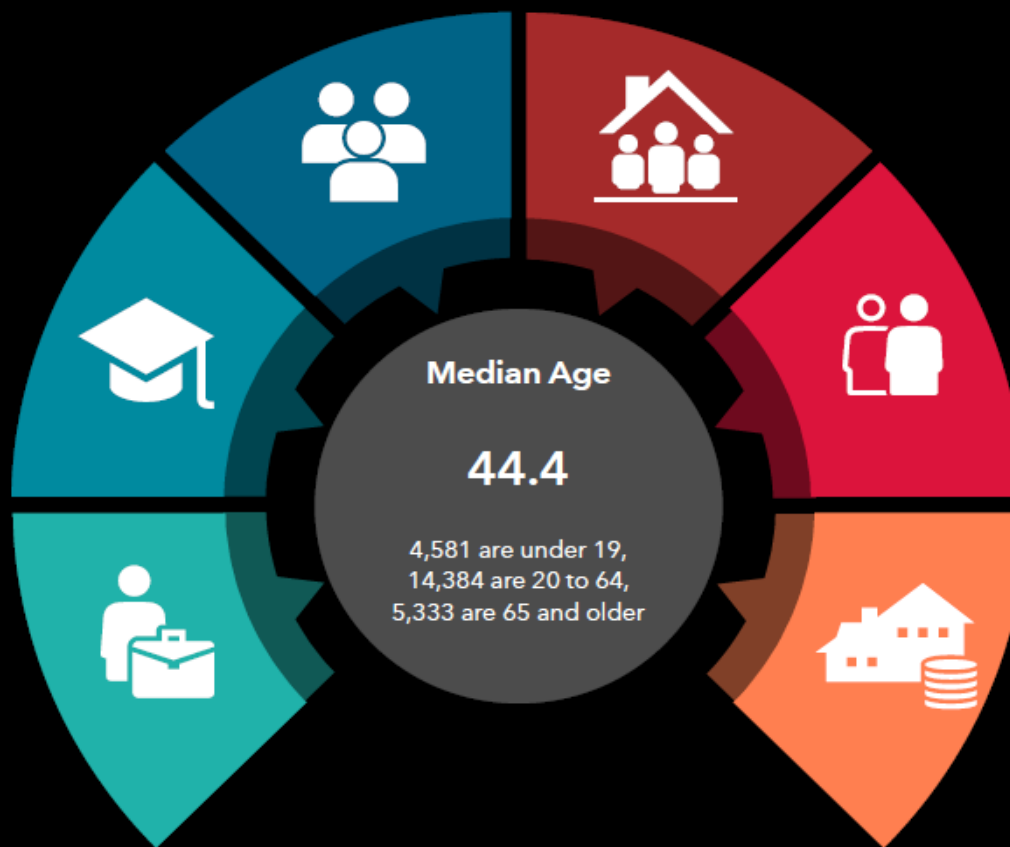
**960**

There are 1,591 first generation immigrant population, and 46 immigrating to Canada since 2017.

## Median Household Income

**CA\$88,309**

With an average of 2.2 people per household, the average household income is CA\$105,979.29



# Key Facts

# Corporate Report

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<b>REPORT NUMBER</b> 057-2025-Growth-Strategy & Engagement	
<b>DATE PREPARED</b>	March 4, 2025
	<b>FILE</b>
<b>MEETING DATE</b>	April 7, 2025
<b>SUBJECT</b>	Report Back – Temporary Village Initiative – Site Location

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## RECOMMENDATION

WITH RESPECT to Report 057-2025-Growth-Strategy & Engagement, we recommend that a portion of the lands owned by the Lakehead Region Conservation Authority (LRCA) and municipally known as 1111 Fort William Rd., Thunder Bay, be approved as the site for the Temporary Village Initiative, subject to the execution of an acceptable lease agreement, approval from the Minister of the Environment, Conservation and Parks if required, and final approval of the LRCA’s Board of Directors;

AND THAT Administration proceed to negotiate the required lease agreement with the LRCA;

AND THAT the Director, Strategy & Engagement have delegated authority to make decisions regarding operationalizing the Temporary Shelter Village Initiative;

AND THAT the Director, Strategy & Engagement be authorized to execute documents for the Temporary Shelter Village Initiative and for the duration of the project, on terms satisfactory to the City Solicitor and City Manager;

AND THAT any necessary by-laws be presented to City Council for ratification.

## LINK TO STRATEGIC PLAN

Within the Maamawe, Growing Together, City of Thunder Bay Strategic Plan 2023-2027:

**Strategic Direction: All Together. We honour the truth and reconcile for the future.**

- Goal: Strengthen the City’s relationships with Indigenous communities, leaders and organizations to advance Truth & Reconciliation priorities together.
- Goal: Work toward inclusion, diversity, equity, and respect for all.

**Strategic Direction: Safety and Well-being. Our community is healthy, safe, and strong.**

- Goal: Improve access to supports for priority populations to narrow gaps in equity.
- Goal: Enhance safety and well-being at the community level through climate action and environmental design.
- Goal: Create and maintain strong neighbourhoods and Indigenized spaces where people connect and engage.

Additionally, this work connects with the following City Council approved strategic plans:

**Community Safety & Well-Being Plan**

- Priority 2: Housing and Homelessness; Targeted Outcomes: Reduce Indigenous homelessness by 50 percent by 2027; Increase transitional and supportive housing opportunities in Thunder Bay

**Indigenous Relations & Inclusion Strategy**

- Pillar 1: Respectful relations; 2. Honour & foster relations with Fort William First Nation, Metis, and local Indigenous Partners
- Pillar 2: Responsive city; 5. Inclusive research & policy development
- Pillar 4: Community prosperity; 9. Provide guidance to make City services responsive to needs of Indigenous Peoples; 10. Improve outreach & communications on City services; 11. Advocate & work with governments & local partners to improve outcomes

**Thunder Bay Drug Strategy**

- Housing Pillar: Advocating for more supportive housing for people with complex needs; Contributing to the understanding of homelessness in Canada.

**EXECUTIVE SUMMARY**

In October 2024, Council approved the City's 10-part *Enhanced Encampment Response – A Human Rights-Based Community Action Plan for Thunder Bay*. The cornerstone of the plan is the Temporary Village Initiative (the Village), which received conditional approval from Council pending approval of a site recommendation.

In November 2024, Council did not approve the Village site recommendation and directed Administration to revisit the site selection process. In response, Administration undertook a robust process to reassess alternative municipally-owned properties. Concurrently, a public call for private land for lease, purchase, or donation was also launched. To widen the scope, Administration launched a survey seeking suggestions on site locations from the public, which highlighted mixed views on the Village.

These efforts failed to yield any strong alternative municipally-owned options. Through internal discussions and insights from public engagement, a property – 1111 Fort

William Road (the Property) – owned by the Lakehead Region Conservation Authority (LRCA), was identified as the most viable option. It closely aligns with site selection criteria and addresses a few common concerns and suggestions. The LRCA Board has approved, in principle, leasing the Property to the City of Thunder Bay, subject to the execution of an acceptable lease agreement, approval from the Minister of the Environment, Conservation and Parks if required, and final approval of the Board of Directors.

If Council approves the site recommendation, Administration will proceed with lease negotiations and collaborate with the LRCA on public engagement. The City's engagement efforts will prioritize informing the public and engaging with service providers and Indigenous leaders to gather meaningful input on the Village's development and implementation. Feedback received will be used to address concerns raised and support the Village in being responsive to community perspectives.

## ***DISCUSSION***

Over the winter, two large fires at encampments resulted in serious injury and loss of life. These tragedies underscore the serious risks faced by individuals living in encampments over the colder months. To prevent further harm, there is a need for swift and decisive action to provide safer alternatives. Additionally, the City has been approved to receive significant funding which is contingent on meeting firm project deadlines. These new developments reflect the need to approve a site recommendation without further delay.

### **External Funding Update**

The City has been informed that it has been approved to receive \$2,800,487 in funding toward capital costs associated with the Village. This represents over half of the estimated capital and construction costs. Full access to this funding is contingent on beginning construction within 120 days of the agreement's signing (March 21, 2025) and completing construction of at least 80 units and ancillary structures by December 31, 2025.

Administration remains committed to actively pursuing additional external funding opportunities to minimize the municipality's financial contributions to the Village. Ongoing discussions are taking place with other orders of government and charitable organizations with regards to additional funding sources. Administration will provide Council with updates as necessary.

### **Reassessment of Site Options**

In response to Council's direction to reassess alternative municipally-owned property for the Village, Administration undertook a robust process that included both an internal review and public engagement. To start, Administration launched a public survey



inviting respondents to suggest potential locations for the Village – results are summarized in the *Consultation* section. Concurrently, Administration issued a call for private property owners willing to lease, donate, or sell land for the Village. Of the few responses received, none were viable. Administration also independently explored land available for purchase that met previously identified selection criteria. However, the options were ultimately found to be cost-prohibitive.

Alongside public engagement, Administration also conducted an internal comprehensive reassessment of municipally-owned properties with several Divisions participating – Engineering, Development Services, Parks & Open Spaces, Recreation & Culture, Strategy & Engagement, and Thunder Bay Fire Rescue. To compile a realistic and reasonable list of properties, the following were excluded:

- Properties with playgrounds or recreational equipment
- Properties smaller than 0.55 acres to accommodate a minimum of 45 units
- Properties subject to ongoing negotiations for future residential or commercial development
- Properties the City is leasing or licensing to other parties
- Properties known to be uninhabitable due to environmental or hazardous conditions
- Properties with confirmed future municipal uses

Administration initially reviewed over 50 municipally-owned sites identified by Realty Services. Through a screening process, sites that did not meet baseline technical or operational requirements were removed from further consideration. From that list, Administration ranked 29 municipally-owned sites against the previously established site selection criteria based on a scoring rubric, technical feasibility, and operational considerations.

### **Ranked Properties List Results**

The reassessment of municipally-owned properties did not yield any strong options for the Temporary Village Initiative, as outlined in *Appendix A – Ranked Properties List*. It is important to emphasize that a high ranking does not automatically indicate the most suitable site. While the scoring rubric provided a valuable assessment, professional expertise and judgment were applied to determine the best recommendation. Factors such as operational feasibility, financial implications, and the potential impact on surrounding neighbourhoods were all carefully evaluated. As a result, sites with fewer anticipated operational and community-related challenges have been prioritized for further consideration.

Sites located near or within high-density residential areas would likely face considerable challenges, including anticipated community opposition, reduced public support, and limited opportunities to mitigate negative impacts on neighbouring properties. While these sites achieved high technical rankings, Administration concluded that the risks and challenges of municipally-owned properties significantly embedded within

residential neighbourhoods outweighed their technical rating. As a result, the following properties, despite their rankings, are not recommended:

- 107 Enniskillen Ave – 82% ranking
- 223, 219 Tupper St & 224 Camelot (one lot) – 80% ranking
- Alma Adair Park (625 Waterloo St S) – 72% ranking
- 234, 252 & 218 Empire Ave W (one lot) – 70% ranking
- 1000 Athabasca St – 70% ranking

In addition, several other properties ranked similarly or slightly lower than the recommended site. While these locations are not directly embedded within residential neighbourhoods, they are either in close proximity to schools or require significant and potentially cost-prohibitive site preparation. Considering these factors, Administration does not recommend the following additional properties:

- Treed Property Beside Salvation Army – 76% ranking
- Treed Property Adjacent to Hillyards Lands Off-Leash Dog Park – 73% ranking
- 122, 150 Empire Ave E – 70% ranking

Furthermore, 114 Miles St E (87% ranking) is not recommended due to Council's previous decision. Kam River Park (74%) continues to not be recommended given that, as previously reported to Council, its costs related to site preparation are prohibitive.

### **Site Recommendation – 1111 Fort William Road**

Subsequent to Administration's robust reassessment which failed to yield any strong municipally-owned options, internal discussions and insights from public engagement results led to the identification of a property at 1111 Fort William Road (the Property) owned by the Lakehead Region Conservation Area (LRCA).

The Property is not included in the ranked properties list because it is not municipally-owned. However, in applying the same criteria, the Property receives a 71% ranking. Although this site ranks 8<sup>th</sup> overall, it does not carry the same degree of risks or limitations identified above. Instead, it reflects a balanced approach, prioritizing the safety and well-being of Village residents and the broader community.

Administration approached the LRCA with a request to consider entering into a lease agreement with the City for the purpose of locating the Village on the Property. The LRCA's Board approved in-principle the City's request, subject to the execution of an acceptable lease agreement, approval from the Minister of the Environment, Conservation and Parks if required, and final approval of the LRCA's Board of Directors.

The Property aligns well with the site selection criteria. Further details as they relate to the Property and site selection criteria are below.

1. **Municipally Owned:** Although the Property is not municipally owned and the City must enter into a lease agreement, at nominal cost, it means that no existing municipal uses or development plans are disrupted. Additionally, partnering with the LRCA demonstrates a community-based and collective impact approach.
2. **Proximity to Supportive Services:** Multiple supportive services and public transit stops are within walking distance which supports residents in transitioning out of the Village and into appropriate housing.
3. **Historical Encampment Areas:** The Property is near areas with known encampment-related activity which increases the likelihood of individuals accepting offers to reside in the Village.
4. **Sufficient Space:** The Property can comfortably accommodate up to 100 units, hygiene and laundry facilities, office and communal space, an outdoor gathering space, and staff parking.
5. **Readiness for Construction:** Existing services (power, sewer, and water) are within reasonable distance and the Property is relatively flat and clear. Light grading to the site will provide positive drainage. The site has a high degree of readiness for construction which helps the project stay within budget and on track with its anticipated timelines.
6. **Alignment with Growth Goals:** Since the Property is not municipally owned, its use does not interfere with the broader growth plans or other municipal priorities.
7. **Safety Considerations:** The Property is adjacent to a busy road and bordered by a sidewalk. To enhance pedestrian safety, Administration will assess the feasibility of installing a pedestrian crosswalk to provide safe access to and from the site. A security camera associated with the City's Eye on the Street program is also nearby and has a full view of the property.

Furthermore, opaque fencing will be installed around the Property to deter onlookers and limit access to the Neebing-McIntyre Floodway. An 8-foot-high privacy fence will also be installed to create a barrier between the Village and a nearby residential property.

8. **Emergency Access:** The location is easily accessible for emergency services and first responders. A regulation fire lane for emergency vehicle access will be on the Property.
9. **Active Uses:** Since the Property is not municipally-owned, there are no active municipal uses.

The Property also offers other features that enhance its suitability. Its central location helps address public feedback and split opinions related to North and South site

options. The site is not located directly within a residential neighbourhood which reduces the potential for conflicts, and the adjacent Neebing-McIntyre Floodway provides a natural buffer to the Thunder Centre which reduces potential disruptions.

### **Next Steps**

If Council approves the recommended site, Administration will proceed with lease negotiations and collaborate with the LRCA on public engagement. Administration will prioritize educating the public and engaging with service providers and Indigenous leaders to gather meaningful input on the Village's development and implementation. While all feedback will be welcomed, the site selection itself will not be the primary focus of the City's engagement efforts. Rather, we will use the public engagement to inform, and to develop ideas to mitigate specific concerns that may be expressed.

## **CONSULTATION**

### **General Feedback**

A dedicated email was created and promoted as a mechanism for citizens to provide open feedback on the Village. So far, 15 responses have been received. The input received echoes key themes from the survey results, including opposition to the Village, support for the original site recommendation, a preference for permanent, long-term housing solutions, and interest in repurposing or renovating existing buildings.

### **Survey Results Summary**

To gather public input on site options, a survey was conducted from December 2, 2024, to January 15, 2025. A total of 473 survey responses were received (469 electronically and 4 in hard copy), alongside 43 submissions via an interactive map tool. The survey collected qualitative data through three open-ended questions about anticipated benefits, suggested locations, and additional feedback.

It is important to note that the survey was self-directed rather than a random sample of the population. As such, the results are not statistically significant and cannot be generalized to the entire population of Thunder Bay. They represent the views of those who chose to participate.

### **Key Findings**

*1. How do you think a temporary shelter village will benefit our community?*

- 127 responses (27%) expressed they saw no benefit in the Village, with concerns about its effectiveness, cost, and the risk of it becoming permanent.

- 129 responses (27%) highlighted the Village as a secure, warm, and dignified living space for individuals experiencing homelessness.
- 86 responses (18%) noted its potential to connect residents with essential services.
- 75 responses (16%) emphasized the Village's role in providing stability and improving overall well-being.
- Additional perceived benefits included reducing encampments (63 responses, 13%), improving public cleanliness (58 responses, 12%), reducing public health and public safety risks (48 responses, 10%), and serving as a transitional step to permanent housing (46 responses, 10%).

2. *Where in Thunder Bay do you think the temporary shelter village should be located?*

Of the 516 responses (473 survey + 43 map tool), results demonstrate varied opinions on location:

- 186 responses (36%) suggested areas or locations on the South side.
- 134 responses (25%) suggested areas or locations on the North side.
- 52 responses (10%) proposed central locations.
- 59 responses (11%) stated the Village should not be built anywhere
- 35 responses (7%) suggested repurposing existing buildings instead of constructing a new site.

Of the 257 respondents who identified specific sites, the most frequently mentioned locations were:

- 114 Miles Street E – 71 responses (28%)
- Former Lakehead Psychiatric Hospital grounds – 48 responses (19%)
- Kam River Park – 37 responses (14%)
- Current River Park – 16 responses (6%)

Beyond identifying potential locations, responses also highlighted several key factors that should guide the final site selection:

- 124 responses (24%) emphasized the importance of proximity to supportive services and public transit
- 61 responses (12%) expressed concerns about locating the Village near parks, schools, daycares, or residential neighbourhoods
- 39 responses (8%) suggested avoiding locations near businesses and tourism areas

3. *Any other feedback?*

Due to the broad nature of this question, responses varied widely. This section summarizes the key themes that emerged.

- **Divided Opinion** – Responses were split on the Village and the City's approach. Supporters saw it as a life-saving intervention offering stability, dignity, and services. Opponents viewed it as a "hand-out" that could increase homelessness and public safety concerns.
- **Urgency & Delays** – Some expressed frustration over implementation delays and rejection of the previous site recommendation. Concerns about worsening winter conditions, encampment safety, and recent deaths were cited as reasons for immediate action.
- **Temporary Nature** – Some feared the Village would become permanent, referencing past projects. Others felt it should be a permanent solution.
- **Alternative Approaches** – Suggestions included repurposing vacant buildings, expanding emergency shelters, or directing funds to existing housing organizations instead of building temporary shelters.
- **Financial Considerations** – While some opposed municipal funding, other opposed without federal or provincial support. Some supported increased budget allocations for individuals experiencing homelessness.
- **Safety & Security** – Concerns about theft, drug activity, and vandalism were raised. Respondents suggested 24/7 security and police presence, though some believed a well-managed Village could improve safety over unmanaged encampments.
- **Access & Residency** – Suggestions included prioritizing long-term Thunder Bay residents and requiring participation in treatment, work programs, or life skills training. Cleanliness, behaviour, and rule enforcement concerns were also raised, with calls for eviction as a consequence for repeated violations.
- **Systemic Issues** – Responses highlighted that homelessness as a symptom of broader policy failures, and urged greater investment in affordable housing, mental health, and addiction services.

For comprehensive and additional findings, see *Appendix B – Detailed Survey Results*.

### **FINANCIAL IMPLICATION**

The 2025 Capital Budget included the \$5.0 million Temporary Village project, funded through the Renew Thunder Bay Reserve Fund. Administration has secured a \$2.8 million third-party contribution, reducing the amount required from the Reserve Fund. Efforts to secure additional external funding are ongoing to further lessen the financial impact on the Reserve Fund. A budget appropriation reflecting this change will be presented to Council at a later date.

The \$2.8 million contribution is contingent on meeting project deadlines. Further delays in site selection could jeopardize the City's ability to meet key milestones and put this funding at risk.

Costs related to executing the lease with the LRCA and the potential installation of a pedestrian crosswalk will be covered within the previously approved Village budget. If unforeseen circumstances or cost escalations make the budget caps for infrastructure, construction, or operations unworkable, Administration will return to Council for further direction.

### **CONCLUSION**

The process to identify alternative site options revealed the complexities and challenges of balancing community concerns with site selection criteria. While no site will satisfy all perspectives, Administration is committed to ongoing engagement with the public to mitigate concerns from the community.

Moving forward with the Village's site selection is needed to proceed with LRCA negotiations, receive significant funding toward the project, and provide immediate relief to the crisis while long-term solutions are pursued. To that end, Administration recommends Council approve 1111 Fort William Road as the site for the Village as it represents the most viable path forward.

### **BACKGROUND**

June 27, 2022, Memorandum from C. Olsen, Manager – Community Strategies, was presented at Committee of the Whole on June 27, 2022, requesting an opportunity to provide an update relative to the ongoing collaborative approach responding to unsheltered homelessness in the community. Executive Director Holly Gauvin -Elevate NWO, and Staff Sergeant Jason Anderson – Community Outreach - Thunder Bay Police Service provided an overview relative to the above noted and responded to questions.

August 8, 2022, Memorandum from C. Olsen, Manager – Community Strategies, was presented to Committee of the Whole and a resolution was passed, and ratified at City Council on August 22, 2022 that approved the financial support for an Unsheltered Homelessness Pilot Project, maintaining peer involvement and appropriate amenities provided to Elevate NWO and authorized the General Manager of Development and Emergency Services and the City Clerk to execute necessary documents.

February 13, 2023, Susan Lester and Jeanne Adams appeared before Committee of the Whole and provided a PowerPoint presentation, relative to encampments on the McVicar Creek Recreational Trail, and responded to questions.

May 1, 2023, City Council ratified a resolution to adopt a human-rights based approach to responding to encampments, including a \$20,000 expansion in the Operating Budget for 2024, and directing Administration conduct community consultation to better understand the feasibility of designated/supported encampments, and to work with the Intergovernmental Affairs Committee to

advocate to the provincial government.

September 25, 2023, Memorandum from C. Olsen, Acting Director – Strategic Initiatives & Engagement, was presented to Committee of the Whole and provided an update on the response to unsheltered homelessness, including preparations for the upcoming winter months.

April 22, 2024, Corporate Report 137-2024 from C. Olsen, Director – Strategy & Engagement and R. Willianen, Policy & Research Analyst, was presented to Committee of the Whole and provided an update on the feasibility of designated encampment locations, including community consultation results.

May 6, 2024, Council directed that the City conduct an environmental scan of municipal approaches to designated and sanctioned sites, undertake an assessment of recommendations to municipalities by the Office of the Federal Housing Advocate, update the Encampment Response Protocol, further define designated encampments for the City, and continue to coordinate a human-rights based encampment response.

June 24, 2024, Corporate Report 252-2024 from R. Willianen, Policy & Research Analyst and C. Olsen, Director Strategy & Engagement was presented to Committee of the Whole and provided recommendations related to adopting distance guidelines, and advocacy items to other orders of government related to encampments and unsheltered homelessness.

July 15, 2024, Memorandum dated July 5, 2024, from C. Olsen, Director Strategy & Engagement was presented and proposed amended distance guidelines to include 20 metres away from private non-residential property and 5 metres away from rivers and railway tracks as they were not originally reflected. The final recommendation as presented in the memorandum was approved and ratified.

August 12, 2024, Corporate Report 312-2024 from R. Willianen, Policy & Research Analyst and C. Olsen, Director Strategy & Engagement was presented and recommended to Council that the encampment distance guidelines for trails, sidewalks, parking lots and bridges remain at 5 metres, and that they be included in the overall Distance Guidelines that were approved and ratified on July 15, 2024.

October 7, 2024, Corporate Report 384-2024 from C. Olsen, Director Strategy & Engagement was presented as a first report and proposed an enhanced encampment response through a ten-part Human Rights-Based Community Action Plan.

October 21, 2024, Corporate Report 384-2024 from C. Olsen, Director Strategy & Engagement was represented and recommended that the Human Rights-Based Community Action Plan be approved, and that a copy of the resolution be sent to the



Office of the Federal Housing Advocate, and provincial and federal members of parliament

October 21, 2024, Corporate Report 394-2024 from R. Willianen, Encampment Response Lead was presented and recommended that the Temporary Village Initiative be approved conditional on final site approval by City Council, and that Administration conduct further analysis and time-limited consultations on the two proposed site locations.

November 25, 2024, Corporate Report 425-2024 from R. Willianen, Encampment Response Lead was presented and recommended that 114 Miles St E be approved as the site for the Temporary Shelter Village Initiative. City Council did not accept the recommendation and referred the report back to Administration to determine alternate sites that are achievable within the approved Operating and Capital cost envelopes, in ranked priority, with the level of alignment based on the existing site selection criteria.

***REFERENCE MATERIAL ATTACHED***

Appendix A – Ranked Properties List  
Appendix B – Detailed Survey Results

***REPORT PREPARED BY***

Rilee Willianen, Encampment Response Lead – Growth

***REPORT SIGNED AND VERIFIED BY***

Matt Pearson, Acting Commissioner- Growth

03/31/2025

Appendix A - Ranked Properties List

North Side - Ranked Site Analysis											
Site Size	Site Address	Municipally Owned (no weight)	Proximity to Supportive Services (20%)	Readiness for Construction (15%)	Safety Considerations (15%)	Proximity to Historical Encampment Areas (10%)	Sufficient Space (10%)	Alignment with Growth Goals (10%)	Emergency Services Access (10%)	Active Uses (10%)	Total Score (100%)
1.17 Acres	<a href="#">107 Enniskillen Ave</a>	Yes	Within 1.5km of transit stop and 3+ supportive services	Moderate readiness (Moderate site prep; utilities on property; semi landlocked - access challenges, no RSC)	Low risk (low traffic area; sidewalk access; multiple sensitive use areas within 20m)	Within 1km - 1.5km of area with known encampment activity	100 units	No interference	No concerns	No active municipal uses	82%
0.71 Acres	<a href="#">223,219 Tupper St &amp; 224 Camelot</a>	Yes	Within 1.5km of transit stop and 3+ supportive services	High readiness (minimal site preparation, utility servicing available; no RSC)	Moderate risk (low vehicular traffic area; sensitive use areas within 25m; sidewalk present)	Within 500m of Freedom Park	60 units	Included in call for proposals lands	Minor concerns (closest hydrant on Cumberland St)	No active municipal uses	80%
2.34 Acres	<a href="#">Land Beside Salvation Army</a>	Yes	Within 1.5km of transit stop and 2 supportive services	Very low readiness (extensive site prep required; some utilities nearby; RSC likely)	High risk (high traffic area; sensitive use areas within 100m; no sidewalk; near industrial and railway corridor)	Within 500m of historical encampment area	Over 100 units	No interference	No concerns	Provides tree canopy	76%
1.13 Acres	<a href="#">Property Adjacent to Hillyard Lands Off-leash Dog Park</a>	Yes	Within 1.5km of transit stop and 1 supportive service	Very low readiness (extensive site prep required; utilities nearby; RSC possible)	Moderate risk (low traffic area; sensitive use areas 100m away or more, no sidewalk present)	Within 750m - 1km of area with known encampment activity	Over 100 units	No interference	No concerns	No active municipal uses	73%
1.21 Acres	<a href="#">168 Arnold Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Very low readiness (extensive site prep required, outside of urban service boundary)	Low risk (low traffic area; sensitive use areas within 50m)	Within 1km - 1.5km of area with known encampment activity	Over 100 units	No interference	Moderate concerns (no fire hydrants, water storage required)	No active municipal uses	61%
0.67 Acres	<a href="#">484 Merrill St</a>	Yes	Within 1.5km of transit stop but not supportive services	Very low readiness (extensive site prep required, some utilities nearby; no RSC)	Low risk (low traffic area; sensitive use areas within 50m)	1.5km away from historical encampment area	50 - 55 units	No interference	No concerns	No active municipal uses	59%
0.84 Acres	<a href="#">352 Albany St</a>	Yes	Within 1.5km of transit stop but not supportive services	Low readiness (significant clearing and grading; most utilities nearby; no RSC)	High risk (moderate traffic area; multiple sensitive use areas within 20m)	1km away from historical encampment area	70 - 75 units	No interference	No concerns	Part of Brent Park with existing trail	57%
1.03 Acres	<a href="#">1100 Huron Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Very low readiness (extensive site prep required, few utilities nearby; no RSC)	Moderate risk (heavy traffic area; sensitive use areas 100m away or more; no RSC)	Within 750m - 1km of area with known encampment activity	80 - 90 units	Zoned for future development	Minor concerns (low hydrant access)	No active municipal uses	56%

1.32 Acres	<a href="#">3901 Dawson Road</a>	Yes	Not within 1.5km of transit stop or supportive services	Very low readiness (extensive site prep required, no utilities nearby; no RSC)	Very low risk (very low traffic area; sensitive use areas 100m away or more)	More than 1.5km away	Over 100 units	No interference	Moderate concerns (no fire hydrants, water storage required)	Provides tree canopy	54%
0.59 acres	<a href="#">21 Ravenwood Ave</a>	Yes	Within 1.5km of transit stop and 2 supportive service	Very low readiness (extensive site prep required, utilities in close proximity; no RSC)	Very high risk (low traffic area; flood prone area; multiple sensitive use areas within 20m)	Within 1km - 1.5km of area with known encampment activity	45 - 50 units	No interference	No concerns	Playgrounds program at Oliver Rd Community Centre uses adjacent property	53%
3 acres	<a href="#">144 Fanshaw St</a>	Yes	Within 1.5km of transit stop but not supportive services	Low readiness (extensive site prep required, utilities in close proximity; no RSC)	High risk (high traffic area; sensitive use areas within 20m)	More than 1.5km away	Over 100 units	Included in call for proposals lands	No concerns	Provides tree canopy	51%
0.85 Acres	<a href="#">271 Colville Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Very low readiness (extensive site prep required; no RSC, EIS required; few utilities nearby - private water and sewer required)	High risk (very low traffic area; flood zone; sensitive use areas 100m away or more)	More than 1.5km away	70 - 75 units	No interference	Moderate concerns (no fire hydrants, water storage required)	No active municipal uses	50%
19 acres	<a href="#">930 Hudson Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Low readiness (extensive site prep, some utilities nearby, bedrock concerns; no RSC)	Moderate risk (high traffic area; no sidewalk; sensitive use areas within 50m)	More than 1.5km away	Over 100 units	Included in call for proposals lands	Moderate concerns (no fire hydrants, water storage required)	Provides tree canopy	49%
0.8 Acres	<a href="#">296 Wardrope Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Very low readiness (extensive site prep required, few utilities nearby; no RSC)	High risk (moderate traffic; flood zone; sensitive use areas within 50m)	More than 1.5km away	65 - 70 units	No interference	Moderate concerns (no fire hydrants, water storage required)	Provides tree canopy	48%
0.67 Acres	<a href="#">1274 Onion Lake Road</a>	Yes	Not within 1.5km of transit stop or supportive services	Very low readiness (extensive site prep required, limited utilities nearby; no RSC; EIS required)	High risk (very low traffic area; sensitive use areas 100m away or more; located within floodzone, no sidewalk)	More than 1.5km away	50 - 55 units	No interference	Moderate concerns (no fire hydrants, water storage required)	No active municipal uses	44%

Legend

RSC = Record of Site Condition  
NVS = Noise Vibration Study  
EIS = Environmental Impact Study

South Side - Ranked Site Analysis											
Site Size	Site Address	Municipally Owned (no weight)	Proximity to Supportive Services (20%)	Readiness for Construction (15%)	Safety Considerations (15%)	Proximity to Historical Encampment Areas (10%)	Sufficient Space (10%)	Alignment with Growth Goals (10%)	Emergency Services Access (10%)	Active Uses (10%)	Total Score (100%)
0.88 Acres	<a href="#">114 Miles St. E</a>	Yes	Within 1.5km of transit and 3+ supportive services	High readiness (minimal site preparation, utilities on property; RSC required)	Very low risk (low traffic area; sidewalk present; more than 100m away from sensitive use areas)	Within 500m of historical encampment	80 units	Included in call for proposals lands	No concerns	No active municipal uses	87%
1.62 Acres	<a href="#">Kam River Park</a>	Yes	Within 1.5km of transit and 3+ supportive services	Very low (Few utilities nearby, significant site preparation; EIS and NVS likely, RSC likely)	Moderate risk (Very low traffic; no sensitive use areas within 100m; railway nearby; no sidewalk)	Current historical encampment	Over 100 units	No interference	Moderate concerns (water storage may be required; ice build up under bridge has potential to restrict quickest access point, a secondary access point is available)	Passive recreational use as park with boardwalk	74%
3.44 Acres	<a href="#">Alma Adair Park</a> <a href="#">625 Waterloo St. S</a>	Yes	Within 1.5km of transit but not supportive services	High readiness (minimal site prep; utilities nearby; no RSC)	Moderate risk (Moderate traffic area; multiple sensitive use areas within 20m; sidewalk present)	Location with known encampment activity	Over 100 units	No interference	No concern	Recreational use with active transportation trail	72%
2.06 Acres	<a href="#">234, 252 &amp; 218 Empire Ave W</a>	Yes	Within 1.5km of transit stop and 1 supportive service	Very high readiness (minimal site prep; utilities nearby; no RSC)	Moderate risk (Low traffic; multiple sensitive use area within 20m; no sidewalk)	More than 1.5km from a historical encampment area	Over 100 units	Included in call for proposals lands	No concerns	No active municipal uses	70%
2.67 Acres	<a href="#">122, 150 Empire Ave E</a>	Yes	Within 1.5km of transit stop and 1 supportive service	High readiness (minimal site preparation, utilities nearby; NVS and RSC required)	High risk (Very low traffic; sensitive use areas within 50m; railway nearby; NVS and RSC required; former gas station; no sidewalk)	More than 1.5km from a historical encampment area	Over 100 units	No interference	No concerns	Parks yard	70%
3.19 Acres	<a href="#">1000 Athabasca St</a>	Yes	Within 1.5km of transit stop and 2 supportive services	Low readiness (significant site prep; utilities nearby; NVS and RSC required)	High risk (Low traffic area; multiple sensitive use area within 20m; railway nearby; sidewalk nearby)	Within 1.5km of area with known encampment activity	Over 100 units	No interference	No concerns	Municipal storage yard and provides some tree canopy	70%
1.10 Acres	<a href="#">1720 Home Ave</a>	Yes	Within 1.5km of transit stop but not supportive services	Moderate readiness (utilities nearby; minimal site prep; NVS required; no RSC)	High risk (low traffic area; multiple sensitive use areas within 20m; between two railways; no sidewalk)	Within 500m of area known to have encampment activity	100 units	No interference	No concerns	No active municipal uses	69%
0.60 Acres	<a href="#">740 Lillie St. S</a>	Yes	Within 1.5km of transit but not supportive services	Very high readiness (minimal site prep; utilities nearby; no RSC)	Moderate risk (moderate traffic area; multiple sensitive use areas within 20m; sidewalk present)	More than 1.5km from a historical encampment area	50 units	No interference	No concerns	No active municipal uses	68%

1.88 Acres	<a href="#">661 Thornloe Dr</a>	Yes	Within 1.5km of transit but not supportive services	High readiness (minimal site preparation, utility servicing available; no RSC)	High risk (Low traffic area; sensitive use area within 20m; no sidewalk)	More than 1.5km away	Over 100 units	No interference	No concerns	Passive recreational use as parkette	67%
0.57 Acres	<a href="#">142 Hardisty St S</a>	Yes	Within 1.5km of transit and 3+ supportive services	Moderate readiness (minimal site preparation, utilities on property; RSC and EIS required)	High risk (moderate traffic area; sensitive use area within 25m; railway nearby; sidewalk present)	Current historical encampment	45 units	No interference	No concerns	South half is entrance to Kam Park and public gathering circle	67%
3.94 Acres	<a href="#">901 James St S</a>	Yes	Within 1.5km of transit stop and 1 supportive service	Low readiness (significant site prep, some utilities nearby; NVS required; may require RSC)	High risk (high traffic area, within 100m of sensitive use areas; near railway; sidewalk nearby)	More than 1.5km from a historical encampment area	Over 100 units	No interference	No concerns	Recreational use with active transportation trail	60%
0.65 Acres	<a href="#">681 Riverview Dr W</a>	Yes	Within 1.5km of transit but not supportive services	Moderate readiness (moderate site prep; few utilities nearby; RSC required)	Moderate risk (Moderate traffic area; within 100m of sensitive use areas; sidewalk present)	Within 750 m of area with known encampment activity	55 units	No interference	No concerns	Active recreational use with multi-use trail	60%
1.29 Acres	<a href="#">2209/2199 Glenoah Ave</a>	Yes	Within 1.5km of transit but not supportive services	Very low readiness (extensive site prep; few utilities nearby and septic system required; NVS required; no RSC)	Low traffic area; sensitive use area within 25m - NVS required	More than 1.5km from a historical encampment area	Over 100 units	No interference	No concerns	Provides tree canopy	60%
11.47 Acres	<a href="#">661 James St N</a>	Yes	Within 1.5km of transit but not supportive services	Very low readiness (extensive site prep; some utilities nearby; challenges with bedrock terrain)	High risk (high traffic area; multiple sensitive use areas within 50m; sidewalk present)	More than 1.5km from a historical encampment area	Over 100 units	No interference	No concerns	Provides tree canopy	57%
1.88 Acres	<a href="#">Hammond Ave</a>	Yes	Within 1.5km of transit but not supportive services	Moderate readiness (moderate site prep; utilities on property; NVS and RSC required)	High risk (located beside Fire Rescue training site; active, open burning; in an industrial area; limited pedestrian access)	More than 1.5km from a historical encampment area	Over 100 units	No interference	No concerns	Actively used by Fire Rescue for ATV training, pump training and water flow, hydro poles for climbing	54%
0.66 Acres	<a href="#">2040 Riverdale Road</a>	Yes	Not within 1.5km of transit stop or supportive services	Very low readiness (extensive site preparation; no utilities nearby; no RSC)	Low risk (low traffic area; sensitive use area within 20m; no sidewalk)	More than 1.5km from a historical encampment area	55 units	No interference	Moderate concerns (no fire hydrants, water storage required)	No active municipal uses	51%
0.69 Acres	<a href="#">2541 Cypress Dr.</a>	Yes	Not within 1.5km of transit stop or supportive services	Very low readiness (few utilities nearby and septic system required; no RSC)	Moderate risk (low traffic area; sensitive use area within 20m; no sidewalk)	More than 1.5km from a historical encampment area	60 units	No interference	No concerns	Existing drainage channel and planned future recreational trail use	46%

Legend

RSC = Record of Site Condition  
NVS = Noise Vibration Study  
EIS = Environmental Impact Study

SCORING RUBRIC	Proximity to Supportive Services (20%)	Readiness for Construction (15%)	Safety Considerations (15%)	Alignment with Growth Goals (10%)	Proximity to Historical Encampment Areas (10%)	Sufficient Space (10%)	Emergency Access (10%)	Active Uses (10%)
	Close access to transit and supportive services improves stability, increases service engagement, and reduces barriers to healthcare, employment, and social supports.	A high degree of readiness for construction lowers costs, reduces delays, and facilitates rapid construction.	Avoiding industrial hazards, sensitive areas, and high-traffic areas protects residents from environmental risks and enhances overall well-being.	Ensuring compatibility with municipal development plans supports the City's growth goals.	Locating near established encampments minimizes displacement, maintains social connections, and increases the likelihood of residents accepting Village residency offers.	Large amount of space ensures a safe, dignified living environment while enabling the capacity required to address the high numbers of people living unsheltered.	Reliable emergency access reduces response times for medical, fire, and safety incidents, improving overall site/resident safety and well-being.	Sites with fewer competing interests reduce operational challenges.
<b>5 (Excellent)</b>	Within 1.5km of transit stop AND 3+ supportive services	High readiness (i.e., minimal site preparation; services on property; no RSC required)	Very low risk (i.e., very low traffic area; sidewalk present; sensitive use areas 100m away or more)	No interference with growth goals	Within 500m of an entrenched historical encampment area	100+ units	No concerns for emergency access (full road access, hydrant nearby)	No active municipal uses or negligible uses
<b>4 (Good)</b>	Within 1.5km of transit stop AND 2 supportive services	Moderate readiness (i.e., minor site preparation; services on property; RSC likely)	Low risk (i.e., low traffic area; sidewalk present; sensitive use areas 75m - 100m away or more)	Minimal interference with growth goals	Within 500m - 750m of a entrenched historical encampment area	80-99 units	Minor concerns for emergency access (full road access, some obstacles but still functional)	Some municipal uses but not for recreation
<b>3 (Adequate)</b>	Within 1.5km of transit stop AND 1 supportive service	Some readiness (i.e., moderate site preparation; some utilities near property; RSC required)	Moderate risk (Moderate traffic area; no sidewalk present; sensitive use areas within 50m - 75m)	Some interference with growth goals	Within 750m - 1km of an entrenched historical encampment area or area with known encampment activity; within 500m - 750m of site known to have encampment activity	60-79 units	Moderate concerns for emergency access (partial road access, meets fire rescue needs)	Passive recreational use (i.e., park space with no programs or equipment)
<b>2 (Poor)</b>	More than 1.5km from transit stop OR no supportive services within 1.5km	Low readiness (i.e., significant site preparation; few utilities near property; RSC and other study required)	High risk (i.e., High traffic; no sidewalk; sensitive use areas within 20m - 50m)	Moderate interference with growth goals	Within 1km - 1.5km of an entrenched historical encampment area or area with known encampment activity	46-59 units	Major concerns for emergency access (limited road access, delays possible)	Active recreational use but no programs (i.e., Active Transportation trail)
<b>1 (Very Poor - Not Feasible)</b>	More than 1.5km from transit stop AND supportive services	Very low readiness (i.e., extensive site preparation; no utilities near property; RSC and other study required)	Very high risk (i.e., High traffic, no sidewalk, sensitive use areas within 20m)	Significant interference with growth goals	More than 1.5km from an entrenched historical encampment area or area with known encampment activity	45 units or less	Emergency access is extremely limited or non-existent	Active recreational use and programs (i.e., Playgrounds program)

**Note:** The rubric is designed to serve as a guide for scoring and provide a structured framework to assess and compare site options. Some sites may meet certain criteria at a higher level while meeting others to a lesser degree. It is important to recognize that not all sites will fully meet every aspect of the rubric. In these cases, professional expertise should be applied to determine an appropriate score. The rubric is intended to support informed decision-making rather than prescribe an absolute outcome.

## **Appendix B – Detailed Survey Results**

A survey was conducted to further support a broad and comprehensive reassessment of alternative locations for the Village. It sought community input on the Village's anticipated benefits and invited respondents to suggest potential locations. Additionally, the survey provided an opportunity for participants to share open-ended feedback. Responses with less than 10 responses are not reported to ensure that reported findings reflect meaningful trends rather than isolated opinions.

### **Methods**

The survey was open from December 2, 2024, to January 15, 2025, and received a total of 473 responses – 469 electronic submissions and 4 hard copy submissions. The survey collected qualitative data through three open-ended questions:

1. How do you think a temporary shelter village will benefit our community?
2. Where in Thunder Bay do you think the temporary shelter village should be located?
3. Do you have any other feedback?

To complement the survey, the Get Involved webpage featured an interactive map tool that allowed registrants to drop a pin and provide comments on their suggestion. A total of 43 responses were submitted through this feature. Some registrants submitted multiples responses and some also participated in the survey.

Given the open-ended nature of the questions, respondents often provided multiple viewpoints within a single response. As a result, responses were coded into multiple thematic categories where applicable. Consequently, any reported percentages reflect the frequency of themes mentioned rather than a direct proportion of respondents.

### **Limitations**

Although this survey serves as an important feedback mechanism, it was self-directed rather than a random sample of the population; in this case, the results are not statistically significant and cannot be extrapolated to the entire population of the City of Thunder Bay without a without a large margin of error. Results must be understood as the opinions of the respondents of this survey and should not be generalized to the broader community.

### **Key Findings**

Overall, key themes emerged but there was a significant degree of variation between responses. While some respondents viewed the initiative as a positive step toward addressing homelessness, others expressed skepticism about its effectiveness or raised questions about funding and the order of government responsible for addressing homelessness, including encampments. These diverse perspectives highlight the

complexity of the issue and the importance of ongoing community engagement and education.

### ***1. How do you think a temporary shelter village will benefit our community?***

A total of 473 responses provided a range of perspectives on both the potential benefits and concerns regarding the Village.

#### Key Benefits Identified

Many respondents saw the Village as a valuable and compassionate approach to addressing encampments. The most frequently mentioned benefits include:

- 129 responses (27%) emphasized the importance of offering a secure, warm, and dignified living space for individuals experiencing homelessness
- 86 responses (18%) highlighted how the Village could connect residents with mental health, addiction support, employment assistance, and other essential services
- 75 responses (16%) noted the Village could provide stability and structure, improving the overall well-being of its residents
- 63 responses (13%) felt that the Village would help reduce or eliminate encampments, offering a structured alternative
- 58 responses (12%) believed it would improve cleanliness in public spaces, addressing waste and sanitation concerns
- 48 responses (10%) highlighted the Village's role in improving public safety and reducing public health risks, such as exposure to extreme weather and the spread of disease
- 46 responses (10%) viewed the Village as a stepping stone to long-term housing, giving people a chance to stabilize before moving into permanent accommodations
- 35 responses (7%) mentioned that it could foster a sense of community and belonging among residents
- 27 responses (6%) emphasized that it could prevent deaths, particularly in cold weather
- 26 responses (6%) believed the initiative would alleviate pressure on emergency services, reducing the burden on paramedics, hospitals, and police
- 10 responses (2%) noted that it could improve the capacity of service providers to support those in need more effectively

#### Concerns and Alternative Perspectives

While many supported the initiative, some responses noted concerns:

- 127 responses (27%) stated they did not perceive any benefit from the initiative
- 25 responses (5%) worried that the Village would become a permanent fixture, rather than a short-term response



- 25 responses (5%) felt that this was not the right solution to encampments
- 24 responses (5%) argued that homelessness is not a municipal responsibility and should be handled by other orders of government
- 13 responses (3%) suggested that funds should be redirected to permanent housing solutions instead
- 13 responses (3%) were unsure of the benefits
- 11 responses (2%) raised concerns about the cost and how it would impact municipal budgets

## **2. *Where in Thunder Bay do you think the temporary shelter village should be located?***

In addition to the survey (473 responses), input was also gathered using an interactive mapping tool (43 responses), resulting in a total of 516 responses analyzed thematically. The feedback revealed a wide range of perspectives, with some responses identifying specific sites, others suggesting general areas, and some expressing opposition to the project altogether.

### Geographic Distribution of Site Suggestions

Responses related to site suggestions were distributed across different areas of the city, with varying levels of support for different areas:

- 186 responses (36%) suggested areas or locations in the South side
- 134 responses (25%) suggested areas or locations in the North side
- 52 responses (10%) suggested centrally located areas or sites

### Specific Site Suggestions

Among the 257 respondents (50%) who identified specific sites, the most frequently mentioned locations were:

- 114 Miles Street E – 71 responses (28%)
- Former Lakehead Psychiatric Hospital (LPH) grounds – 48 responses (19%)
- Kam River Park – 37 responses (14%)
- Current River Park – 16 responses (6%)

Common reasonings for suggesting these locations included their large surface area, proximity to supportive services, or historical use for similar purposes.

### Area Specific Suggestions

97 respondents (21%) did not name specific sites but instead suggested general areas where the Village could be located. The most commonly suggested areas include:

- Downtown Fort William – 23 responses (24%)

- Simpson Street area – 23 responses (24%)
- Cumberland Street area – 13 responses (13%)

### Opposition and Alternative Approaches

While many respondents proposed locations, some were opposed to the Village or suggested alternative approaches:

- 59 responses (11%) explicitly stated that the Village should not be built anywhere
- 35 responses (7%) suggested that the Village should be housed inside an existing building rather than in an outdoor location
- 16 responses (3%) were unsure or had no preference

### Considerations for Location Selection

Beyond identifying potential locations, respondents also highlighted several key factors that should guide the final site selection:

- 124 responses (24%) emphasized the importance of proximity to supportive services and public transit
- 61 responses (12%) expressed concerns about locating the Village near parks, schools, daycares, or residential neighborhoods
- 39 responses (8%) suggested avoiding locations near businesses and tourism areas

### **3. Any other feedback?**

Due to the open-ended nature of this question, responses covered a wide range of perspectives and concerns. This is unlike the previous questions where feedback could be more directly categorized. As a result, this section provides a general summary of key themes that emerged.

- **Divided Opinion** – Responses demonstrate a division in opinion regarding the Village and the broader approach taken by Council and Administration. Supporters see the Village as a necessary, life-saving intervention that provides stability, dignity, and access to essential services. Opponents, however, view the Village as a “hand-out” and perceive the Village will lead to an increase in homelessness and public health and safety issues.
- **Urgency & Implementation Delays** – Some respondents expressed frustration with implementation delays and urged the City to act swiftly in selecting a site. Some respondents also expressed frustration that the previously recommended site was rejected. Concerns about worsening winter conditions, encampment safety hazards, and recent deaths were cited as pressing reasons for immediate action.

- **Concerns About the Temporary Nature** – There were concerns regarding the Village’s temporary nature. Some respondents feared the Village would not be temporary and pointed to past instances where temporary projects evolved into permanent fixtures. Other respondents had the opposite viewpoint and expressed the Village should be a permanent solution.
- **Alternative Approaches** – Respondents proposed alternatives to constructing new temporary shelters. Suggestions included repurposing vacant buildings (such as motels), expanding existing emergency shelters, and redirecting funds to established housing services organizations.
- **Financial Considerations** – Some respondents voiced outright opposition to using municipal dollars to fund the project, while other respondents opposed funding the project unless the project received federal or provincial contributions. Some respondents expressed support for adding funding to the budget to better support individuals.
- **Safety and Security** – Public safety concerns were raised, with some respondents fearing potential increases in theft, drug-related activity, and vandalism. Suggestions to increase security measures, including 24/7 on-site security and police presence, were provided. However, some respondents believed that a well-managed Village could enhance safety compared to unmanaged encampments.
- **Access & Residency Considerations** – Some respondents suggested prioritizing long-term Thunder Bay residents for the Village. There were also suggestions for requiring residents to participate in addiction treatment, work programs or life skills training. Concerns about cleanliness, behavior, and rule enforcement were noted, with some suggesting consequences such as eviction for repeated violations.
- **Broader Policy & Systemic Issues** – Several respondents highlighted that homelessness is a symptom of larger policy failures and systemic issues, including the lack of affordable housing and gaps in mental health and addiction services. These responses typically advocated for increased investment in permanent supportive housing and expanded addiction treatment programs to address root causes.



**Growth Department**

**Memorandum**

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**TO:** Krista Power, Director – Legislative Services & City Clerk      **FILE:**

**FROM:** Cynthia Olsen, Director – Strategy & Engagement  
Growth Department, Strategy & Engagement Division

**DATE:** 02/25/2025 (mm/dd/yyyy)

**SUBJECT:** Presentation – Report Back Temporary Village Site Selection

**MEETING & DATE:** Committee of the Whole - 04/07/2025 (mm/dd/yyyy)

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We request the opportunity to provide a presentation relative to the Report Back on the Temporary Village Site Selection at the April 7, 2025, Committee of the Whole meeting.

Drug Strategy Specialist & Encampment Response Lead, Rilee Willianen will provide the presentation.

# Corporate Report

**REPORT NUMBER** 004-2025-Infrastructure & Operations-Engineering

**DATE**

**PREPARED**

September 11, 2024

**FILE**

**MEETING DATE**

April 7, 2025

**SUBJECT**

Complete Streets and Traffic Calming Policies

## **RECOMMENDATION**

WITH RESPECT to Report 004-2025-Infrastructure & Operations -Engineering, we recommend that the proposed Complete Streets Policy as outlined in Attachment A and Traffic Calming Policy as outlined in Attachment B to this Report be approved and the policies be included within the Corporate Policy Manual;

AND THAT any necessary by-laws be presented to City Council for ratification.

## **LINK TO STRATEGIC PLAN**

This Report directly supports the ‘Safety and Well-being’ goal of the 2023-2027 Corporate Strategic Plan by providing safe and accessible road designs.

It also aligns with the ‘Growth’ pillar by creating safer environments for walking and cycling, leading to more vibrant and walkable neighbourhoods. Additionally, it encourages street designs that best support the road users in the area, making areas more attractive for residential and commercial development.

This Report also supports the ‘Sustainability’ pillar of the plan by promoting environmentally friendly designs, such as green infrastructure, and encouraging alternative transportation modes like walking and cycling.

## **EXECUTIVE SUMMARY**

As part of the City’s Transportation Master Plan (TMP), two new policies are being proposed to enhance transportation planning in the City: the Complete Streets Policy and the Traffic Calming Policy. These policies aim to create a safer and more accessible transportation network for all road users.

The **Complete Streets Policy**, Attachment A, establishes a design standard for creating streets that are safe and comfortable for all road users. Complete streets are designed for all users of various ages and abilities including pedestrians, cyclists, motorists, and transit riders. The policy promotes the development of connected networks that link neighbourhoods and encourage walking and cycling. It also reinforces the City's commitment to applying Complete Streets principles to all new road construction and road reconstruction projects.

The **Traffic Calming Policy**, Attachment B, formalizes a consistent and transparent approach to handling traffic calming requests, moving away from the previous complaint-driven process. The policy references the internal Traffic Calming Procedure (Attachment C) which outlines a clear process for requesting, reviewing, and implementing traffic calming measures which will help to focus Administration's time and resources on priority issues.

Traffic calming uses various strategies to reduce vehicle speeds and discourage cut through traffic, creating safer conditions for all road users, especially pedestrians and cyclists. These measures may include physical street design elements or educational techniques.

Adopting these Policies will not have immediate budget implications. However, implementing them may involve significant infrastructure changes, including road re-designs, additional street furnishings, and ongoing maintenance. As a result, these initiatives will require strategic budget planning and project prioritization to align with the City's capital budget and Asset Management Plans.

## ***DISCUSSION***

### **Complete Streets**

The TMP recommends that the City adopt and implement a Complete Streets Policy for transportation related projects. The intention of this policy is to provide City streets designed to create a network of safe and comfortable streets for the targeted right-of-way users for each class of road.

Complete Streets are roadways that are carefully and thoughtfully planned, designed, constructed, and maintained to account for the safety and comfort of the users, including pedestrians, cyclists, motorists, and transit riders of all ages and abilities. Complete Streets do not necessarily have everything for every user on all streets, but have elements based on the target users of the class of road. For example, streets identified as Pedestrian Greenways will look to prioritize active transportation on the street, while an arterial design will focus on moving traffic efficiently while providing safe pedestrian space, but not necessarily an improved public realm.

The proposed Complete Streets Policy is intended to be integrated into every City department so that all new roads and reconstructed roads are planned and designed

with a Complete Street lens. Designs will follow the latest approved design standards, best practices, and guidelines.

Some examples of Complete Street elements include, but are not limited to, new or wider sidewalks, pedestrian scale lighting, accessibility improvements, street trees, street furniture, cycling facilities, transit amenities, vehicular travel lanes, vehicular parking, bicycle parking, traffic calming measures, and accessories such as benches.

The City has been following these principles and building Complete Streets in reconstruction projects over the past several years. Examples of this include Algoma Street, Balmoral Street, Court Street, and Red River Road. While these streets were designed with a Complete Streets perspective, adopting this policy will make the City's commitment clear as it moves forward.

### **Traffic Calming**

Another cornerstone action of the TMP is the adoption and implementation of a Traffic Calming policy. This new policy would provide a consistent and transparent approach to addressing traffic calming requests as well as a more efficient and effective process for Administration.

Traffic calming involves the use of traffic management measures to reduce vehicle speeds and improve safety for all the road users, especially pedestrians and cyclists. Traffic calming can take the form of the physical street design elements or educational techniques that encourage the drivers to alter their behaviour with the goal of improving conditions for other road users.

In the past, traffic calming requests were reviewed, and measures installed on a case-by-case basis, without a formalized process. This resulted in inconsistent and complaint-based implementation as well as significant time spent by staff to review all complaints received.

By adopting the proposed Traffic Calming policy, a new formalized process will be established. Under this new process, a request for traffic calming can be initiated in one of four ways;

1. Upon receipt of a petition signed by at least two-thirds of the affected residents. Petitions for traffic calming will be received by the Engineering Division outside of the Petitions Policy 03-03-13. Where necessary and appropriate, Administration will work together to best inform City Council about matters affecting residents in the City of Thunder Bay;
2. City Council direction;
3. A request by the City's Traffic Safety Committee; or
4. A recommendation by relevant City Staff.

Once the traffic calming process is initiated, Administration will undertake a preliminary assessment of the road's safety and operational criteria. If traffic calming measures are deemed feasible and fall within warrants, a technical review will be conducted to determine the nature of the traffic concern, potential solutions, and if required, produce a design package of the recommended measure.

If traffic calming measures are deemed appropriate, a survey of affected area residents would be initiated to seek concurrence with the proposed changes, and second, approval from City Council. Concurrence of residents is not necessarily required to move forward with implementation if Administration deems there to be a sufficient safety concern that needs to be addressed. If approved by City Council, the traffic calming measures will be prioritized based on the City's capital budget and asset management plans.

These policies were prepared in consultation with staff from City Engineering, Thunder Bay Police Service, Mobility, Planning, Transit, and Roads. Additionally, Engineering consulted with the Accessibility Advisory Committee and the Traffic Safety Committee to refine the content.

### ***LINK TO EARTHCARE SUSTAINABILITY PLAN***

This Report aligns with the 2014-2020 EarthCare Sustainability Plan, which outlines the steps Thunder Bay must take to reduce greenhouse gas emissions and become a more resilient, sustainable community. The Complete Streets Policy and Traffic Calming Policy support several objectives and actions from the Sustainability Plan, particularly those aimed at promoting a sustainable environment, active transportation, and naturalizing the environment.

Key objectives that are supported by these policies include establishing networks that provide linkages between neighbourhoods that promote walking and cycling, strategically using public and private infrastructure to create seamless, and barrier free options for cycling, walking and transit use, and positioning Thunder Bay as a leader in sustainable transportation policies.

### ***FINANCIAL IMPLICATION***

There are no immediate budget impacts for adopting the Complete Streets and Traffic Calming Policies. However, implementing the Complete Streets and Traffic Calming policies will require careful budget planning and prioritization of projects to align with the City's capital budget and Asset Management Plans. These initiatives may involve significant infrastructure changes, including road re-designs and additional amenities, and as such they will be subject to available funding and resource allocation.

Capital and operating implications of these policies will be presented during future budget processes for Council's consideration.



**CONCLUSION**

It is concluded that the Proposed Complete Streets Policy and Traffic Calming Policy for the City of Thunder Bay be approved and the policies be included in the Corporate Policy Manual.

**BACKGROUND**

At the Committee of the Whole Meeting on October 7, 2019, under Report R 116/2019 (Infrastructure and Operations), City Council approved the Transportation Master Plan in principle. This plan outlines the future direction and investment in the City's transportation network. It includes recommendations for the City to adopt a Complete Streets Policy and a Traffic Calming Policy.

**REFERENCE MATERIAL ATTACHED**

Attachment A – Complete Streets Policy (Draft)  
Attachment B – Traffic Calming Policy (Draft)  
Attachment C – Traffic Calming Procedure

**REPORT PREPARED BY**

Matthew Miedema, P.Eng., Director- Engineering – Infrastructure & Operations

**REPORT SIGNED AND VERIFIED BY**

Kayla Dixon, Commissioner Infrastructure & Operations

March 27, 2025

**SECTION:**                                ROADS & TRAFFIC

**DEPARTMENT/DIVISION:**        INFRASTRUCTURE & OPERATIONS / ENGINEERING

**SUBJECT:**                                **COMPLETE STREETS POLICY (DRAFT)**

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## **POLICY STATEMENT**

It is the policy of the City of Thunder Bay to build a network of streets that are safe, comfortable, and functional for all users, regardless of their age, ability or mode of transportation.

## **PURPOSE**

The purpose of this policy is to establish standards to design and construct streets in ways which will accommodate users by providing a safe, comfortable, and functional space within the public right-of-way network in Thunder Bay.

## **APPLICABILITY**

The policy shall apply to all new road construction and re-construction projects, including bridges and intersections.

Planning, design, construction, operation, and maintenance will be carried out according to Complete Street principles and City of Thunder Bay Engineering Design Standards. The planning and design process will start with the assumption that all modes must be accommodated in each project, however, not all projects will be able to accommodate all modes to the highest level of service. Where constraints exist, planners and designers will need to demonstrate that the proposed design provided appropriate consideration for all modes within the community context, as well as the intended function of the street, and an integrated network approach.

Exceptions shall only be granted if:

- a. the use of a corridor by a specific user group (i.e. motorized or non-motorized) is prohibited by law, in this case efforts shall be made to accommodate the prohibited user group on a parallel route;
- b. the cost of accommodation is disproportionate to the need or probable use;
- c. there is a documented absence of current or future need; or
- d. there are constraints related to physical space, emergency vehicle clearance, or right-of-way acquisition.

All exceptions shall only be granted by the City Engineer.

Where jurisdiction is held by or shared with other levels of government or other agencies, all efforts shall be made to work with partner agencies to implement the Complete Streets principles on all projects. Additionally, private developers shall adhere to this policy in the construction or re-construction of public streets, sidewalks, laneways, trails, and parking lots.

Implementation of this policy will be ongoing and applicable to all City of Thunder Bay processes related to streets, including planning, design, operations, and maintenance projects and activities.

### ***NETWORK APPROACH AND COMMUNITY CONTEXT***

The City of Thunder Bay shall develop and maintain integrated networks of transportation facilities that prioritize each group of street users (goods movement, driving, transit, cycling, walking, emergency vehicles, and other modes of active transportation). While every corridor will not be able to accommodate every mode, it is integral that each mode is supported within its own connected and robust network.

The specific elements of Complete Streets to be implemented will be based on the local context for each individual project and intended function, and projected use of the street, while keeping the network approach in mind.

### ***DESIGN GUIDANCE AND PERFORMANCE MEASURES***

The design of road right of way will be based on the thoughtful application of engineering and urban design principles and standards to achieve the Complete Streets vision. Designs will follow the latest and approved design standards, best practices and guidelines. This includes, but is not limited to:

- City of Thunder Bay Active Transportation Plan
- City of Thunder Bay Engineering & Development Standards
- City of Thunder Bay Image Route Guidelines and Detailed Streetscape Designs
- City of Thunder Bay Parks & Open Spaces Section – Standards and Specifications
- City of Thunder Bay Road Maintenance Objectives
- City of Thunder Bay Transportation Master Plan
- City of Thunder Bay – Urban Forest Management Plan
- City of Thunder Bay – Urban Design and Landscape Guidelines
- Integrated Accessibility Standards Regulation Guidelines Part 4.1 – Design of Public Spaces Standard
- Traffic Calming Primer – MORR Transportation Consulting
- Transportation Association of Canada – Canadian Guide to Traffic Calming
- Transportation Association of Canada – Geometric Design Guide for Canadian Roads
- Ontario Provincial Standards

- Ontario Traffic Manual Books 1 through 18
- Waterfront Image Route Guidelines and Detailed Streetscape Designs – Phase 2

The design solutions shall be flexible to balance all users and modal needs, and provide each mode of travel a safe, connected, and comfortable corridor to use. Flexible and innovative design concepts shall be evaluated against the latest design standards and emerging industry best practice guidelines.

Some examples of Complete Street elements include, but are not limited to, new or wider sidewalks, pedestrian scale lighting, accessibility improvements, street trees, street furniture, dedicated cycling facilities, transit amenities, vehicular travel lanes, vehicular parking, bicycle parking, traffic calming measures, and accessories such as patios.

**REFERENCES TO EXISTING PLANS & POLICIES**

- Age Friendly City Services Action Plan
- City of Thunder Bay Multi-year Accessibility Plan 2019-2024
- City of Thunder Bay Transit – Accessibility Plan 2015-2025
- City of Thunder Bay Asset Management Plan
- City of Thunder Bay Official Plan
- Climate-Ready City: City of Thunder Bay Climate Adaptation Strategy
- Climate Forward City: Thunder Bay Net-Zero Strategy
- Corporate Policies and Procedures
  - Classification of City Streets 11-03-02
  - Sidewalk Construction In New Development Areas 11-03-07
  - Sidewalk Construction (Local Improvement Act) 11-03-08
  - Usage of City Streets 11-03-09
  - Quality Standards 11-05-01
  - Accessibility 08-01-04
  - Clean, Green, and Beautiful 02-05-01
- Earthcare Sustainability Plan 2014-2020
- Maamawe, Growing Together: 2023-2027 Corporate Strategic Plan

<b>APPROVED BY:</b>	City Council	<b>Date:</b>	TBD
<b>Replacing/Amending:</b>			
<b>Originating Department:</b>	Infrastructure & Operations – Engineering Division		
<b>Contact:</b>	Manager – Engineering		
<b>Departmental Procedural Manual:</b>	Not applicable		
<b>Affected Departments:</b>	All		

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<b>SECTION:</b>	ROADS & TRAFFIC
<b>DEPARTMENT/DIVISION:</b>	INFRASTRUCTURE AND OPERATIONS / ENGINEERING
<b>SUBJECT:</b>	<b>TRAFFIC CALMING POLICY (DRAFT)</b>

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## **POLICY STATEMENT**

It is the policy of the City of Thunder Bay to consider implementing traffic calming measures on municipal roadways to reduce vehicle speeds to appropriate levels, discourage through traffic on streets that are not intended to function as such, and enhance safety for people using the road, especially pedestrians and cyclists where the traffic calming measures are deemed appropriate with regard to the factors as set out in this policy.

## **PURPOSE**

The purpose of this policy is to establish a standard process for the review, design, and implementation of traffic calming measures within the public right-of-way in the City of Thunder Bay (City).

## **APPLICABILITY**

This policy applies to all municipal roadways owned and operated by the City. The policy aligns with the City's Transportation Master Plan and the Active Transportation Plan.

## **IMPLEMENTATION**

The process for consideration and implementation of Traffic Calming Requests will follow the attached Traffic Calming Procedure which may be amended from time to time, at the discretion of Administration.

## **DEFINITIONS**

**“Arterial Roads”** refers to roads which are planned, designed, and constructed to carry large volumes of through traffic (vehicles, transit, pedestrians, cyclists) at high to moderate speeds – while facilitating the movement of goods throughout the City. The primary function of these roads is to support traffic flow and goods movement with minimal interruptions.

**“Collector Roads”** refers to roads which are planned, designed, and constructed to carry moderate volumes of traffic (vehicles, transit, pedestrians, cyclists) at moderate speeds while facilitating the movement of goods to destination points. Equal importance is placed on traffic flow and land access.

**“Local Roads”** refers to roads which are planned, designed, and constructed to provide property access and carry low volumes of traffic (vehicles, pedestrians, cyclists) travelling at relatively slow speeds between points of origin and collector roads. Access to land is the primary function of the street.

**“Non-Restrictive Traffic Calming Measures”** refers to traffic calming techniques or devices that slow down traffic or improve safety without impeding or diverting the normal flow of vehicles. This traffic calming measure focuses on education.

**“Restrictive Traffic Calming Measures”** refers to traffic calming methods that establish physical impediments or restrictions to limit the flow of vehicles, reduce speeds, and discourage through-traffic. These measures may establish access restrictions or involve vertical and horizontal alignment changes.

**“Technical Review”** refers to the evaluation of the traffic issues and potential solutions to assess the technical feasibility, safety, and adherence to engineering standards, guidelines, and best practices as conducted by Engineering staff or designated reviewers.

**“Traffic Calming Measures”** refers to the use of traffic management measures to reduce vehicular travel speeds and discourage through traffic on roadways that are not meant to provide such functions, to create safer conditions for all users, including pedestrians and cyclists. Measures can include physical street design elements that act as vehicle self enforcing methods. Educational techniques may also be used to inform the drivers.

## **1.0 IMPLEMENTATION**

### **1.1 REQUESTS AND INITIAL REVIEW CRITERIA**

A request for a Traffic Calming Measure may be initiated according to the process as outlined in the Traffic Calming Procedure (Procedure) – Initiating a Request.

Petitions will be received by the Engineering Division outside of the Petitions Policy 03-03-13.

For a roadway section to be eligible for consideration for the implementation of Traffic Calming Measures, it must meet the minimum threshold outlined in the Procedure. Screening criteria includes, but are not limited to, adjacent land-use, traffic data, and roadway design (“Initial Screening”).

**1.2 TECHNICAL REVIEW AND DESIGN**

The Technical Review and design will follow the latest City Engineering and Development Standards, Ontario Traffic Manuals, and other applicable design guidelines referenced in the Procedure.

When Traffic Calming Measures are warranted as determined by the Initial Screening, the Engineering Division is to undertake a Technical Review to assess issues, evaluate possible solutions, review feasibility including a costs analysis, and develop a design.

The design will consider the impact the Traffic Calming Measure will have on diverting traffic to nearby Arterial roads or other surrounding Local roadways.

Traffic calming measures must comply with the following eligibility criteria:

1. Only Non-Restrictive Traffic Calming Measures will be applied to Arterial Roads. Traffic Calming Measures on Local and Collector Roads can be Restrictive or Non-Restrictive.
2. Restrictive Traffic Calming Measures will only be considered on roads within the urban limits as defined by the Official Plan.
3. The Traffic Calming Measure should not significantly obstruct or negatively impact the travels of pedestrians and cyclists through the area.
4. The Traffic Calming Measure shall not hinder emergency services (Thunder Bay EMS, Fire, and Police) by causing delays, restricting access, or impairing response times.
5. Traffic Calming Measure shall not cause delays, unwanted route deviations, impact safety, or present accessibility challenges for Thunder Bay Transit.
6. Restrictive Traffic Calming Measures shall not be permitted on road grades equal to or greater than 8%.

**1.3 APPROVAL**

Before implementing Traffic Calming Measures, resident input from the fronting properties will be sought to gauge support for the proposed solution. While resident feedback is considered, the Engineering Division may still proceed with recommending a Traffic Calming Measure to Council.

**1.4 IMPLEMENTATION**

Recommendations on the preferred Traffic Calming Measure will be presented to Council for approval. If approved, the measures will be prioritized and scheduled into the City’s Capital Budget, based on a priority sequence and available funding.

**REFERENCE**

Report No. 004-2025-Infrastructure & Operations - Engineering

<b>APPROVED BY:</b>	City Council	<b>Date:</b>	TBD
<b>Replacing/Amending:</b>			
<b>Originating Department:</b>	Infrastructure & Operations – Engineering		
<b>Contact:</b>	Manager – Engineering		
<b>Departmental Procedural Manual:</b>	Not applicable		
<b>Affected Departments:</b>	All		



## TRAFFIC CALMING PROCEDURE

### ***POLICY REFERENCE:***

Corporate Policy No. X, Traffic Calming Policy (Draft)

### ***PROCEDURE STATEMENT:***

This Procedure outlines the process to review, design and implement Traffic Calming Measures in the City of Thunder Bay.

### ***PROCEDURE:***

### ***DEFINITIONS***

**“Arterial Roads”** refers to roads which are planned, designed, and constructed to carry large volumes of through traffic (vehicles, transit, pedestrians, cyclists) at high to moderate speeds – while facilitating the movement of goods throughout the City. The primary function of these roads is to support traffic flow and goods movement with minimal interruptions.

**“Collector Roads”** refers to roads which are planned, designed, and constructed to carry moderate volumes of traffic (vehicles, transit, pedestrians, cyclists) at moderate speeds while facilitating the movement of goods to destination points. Equal importance is placed on traffic flow and land access.

**“Local Roads”** refers to roads which are planned, designed, and constructed to provide property access and carry low volumes of traffic (vehicles, pedestrians, cyclists) travelling at relatively slow speeds between points of origin and collector roads. Access to land is the primary function of the street.

**“Road Network”** refers to municipal roadways owned and maintained by the City of Thunder Bay and includes arterial, collector, and local roads.

**“Non-Restrictive Traffic Calming Measures”** refers to traffic calming techniques or devices that slow down traffic or improve safety without impeding or diverting the normal flow of vehicles. This traffic calming measure focuses on education.

**“Restrictive Traffic Calming Measures”** refers to traffic calming methods that establish physical impediments or restrictions to limit the flow of vehicles, reduce speeds, and discourage through-traffic. These measures may establish access restrictions or involve vertical and horizontal alignment changes.

“**Technical Review**” refers to the evaluation of the traffic issues and potential solutions to assess the technical feasibility, safety, and adherence to engineering standards, guidelines, and best practices as conducted by Engineering staff or designated reviewers.

“**Traffic Calming Measures**” refers to the use of traffic management measures to reduce vehicular travel speeds and discourage through traffic on roadways that are not meant to provide such functions, to create safer conditions for all users, including pedestrians and cyclists. Measures can include physical street design elements that act as vehicle self enforcing methods. Educational techniques may also be used to inform the drivers.

## **1.0 IMPLEMENTATION**

### **1.1 INITIATING A REQUEST**

A request for traffic calming shall be initiated in one (1) of four (4) ways:

1. Upon Receipt of a Petition signed by at least 66% of affected residents (50% in the case of a multi-residential building). Petitions will be received by the Engineering Section outside of the Corporate Petitions Policy 03-03-13;
2. City Council direction;
3. A request by the City’s Traffic Safety Committee; or
4. A recommendation by relevant City Staff.

### **1.2 INITIAL SCREENING**

Requests for Traffic Calming Measures of roadway sections will be screened based on the criteria outlined below to determine eligibility for Traffic Calming Measures. Further details on scoring and the evaluation matrix can be found in the attached **Table: Traffic Calming Scoring Matrix for Urban Local and Collector Roadways**.

1. **Traffic Speeds:** The 85<sup>th</sup> percentile of vehicle speeds exceeding the posted speed limit for the roadway.
2. **Adjacent Land Use:** Roadway section near locations with vulnerable street users such as parks, schools, community centres, childcare centres, hospitals, or seniors’ residences. Additional consideration is given to roadways that are primarily residential or pedestrian-orientated retail.
3. **Inappropriate Driver Behaviour:** Documented instances of inappropriate driver behaviour, supported by history of complaints and verified through police enforcement.
4. **Pedestrian Facilities:** Presence of sidewalks along the roadway.
5. **Traffic Volumes:** Traffic volumes above threshold for the designed roadway classification.
6. **Non-local traffic:** Through traffic (cut-through traffic) exceeding 10% of the total traffic volume. This does not apply to Collector Roads and excludes vehicles travelling to schools, childcare facilities, or businesses.

- 7. Collision History:** Roadway has a collision rate above average in comparison to similar roadways.

A minimum score of 20 points is required for Local Roads and 25 points for Collector Roads to qualify for further consideration. Qualifying roadway sections will be prioritized based on the screening results for Technical Review and design.

During the initial review, Engineering Division will investigate improvements to the Arterial Road network first for potential efficiency improvements.

### **1.3 TECHNICAL REVIEW AND DESIGN**

If the request for Traffic Calming Measures meets the minimum threshold as defined in the Initial Screening, the Engineering Division will undertake a Technical Review and cost analysis to assess traffic issues, evaluate possible solutions, and then if warranted propose improvements to the roadway and prepare a design.

The design will consider the impact the Traffic Calming Measure will have on diverting traffic to nearby Arterial roads or other surrounding Local roadways.

Traffic Calming Measures must also comply with the following eligibility criteria:

1. Only Non-Restrictive Traffic Calming Measures will be applied to Arterial roadways. Traffic Calming Measures on Local and Collector Roadways can be Restrictive or Non-Restrictive.
2. Restrictive Traffic Calming Measures will only be considered on roads within the urban limits as defined by the Official Plan.
3. The Traffic Calming Measure should not significantly obstruct or negatively impact the travels of pedestrians and cyclists through the area.
4. The Traffic Calming Measure shall not hinder emergency services (Thunder Bay EMS, Fire, and Police) by causing delays, restricting access, or impairing response times
5. Traffic Calming Measure shall not cause delays, unwanted route deviations, impact safety, or present accessibility challenges for Thunder Bay Transit.
6. Restrictive Traffic Calming Measures shall not be permitted on road grades equal to or greater than 8%.

### **1.4 AREA RESIDENT SURVEY**

Where traffic calming is found to be beneficial and the proposed measures identified by Engineering are feasible, an area resident survey shall be conducted with a target of at least 66% of affected residents being supportive of the proposed measures. However, Engineering may still recommend a Traffic Calming Measure without the target support, if warranted.

### **1.5 APPROVAL AND IMPLEMENTATION**

A report will be brought with recommendations for implementing Traffic Calming Measures for approval at City Council.

If approved, Traffic Calming Measures shall be scheduled into the City's Capital Budget process, based on a priority sequence and considering available budget.

### **REFERENCE MATERIAL ATTACHED**

Attachment A: Table: Traffic Calming Scoring Matrix for Urban Local and Collector Roadways

### **REFERENCES:**

- City of Thunder Bay Transportation Master Plan
- City of Thunder Bay Active Transportation Plan
- Ontario Traffic Manual Books 1 through 18
- Manual of Uniform Traffic Control Devices
- City of Thunder Bay Development and Engineering Standards
- Traffic Calming Primer – MORR Transportation Consulting
- Transportation Association of Canada – Traffic Calming Guidelines
- Transportation Association of Canada – Geometric Design Guide for Canadian Roads
- Thunder Bay Transportation Master Plan – Background Report F Traffic Calming

## Attachment A:

Table – Traffic Calming Scoring Matrix for Urban Local and Collector Roadways

Indicator	Points score	Local Road	Collector
Speed above posted limit	10 local 8 collector	0-5km/h over equals 1 point 5-10 km/h over equals 3 points >10 km/h over equals 10 points	5-10 km/h over equals 2 points 10-15 km/h over equals 4 points >15 km/h over equals 8 points
Generators of vulnerable road users	15 local 10 collector	5 points per generator (schools, parks, community centers, old age homes and hospitals)	5 points per generator (schools, parks, community centers, old age homes and hospitals)
Aggressive driver behaviour	5 local 3 collector	5 points if claims are verified by policed	3 points if claims are verified by policed
Pedestrian facilities	5	5 points if no sidewalk exists	5 points if no sidewalk exists
Traffic volumes	6	1000 VPD primarily residential area 3000 VPD mixed resident & business  3 points for volumes 0-15% above expected levels  6 points for volumes 15-30% above expected volumes	8000 VPD  3 points for volumes 0-15% above expected levels  6 points for volumes 15-30% above expected volumes
Non-local traffic	1+ Max 4	1 point for each 10% addition of non-local traffic	N/A
Collision History	1+ Max 5	1 points for each vehicle collision type that may be prevented by the application in the past 5 years  5 points for preventable pedestrian impact	1 points for each collision type that may be prevented by the application in the past 5 years  5 points for preventable pedestrian impact
	Max points 50 local 41 collector	Recommend TC over __20__ points	Recommend TC over __25__ points

**REPORT NUMBER** 087-2025-Infrastructure & Operations-Parks & Open Spaces

**DATE**

**PREPARED**

March 14, 2025

**FILE**

**MEETING DATE**

April 7, 2025

**SUBJECT**

Outdoor Rink Options

## **RECOMMENDATION**

WITH RESPECT to Report (087-2025-Infrastructure & Operations-Parks & Open Spaces), we recommend that Outstanding Item 2024-102-INOPS be removed from the Outstanding list;

AND THAT any necessary by-laws be presented to City Council for ratification.

## **LINK TO STRATEGIC PLAN**

Under **Safety and well-being**, the following goals:

- Enhance safety and well-being at the community level through climate action and environmental design.
- Create and maintain strong neighbourhoods and Indigenized spaces where people connect and engage.

Under **Sustainability** the following goals:

- Take decisive action to respond to the climate emergency
- Plan and deliver cost-effective services

## **EXECUTIVE SUMMARY**

At the request of Council on June 3, 2024, Administration has explored five different rink enhancement options to help provide resilience to the Outdoor Rink program in the face of climate change and warmer winters. The five options include the utilization of: **synthetic rink** material as an alternative to traditional ice; a **refrigeration system** to be able to create ice at higher ambient temperatures; a **covered structure** to provide shade over the rink surface; **concrete pads** to be a flat base for the creation of ice, or as a year-round inline skate surface alternative and **outdoor rink hubs** to create operational efficiencies.

Each option was explored for their advantages and disadvantages, cost, estimated life span, service level improvement as well as the feasibility and implications of adding the option to existing rink sites. This information will help to guide future capital and operating budget considerations for the winter outdoor rink program. It should be noted that the current asset management plan and capital budget projections do not include upgrades to rink sites and these would come out of existing Parks & Open Spaces budget envelopes.

The annual outdoor winter rink user counts for the 2024/2025 season are also included in this report for information, shown in Attachment A. Administration will be conducting analysis of this data as it relates to the Outdoor Rink Policy and will report back prior to the 2025/2026 outdoor rink season if any changes to the program are recommended. A fulsome review of the efficacy of the Outdoor Rink Policy and inclusion of any of the enhancement options identified in this report will be completed in coordination with the updated Recreation, Parks, and Facilities Master Plan, which is an item in the City Manager's Work Plan.

## ***DISCUSSION***

Currently the Parks & Open Spaces Division operates 31 outdoor winter rink sites across the City. Each year during the month of February rink user counts are completed to determine utilization rates. The 2025 user counts have been provided in Attachment A as part of the 5 year summary for each site.

Generally, over time we have experienced a decline in utilization rates in the program. Winter weather patterns in Thunder Bay have altered with climate change seeing a general trend to a warmer late fall/early winter making it more difficult to establish rink ice. Occasional mid-winter rain and warm spells have resulted in temporary mid-season closures, and intense sun and warmth in March can close rinks for the season before the March break. While the outdoor rink program is still currently viable compared to other municipalities further south, with continued climate change in the future there may be a time where this is no longer the case with our existing program and infrastructure.

The Parks & Open Spaces Division has investigated the following rink enhancements for Council's information at this time.

### **1) Synthetic Rinks:**

- a. What they are:
  - Fabricated polymer panels that fit together to provide a flat surface that can be used with ice skates similar to real ice. There is a wide range of products and vary from self-lubricating to requiring a lubricant to be applied to the surface.

b. Advantages compared to traditional ice:

- *Longer use season:* can be used in all seasons, and generally not as weather dependent.
- *Less skilled maintenance required:* vacuuming, sweeping and washing replaces manual scraping and water flooding.
- *Cost-effective:* for lengthening the skating season compared to refrigeration.
- *Resistant to weather damage:* is resistant to damage from precipitation, UV exposure, and high temperatures.
- *Potential reduced environmental impact:* many products are made with recycled materials and there is no use of potable water to make ice.

c. Disadvantages compared to traditional ice:

- *Dulls blades:* can dull skate blades more quickly.
- *Potentially not as smooth:* more dependent on precise base and subgrade preparation.
- *Higher friction:* surface generally creates 10-15% more friction requiring more physical effort to skate on.
- *Higher impact on the body:* the landing impact is different.
- *Dirt and debris:* on the surface greatly reduces the quality of the surface and longevity.
- *Vandalism:* surface can be more prone to the effects of vandalism.
- *Realism:* differing opinions on how different the feel is when skating and the difficulty in performing some skills.

d. Cost:

- Estimated cost is approximately \$147,060 plus site preparation and surfacing that can add an additional \$100,000 to the cost.

e. Estimated Life Span:

- Varies by product, but generally most manufacturers for commercial grade are 10-14 years with some being double sided, doubling the life, with proper surface protection.

f. Service Level Improvement:

- The main benefit to City residents is that the facility can be used year-round extending the current approx. 3-month use of the surface for skating. However, if used year-round comes with year-round maintenance.

g. Feasibility & Implications:

- Must be installed on a hard stable surface such as asphalt or concrete with adequate granular subgrade to obtain a flat surface with little tolerance for deviation over the long term.



- Generally, for public use it is recommended to have a roofed structure to reduce debris and standing water or snow that will otherwise have to be removed from the surface to be useable.
- Having to maintain the surface dirt and debris free, benefits from having supervision during hours when open and access control when rink is closed.
- While having year-round ice surface increases the opportunity for skating, it decreases the opportunity for other forms of recreation such as court games like basketball and pickleball, or community gathering on the same surface.

## 2) Refrigerated Rinks:

### a. What they are:

- A circulating cooling system consisting of a condenser, compressor, chiller and pump to move brine, glycol or carbon dioxide through piping to the rink floor and lower the rink surface temperature ideally to -4C or lower to allow water on the rink surface to freeze to make ice and be retained at air temperatures above 0C.

### b. Types:

- Permanent
- Portable

### c. Advantages compared to traditional ice:

- Can make ice up to +10C
- Can *extend season* in both fall and spring
- *Less dependent on weather* and seasonal variations
- Can result in *better and more consistent quality* of ice
- Can result in *reduced labour costs* for ice surface maintenance

### d. Disadvantages compared to traditional ice:

- *High equipment and installation costs*
- *High electrical energy consumption and environmental impact*
- *Regular high-cost maintenance* of the cooling system
- *Safety of the system*, especially if it fails

### e. Cost:

- For ice plant, mechanical/ electrical room and piping, as well as subgrade and asphalt or concrete surfacing ranging from \$1,200,000 to \$1,500,000

- f. Estimated Life Span:
  - Approximately 15 years or more with required regular maintenance for cooling system.
  
- g. Service Level Improvement:
  - Municipalities in southern Ontario using refrigeration are able to have ice typically from late November and typically closing in March. Systems seem more effective at the beginning of season with higher temperatures due to low sun angles, rather than late in the season where ice plants can have a hard time keeping ice near or below 0C due to high sun angles. Given this it might be possible in Thunder Bay to expect reliable ice mid-November to mid to late March.
  
- h. Feasibility & Implications:
  - Currently Thunder Bay has one refrigeration system unit that is in place at the Port Arthur's Landing rink. Its typical season is early to mid-December to mid to late March.
  - The high capital and maintenance cost together with the environmental footprint make this option less attractive on its own in a typical park setting. It may be a more viable option at a rink hub or specialty site.
  - Conceivably a refrigerated system could extend the season by 6 weeks in the fall to the beginning or middle of November, but by maybe only a few weeks in the spring due to the high sun angle by mid-March in our latitude.
  - The maximum benefit of a refrigerated system may be realized if coupled with a covered roof to provide shade. This would extend the springtime season.

### 3) Covered Rinks:

- a. What they are:
  - An open-air structure with a covered roof supported on posts that provides shelter over a concrete or asphalt surface below it.
  
- b. Types:
  - *Prefabricated/ modular engineered* systems made in standard sizes and assembled on site.
  - *Custom designed and engineered* and can be unique to a site.
  - Constructed out of *steel or wood* or a combination of.

- c. Advantages compared to traditional ice:
- Provides *shade over the rink surface* that can extend the life of ice especially in the spring with high sun angles.
  - Provides *protection to the rink surface* from rain and snow and other blowing debris reducing winter snow clearing maintenance and protecting the quality of the ice surface.
  - Provides *opportunity for four-season use* with shelter from elements for private or community events.
- d. Disadvantages compared to traditional ice:
- *Size of building/ overhangs must be much larger than the rink surface* to account for sun angles to be able to shade the entire surface which adds additional capital costs to a rink.
  - *Orientation of ice surface and roof height* can also influence the above.
  - *The open-air quality of skating outside can be limited.*
  - *It can appear dark and less inviting during the day during low hours of sunshine.*
  - *Can be a target of vandalism* and prone to roosting and nesting birds
- e. Cost:
- Costs can vary widely with size and materials. The cost escalates exponentially as width of span increases.
  - In 2016 a proposed cost estimate to cover the rink at North End Park with a Pre-Engineered package was \$320,000. It is estimated that this cost would be at least double or more in today's dollars. In 2024 the Municipality of Shuniah constructed a custom rink shade structure in the value of \$1,300,000.
  - Site preparation and concrete or asphalt surfacing can add an additional \$100,000 to the cost.
- f. Estimated Life Span:
- An estimated 50-60 years with regular maintenance.
- g. Service Level Improvement:
- It can be expected that the covered roof structure has the potential to extend the skating season by two weeks in the spring due to the intensity of March sun. It is not expected that it would extend much time in the fall due to low sun intensity and angle.
  - It can improve the quality of the ice during times of spring sunshine, and shelter from winter rain and wet snow.
  - The structure provides shelter against weather elements in all seasons and can allow for a wider range of cultural and recreational activities in all seasons.

h. Feasibility & Implications:

- A well-designed covered structure may be a cost-effective way to extend the winter skating season, but also at the same time increase the ability to have outdoor activities year-round that are covered from the elements.
- The covered rink model could be utilized at rink hub sites, which also function as multi-activity recreation hubs, such as one in the north side of the City at North End Park and one in the south end of the City at Northwood Playfield where a covered structure could help augment and support additional activities in both parks.

#### 4) Concrete Pads:

a. What they are:

- A concrete slab with a smooth finished surface, generally graded at 1% or less for drainage and typically flush with surrounding landscape.

b. Types:

- *Seasonally flooded for winter ice skating rink use.*
- *Seasonally cleared for year-round inline skating use.*

c. Advantages compared to traditional ice:

- *Provides a smooth flat impermeable surface at consistent low slope to allow the creation of consistent ice in quick time.*
- *The white/grey colour of concrete is more reflective than asphalt or bare ground and reduces surface heat absorption from the sun.*
- *Concrete with mesh or rebar resists surface deformation due to freeze thaw compared to asphalt or bare ground.*
- *Concrete generally has a longer life span than asphalt or bare ground.*
- *When used as a winter ice surface, the surface is useable immediately after ice has melted for other court and recreational uses.*
- *Rink boards and lights can easily be permanently mounted to the concrete surface reducing seasonal take down and set up time and cost.*
- *When cleared on a regular basis can provide a year-round surface for inline skating or other court activities.*
- *Poor winters with lack of freezing temperatures or difficult conditions for making ice would have little effect on in-line skating year-round.*

d. Disadvantages compared to traditional ice:

- Concrete is a *totally impervious surface*, and as a result increases stormwater run-off quantity.
- The production of concrete *creates greenhouse gas emissions*.
- When wet, *smooth concrete can become slippery* especially with the presence of fine particles of debris.
- In shade or prolonged moist conditions smooth concrete can be *prone to mold and algae growth* that can make the surface slippery over time and requires cleaning.
- For in-line skating year-round *snow in wintertime would have to be cleared immediately after snowfall* to prevent a build-up of hard pack on the surface.
- Any *melting on the surface could cause patches of ice* that would provide a significant hazard to inline skating or other court use in winter. The use of de-icing salts has the potential to damage the surface.
- Generally, *the wheel material of in-line skates becomes very hard* in colder conditions reducing enjoyment and safety of use on a hard concrete surface.

e. Cost:

- Including concrete pad and typical granular base it is expected to be approximately \$100,000.

f. Estimated Life Span:

- An estimated 30-50 years with regular maintenance.

g. Service Level Improvement:

- Adding a concrete pad to a park site can increase the usability of a site by providing the opportunity for additional recreational activities in all seasons whether ice is made on the surface for ice skating, or it is kept free and clear for inline skating.

h. Feasibility & Implications:

- Concrete pads have been installed at Dease Park and North Neebing Park and are being used for permanent winter rinks, as well as pickleball and basketball courts during non-ice seasons.
- Concrete pads require a capital cost outlay, but when done with other park renewals have been a cost-effective strategy to make better year-round use of a winter rink area and has removed rink board setup and take down cost and labour.
- Concrete pads for year-round in line skating use as an alternative to winter ice skating would require a very high level of maintenance to keep the concrete surface ice and snow free through the winter months. It is unlikely this would be less maintenance than maintaining winter ice. There is also some

uncertainty if there would be enough demand in the community to justify the required maintenance costs.

## 5) Outdoor Rink Hubs:

### a. What they are:

- A grouping of winter ice surfaces, generally with a minimum of two full sized boarded and lit rinks and an un-boarded skating pond. They commonly include heated change facilities and washrooms, a source of water for flooding, storage for maintenance equipment, parking and supervision 7 days per week from 1pm to 9pm. They are associated with a community centre or other heated facility.

### b. Types:

- Currently in the City the following sites are Outdoor Rink Hubs: *West Thunder Park, Northwood Park, North End Park and Carrick Park.*

### c. Advantages compared to traditional one pad ice sites:

- *A rink attendant provides oversight and maintenance every day resulting in better quality of ice more consistently.*
- *Greater maintenance efficiency* having more rinks adjacent to each other reducing travel time between rinks.
- *Allows for variable time flooding* so that one rink is generally always in service.
- *Allows for different user groups* to skate at the same time with reduced conflict
- *Allows for amenities to be provided* for users cost effectively.
- *Allows for a greater number of users*, which may encourage more families to attend the site

### d. Disadvantages compared to traditional one pad ice sites:

- *Requires large physical area.*
- *Some users may feel the area is too busy.*
- *Requires staff to be on site* even when there is no or little use on the rinks.

### e. Cost:

- Generally, there is no additional capital cost to clustering ice surfaces, provided there are existing amenity facilities that can be utilized.
- The outdoor rink hub generally requires supervision and thus a full time FTE during the time the rink is open.

- For a new rink building, if no other opportunity exists on a site the cost could be approx. \$250,000

f. Estimated Life Span:

- It's assumed there would be no change in life span of components compared to single rink sites

g. Service Level Improvement:

- It is estimated that focusing on fewer rink sites across the City and focusing more on the 4 existing rink hubs may improve the consistent quality of ice.
- It would provide a consistent level of service at all sites.
- It would reduce the number of walk-to neighbourhood rinks, which could in turn impact those residents that do not have access to a vehicle or just wish to stay in their neighbourhood.

h. Feasibility & Implications:

- A hub system for rinks may be an option going forward, but Parks & Open Spaces will first need to articulate the number of such sites across the City that is appropriate and sustainable, where these will be, and the costs associated with it.
- This may require the closure of some rinks that would be unpopular with some nearby neighbourhood residents

### ***LINK TO EARTHCARE SUSTAINABILITY PLAN***

Under **Climate Adaptation Goal:** Build a community that reduces the risk of climate change through available opportunities and initiatives.

### ***FINANCIAL IMPLICATION***

There are no direct financial implications as this Report is for information only. Currently there is no dedicated or allocated Capital Budget available to provide additional infrastructure to extend the Outdoor Rink season.

### ***CONCLUSION***

Administration explored five different rink enhancement options to help provide resilience to the Outdoor Rink program in the face of climate change and warming winters. Each option was explored for advantages and disadvantages, cost, estimated life span, service level improvement as well as the feasibility and implications of adding to existing rink sites. This information will help to guide capital and operating budget considerations for the winter outdoor rink program, as well as the development of the

updated Recreation, Parks, and Facilities Master Plan as part of the City Manager's Work Plan.

***BACKGROUND***

At the June 3, 2024 Committee of the Whole meeting, Council directed by resolution that Administration investigate the various options outlined in this Report relative to Outdoor Rinks. The resolution requested Administration report back on or before December 16, 2024.

At the December 9, 2024 Committee of the Whole meeting, Council approved a motion that the report back date for Outdoor Rink Options be deferred from December 16, 2024 to April 7, 2025.

***REFERENCE MATERIAL ATTACHED***

Corporate Report 087-2025 Attachment A - Outdoor Rinks 2024-2025 Usage Statistics

***REPORT PREPARED BY***

Werner Schwar, Supervisor Parks & Open Space Planning, Infrastructure & Operations Department

***REPORT SIGNED AND VERIFIED BY***

Kayla Dixon, Commissioner Infrastructure & Operations

March 27, 2025



## Corporate Report 087-2025 Attachment A Outdoor Rinks 2024-2025 Usage Statistics

The 2024/2025 outdoor rink season benefitted from colder temperatures than the previous year, which allowed for flooding in December and the season spanning from Dec 20 to March 13, with all boarded sites opened on December 23. There were warm days that resulted in closures of all or some of the rinks, however in most cases we had built up enough ice to recover within a day or two. Overall, utilization rates went down slightly, however some sites did see an increase over the previous year. Utilization rates for individual rink site locations are summarized in the table below.

Rink Site	Users Per Hour Average					Users Per Hour 5 Year Average	Target Users Per Hour
	2021	2022	2023	2024	2025		
<b>Parks Supervised</b>							
James St. Playfield	9.02	6.03	7.90	5.91	6.61	7.09	10
Tarbutt Park	<b>7.54</b>	<b>5.21</b>	4.51	<b>5.62</b>	<b>5.05</b>	5.59	5
Wayland Park	<b>6.90</b>	4.55	4.75	4.79	4.68	5.13	5
West Thunder C.C.	<b>10.74</b>	7.83	8.35	<b>11.89</b>	<b>10.20</b>	9.80	10
Brent Park	<b>6.91</b>	3.38	3.38	<b>7.48</b>	3.38	4.91	5
Carrick Park	8.94	3.88	7.03	5.35	6.68	6.38	10
North End C.C.	7.33	3.85	4.26	<b>10.97</b>	7.14	6.71	10
West End Park	6.86	2.97	4.49	4.86	4.61	4.76	10
<b>Community Supervised</b>							
Castlegreen Park	0.61	0.96	0.29	No Survey	0.10	0.49	5
N. McIntyre C.C.	<b>5.26</b>	2.49	4.13	4.53	2.29	3.74	5
S. Neebing C.C.	3.52	3.77	<b>7.67</b>	3.17	4.02	4.43	5
Vickers Heights C.C.	4.40	2.33	1.78	1.80	3.12	2.69	5
<b>Boarded Unsupervised</b>							
Charry Park	<b>4.20</b>	<b>3.42</b>	2.94	NoSurv	2.60	3.29	3

County Park	2.45	2.82	1.24	<b>4.00</b>	1.00	2.30	3
Dease Park		N/A	<b>3.80</b>	<b>4.50</b>	<b>3.05</b>	3.78	3
John / Jumbo C.C.	3.26	1.10	1.98	<b>3.00</b>	1.76	2.22	3
John Kuszniier Park	2.33	0.83	1.03	0.87	0.81	1.17	3
Minnesota Park	2.25	2.06	1.75	1.39	2.52	1.99	3
N. Neebing	<b>4.10</b>	<b>3.10</b>	2.83	2.54	2.76	<b>3.07</b>	3
Oliver Rd. C.C.	<b>5.06</b>	2.48	<b>3.18</b>	<b>3.50</b>	1.46	<b>3.14</b>	3
Parkdale Park	<b>3.90</b>	2.92	2.18	<b>4.17</b>	2.08	<b>3.05</b>	3
River Terrace Park	<b>3.85</b>	1.88	2.55	2.72	1.33	2.47	3
Stanley Parkette	<b>3.55</b>	2.86	2.26	<b>3.00</b>	2.14	2.76	3
Volunteer Pool C.C.	2.33	1.87	1.82	1.84	2.19	2.01	3
Waddington Park	<b>4.68</b>	2.23	<b>5.40</b>	<b>4.79</b>	1.14	3.65	3
W. Arthur	2.83	1.77	2.76	2.48	2.32	2.43	3
<b>Ponds</b>							
Friendship Gardens	<b>1.21</b>	0.97	<b>1.07</b>	0.60	<b>1.36</b>	1.04	1
Green Acres Park	<b>1.12</b>	<b>1.18</b>	0.81	<b>1.20</b>	0.80	1.02	1
Thornloe Parkette	<b>1.45</b>	<b>1.18</b>	0.88	0.87	<b>1.00</b>	1.08	1
<b>Specialty Sites</b>							
PAL Skating Pad		11.37	29.10	39.82	16.60	23.15	20
Vickers Park Trail		N/A	5.03	7.17	5.43	5.88	5

None of the sites that were posted in 2024/2025 for potential downgrades due to low utilization levels met the target utilization rate this year (sites shaded in grey), therefore Administration will have to consider moving forward with the downgrades and bring forward a recommendation prior to next season. Each site will be assessed individually, and Administration will consult with Community Services and Community Center representatives regarding potential impacts to grants and facilities.

In addition, James Street Playfield, Minnesota Park, and Carrick Park utilization levels have not achieved the target utilization rate over the last five years and will require notices be posted informing the public in the 2025/2026 season of potential downgrades at those sites.

## **Memorandum**

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**TO:** Krista Power, Director  
Legislative Services & City Clerk

**FROM:** Kayla Dixon, Commissioner  
Infrastructure & Operations

**DATE:** 03/17/2025

**SUBJECT:** **Approval and Authorization for Central Avenue Development Lands  
Infrastructure Servicing Agreement**

**MEETING & DATE:** Committee of the Whole – 04/07/2025

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The City of Thunder Bay's application for the Housing-Enabling Core Servicing (HECS) has been approved by the Ministry of Infrastructure. The application was for road network expansions and improvements serving the Central Avenue Development Lands, also referred to as the Interocean development area, which is located north and south of Central Avenue, between Balmoral Street and Golf Links Road. To proceed with the execution of the Transfer Payment Agreement (TPA), a resolution of Council authorizing the City to enter this Agreement with the Province must be passed.

The Province is contributing 50% of the total eligible costs, up to a maximum of \$8,640,625 towards the Central Avenue Development Lands project. The City will be responsible for a municipal contribution of \$8,640,625, as well as any additional costs that may rise during the project. This project builds on the successful 2024 application to the Housing-Enabling Water Systems Fund (HEWSF) for the underground servicing of the project, which includes a maximum of \$10,402,500 of Provincial funding and a municipal contribution of \$3,847,500. The overall project to develop the Central Avenue lands will put pressure on the City's linear capital budget over the next several years to fund both this large new infrastructure project and complete asset management renewal of the City's existing infrastructure.

There will be no funding requirements for the 2025 fiscal year for Housing-Enabling Core Servicing with work in 2025 focusing on the underground work funded through the previously awarded Housing-Enabling Water Services Fund. The 2026 and future capital budgets will identify the required municipal contribution which can include the Provincial Building Faster Fund, Ontario Community Infrastructure Fund, and Federal funding as appropriate.

The project involves constructing road network expansions and improvements including asphalt roadways, curb and gutter, sidewalks and multi-use trails, street and trail lighting,

roadside drainage, boulevards and tree planting, intersection improvements and replacing the Central Avenue crossing of the McIntyre River. This includes the construction of approximately 2.3 km of new urban-standard local roads and the upgrade of approximately 2.0 km of existing roads. Additionally, approximately 2.6 km of new pedestrian facilities including sidewalks and multi-use trails will be added along the existing road network. The outcomes of this project will enhance the road and multi-use trail network, promote growth, and enable the development of approximately 1,260 new housing units in Thunder Bay. The project completion deadline is March 31, 2028.

To support the completion of this entire project, which has an anticipated budget of approximately \$31,531,250 and significant scope, a dedicated temporary project manager is required. Therefore, an additional engineer in Infrastructure & Operations will be hired on a temporary basis and will be responsible for design and management of the project. This position will be funded out of the municipal capital contribution towards this project for the duration of the project and will not affect the Operating budget.

WITH RESPECT to the memorandum from Kayla Dixon, Commissioner of Infrastructure & Operations dated March 17<sup>th</sup>, 2025, we recommend that the execution of the Transfer Payment Agreement (TPA) for the Housing-Enabling Core Servicing (HECS) fund between the Ministry of Infrastructure and the Corporation of The City of Thunder Bay be approved;

AND THAT the Commissioner of Infrastructure & Operations be authorized to execute any necessary agreements;

AND THAT any necessary by-laws be presented to City Council.

cc: ELT  
Laurie Fors, Supervisor Budgets & Capital Programs  
Matthew Miedema, Director Engineering  
Aaron Ward, Manager Engineering

**Infrastructure & Operations Department**

**Memorandum**

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**TO:** Krista Power, Director – Legislative Services & City Clerk **FILE:**

**FROM:** Cory Halvorsen, Manager  
Infrastructure & Operations – Parks & Open Spaces

**DATE:** 03/26/2025 (mm/dd/yyyy)

**SUBJECT:** James Whalen Tug Tender Award (Report 07-2025-Infrastructure & Operations-Parks & Open Spaces) – Additional Information

**MEETING & DATE:** Committee of the Whole – 07/07/2025 (mm/dd/yyyy)

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On March 24, 2025 Report 07-2025-Infrastructure & Operations-Parks & Open Spaces (Attachment A) was referred back to Administration to provide additional information about an opportunity brought forward during the Committee of the Whole meeting regarding a potential offer by Harbour Metals to complete the recycling of the James Whalen Tug at no cost to the City.

Administration contacted Harbour Metals and determined that there was no actual proposal or viable option put forward by them, and that they had been identified without their knowledge or involvement. Therefore, no opportunity exists to have the James Whalen Tug recycled at no cost to the City.

As there is no new option to consider, Administration’s recommendation remains the same. As per Report 07-2025-Infrastructure & Operations-Parks & Open Spaces Administration recommends the following for Council’s consideration:

WITH RESPECT to Report 070-2025-Infrastructure & Operations-Parks & Open Spaces, we recommend that the contract for the Recycling of the James Whalen Tug Boat proceed and that the entire vessel be recycled;

AND THAT the Commissioner of Infrastructure and Operations report any circumstances to City Council should any significant variations in the contract costs occur;

AND THAT the Commissioner of Infrastructure and Operations be authorized to sign all documentation related to these matters;

AND THAT any necessary by-laws be presented to City Council for ratification.

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<b>REPORT NUMBER</b> 070-2025-Infrastructure & Operations-Parks & Open Spaces	
<b>DATE PREPARED</b>	February 28, 2025
<b>FILE</b>	
<b>MEETING DATE</b>	March 24, 2025
<b>SUBJECT</b>	James Whalen Tug Tender Award

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## **RECOMMENDATION**

WITH RESPECT to Report 070-2025-Infrastructure & Operations-Parks & Open Spaces, we recommend that the contract for the Recycling of the James Whalen Tug Boat proceed and that the entire vessel be recycled;

AND THAT the Commissioner of Infrastructure and Operations report any circumstances to City Council should any significant variations in the contract costs occur;

AND THAT the Commissioner of Infrastructure and Operations be authorized to sign all documentation related to these matters;

AND THAT any necessary by-laws be presented to City Council for ratification.

## **LINK TO STRATEGIC PLAN**

This Report aligns with the following pillar identified in “Maamawe, Growing Together: City of Thunder Bay Strategic Plan 2023-2027.”

Sustainability: To plan and deliver cost-effective services and provide them at a level that we can sustain.

## **EXECUTIVE SUMMARY**

The tender for the Recycling of the James Whalen Tug Boat has closed and the bids received were higher than the estimated project cost with a low tender cost to recycle the entire vessel of \$589,811 [net of HST]. Administration has identified existing funding sources that can be applied to complete the work on this project.

In addition, pricing on three provisional items were received to retain various pieces or sections of the vessel, which ranged in price from \$52,780 to \$217,600 depending on the option chosen.

After the tender prices were received Administration contacted the Transportation Museum of Thunder Bay (TMTB) to offer them the opportunity to fund the provisional items included in the tender that would retain select pieces or entire portions of the deck on the condition that they would fund the additional costs and take over full ownership. The TMTB Board voted in favour to continue discussions with the City to preserve as much of the tug as possible, however they responded stating that they will not commit to funding or accepting ownership without a viable long term land use licence that would allow them to apply for funding.

In consideration of these developments Administration is recommending that the entire vessel be recycled and that no pieces be retained.

## ***DISCUSSION***

At the September 16, 2024 Committee of the Whole meeting Administration recommended proceeding with recycling the James Whalen Tug while preserving the bridge and stack for potential future display, and to include a provisional item in the tender for preserving the entire top deck for a total cost of no more than \$415,000.

The tender was prepared so that contract award would be based on the prices received to recycle the entire vessel. In addition, there were three (3) provisional items included to explore options and costs to retain various parts of the vessel. The first provisional item included a list of individual components that could be chosen to retain separately. The second provisional item was to retain the entire top deck, and the third provisional item was to retain the entire vessel deck from the hull waterline up.

The tender RFT-2024-73 was released December 19, 2024 with an original closing date of January 28, 2025 that was extended and closed February 4, 2025. Two tender submissions were received with the lowest bid from Marine Recycling Corporation totalling \$579,600 [not including HST] and the second bid from LH North Ltd. totalling \$1,169,000 [not including HST].

The price breakdown of the provisional items from the lowest tender were as follows:

Provisional Item 1 included ten individual components and had a total cost of \$52,780 to retain all ten items. Retaining only the stack and bridge as per the original recommendation cost just over \$17,000. The Transportation Museum of Thunder Bay has indicated that the stack and bridge have been modified and are not original pieces.

Provisional Item 2 to retain the top deck and all its contents included separate prices based on transportation to three (3) different storage locations (Fisherman's Park West,



Pool 6, and remain on site at 1918 Yonge Street) with prices ranging between \$113,420 and \$166,230.

Provisional Item 3 to retain the entire vessel decks and all their contents included separate prices based on transportation to three (3) different storage locations (Fisherman's Park West, Pool 6, and 1918 Yonge Street) with prices ranging between \$119,470 and \$217,600.

In response to the bid cost being higher than the project estimate and outside of the approved Council direction, Administration contacted the Transportation Museum of Thunder Bay (TMTB) to offer them the opportunity to pursue the provisional items included in the tender on the condition that they fund the additional costs and take over full ownership. The TMTB Board voted in favour to continue discussions with the City to preserve as much of the tug as possible, however they also responded stating that they cannot commit to any action unless the TMTB has a viable long term land use licence that allows them to apply for funding to restore and move the artifact. The negotiation of a new license for the TMTB is a months long process as presented to Council in Closed Session (Confidential Memorandum dated March 5, 2025).

Considering that the project has come in above the estimated cost, the stack and bridge are not original components, and that it is not feasible to negotiate a long-term extension of the Pool 6 land use licence in the tender award window available, Administration recommends proceeding with recycling the entire vessel without retaining any pieces or components through the provisional contract items. Administration has confirmed that key pieces of the James Whalen, most notably the propeller, have previously been preserved and are currently on display in the Thunder Bay Casino.

### ***FINANCIAL IMPLICATION***

There is sufficient room in the 2025 Parks Renewal Capital Budget and existing 2024 carry-forward funds to recycle the entire James Whalen Tug Boat at a cost of \$589,811 [net HST]. However, including the additional provisional items would increase the budgetary pressure which may result in certain projects not being funded.

### ***CONCLUSION***

It is concluded that Administration should proceed with the tender award to recycle the entire James Whalen Tug for a cost of \$589,811 [net of HST]

### ***BACKGROUND***

At the September 16, 2024 Committee of the Whole meeting Council received Report 263-2024 Kam River Heritage Park- James Whalen Tug Options as well as a memo titled "Kam River Heritage Park- James Whalen Tug Options - Revised Recommendation". Administration recommended proceeding with recycling the James Whalen tug while preserving select pieces for potential future display, and to include a provisional item in the tender to preserving the entire top deck for a total project cost of no more than \$415,000.

***REFERENCE MATERIAL ATTACHED***

None.

***REPORT PREPARED BY***

Cory Halvorsen, Manager - Parks & Open Spaces Division  
Infrastructure & Operations Department

***REPORT SIGNED AND VERIFIED BY***

Kayla Dixon, Commissioner Infrastructure & Operations

March 14, 2025

# Memorandum

**TO:** Mayor & Council

**FROM:** Krista Power, Director – Legislative Services & City Clerk

**DATE:** Tuesday, March 25, 2025

**SUBJECT:** Outstanding List for Operations Session as of March 25, 2025  
Committee of the Whole – April 7, 2025

The following items are on the outstanding list for Operations:

<b>Reference Number (yyyy-nnn-MTG)</b>	<b>Department/Div</b>	<b>Outstanding Item Subject</b>	<b>Resolution Report Back Date - (on or before date)</b>	<b>Revised Report Back Date - (on or before date) (Memos presented at COW updating or delaying Item)</b>
2014-002-INO	Infrastructure & Operations / Engineering & Operations	Residential Wattage Reduction Report	No date included in original resolution	May-05-2025
2020-047-INO	Infrastructure & Operations / Engineering & Operations	Electric Scooter Pilot Participation	Dec-01-2026	Feb-01-2027
2021-108-INO	Infrastructure & Operations/Engineering & Operations	Tactile Walking Indicators	Jan-15-2024	Jun-01-2025

2023-104-INO	Infrastructure & Operations/Engineering & Operations	Leland Avenue Median Naturalization	Dec-07-2026	
2024-102-INO	Infrastructure & Operations/Engineering & Operations	Request for Report - Outdoor Rink Operations	Dec-16-2024	<b>Apr-7-2025</b>
2024-103-INO	Infrastructure & Operations/Engineering & Operations	Red Light Camera Program	Oct-28-2024	<b>Second Quarter (Q2) 2025</b>
2025-100-INO	Infrastructure & Operations/Engineering & Operations	Request for Review – River Terrace Parking	Jan-31-2026	



**MINUTES OF BOARD (REGULAR SESSION) MEETING NO. 03/2025  
OF**

**THE DISTRICT OF THUNDER BAY SOCIAL SERVICES ADMINISTRATION BOARD**

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**DATE OF MEETING:** February 20, 2025

**TIME OF MEETING:** 10:17 a.m.

**LOCATION OF MEETING:** Microsoft Teams &  
3rd Floor Boardroom  
TBDSSAB Headquarters  
231 May Street South  
Thunder Bay, ON

**CHAIR:** Jim Vezina

**PRESENT:**

Albert Aiello  
Ken Boshcoff  
Anne Marie Bourgeault  
Meghan Chomut  
Kasey Etreni  
Greg Johnsen  
Elaine Mannisto  
Jim Moffat  
Dominic Pasqualino  
Jim Vezina

**OFFICIALS:**

Ken Ranta, Chief Executive Officer  
Georgina Daniels, Director, Corporate Services Division  
Crystal Simeoni, Director, Integrated Social Services Division  
Marty Farough, Manager, Infrastructure & Asset Management  
Jennifer Lible, Manager, Social Assistance Programs  
Shari Mackenzie, Manager, Human Resources  
Tafadzwa Mukubvu, Manager, Finance  
Aaron Park, Manager, Housing & Homelessness Programs  
Tomi Akineyede, Supervisor, Research & Social Policy  
Carole Lem, Communications & Engagement  
Glenda Flank, Recording Secretary

**REGRETS:**

Brian Hamilton  
Kathleen Lynch  
Mark Thibert

**GUESTS:**

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Note: For the purposes of the Minutes references to TBDSSAB or the Board refers to The District of Thunder Bay Social Services Administration Board of Directors as relevant to specific agenda items; references to TBDHC or the Board refers to the Directors of Thunder Bay District Housing Corporation as relevant to specific agenda items. References to CEO refer jointly to the Chief Executive Officer of TBDSSAB and Senior Administrator of TBDHC.

**BOARD MEETING**

The meeting was called to order at 10:17 a.m. as there were technical difficulties that delayed the start of the meeting.

## DISCLOSURES OF INTEREST

None.

### Appointment of Alternate Vice-Chair

Memorandum from Ken Ranta, CEO (Chief Executive Officer Division), dated February 6, 2025, was presented to the Board relative to the required appointment of an alternate Vice-Chair.

Ken Ranta, CEO provided background information regarding the reason for appointing an alternate Vice-Chair and called for nominations for the position of Vice-Chair.

Jim Moffat was nominated for the position of Vice-Chair and accepted the nomination. There were no further nominations.

Resolution No. 25/09

Moved by: Kasey Etreni  
Seconded by: Ken Boshcoff

THAT the position of Alternate Vice-Chair of The District of Thunder Bay Social Services Administration Board be filled by Jim Moffat;

AND THAT the position of Alternate Vice-Chair be filled until the end of the leave of absence of Brian Hamilton.

CARRIED

## PRESENTATION

### Employment Services Transformation

A presentation was provided by Jennifer Lible, Manager, Social Assistance Programs and Melanie Salatino, Supervisor, Social Assistance Programs regarding the Employment Services Transformation.

Report No. 2025-03, (Integrated Social Services) was presented to the Board providing an update regarding the Employment Services Transformation.

Jennifer Lible, Manager, Social Assistance Programs provided clarification and responded to questions.

At 10:41 a.m. Jennifer Lible, Manager, Social Assistance Programs and Melanie Salatino, Supervisor, Social Assistance Programs left the meeting.

NEW BUSINESS

None.

CONFIRMATION OF BOARD MEETING AGENDA

Resolution No. 25/10

Moved by: Greg Johnsen  
Seconded by: Jim Moffat

THAT with respect to the Board Regular and Closed Session agendas for the Board Meeting of The District of Thunder Bay Social Services Administration Board for February 20, 2025, we approve the agendas as presented;

AND THAT we approve any additional information and new business.

CARRIED

MINUTES OF PREVIOUS MEETINGS

Board Meetings

Minutes of Meeting No. 01/2025 (Regular Session) and 02/2025 (Closed Session) of The District of Thunder Bay Social Services Administration Board, held on January 16, 2025, respectively, were presented for confirmation.

Resolution No. 25/11

Moved by: Dominic Pasqualino  
Seconded by: Elaine Mannisto

THAT the Minutes of Meeting No. 01/2025 (Regular Session) and Meeting No. 02/2025 (Closed Session), of The District of Thunder Bay Social Services Administration Board, held on January 16, 2025, respectively, be confirmed as amended.

CARRIED

CLOSED SESSION MEETING

Administration recommended that the Board adjourn to a closed meeting relative to receipt of information with respect to personal matters regarding identifiable individuals, including members of the Administration regarding the 2025 CEO Performance Evaluation Process, relative to receipt of information with respect to security of the property of the Corporation regarding the Bertrand Court Regeneration Strategy Update and relative to receipt of information with respect to which a council, board, committee or other body may hold a closed meeting under another statute regarding the Provincial Encampment Response Initiative Funding.

Resolution No. 25/12

Moved by: Albert Aiello  
Seconded by: Kasey Etreni

THAT the Board adjourns to Closed Session relative to receipt of information with respect to personal matters regarding identifiable individuals, including members of the Administration regarding the 2025 CEO Performance Evaluation Process, relative to receipt of information with respect to security of the property of the Corporation regarding the Bertrand Court Regeneration Strategy Update and relative to receipt of information with respect to which a council, board, committee or other body may hold a closed meeting under another statute regarding the Provincial Encampment Response Initiative Funding.

CARRIED

At 11:29 a.m. the meeting reconvened in Regular Session and Marty Farough, Manager, Infrastructure & Asset Management, Tafadzwa Mukubvu, Manager, Finance, Aaron Park, Manager, Housing & Homelessness Programs and Carole Lem, Communications & Engagement Officer joined the meeting.

REPORTS OF ADMINISTRATION

Bertrand Court Regeneration Strategy  
Update

Report No. 2025CS-02 (Corporate Services/Integrated Social Services Division) was presented to the Board in Closed Session providing information on the Bertrand Court redevelopment strategy.

The following resolution was presented to the Board for consideration.



Resolution No. 25/13

Moved by: Kasey Etreni  
Seconded by: Elaine Mannisto

THAT with respect to Report No. 2025CS-02 (Corporate Services/Integrated Social Services) we, The District of Thunder Bay Social Services Administration Board (TBDSSAB or the Board), direct that Administration proceed as directed in Closed Session.

CARRIED

Provincial Encampment Response  
Initiative Funding

Report No. 2025CS-03 (Integrated Social Services Division) was presented to the Board in Closed Session providing information related to TBDSSAB's successful application to the Ministry of Municipal Affairs and Housing's Encampment Response Initiative.

The following resolution was presented to the Board for consideration.

Resolution No. 25/14

Moved by: Dominic Pasqualino  
Seconded by: Greg Johnsen

THAT with respect to Report No. 2025CS-03 (Integrated Social Services Division), we The District of Thunder Bay Social Services Administration Board, direct that Administration proceed as directed in Closed Session.

CARRIED

At 11:32 a.m. Marty Farough, Manager, Infrastructure & Asset Management, Tafadzwa Mukubvu, Manager, Finance and Aaron Park, Manager, Housing & Homelessness Programs left the meeting and Jennifer Lible, Manager, Social Assistance Programs joined the meeting.

2025 Ontario Works Service Plan

Report No. 2025-02 (Integrated Social Services Division) was presented to the Board providing the Ontario Works Service Delivery Plan for the 2025 planning cycle as required by the Ministry of Children, Community and Social Services.

Resolution No. 25/15

Moved by: Elaine Mannisto  
Seconded by: Anne-Marie Bourgeault

THAT with respect to Report No. 2025-04 (Integrated Social Services Division) we, The District of Thunder Bay Social Services Administration Board, approve the draft 2025 Ontario Works Service Plan as amended;

AND THAT we direct the Chief Executive Officer to submit the approved 2025 Ontario Works Service Plan to the Ministry of Children, Community and Social Services.

CARRIED

At 11:36 a.m. Jennifer Lible, Manager, Social Assistance Programs left the Meeting and Tomi Akineyede, Supervisor, Research & Social Policy joined the meeting.

TBDSSAB Fourth Quarter Operational Update

Report No. 2025-05, (Integrated Social Services Division) was presented to the Board providing information containing the trends within TBDSSAB programs and services.

Ken Ranta, CEO provided clarification and responded to questions.

Tomi Akineyede, Supervisor, Research & Social Policy responded to questions.

At 11:45 a.m. Tafadzwa Mukubvu, Manager, Finance joined the meeting and Tomi Akineyede, Supervisor, Research & Social Policy left the meeting.

Landlord and Tenant Board Advocacy

At the January 16, 2025 Board Meeting the Board discussed the issue of requesting expedited hearings at the Landlord and Tenant Board and on consensus Administration was directed to bring options on further advocacy regarding this issue to the February Board Meeting.

Memorandum from Ken Ranta, CEO (Chief Executive Officer Division), dated January 31, 2025, was presented to the Board providing information regarding the issue of Landlord and Tenant Board advocacy.

Ken Ranta, CEO provided a brief background and responded to questions.

### Advocacy & Engagement Annual Update

Report No. 2025-06 (Chief Executive Officer Division) was presented to the Board providing an annual update on advocacy and engagement activities completed by the Board and/or Administration.

Ken Ranta, CEO provided a brief introduction to the report.

Carole Lem, Communications and Engagement Officer provided a brief update on the highlights of report.

### Fourth Quarter Strategic Plan Update

Report No. 2025-07 (Chief Executive Officer Division) was presented to the Board providing the quarterly update on the 2024-27 Strategic Plan.

Ken Ranta, CEO provided clarification and responded to questions.

Resolution No. 25/16

Moved by: Ken Boshcoff  
Seconded by: Elaine Mannisto

THAT with respect to Report No. 2025-07 (Chief Executive Officer Division) we, The District of Thunder Bay Social Services Administration Board, receive the 2024-27 Strategic Plan – Fourth Quarter Update for information only.

CARRIED

### February 2025 Mortgage Renewal - Walkover

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Report No. 2025-08 (Chief Executive Officer Division) was presented to the Board providing the mortgage renewal arrangements for the properties located on Cuyler St., Athabasca St. and Walkover St. in the City of Thunder Bay.

Georgina Daniels, Director, Corporate Services Division provided a brief overview of the mortgage renewal process and responded to questions.

Resolution No. 25/17

Moved by: Dominic Pasqualino  
Seconded by: Ken Boshcoff

THAT with respect to Report No. 2025-08 (Corporate Services Division), we, The District of Thunder Bay Social Services Administration Board, approve the Ministry Resolution as attached, duly signed in accordance with TBDSSAB By-Law No. 03-2021 (Governance and Procedural);

AND THAT we authorize the Board Chair and Chief Executive Officer to execute the mortgage financing documents related thereto.

CARRIED

At 12:03 p.m. Tafadzwa Mukubvu, Manager, Finance left the meeting.

CORRESPONDENCE

Ministry of Municipal Affairs and Housing  
Funding

Correspondence from the MMAH dated January 28, 2025, was presented to the Board providing information regarding funding under the Last Mile Funding for 2024-25.

Ken Ranta, CEO provided a brief background relative to the funding and responded to questions.

CORRESPONDENCE

None.

BY-LAWS

None.

NEXT MEETING

The next meeting of The District of Thunder Bay Social Services Administration Board will be held on Thursday, March 20, 2025 at 10:00 a.m., 3<sup>rd</sup> Floor Boardroom, 231 May Street S., Thunder Bay, ON and via Microsoft Teams.

ADJOURNMENT

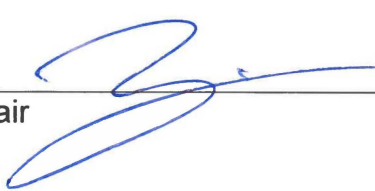
Resolution No. 25/18

Moved by: Greg Johnsen  
Seconded by: Meghan Chomut

THAT the Board Meeting No. 03/2025 of The District of Thunder Bay Social Services Administration Board, held on February 20, 2025, be adjourned at 12:05 p.m.

CARRIED

Chair



Chief Executive Officer





**MINUTES OF BOARD (CLOSED SESSION) MEETING NO. 04/2025  
OF  
THE DISTRICT OF THUNDER BAY SOCIAL SERVICES ADMINISTRATION BOARD**

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**DATE OF MEETING:** February 20, 2025

**TIME OF MEETING:** 10:41 a.m.

**LOCATION OF MEETING:** Microsoft Teams &  
3rd Floor Boardroom  
TBDSSAB Headquarters  
231 May Street South  
Thunder Bay, ON

**CHAIR:** Jim Vezina

**PRESENT:**

Albert Aiello  
Ken Boshcoff  
Anne Marie Bourgeault  
Meghan Chomut  
Kasey Etreni  
Greg Johnsen  
Elaine Mannisto  
Jim Moffat  
Dominic Pasqualino  
Jim Vezina

**OFFICIALS:**

Ken Ranta, Chief Executive Officer  
Georgina Daniels, Director, Corporate Services Division  
Crystal Simeoni, Director, Integrated Social Services Division  
Marty Farough, Manager, Infrastructure & Asset Management  
Shari Mackenzie, Manager, Human Resources  
Tafadzwa Mukubvu, Manager, Finance  
Aaron Park, Manager, Housing & Homelessness Programs  
Glenda Flank, Recording Secretary

**GUESTS:**

**REGRETS:**

Brian Hamilton  
Kathleen Lynch  
Mark Thibert

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Note: For the purposes of the Minutes references to TBDSSAB or the Board refers to The District of Thunder Bay Social Services Administration Board of Directors as relevant to specific agenda item; references to TBDHC or the Board refers to the Directors of Thunder Bay District Housing Corporation as relevant to specific agenda item. References to CEO refer jointly to the Chief Executive Officer of TBDSSAB and Senior Administrator of TBDHC.

**BOARD MEETING**

DISCLOSURES OF INTEREST

None.

At 10:41 a.m. Ken Ranta, CEO, Georgina Daniels, Director, Corporate Services Division, Crystal Simeoni, Director, Integrated Social Services Division, Carole Lem, Communications and Engagement Officer and Diana Hennel, Administrative Assistant left the meeting.

## REPORTS OF ADMINISTRATION

### 2025 Chief Executive Officer Performance Evaluation

Memorandum from Shari Mackenzie, Manager, Human Resources dated February 6, 2025 was presented to the Board providing information relative to the 2025 Chief Executive Officer Performance Evaluation process.

Shari Mackenzie, Manager, Human Resources provided background information regarding the process timelines and performance evaluation questions and responded to questions.

At 11:11 a.m. Ken Ranta, CEO, Georgina Daniels, Director, Corporate Services Division, Crystal Simeoni, Director, Integrated Social Services Division, Marty Farough, Manager, Infrastructure & Asset Management, Tafadzwa Mukubvu, Manager, Finance, Aaron Park, Manager, Housing & Homelessness Programs and Diana Hennel, Administrative Assistant joined the meeting.

### Bertrand Court Regeneration Strategy Update

Report No. 2025CS-02, (Corporate Services/Integrated Social Services Division) was presented to the Board providing information on the Bertrand Court redevelopment strategy.

Aaron Park, Manager Housing & Homelessness Programs provided an overview of the report and responded to questions.

Ken Ranta, CEO provided further information and responded to questions.

At 11:20 a.m. Marty Farough, Manager, Infrastructure & Asset Management and Tafadzwa Mukubvu, Manager, Finance left the meeting.

### Provincial Encampment Response Initiative Funding

Report No. 2025CS-03, (Integrated Social Services Division) was presented to the Board providing information related to TBDSSAB's successful application to the Ministry of Municipal Affairs and Housing's Encampment Response Initiative.

Ken Ranta, CEO provided a brief introduction to the report.

Aaron Park, Manager, Housing & Homelessness Programs provided an overview of the report and responded to questions.

Ken Ranta, CEO provided further information and responded to questions.

ADJOURNMENT

Resolution No. 25/CS02

Moved by: Greg Johnsen  
Seconded by: Jim Moffat

THAT the Board (Closed Session) Meeting No. 04/2025 of The District of Thunder Bay Social Services Administration Board, held on February 20, 2025, be adjourned at 11:29 a.m., to reconvene in Regular Session to consider the remaining agenda items.

CARRIED



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Chair



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Chief Executive Officer