



**FORTFRANCES**  
BOUNDLESS

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Land Use and Economic Development Feasibility  
Study for the Redevelopment of the

# **Shevlin Wood Yard and Gateway to Fort Frances**

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FINAL REPORT REV. 1 - FEBRUARY 2021

prepared by:



real estate development consultants  
CSB MANAGEMENT CORP



**SAULTEAUX CONSULTING  
& ENGINEERING**







Land Use and Economic Development Feasibility Study for the  
Redevelopment of the

# Shevlin Wood Yard and Gateway to Fort Frances

prepared by:

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with  
CSB Management Corporation  
and  
Saulteaux Consulting & Engineering

The project team recognizes and acknowledges that Fort Frances is situated on Treaty 3 territory, the traditional land of the Anishinaabe people and the homeland of the Métis Nation.

**February 16, 2021**

# SHEVLIN WOOD YARD AND GATEWAY REDEVELOPMENT PLAN

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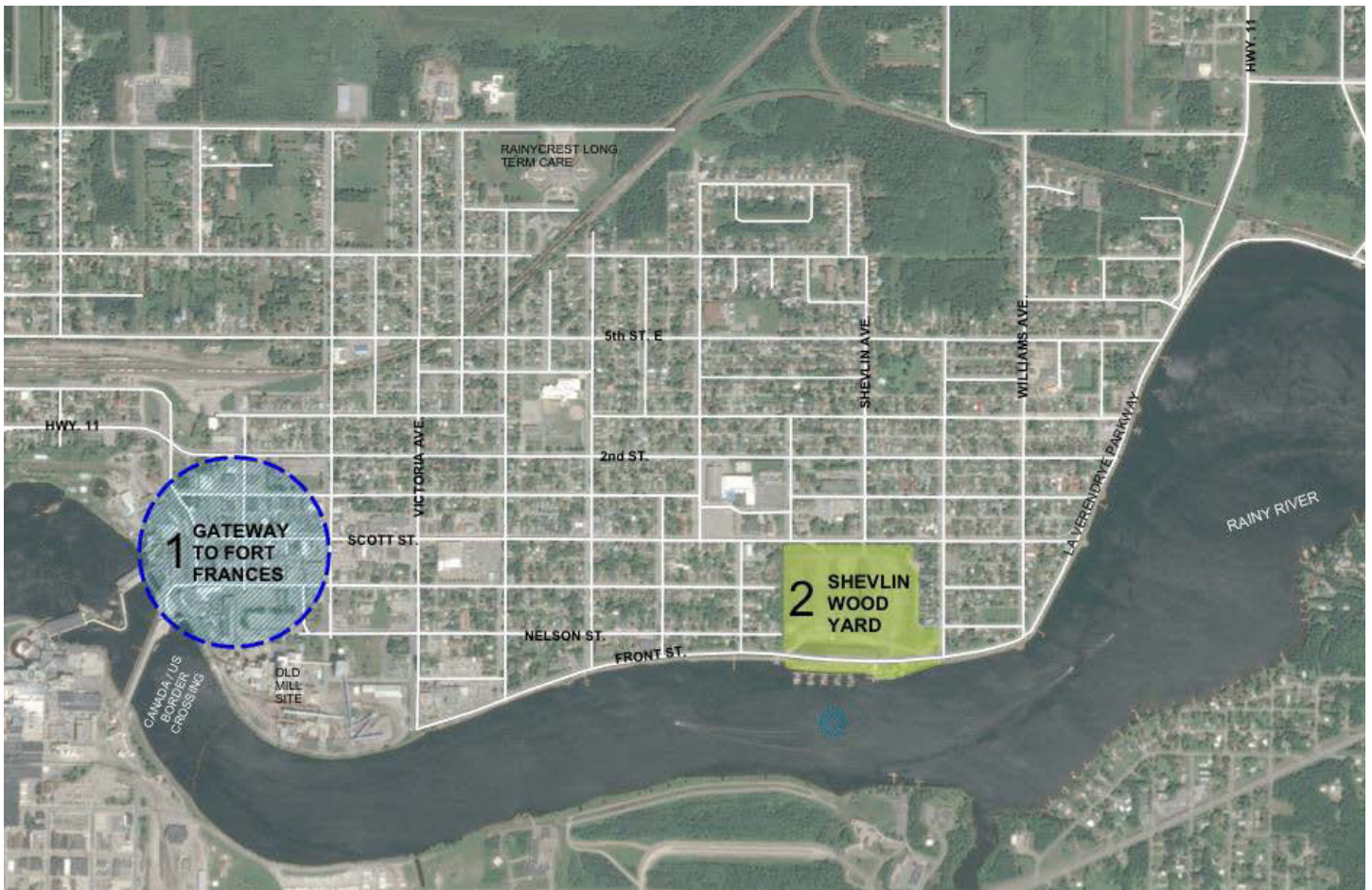


Figure 1. Study Area





## 1.1 Project Description

This study was commissioned by the Town of Fort Frances to develop two unique plans: a land use plan for the redevelopment of the former Shevlin Wood Yard site and a conceptual design for a new compelling gateway at the international border.

This initiative was prompted by the need to identify opportunities for development that engage and reflect community aspirations as well as maximize economic opportunities for the sites. In doing so, the plans will help to guide and direct future investments and implementation.

## 1.2 Goals and Requirements

The changes proposed through this project must:

- Align with the Fort Frances *Boundless* brand/vision;
- Reflect and build upon community values and visions; and
- Support community well-being and economic prosperity.

The outcomes of the proposed changes laid out in this study aim to:

- Serve local and tourist markets;
- Improve quality of life in Fort Frances;
- Add to the municipal tax base;
- Foster and support the right kind of development; and
- Fit with the local culture and townscape.

These overarching goals apply to both sites in this study. Specific requirements were also identified for each of the two project sites to help guide the concept development process. These can be found in the pertinent chapters ahead.



*Photo credit: Raluca Mihalachioiu*



# 2 STUDY PROCESS

At all levels of the study, the process was driven by engagement with the steering committee, stakeholders, Town Council and the general public.

Due to the COVID-19 crisis, the project team was required to make adjustments to this engagement process, incorporating digital technologies in order to continue this engagement despite an inability to conduct in-person meetings and events.

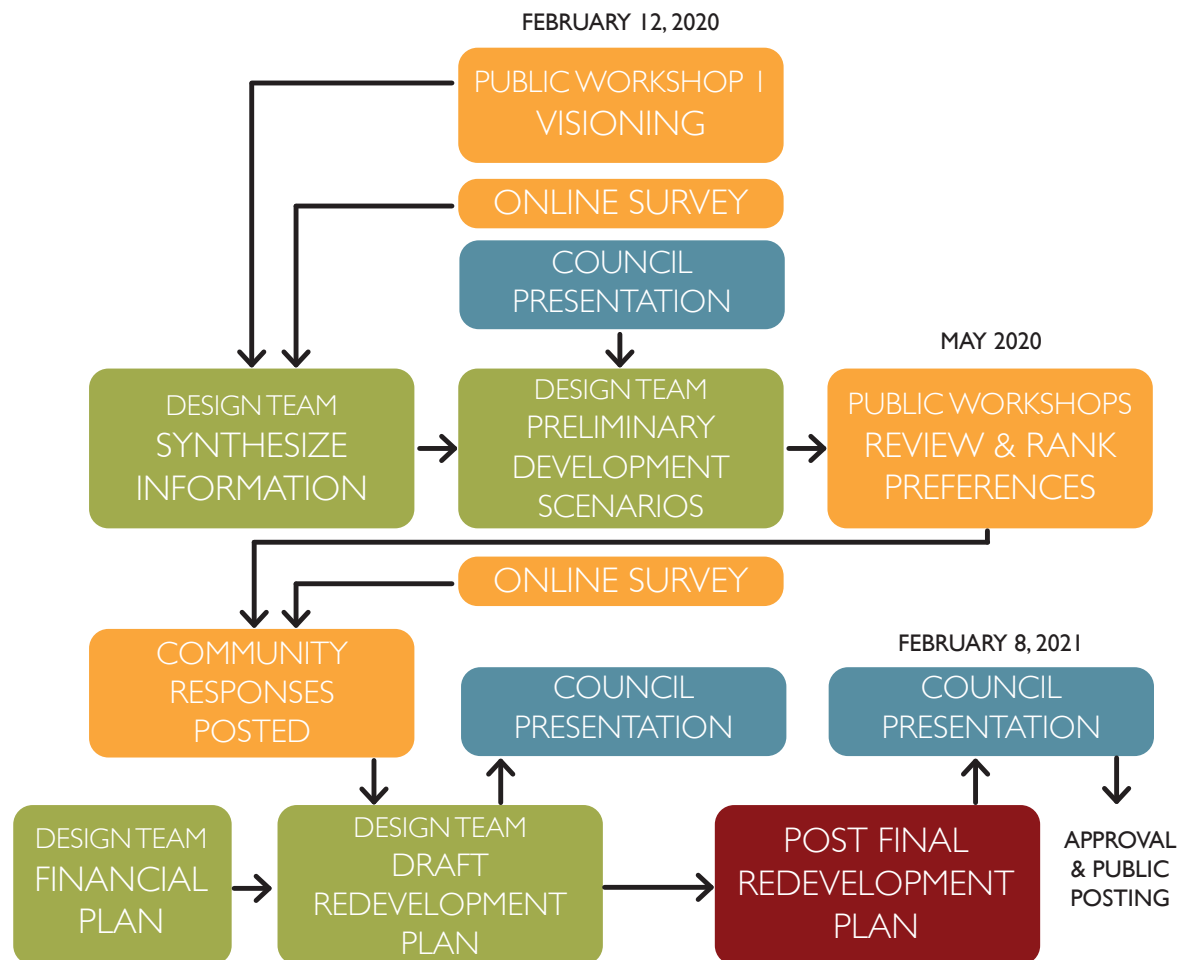


Figure 2. Study Process

## 2.1 Project Team

HTFC Planning & Design led this study along with real estate and development consultant CSB Management, and local engineering firm Saulteaux Consulting & Engineering. The combined regional experience and expertise of this team ensured a high level of engagement, creativity and technical ability.

The consultant team is grateful for the support and hard work of the project steering committee led by Cody Vangel, CBO Municipal Planner. Other members included:

- Doug Brown, Chief Administrative Officer
- Travis Rob, Operations and Facilities Manager
- Jordan Forbes, Human Resources Manager
- Tannis Drysdale, Economic Development Consultant
- Aaron Bisson, Recreation and Culture Manager

## 2.2 Analysis and Research

At the commencement of the project, background documents and previous studies and plans were provided to the team to aid in the process of data gathering. The project team met with Town of Fort Frances officials and stakeholder groups to help determine the visions and directions for these developments.

Site analysis was undertaken for the Gateway and Shevlin sites, as well as the community as a whole. This included a look into current land uses, connectivity, vehicular transportation patterns, existing amenities within the community, active transportation routes, active and passive recreation, viewsheds, and environmental factors.

A market analysis helped to determine the potential carrying capacity for different levels of housing and commercial development, as well as identifying gaps in the market that present opportunities for growth and diversification.

The results of the site and market analysis are presented in subsequent sections below.

## 2.3 Stakeholder Input

Stakeholder engagement was conducted through phone calls and meetings with individuals and organizations identified by the steering committee. The team spoke with Riverside Health Care, Canadian Border Service Agency, a potential developer for the Shevlin site, Riversedge and hotel owners. Jeff Badger arranged conversations with three local realtors to gain background on previous developments and gain insights into current local market conditions.

## 2.4 Public Engagement

Residents, businesses and organizations were invited to provide input into the proposed plans to gain a better understanding of the community's values and priorities for renewal and investment. In the **first round of engagement**, members of the community were asked to help identify the issues and opportunities for the Gateway renewal, opportunities and the potential mix of land use for the Shevlin site, and the community's vision for redevelopment. Approximately 50 people were in attendance at this live event.

Following the session, a survey was posted on the Town's website. The survey was structured to mirror the visioning session topics, and received nearly 700 responses.

In the **second round of engagement**, two public online webinars were held. Approximately 90 people attended these virtual events. To gain broader input, an online survey was developed that closely followed the topics and questioning presented in the webinars. Over the course of two weeks, more than 200 respondents shared their feedback on the options presented for both the Gateway to Fort Frances and the Shevlin site. Input from these activities has assisted in shaping the final conceptual designs of both sites.

Communication with the public and stakeholders continued throughout the study process through one-on-one conversations, website postings and e-mail correspondence.



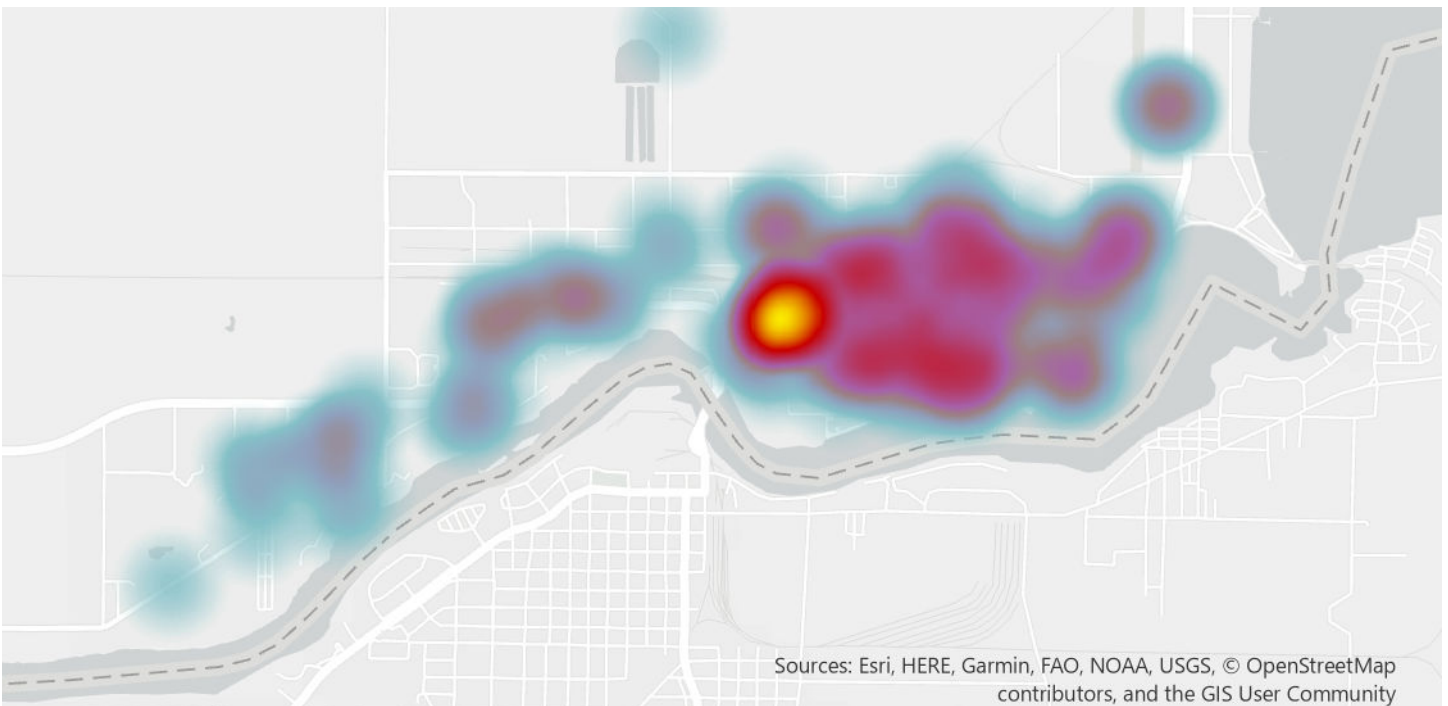
## Engagement Activities

Date	Activity	Details
February 12, 2020 6:30 – 8:30 pm	Public Visioning Session	Approximately 60 attendees
La Place Rendez-Vous		
February 26 – March 16, 2020	Public Survey	698 respondents

### Round 1

Date	Activity	Details
May 26, 2020 10:00 am	Webinars	90 participants total
May 27, 2020 7:00 pm		
May 28 – June 12, 2020	Public Survey	217 respondents

### Round 2



*Heat Map of Round 2 Public Survey Respondents by Area*



### 3.1 Community

Fort Frances is the largest town in the Rainy River District and is one of Canada's major tourist entry points. The town is located across the international bridge from International Falls, Minnesota making it the gateway to Northwestern Ontario. The "Fort" as it is commonly known, is a world class angler destination with a full-service community.

### 3.2 Planning Context

A number of planning initiatives over the past two decades have helped to guide development in the Town of Fort Frances. These documents have provided background and guidance to this study. They include:

- *Reinventing Fort Frances* (2002)
- *Incredible Community – Boundless Opportunity* (Town of Fort Frances Strategic Plan) (2015)
- *Town of Fort Frances Community Improvement Plan*
- *Tourism Development and Marketing Plan* (March 2020)
- *Town of Fort Frances Heritage Tourism Plan*
- *Fort Frances Waterfront Plan*
- Fort Frances *Boundless Brand*

The two sites in this plan sit within very different neighbourhoods and adjacent land uses. The Gateway to Fort Frances is situated in a mix of commercial / industrial / institutional land uses on the edge of the Downtown core, while the Shevlin site is surrounded by mostly higher density and single-family residential to the east and west, institutional and single-family residential to the north, and open space and waterfront to the south. See Figure 3.

### **3.3 Market Analysis**

#### **3.3.1 Demographic Overview**

According to the Statistics Canada 2016 survey, the Town of Fort Frances has a population of 7,739. This has declined from 8,790 in 1996 and represents a decrease of approximately 12%. (See Figure 4).

Generally speaking, municipalities within the region have been declining in population at roughly comparable rates. Kenora and Dryden have both grown overall since 1996, but have declined in recent years. Sioux Lookout has experienced a very small increase in population over the past 20 years. Thunder Bay, the largest centre by far, has experienced a decline of roughly 5% over this period. Figure 5 provides context for the region's overall population growth or decline.

As noted earlier, population decline in Fort Frances is roughly 12% over the past 20 years. That represents an annual population decline of approximately 0.6%. Figure 6 shows actual population data for the period 1996-2016, with projected data for the period 2021-2041 based on the actual decline of 0.6%. Of course, many factors will influence the rate of population growth or decline, but it is reasonable for the purpose of this exercise to base future projections on past performance.





LEGEND

- 1 Fort Frances Info Centre
- 2 Nursing Station
- 3 Museum & Cultural Centre
- 4 Fire Department, Courthouse, Health Clinic & Ontario Corrections
- 5 Columbus Place Inc.
- 6 La Verendrye Hospital & Riverside Health Centre
- 7 Plaza Bowling Lanes
- 8 Dough & Delivery Bakery
- 9 Lions Park & Millenium Park & Fountain
- 10 Front Street Park
- 11 Logging Tug Hallet
- 12 Sorting Gap Marina
- 13 Temporary Events Tent
- 14 The Lookout Tower
- 15 Nelson Street Greenspace
- 16 East End Outdoor Rink
- 17 Water Treatment Plant
- 18 Point Park Boat Launch
- 19 Rose & Green Manor
- 20 Phair Park

- Schools / Education
- Institutional
- Park / Greenspace & Recreation
- Industrial
- Commercial
- Single Family Residential
- Higher Density Residential
- Agency NO 1. Reserve Land

- Potential Site Access
- Pedestrian Routes
- Boat Acces
- Active Transportation Trail
- Highway 11
- Canada/ US Crossing
- Rail Line
- Views

Intersections / Decision Points



Figure 3. Context Site Analysis



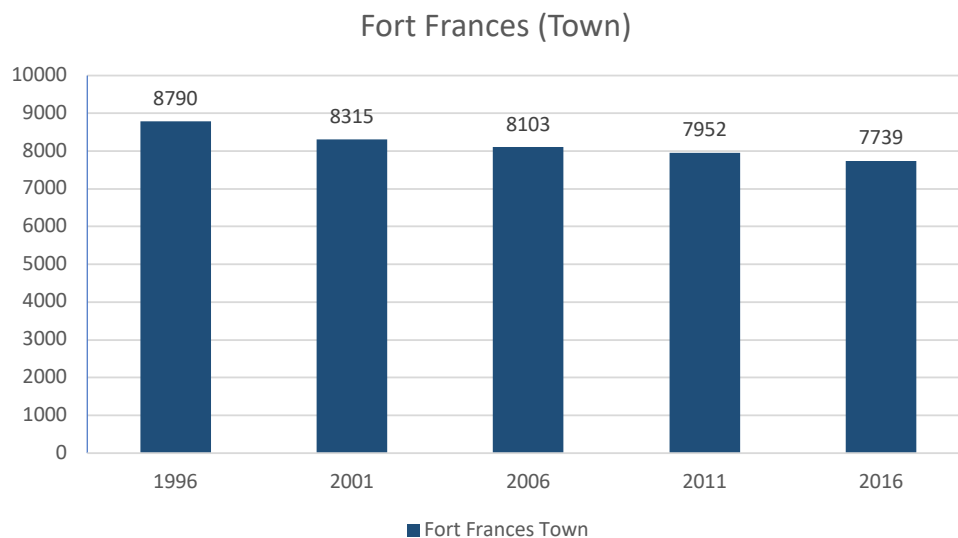


Figure 4: Statistics Canada, 1996-2016

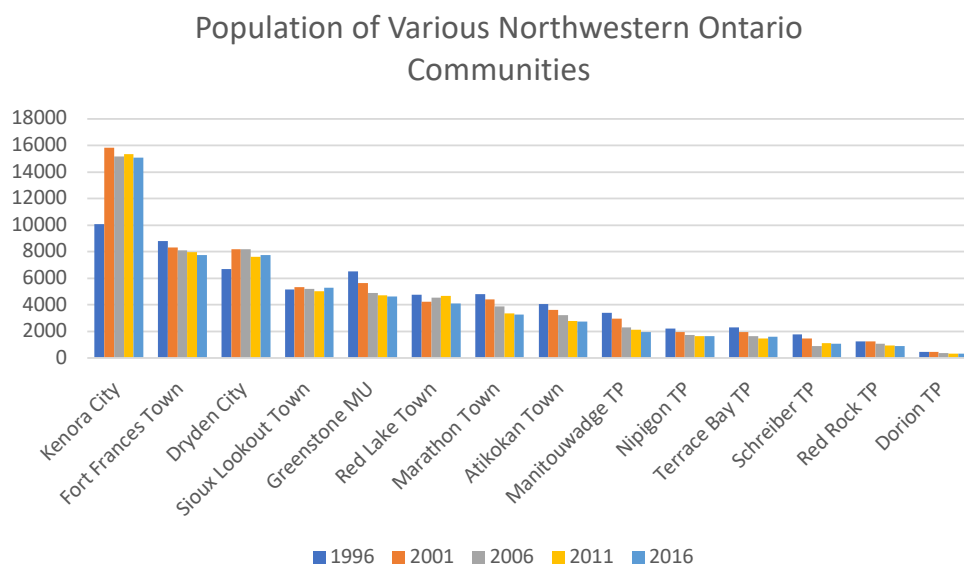
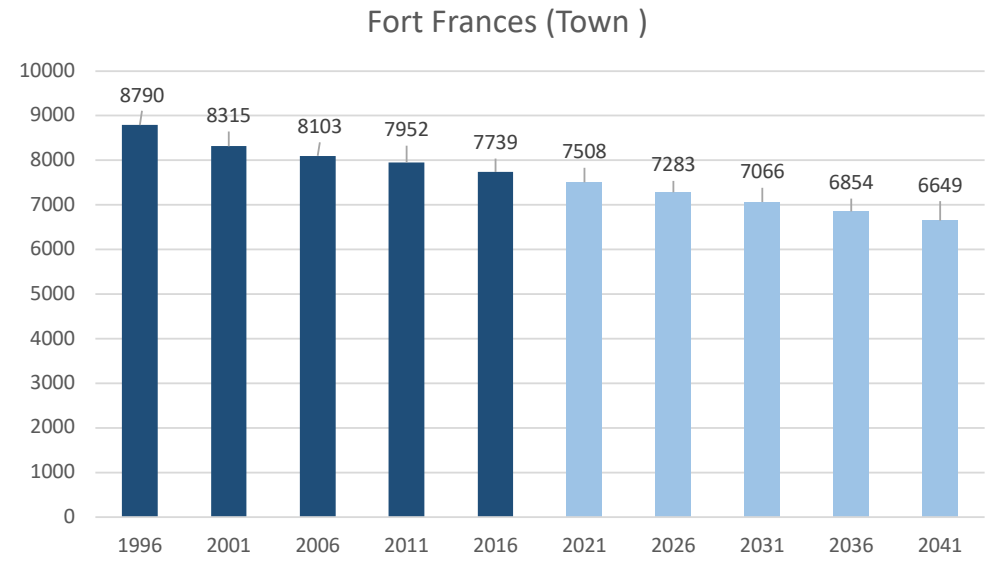


Figure 5: Statistics Canada, 1996-2016





*Figure 6: Statistics Canada 1996-2016, Author's Projections*

Additional demographic research was undertaken by the Northern Policy Institute (NPI) through their Human Capital Series. The Rainy River District report was issued in August 2019 and although it includes data for the region, is generally applicable to Fort Frances as well.

The NPI report suggests that the District population will continue to decrease at roughly the same rate over the study period (24 years). Figure 7 also expresses the changing makeup of the population, as can be seen through declining populations aged 0-19, 20-44, and 45-64 and increasing populations aged 65+. This information can help inform the nature of the housing market in Fort Frances and specifically for the Shevlin site.

Figure 8 identifies trends with regard to the age of the District population. The 65+ population increases by roughly half over this time period, while other populations decline in both relative and absolute terms.

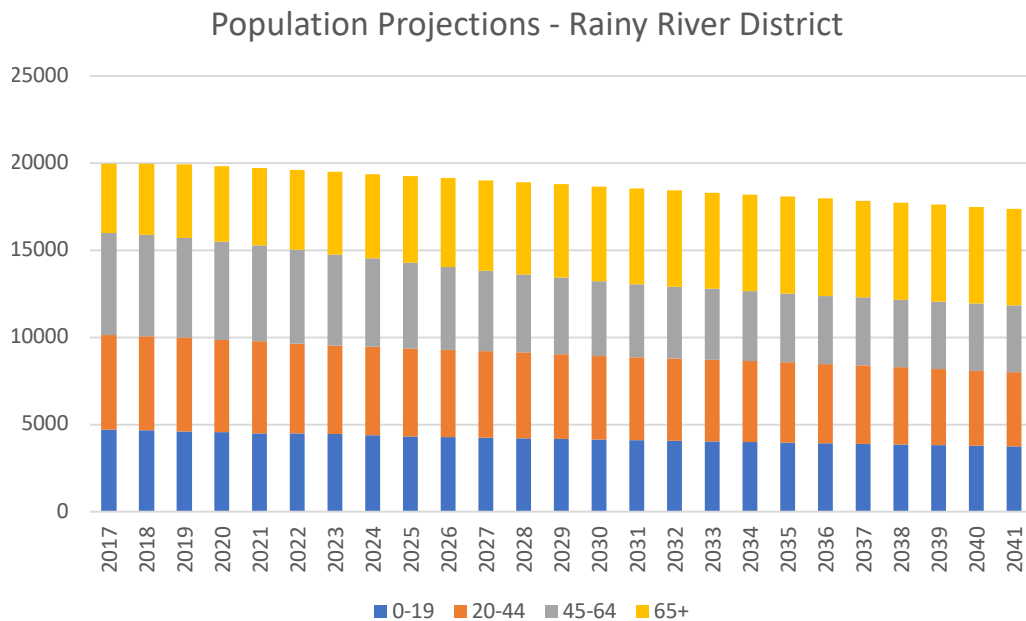


Figure 7: Northern Policy Institute, Northern Projections, Rainy River District, August 2019.

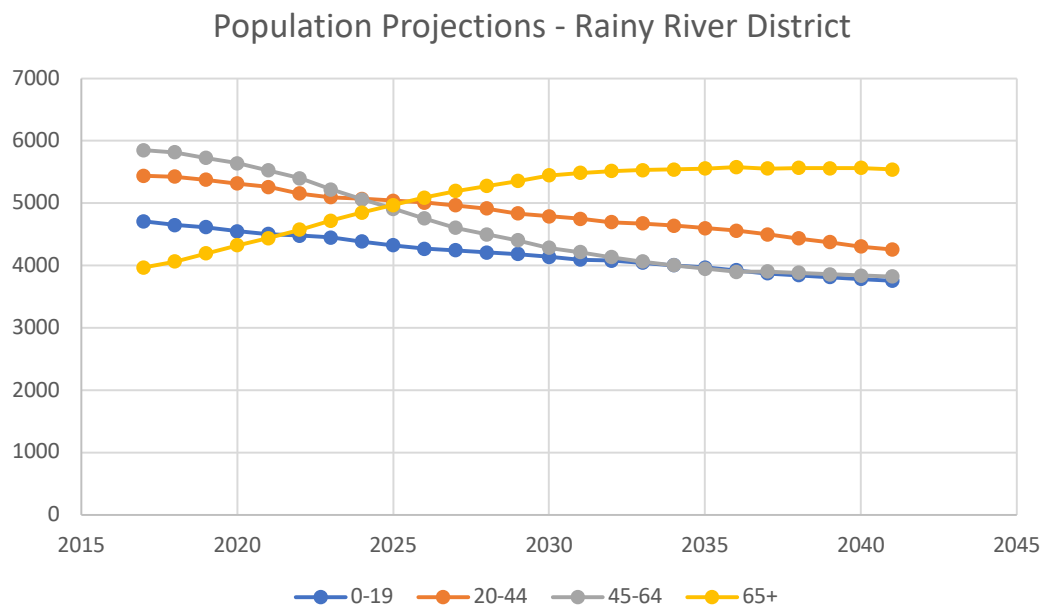


Figure 8: Northern Policy Institute, Northern Projections, Rainy River District, August 2019.

A regional summary, including all of the above data, can be seen in Figure 9 below. Although population decline is taking place, the changing demographic composition of the community offers certain opportunities. The population is aging, and an aging population has specific housing needs. The likelihood is that the current stock of housing in Fort Frances does not meet the current need, and definitely will not meet future demand. It is reasonable to assume that the senior's housing market will require additional multi-family units, both owned and rented, in a variety of configurations including low and medium-rise buildings. The Shevlin site is well-positioned to capture that growing market.

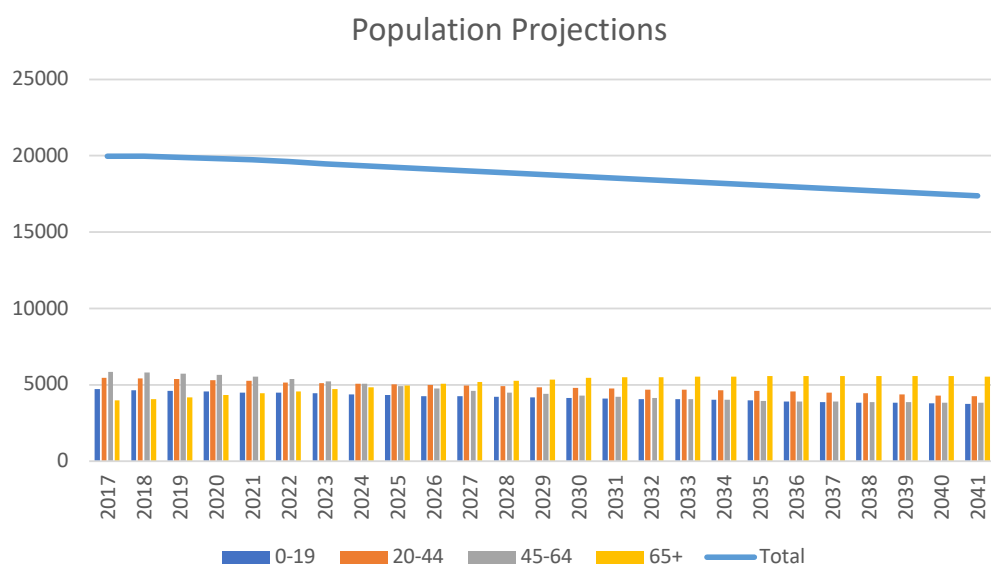


Figure 9: Northern Policy Institute, Northern Projections, Rainy River District, August 2019.

### 3.3.2 Residential Assessment Overview

Although the population of Fort Frances has shown a slight decline during the study period, the number of units in Fort Frances (as indicated by Assessment data) has actually increased, as has the overall value. This is due to a number of demographic factors which can be considered within the context of the Shevlin site redevelopment.

The aging population means that household sizes are likely decreasing, and the number of dwelling units required to house the population is increasing, even if the population is declining (Figure 10). An aging population is typically wealthier in terms of assets and equity, even if incomes have declined. This contributes to the decrease in household sizes and provides some opportunity in terms of developing a housing market for the Shevlin site.

Figure 11 represents residential assessment values from the period 2013-2020. In absolute terms the assessed value has increased from \$396M to \$464M. This is an increase of roughly 17% or 2.5% per year during the study period, which suggests that although the population is declining, property values are stable. The increase appears to be generally balanced and predictable, suggesting that the overall economy, upon which the housing market is based, is also balanced.

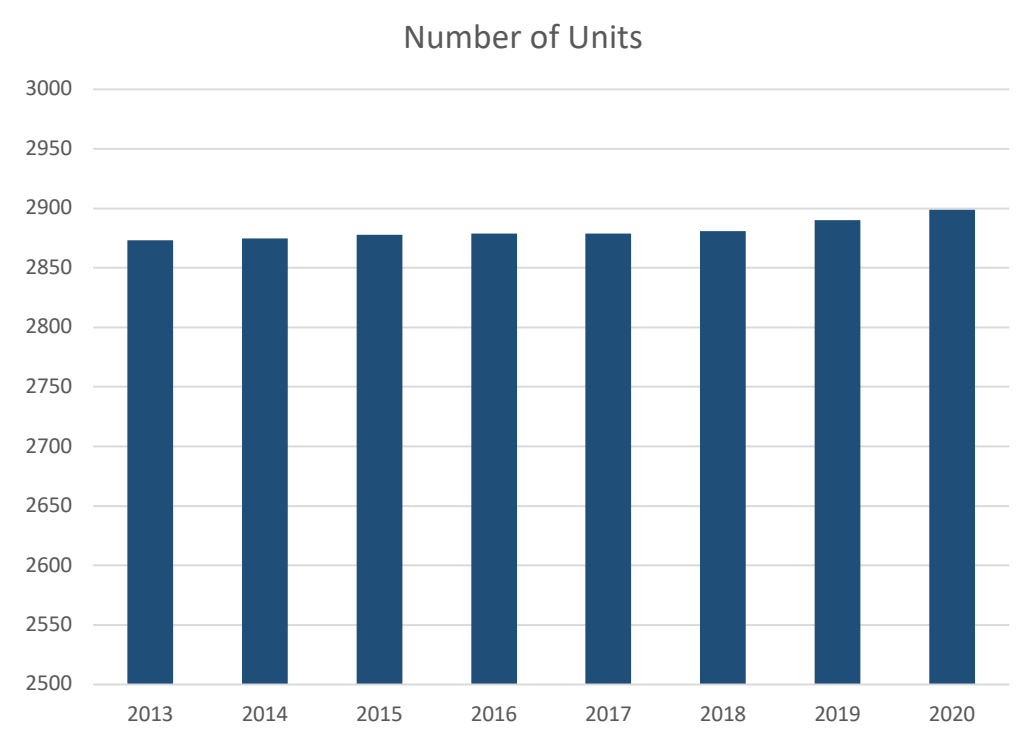


Figure 10: Number of Dwelling Units, Town of Fort Frances data

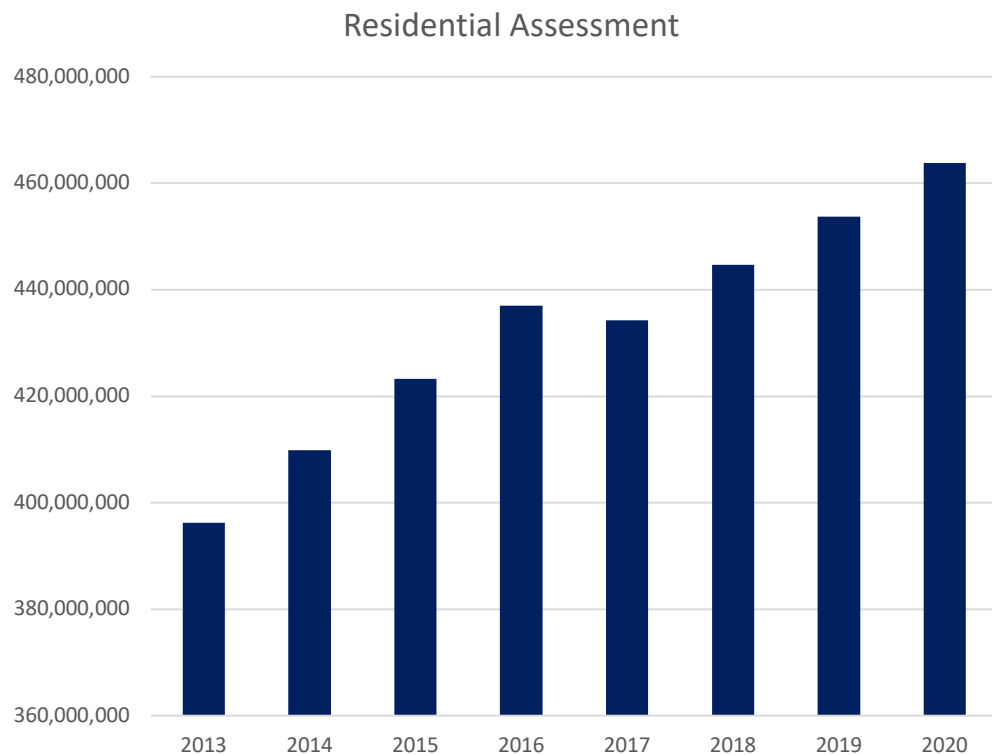


Figure 11: Assessed data of dwelling units, Town of Fort Frances data

### 3.3.3 Real Estate Market Overview

#### 3.3.3.1 Residential Sector

In general the residential real estate market has remained stable but slow over the past ten years, a factor of the population figures above, economic development and a lack of housing geared to the aging population. Real estate listings have remained low (10-15 units) due to the low turnover of homes for a lack of alternative housing and supports as the population ages. When homes do become available, often, they are sold by private sales. As in most similar communities, there exists a large gap (price/ft<sup>2</sup>) between



the value of existing homes and cost of new construction, a challenge for the promoters of newly constructed projects.

The following table provides a listing of the major residential housing developments over the past two decades.

Project	Year	Type	Commentary
Riverwalk Condominiums	2003	32 Unit Apartment Condominium	Market Condo, 4 storey elevated with enclosed parking, difficulties with initial funding & slow sales. Steinbach Builder/ Developer
Huffman Court Subdivision	2014	16 Lot Single Family Home Subdivision	Town Fort Frances Developed open market Land Value \$40,000 – 65,000
Wahkaihanun Futures Corp	2015	6 Unit Rental Town Homes	Targeted to Priority Group
Edgewood Town homes	2017	5 Freehold Multilevel Town Homes (additional land for 5 more units)	Each unit 1,250 ft <sup>2</sup> , 2 levels with attached garage and basement (\$335,000+). Thunder Bay Developer Land Value \$18,000/unit
201 Minnie Ave	2018/19	7 Unit Town Homes	Each unit 1,400 ft <sup>2</sup> , attached garage (\$400,000+)
Erin Crescent Subdivision	2020	27 Lot Single Family Home Subdivision	Town Fort Frances Developed open market Land Value \$65,000 - \$110,000
River Ridge Apts	2019	8 Unit Apartment	An affordable (80% of Median) rental sponsor by RRDSSAB

*Table 1. Past Real Estate Development Projects*

For the purposes of this report, our further commentary will be limited to the owner-occupied multi-family projects listed above.

The RiverWalk Condominiums were built and sold in 2003. Based on general conversations with the local realtors, the project, consisting of 32 units, struggled with construction financing. Typically, the proponent would be required to pass a 50-70% presale test before construction funds could be released. Local community supporters of the project, as well the Town of Fort Frances, were required to support the project to have it proceed. This project lends itself to a form of senior housing, and since it was built there has been limited turnovers, and sales have been mostly private. Prices have escalated over this period by approximate 30%.

The Edgewood Townhome project was a modest 5 unit (2 buildings) development by a Thunder Bay developer. Prices were in the mid \$300,000 range and appeared to sell without difficulty. The approximate 1,250 ft<sup>2</sup> units are on two levels with basements. They are somewhat restricted to the early 65+ age group, who are downsizing from their homes and seeking a collective community that offers repair and maintenance services.

From the information received, the Minnie Avenue townhomes were developed locally by interested parties seeking a downsizing solution with the options for communal living. The ~1,450 ft<sup>2</sup> units sold in the low \$400,000 range.

### **3.3.3.2 Hotel / Motel Sector**

In general, there has been little development in the hotel/motel sector in the past ten years with the exception of an addition to the Super 8 Hotel in 2017 (occupancy in 2019). Currently the market universe for this sector consists of 300 to 350 beds. Most hotels/motels, due to their age and location, would be considered as “Highway Hotels” geared to the travelling traffic passing through and not staying for an extended period of time. Two of the seven larger facilities are considered full-service with meeting and food services. One of the seven properties would be considered resort but the design of suites don’t lend themselves as an extended-stay facility. Other than the Super 8 Hotel, the hotels do not appear to be on a routine re-modernization program as typical with the chain facilities. Notwithstanding, each facility appears clean and in good condition, though somewhat outdated.

Before the COVID-19 crisis, occupancy information indicates that the occupancy levels factor is averaging 65%. For the purposes of this study, we support and recommend the addition of a resort style, extended-stay facility along the waterfront. Complementary services, either connected or detached, could be food and beverage, wedding or meeting facilities.

A summary of the existing facilities and the consultant team's comments on each are listed below.

Property	Property Type	Number Rooms	Extended Stay	Meeting Room Capacity	Food Service
Bayview Motel	Highway	29	No	1 Rm	No
Copper River Inn	Highway	70	No	1 - 50	Yes
La Place Rendez-Vous	Resort	74	6 rms	5 – 250 P	Yes
The Sleepy Owl	Hotel	24	No	None	No
Mid-town Motel	Highway		No	None	No
Rainbow Motel	Highway	16	No	None	Yes
Super 8 Motel	Highway	83	No	None	No

*Table 2. Listing of Hotel/ Motel Properties*



*Photo credit: Alexander Shalamov*



The Gateway study area is located in the heart of Fort Frances. It comprises approximately 6 hectares (15 acres) of Downtown Fort Frances: the international border – including the Canadian Border Services Agency (CBSA) buildings – Central Avenue and Mowat Avenue between Scott and Church Streets. The mill site sits to the west and south. Rainy Lake Square lies in the northeast corner of the zone. Within the study area there are several large surface parking lots that once served the mill and Resolute offices, located at Scott Street and Mowat Avenue.

## **4.1 Goals and Requirements of Gateway Site**

Improvements at the Gateway must:


- Mitigate circulation and traffic flow issues at the border;
- Show the best of Fort Frances, Ontario, and Canada to visitors arriving from the United States;
- Celebrate and reflect the region's rich ecological diversity and tourism opportunities; and
- Draw visitors into Rainy Lake Square, Museum, Downtown, and other area attractions.

## 4.2 Stakeholder and Public Feedback

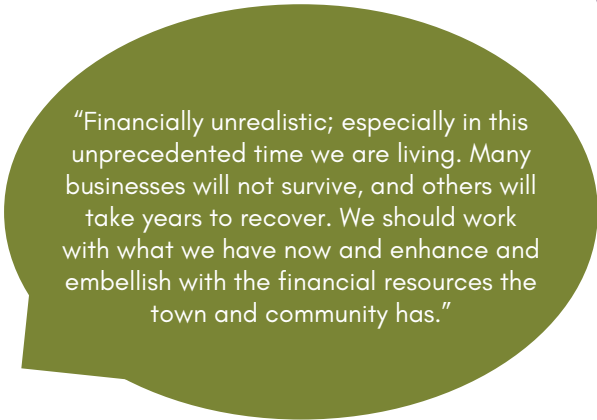
In the first round of public engagement, an online survey was conducted in March 2020. The public was asked to provide feedback on what a redeveloped Gateway might look like.

The main takeaways from that survey were:

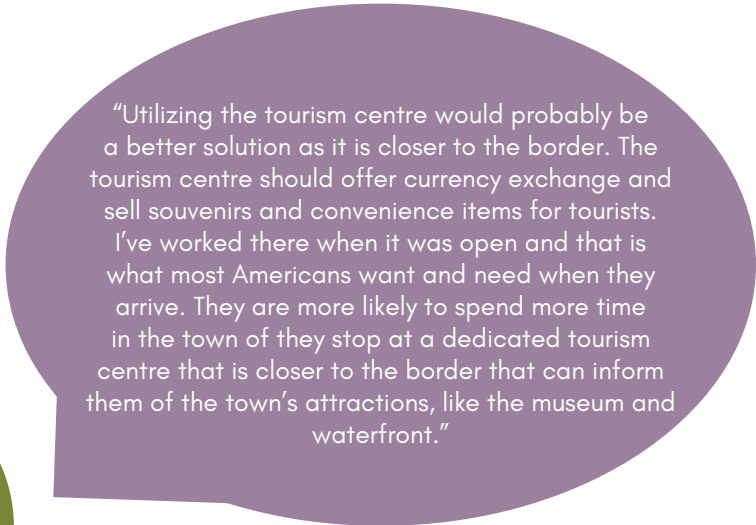
- Support for removing the mill buildings;
- Overall desire for **more greenspace** to counter the industrial;
- Recognition that the **exit experience matters** as much as the entry;
- Strong desire for **attractions and activities** that appeal to both **local residents and visitors**;
- **Improved circulation and improved parking**;
- A very nice **washroom facility** at the border crossing; and
- The importance of **streetscaping** (street tree replacement, sidewalk additions, attractive signage, business promotion).



"There currently is no 'show stopper' that will make travelers traversing our area want to stop and spend time in this location."



"Financially unrealistic; especially in this unprecedented time we are living. Many businesses will not survive, and others will take years to recover. We should work with what we have now and enhance and embellish with the financial resources the town and community has."



"Utilizing the tourism centre would probably be a better solution as it is closer to the border. The tourism centre should offer currency exchange and sell souvenirs and convenience items for tourists. I've worked there when it was open and that is what most Americans want and need when they arrive. They are more likely to spend more time in the town if they stop at a dedicated tourism centre that is closer to the border that can inform them of the town's attractions, like the museum and waterfront."





*Gateway feature, ca. 1950*

## 4.3 Site Analysis

The streets within the study area all currently run two-way traffic. Scott Street is part of the southern leg of the TransCanada Highway, running between Kenora and Thunder Bay. It passes through the densest commercial zone of the Downtown area.

Amenities within this zone include the former tourist information centre (now listed as surplus) at the corner of Central Avenue and Church Street, Fort Duty Free Shop at the corner of Church Street and Mowat Avenue, the commercial strip along Scott Avenue, and Rainy Lake Square and Fort Frances Museum mid-block between Mowat and Portage Avenues.

### 4.3.1 Entry Experience

A key challenge for Fort Frances is that it has always been a drive-through community for travellers, with 500,000 annual crossings at the international border. Visitors entering through the border often have wilderness destinations in the region, and do not stop for long, if at all, in Fort Frances.

Currently, visitors are presented with few options as they enter the community, and are generally directed out of town toward the west via Central Avenue, or to the east either via Scott Street or to Front Street via Portage or Victoria Avenues.

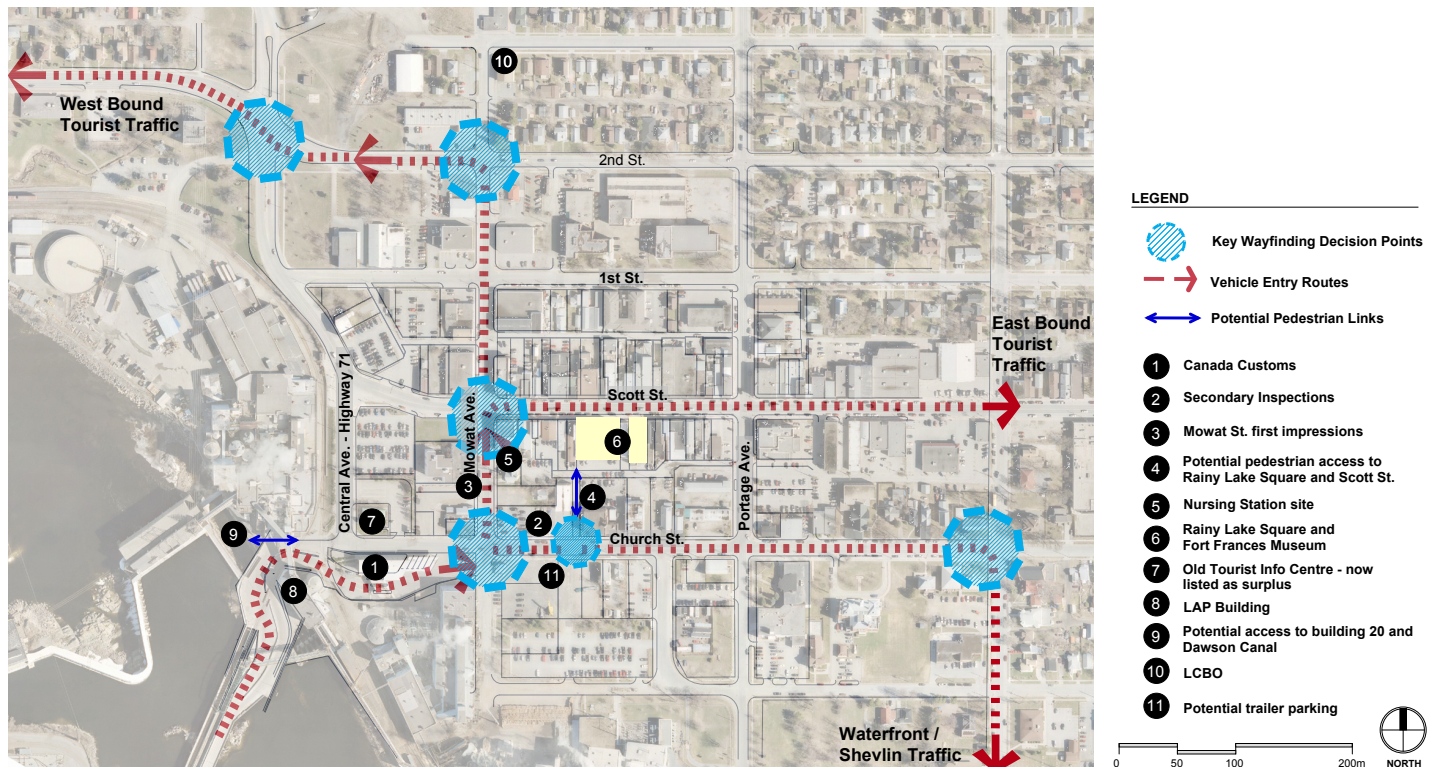


Figure 12: Entry Experience Analysis

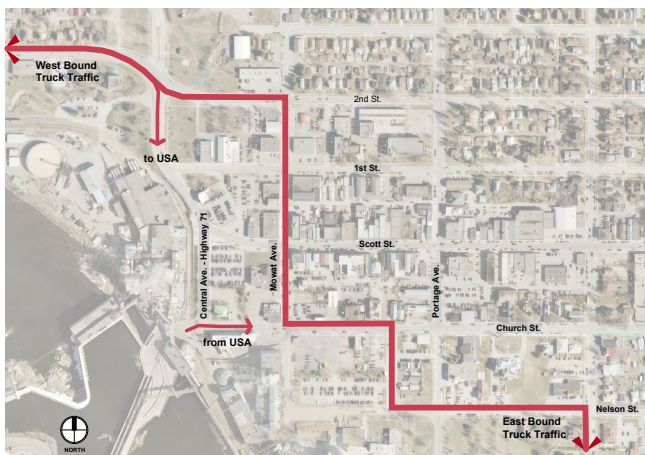


Figure 12a: Existing Truck Routes

Figure 12a shows existing primary truck route through the gateway area. The proposed gateway redevelopment does not alter existing truck routes or prevent modifications to the routes in future.

Public engagement feedback suggested that for those entering through the international border:

- It should be easy to find one's way around;
- It must be convenient to park and stop;
- There should be easy connections to services, shopping and information;
- There must be access to public washrooms; and
- The appearance of the gateway area should be enhanced.

### 4.3.2 Exit Experience

Visitors exiting through the international border often face lineups and congestion, especially during the high tourist season. This tends to leave few options but to wait things out in one's vehicle, which can lead to frustration for visitors who are eager to continue their journey.



For many exiting Fort Frances, the delay is the most memorable part of the experience. There is a need to make it easy for people to spend time Downtown rather than in line, make visitors feel well cared for, and highlight other things to see and do in Fort Frances.

Public feedback recommends that for those exiting through the international border:

- There should be opportunities and enticement to stop before leaving town;
- There should be staging area services (i.e. opportunities to spend time in Fort Frances rather than in the queue);
- There must be clear information at the right locations to make visitors feel welcome and well-oriented;
- Information should be provided to help ease congestion; and
- There is an opportunity to highlight other things to see and do in Fort Frances, thereby encouraging repeat visits.

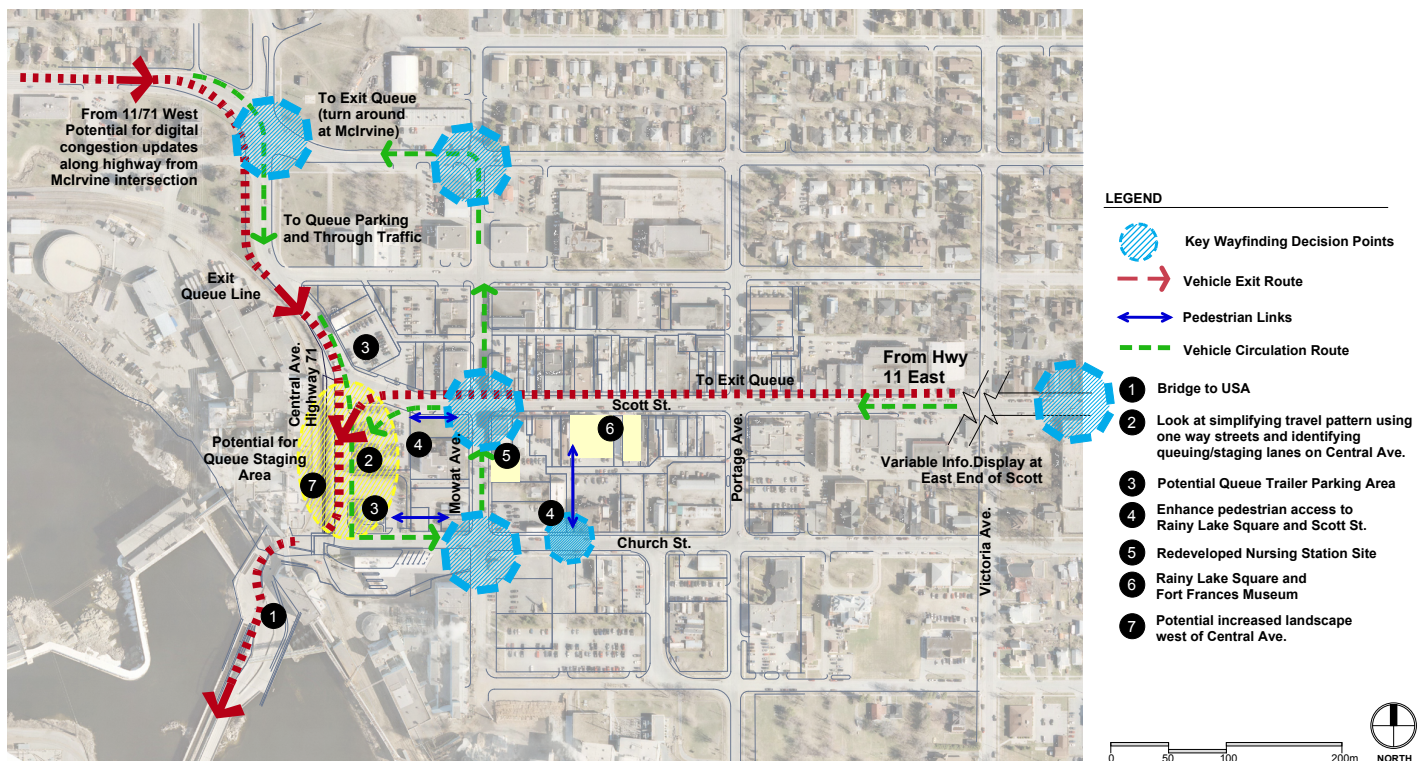


Figure 13: Exit Experience Analysis

## 4.4 Opportunities

The top three opportunities for the Gateway site as identified in the public survey were:

1. Promotion of tourist attractions and amenities;
2. Clearer wayfinding; and
3. Welcoming signage and branding.

Congestion and queueing issues can be mitigated through re-routing and staging strategies. Systems and technologies can be implemented to provide information to drivers and give those waiting to exit through the border a more pleasant experience with options for exiting their vehicles and utilizing amenities in the area.

The proposed redevelopment of the Gateway also presents the opportunity to enhance and continue the riverside walk path and provide access to Building 20 on the mill site and the Dawson Canal. The rapids here are a unique feature and there is an opportunity for visitors and residents alike to observe and learn about the sturgeon spawning that occurs here. This has potential for being a tourist draw, especially as visitors are entering through the border, or waiting to exit.

## 4.5 Constraints

Crossing the international border can be, by its nature, a strenuous process. This can leave the visitor with an impression, however erroneous, that the communities on either side of the line are uninviting or unwelcoming. This can be difficult to overcome, but can be mitigated through rational routes, alluring tourism marketing, good wayfinding and useful and inviting elements in the built environment.

Street configurations that make it difficult to navigate and inadequate space for queuing can add to the stress of the entry and exit experiences.

One of the big influences on the design of the gateway will be the mill site, which sets a tone for visitors entering town. As this report was nearing completion, many of the mill buildings had already been removed. The nature of development that occurs in their

place will have a strong influence on the experience of people entering the town from the U.S., the success of any design intervention for the Gateway to Fort Frances, market conditions for Shevlin site redevelopment, and the broad economic outlook for Fort Frances.

Thus it is vitally important that all planning for the mill site, the Gateway, and Shevlin property be conducted in a manner that is open and coordinated and seeks solutions that are mutually reinforcing.



*Photo credit: TB News Watch*



# 4.6 Preliminary Redevelopment Concept

## 4.6.1 Description

The consultant team’s preliminary concept for Gateway to Fort Frances redevelopment drew upon the data gathered, taking into consideration the public feedback and identified opportunities and constraints noted above.

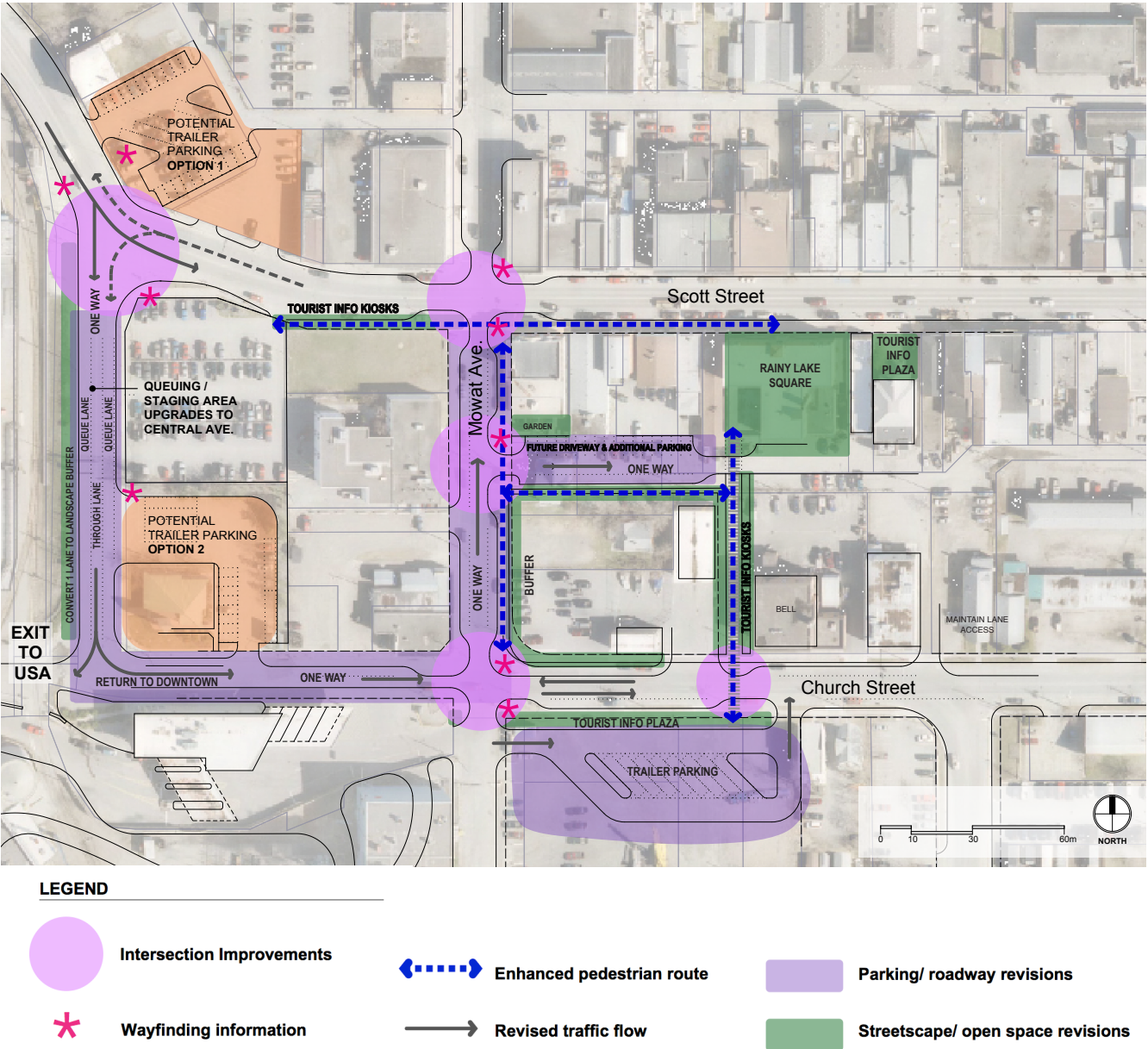


Figure 14. Preliminary Gateway Concept





Recommendations included:

1. Reconfiguring Mowat Avenue to include on-street parking bays on east side serving standard cars and cars pulling trailers, as well as streetscaping, wayfinding and buffers around the Enbridge Gas facility. Mowat will remain two-way to ensure existing and future commercial properties remain easy to access.
2. Revising Central Avenue to one-way southbound, staging U.S. bound traffic with one through lane and two queuing lanes. People could book a time for departure, allowing them to leave their vehicles while they wait (based on the BC Ferries model).
3. Additional landscaping and streetscaping on Central Avenue, Scott Street and Mowat Avenue.
4. Bulb outs and other intersection improvements for safety and pedestrian comfort.
5. Additional parking behind Scott Street businesses.
6. Public parking areas along Central and Church Street that includes pull through trailer stalls to serve entering and exiting travellers..
7. Better wayfinding and information throughout.
8. A new pedestrian promenade linking to Rainy Lake Square from the new public parking area on Church Street. This space would be home to tourist information kiosks, wayfinding information, public art, interpretive signs and seasonal food trucks.
9. Relocating the tourist information and public washroom functions to the Fort Frances Museum.

## **4.6.2 Feedback on Preliminary Gateway Concept**

In the second round of public engagement, webinar participants indicated strong support for the concept design. Survey participants' support was also strong, but less so than the webinar. The difference is likely due to the webinar's live concept presentation that explained design details and offered an opportunity to ask questions for clarification.

When polled about the effectiveness of the design concept in regard to visitor amenities, wayfinding and entry/exit experience, 92% responded very effective to somewhat effective improvements for wayfinding, 89% of participants indicated very effective and somewhat effective improved experience entering and exiting Fort Frances, and 80% responded very effective to somewhat effective design for improved visitors amenities.

In both the webinar and survey, there was less support for the proposed improvements to the visitor amenities, noting the desire for more new attractions than what was presented. The relocation of the Tourist Information Centre further into downtown was of greatest concern, along with changes to one-way streets.

Detailed engagement results are provided in Appendix 2.

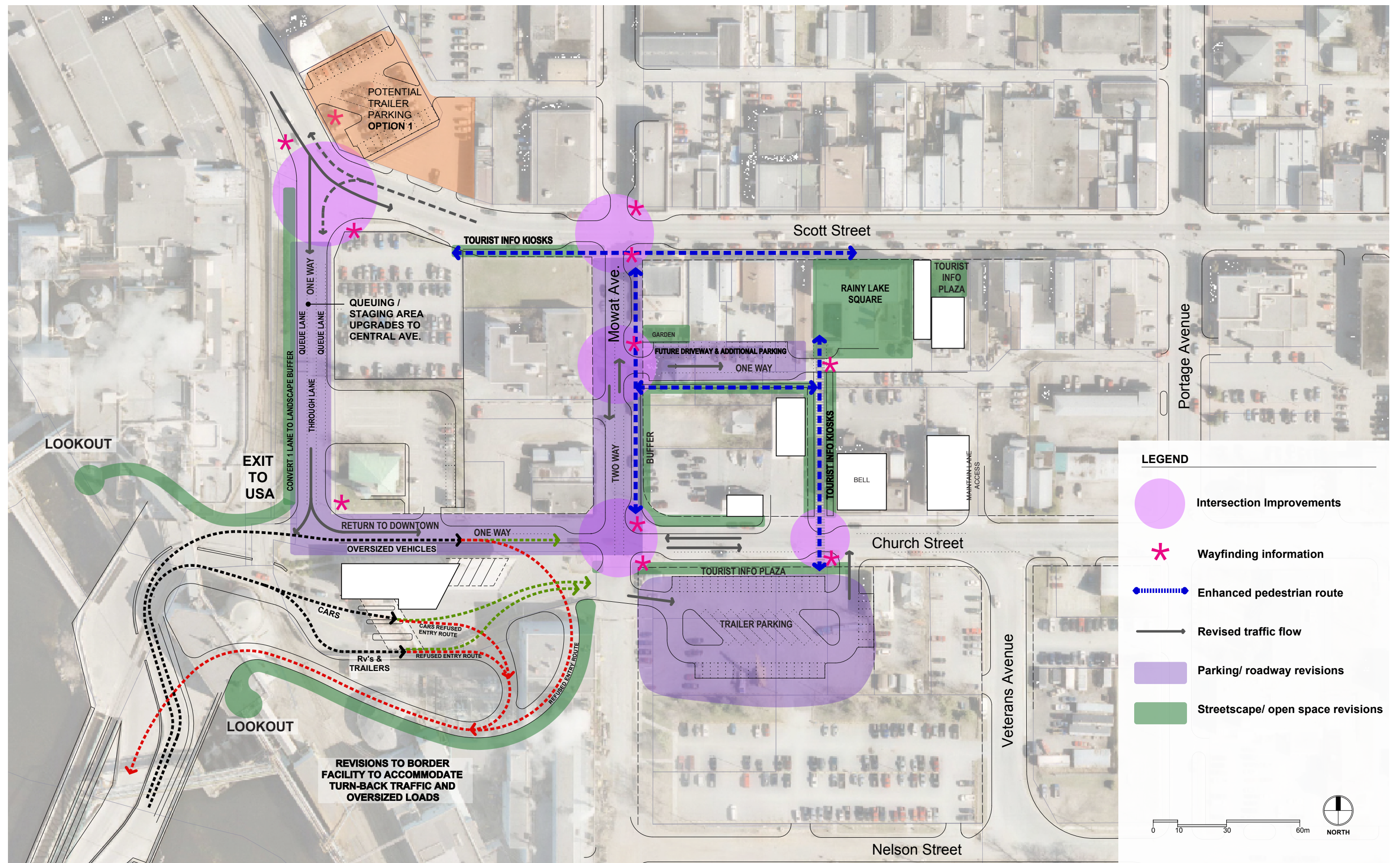
## **4.7 Final Gateway Concept**

Following stakeholder analysis and consideration of public feedback, the preliminary concept was revised to a Final Gateway Concept. Elements emerging from the analysis, public feedback and some follow up conversations with stakeholders like RiversEdge and CBSA are summarized on this drawing.

## **4.8 Development Vision**

A redeveloped Gateway to Fort Frances will provide an enhanced entry and exit experience for visitors arriving from, or returning to, the United States through the international border crossing, with improved vehicular circulation and wayfinding; reduced congestion; and increased visitor traffic to local businesses and attractions, through attractive and intuitive pedestrian connections.





*Figure 15. Final Gateway Concept*



Recommendations include:

- Addition of ‘refused entry’ routes for vehicles turned back at the border.
- Accommodation of oversized loads.
- Two lookout areas on the water’s edge, maintained as public reserves.
- Revisions to the size, location and operation of public parking lots along Central and Church. These could involve private sector management and employ a mobile parking app to manage payment.

## **4.9 Addressing Feedback**

Four themes emerged from the webinar questions and survey comments, which have shaped the project team’s approach to planning for a reimagined Gateway to Fort Frances.

### **4.9.1 Traffic and Circulation Pattern**

Respondents noted concern about proposed one-way streets and overall flow of traffic. Top concerns were heavy truck traffic, traffic at the US border, confusion about one-way streets, recreational vehicle traffic, circulation and parking.

The Final Gateway Concept reduces the extent of the proposed one-way sections to only Central Avenue south and the west-most block of Church Street, to create orderly exiting and entry flow to the border, while maintaining two-way traffic through the town’s commercial strips to ensure ease of access from all directions. To accommodate two-way movement on Mowat, the proposed parking on the west side of the street was removed. The streetscaping, wayfinding and buffers around the Enbridge Gas facility all remain. Enhanced parking options help to ensure tourists and recreational vehicles can easily find stalls in convenient proximity to their destinations, which should encourage some travellers to linger longer

Another response to concerns raised by stakeholders and public is to phase these changes to allow businesses ample time to adjust to the new circulation pattern. During the transition, new promotional wayfinding signage can be installed to help residents and visitors connect with businesses. The first priorities will be those improvements that offer better amenities and connections to the heart of Downtown with minimal disruption, such as the new pedestrian



*Streetscaping and Gateway Features*

promenade to Rainy Lake Square and the pull-through parking lot on Church Street east of Mowat. See Figure 15 on page 33. Refer to the Chapter 6: Implementation Plan for more detail.

## 4.9.2 Tourist Information

Survey respondents noted concerns about the proposed change to the location of tourist information. Many comments suggested moving the tourist information away from the border may create confusion and more difficulty in accessing tourism services.

The Final Gateway Concept has kept a tourist information kiosk in the vicinity of the border and adjacent to parking with a plaza and walk that links to Rainy Lake Square, encouraging pedestrian traffic toward the businesses along Scott Street.

Tourist information can take many forms, and it is envisioned that static information panels, bulletin boards, and perhaps digital events marquees could be some of the tools to help orient and inform people of all that Fort Frances has to offer. These tools can help address the challenges of seasonality and staffing.

### **4.9.3 Tourist Attractions**

Respondents noted concerns that there were not adequate tourist attractions or amenities to entice visitors to stay. Family attractions such as a water park was a top request for increasing visitors.

The developments at the Shevlin site introduce an outdoor adventure attraction, as well as a brew pub/ tavern and improved amenities at the waterfront. The tourist info plaza and kiosks at the Gateway to Fort Frances provide a marketing opportunity for these attractions.

At the Gateway itself, the proposed microbrewery on Central Avenue, as well as the addition of a pair of interpretive lookouts to the rapids and sturgeon spawning area at Dawson Canal offer new reasons for visitors to explore the neighbourhood.

Streetscape elements and wayfinding improvements throughout the Gateway area will increase the attractiveness of the zone, and further encourage visitors to park and wander through Downtown.

### **4.9.4 Finances**

Some respondents expressed concern over the financial aspects of the design. Many comments mentioned concern for how COVID-19 will affect the tourism industry and in turn how development and improvements will be financed. Refer to Section 4.10 for discussion on the impact of the pandemic and the role these redevelopment projects can play in the recovery.

## **4.10 Financial**

### **4.10.1 Disruption to the Tourist Industry**

The devastating economic impact of the 2020 COVID-19 pandemic cannot be overstated, and these redevelopment projects represent only a small part of the many initiatives communities will need to undertake as they move toward recovery. It is anticipated that Provincial and Federal programs will be created to help restart the tourism industry, and the Federal government has already pledged additional

support for infrastructure projects that support economic development. Communities such as Kenora have demonstrated how similar investments can spur significant returns. Fort Frances does not have the same cottage culture as Kenora, but given the high volume of travellers that pass through, even a small increases in tourism can impact the economy.

## 4.10.2 Phasing Strategy and Development Budget

### 4.10.2.1 Gateway Build-Out

The gateway project lends itself to a phased implementation, both to suit available funds, and to allow for residents, commercial operations and visitors to adjust to the changes.

The first phase should focus on improved access to Rainy Lake Square and the commercial core (see Figure 16). This would include the new parking lot south of Church Street, and the new pedestrian promenade linking northward to the Square complete with improved wayfinding and streetscaping built around the 'Boundless' brand. These are relatively low cost measures that will be highly visible and provide immediate benefit to visitors. During this phase as well, the Town can launch an information campaign

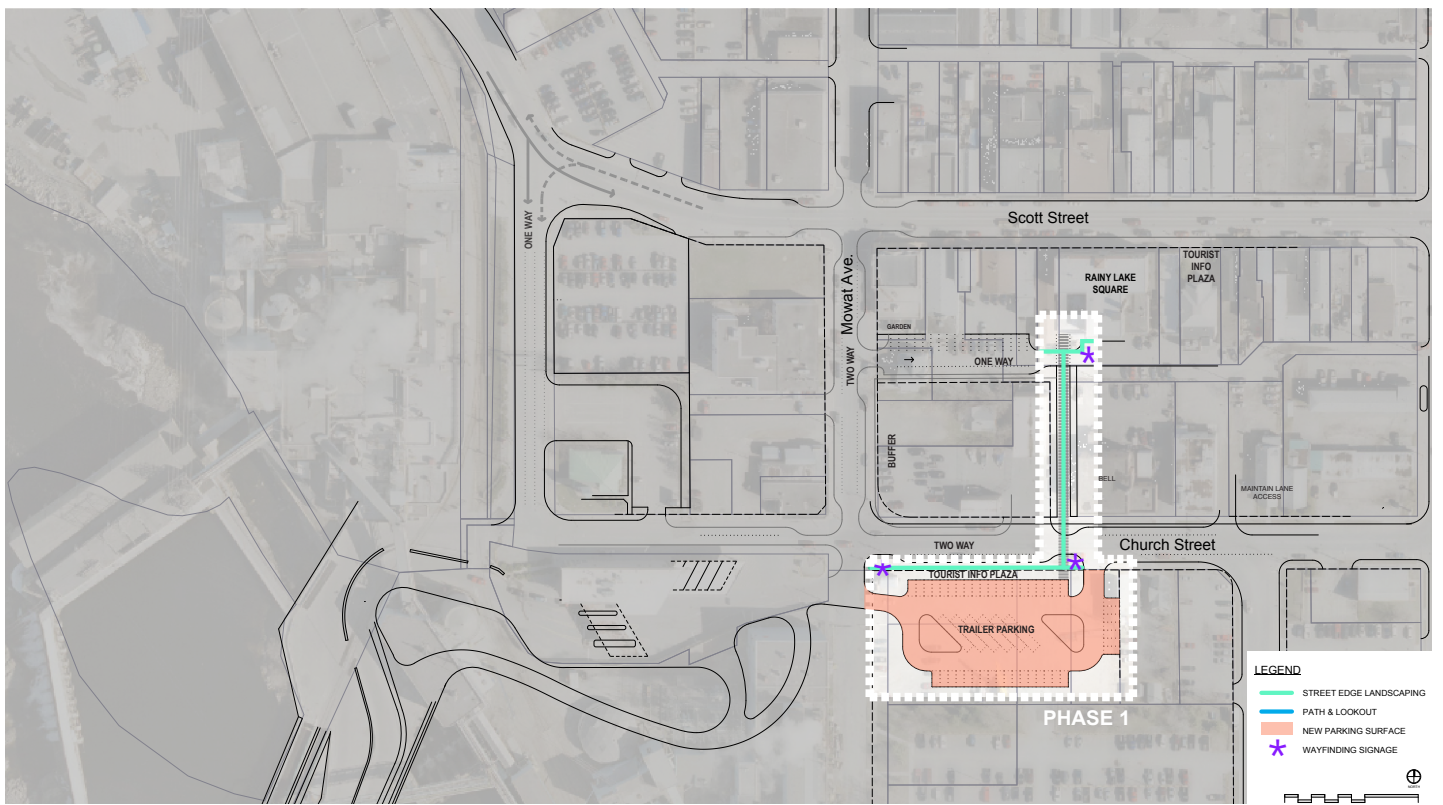


Figure 16. Gateway to Fort Frances: Phase 1 Build-Out



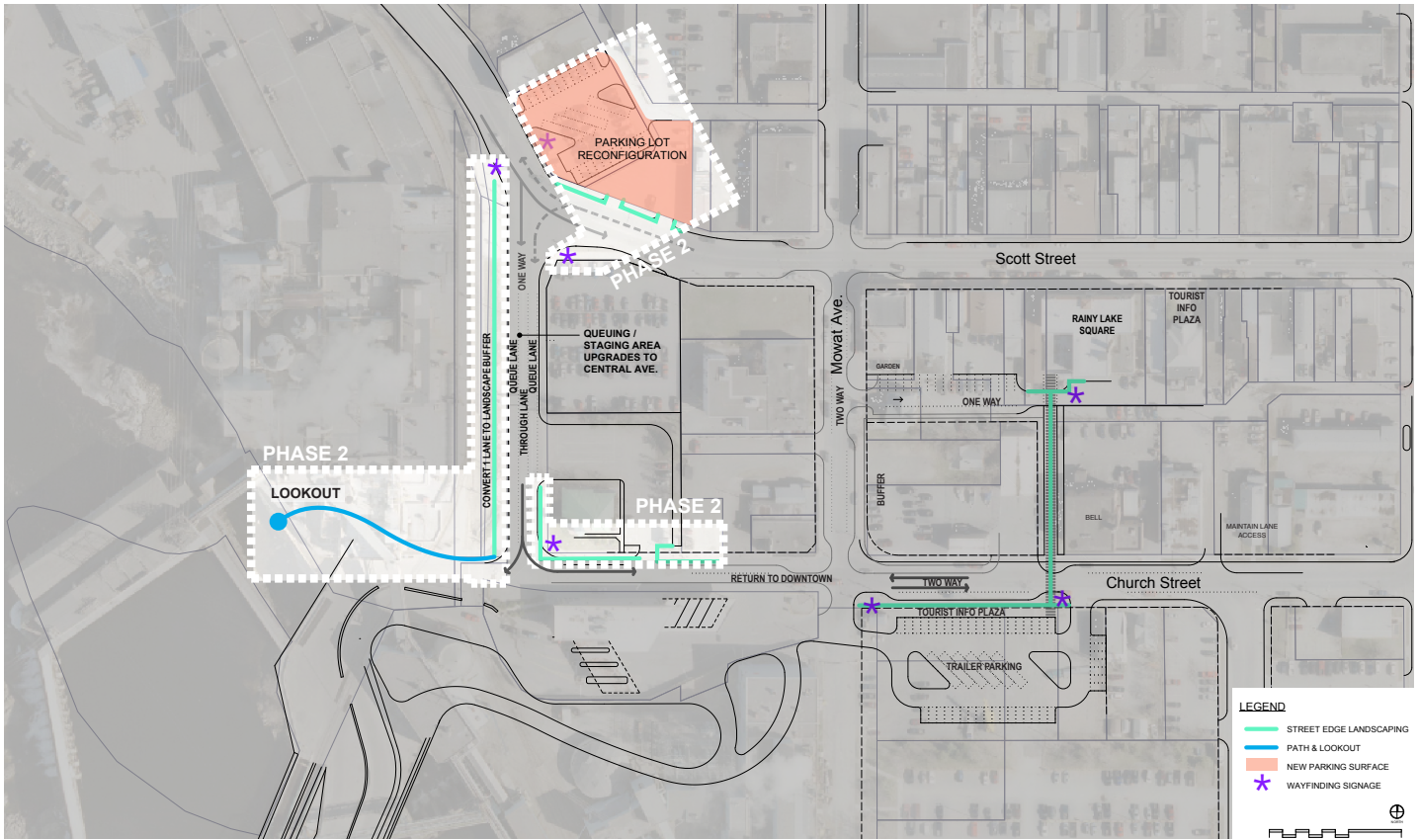
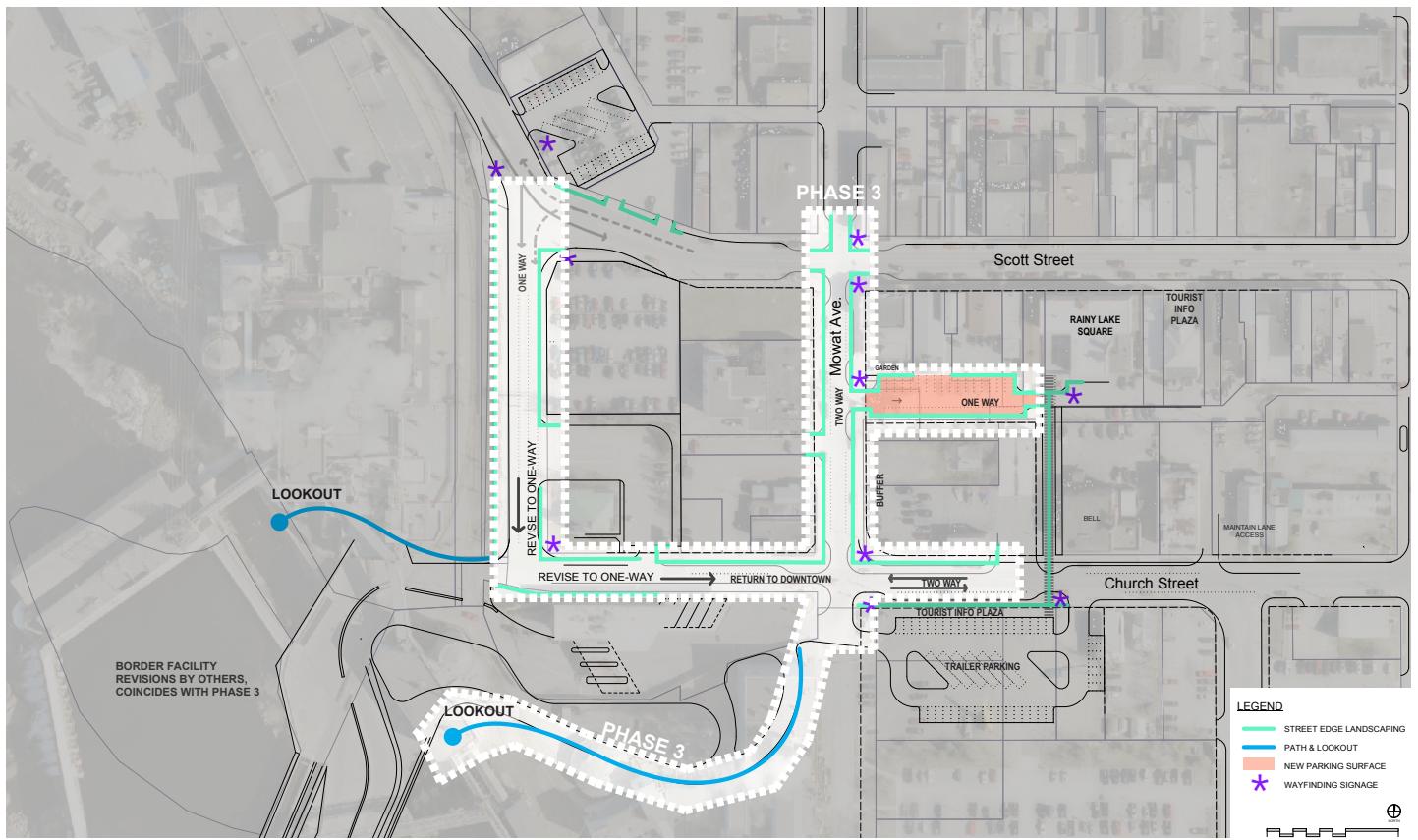


Figure 17. Gateway to Fort Frances: Phase 2 Build-Out

about future phases, to allow businesses and patrons to begin adjusting their patterns of use and expectations in advance of changes in the traffic flow.

The proposed second phase (Figure 17) will include a new path and overlook at the locks, screening of the former mill property along Central Avenue, and new public parking lots at the intersection of Scott and Central and Church and Central if that property can be acquired by the Town. Sidewalks, streetscapes, and wayfinding would be improved adjacent to all of these project areas.

The third phase (Figure 18) involves revising the flow on Central and Church, modifying the curb lines on Mowat, a new public parking lot and access road leading to Rainy Lake Square, and a new path and lookout south of the bridge. As in all phases, streetscaping and wayfinding improvements will accompany the works.



The pace of these phases can be flexible – the Town can assess the success and accelerate, decelerate or otherwise adjust subsequent work as it deems necessary.

#### 4.10.2.2 Capital Costs

The following estimates are offered for budgeting purposes, based on pre-pandemic costs for similar work in this region. The full effect of the pandemic's disruption on labour and materials market will not be known for some time. Note that HST and any required service upgrades or property acquisition, are not included in these development budget estimates.

Item	Description	QTY.	UNITS	COST	EXT.
<b>PHASE 1</b>					
<b>1.0 SITE PREP</b>					
1.1	Demolition, grading, electrical servicing	1	Allow	\$20,000.00	\$20,000.00
<b>2.0 HARDSCAPE</b>					
	Trees in soil cells, 3m wide sidewalk, curbs, gutters,				
2.1	paving	190	Lm.	\$1,000.00	\$190,000.00
2.2	Parking lot asphalt and curbs	3,000	sq.m.	\$90.00	\$270,000.00
<b>3.0 WAYFINDING</b>					
3.1	Pedestrian level signage	3	allow	\$10,000.00	\$30,000.00
<b>4.0 LIGHTING</b>					
4.1	Parking lot area lighting	2	each	\$15,000.00	\$30,000.00
4.2	Pedestrian level lighting	8	each	\$8,000.00	\$64,000.00
				Subtotal Phase 1	\$604,000.00
				20% Contingency	\$120,800.00
				<b>Total</b>	<b>\$724,800.00</b>
<b>PHASE 2</b>					
<b>1.0 SITE PREP</b>					
1.1	Demolition, grading, electrical servicing	1	allow	\$30,000.00	\$30,000.00
<b>2.0 HARDSCAPE</b>					
	Trees in soil cells, 3m wide sidewalk, curbs, gutters,				
2.1	paving	390	Lm.	\$1,000.00	\$390,000.00
2.1	Overlook	1	allow	\$100,000.00	\$100,000.00
2.2	Parking lot paving and curb upgrades	1	allow	\$50,000.00	\$50,000.00
<b>3.0 WAYFINDING</b>					
3.1	Pedestrian level signage	4	allow	\$10,000.00	\$40,000.00
<b>4.0 LIGHTING</b>					
4.1	Pedestrian level lighting	10	each	\$8,000.00	\$80,000.00
				Subtotal Phase 2	\$690,000.00
				20% Contingency	\$138,000.00
				<b>Total</b>	<b>\$828,000.00</b>
<b>PHASE 3</b>					
<b>1.0 SITE PREP</b>					
1.1	Demolition, grading, electrical servicing	1	Allow	\$30,000.00	\$30,000.00
<b>2.0 HARDSCAPE</b>					
	Trees in soil cells, 3m wide sidewalk, curbs, gutters,				
2.1	paving	850	Lm.	\$1,000.00	\$850,000.00
2.1	Overlook	1	allow	\$100,000.00	\$100,000.00
2.2	Parking lot paving and curb upgrades	890	sq.m.	\$90.00	\$80,100.00
<b>3.0 WAYFINDING</b>					
3.1	Pedestrian level signage	4	Allow	\$10,000.00	\$40,000.00
3.2	Streetscape arches or similar feature	4	Allow	\$20,000.00	\$80,000.00
3.3	Welcome sign	3	Allow	\$75,000.00	\$225,000.00
<b>4.0 LIGHTING</b>					
4.1	Includes: Pedestrian level lighting	15	Allow	\$8,000.00	\$120,000.00
				Subtotal Phase 3	\$1,525,100.00
				20% Contingency	\$305,020.00
				<b>Total</b>	<b>\$1,830,120.00</b>

*Table 3. Gateway to Fort Frances: Phased Development Budget*



The Shevlin site is a 9.2 hectare (22.7 acre) lot located in the east end of Fort Frances on Scott Street, adjacent to the Sorting Gap Marina on the community's waterfront. The site served as the former Resolute Pulp and Paper Mill's wood storage area, which at the time of this study, has been vacant for several years.

## **5.1 Goals and Requirements for Shevlin Site**

Improvements at the Shevlin site must:

- Provide development opportunities that serve both locals and visitors;
- Achieve a balance of residential, commercial and recreation spaces; and
- Enhance the waterfront with exciting and attractive new features.

## **5.2 Site Conditions**

### **5.2.1 General Site Conditions**

The site is bounded by Scott Street to the north, the back lane of Minnie Avenue to the east, and Front Street and the Sorting Gap Marina to the south. Church and Nelson Streets terminate at its west boundary. With several streets and lanes bordering or ending at the site, there are many potential site access points in all directions. Drainage on the site currently runs from north to the centre of the site, and is then piped to the river.



Most of the adjacent land use is residential, primarily single-family detached units. The site has excellent proximity to the arena and library and is only five blocks from the Downtown core.

An existing access road enters the site from Front Street and exits back onto Front Street at the east and west edges of the site. A weigh scale sits along this road, and the south edge serves as overflow parking for the marina. The Province of Ontario owns the weigh scale and is responsible for its removal.

The site's proximity to the marina and its heritage attractions, the LaVerendrye parkway, the arena complex and downtown add significantly to its value for redevelopment. Any building over two storeys will also have excellent views to both Rainy River and Rainy Lake.

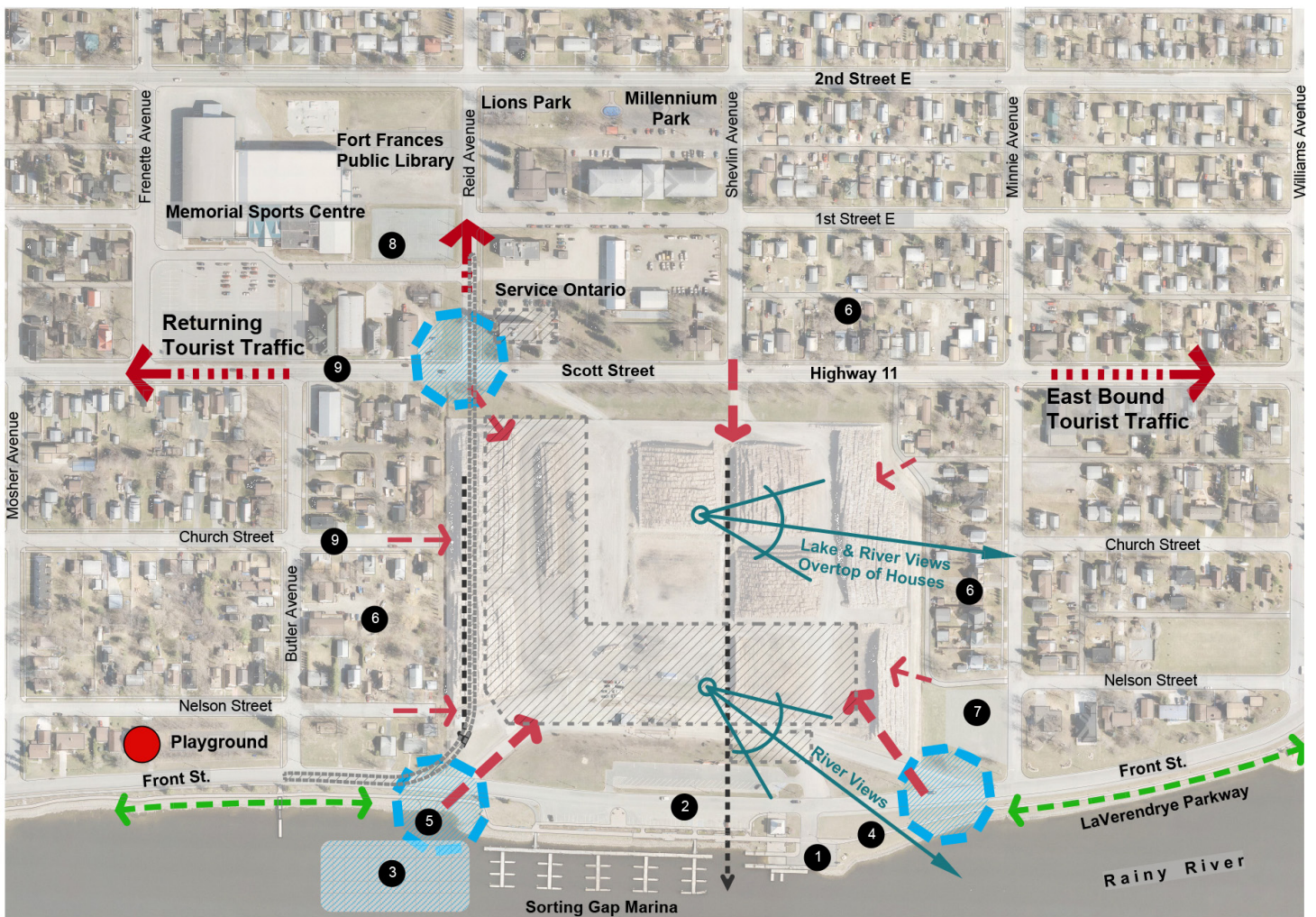
See Figure 19 for detailed site analysis.

## 5.2.2 Environmental Site Assessment




Environmental Site Assessments (ESA) were previously conducted on the Shevlin site. However, there is a need to update these studies. It is the intent of the Town of Fort Frances to complete these studies and any required remediations prior to making the site available for development.



*Photo credit: Jacob Boomsma*



#### LEGEND

-  **Key Wayfinding Decision Points**
  -  **Potential Site Access Points**
  -  **Pedestrian Link**
  -  **Drainage**
  -  **Areas of Potential Contaminating Activities**
  -  **View**
- 1** Sorting Gap Boat Launch
  - 2** Marina Parking / Festival Site
  - 3** Marina Expansion Area
  - 4** Lookout Tower
  - 5** Hallet Tugboat Display
  - 6** Residential Neighbourhood
  - 7** New Condo Development
  - 8** Arena & Library Complex
  - 9** Church St & Scott St Link to Gateway

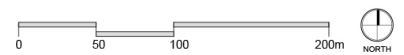


Figure 19. Shevlin Wood Yard Site Analysis



## 5.3 Stakeholder and Public Feedback

In the first round of public engagement, an online survey was conducted in March 2020. The public was asked to provide feedback on what a redeveloped Shevlin site should include.

The main findings from this survey data indicate:

- Interest in a **balance of amenities** as a community space for local residents to enjoy, and a draw for tourists;
- Strong interest in amenities that appeal to **young families** and youth to **attract and retain** them in the community with concerns that development focus may be geared too much towards older adults and seniors;
- Desire to celebrate the waterfront – many noted it is an **underutilized asset**; Interest in developing good event space that can **offer even more recreation and entertainment**;
- Concerns about **equity and access to the waterfront** both for living and recreation – this should be a place for people of all incomes and ages;
- Many see the opportunity for **increased housing not easily available elsewhere** – mix of affordable rental, starter homes, seniors and assisted living;
- Those who do not support housing are divided in favour of tourist related development or want the site to be a community space;
- **Need for cycling pathways** connecting the waterfront to the heart of town; and
- Some **sense of urgency** – moving on from the mill closure, short-term prospects of the mine – the time is now for creating a new and strong local economy which includes a tourism component.

## 5.4 Opportunities

It is rare for such a favourably sized and situated brownfield site to become available for development in an established community. Incorporating the former wood yard site into the Town's fabric presents many opportunities to fill market gaps, enhance established transportation networks, contribute to the tax base, and develop new and exciting attractions for tourist and residents alike.

Providing **housing for mixed ages and demographics** of appropriate densities and heights will increase the activity in the area and contribute to surveillance and safety. Incorporating public amenities, parks, and facilities go hand in hand with this. Developing **new attractions and services** can help to boost this tourism sector and benefit from the proximity to the waterfront, arena complex, Downtown and the Gateway to Fort Frances.

Adjacency to the Sorting Gap Marina, LaVerendrye Parkway, the Hallet and the Lookout Tower opens up opportunities for adaptation of the open space within the site for **festivals and events**. Linking new park space to the existing riverfront parkway builds upon the open space network of the Town and allows for new **active transportation and recreational trails** to create links to key sites and existing routes. It also allows a **restriction of truck traffic** to select routes, which will be determined as development moves forward.

Finally, with the addition of waterfront amenities, **expansion of the existing marina** and enhancement of the associated facilities will further strengthen the vibrancy of the area. **Incorporating green infrastructure** elements such as bioswales, grass paving and shade trees can also help to mitigate stormwater runoff and heat island effect, which will have a positive effect on the natural environment, as well as human comfort.

## 5.5 Constraints

One of the challenges to the viability of development at the Shevlin site, as noted in the market analysis, is that Fort Frances is a **slow growth community**. As a **resource-based economy currently in transition**, bringing in tourist dollars through attractive new destinations is key to success, and will rely heavily on robust marketing as well as the wayfinding and tourist information improvements proposed for the Gateway to Fort Frances.

Another big constraint on site development are the existing conditions of the Shevlin site. Some minor environmental remediation and the **lack of existing services** on the site require significant upfront costs prior to any return on investment through tax revenue.

## 5.6 Analysis of Preliminary Redevelopment Scenarios

### 5.6.1 Development Option 1

#### 5.6.1.1 Description

Option 1 swings Front Street diagonally through the site to meet Scott Street, creating three large development parcels, and room to expand the marina operations to an even larger regional attraction.

The south development parcel houses a large commercial zone that includes the Sorting Gap Marina, a conference centre/hotel with brew pub/ tavern and patio, another condominium/hotel, and expanded parking for these new facilities and the marina/waterfront. The northeast parcel is set up for street-fronting two-storey garden apartments and townhomes with centralized surface parking in the rear, and a three- to four-storey apartment complex (rental, condominium and life-lease). The west parcel has an arc of single family townhome lots fronting onto a new road that links Church and Nelson Streets.

Features of Option 1 include:

#### **Marina enhancements:**

- More pull-through trailer parking, including overflow lawns;
- Relocation of historic Owandem vessel next to the Hallet;
- An interpretive commercial 'showroom' display of marina-related items;
- Additional slips for larger boats;

#### **Commercial opportunities:**

- Brew pub/ distillery;
- Conference centre;
- Conference hotel;
- Waterfront commercial sites.





#### MARINA

- 1 Existing road and parking (temp. event tent)
- 2 New pull through truck & trailer (±30 stalls)
- 3 Marina displays
- 4 Expand marina - larger slips
- 5 Overflow parking

#### COMMERCIAL

- 5 Brew pub with patio
- 6 Conference facilities with patio
- 7 60 room conference hotel
- 8 Parking
- 9 Condo / AirBnB hotel

#### RESIDENTIAL

- 10 Townhomes (compatible with single family dwellings)
- 11 Garden apartments (±32 units - 2 storey)
- 12 Apartment building (4 storey)
- 13 Apartments (3 storey)
- 14 Future 2 storey garden apartments/ townhomes

#### OPEN SPACE

- 15 Linear park trail, trees, and stormwater bioswale
- 16 Crosswalk to Rec Centre
- 17 Community park space: playground, spraypark, garden

Figure 20. Shevlin Site - Development Option 1



### **Residential development:**

- Townhomes and apartments, split between rental, condo, and life lease tenures.
- Parks and Open Space: Continuous public green space corridors along the roadways and through the centre of the site, connecting the bordering neighbourhoods, and this new neighbourhood, to the waterfront;
- Wide active transportation and recreation trails traversing the site in multiple directions and through a community park space; Connections to adjacent amenities such as the recreation centre complex.

#### **5.6.1.2 Analysis**

Feedback from both stakeholders and the public showed that there was a gradient of support for the various design features in this option. Overall, Option 1 had less support than Option 2 across all design features.

### **5.6.2 Development Option 2**

#### **5.6.2.1 Description**

Front Street is shifted north to the existing truck weigh scale driveway, allowing more direct flow of traffic along the waterfront. This option proposes consolidating a large shared public green space on the west side, allowing small underutilized park spaces outside the Shevlin property to be developed for housing. This trade-off allowed for the prevalence of large recreation spaces within the site to remain economically viable.

This again separated the site into three large parcels that present opportunities for different development characters. The south parcel allows for expanded marina parking and a riverfront attraction like a brew pub, tavern or distillery across from the existing marina kiosk. The north parcel is similar to Option 1, supporting various scales and density of housing facing Scott Street. The west parcel offers commercial opportunities such as fronting onto the marina, and provides for a large contiguous recreation space that might contain sports fields, playgrounds or a spray park.





#### MARINA

- 1 Existing road and parking (temp. event tent)
- 2 New pull through truck & trailer (±30 stalls)
- 3 Marina displays
- 4 Expand marina - larger slips
- 5 Overflow parking

#### COMMERCIAL

- 5 Brew pub with patio
- 6 Conference facilities with patio
- 7 60 room conference hotel
- 8 Parking

#### RESIDENTIAL

- 9 Townhomes (compatible with single family dwellings)
- 10 Garden apartments (±32 units - 2 storey)
- 11 Apartment building (4 storey)
- 12 Apartments (3 storey)
- 13 Future 2 storey garden apartments/ townhomes (Garden plots in interim)

#### OPEN SPACE

- 14 Linear park trail, trees, and stormwater bioswale
- 15 Crosswalk to Rec Centre
- 16 Pedestrian/ bicycle linkage to Downtown & Gateway
- 17 Community park space: playground, spraypark
- 18 Community garden plots
- 19 Neighbourhood play field

Figure 21. Shevlin Site - Development Option 2



Features of Option 2 include:

**Marina enhancements**

- Similar to Option 1.

**Commercial opportunities:**

- Commercial sites are split on either side of relocated Front Street.
- Standalone brew pub/ distillery could house the functions of the marina shop;
- Similar to Option 1, includes potential conference centre, conference hotel, and waterfront commercial display sites.

**Residential development:**

- Townhomes and apartments, split between rental, condo, and life lease tenures.

**Parks and Open Space:**

- Similar to Option 1 but with a large public park.

The additional features listed in Option 1 were also applied to this scenario.

### **5.6.2.2 Analysis**

Feedback from both stakeholders and the public indicated stronger support for Option 2 for the quantity and type of greenspace and recreation. Option 2 also had slightly stronger support for the quantity and type of tourist attractions and housing.

## **5.7 Preferred Development Option: Shevlin Green**

It was clear from the feedback received that there were elements from each of the two options that garnered favour from the community and others that were less desirable. For example, the road geometry in Option 1 was preferred over that in Option 2, but the greenspace element in Option 2 was favoured over the higher density housing between Church and Nelson Streets.

Taking this feedback into consideration, along with further refining of the character of the spaces, the project team created a hybrid plan for the Shevlin site, which balanced housing, recreation, tourism attractions, integration into the existing community context and supporting economic growth by presenting opportunities to provide a high return on investment.

## **5.8 Development Vision**

The preferred development option, which for the purposes of this report will be called ‘Shevlin Green’, will be an attractive new district within an established community that not only fits with the existing physical massing and character of the surrounding neighbourhoods, but enhances the community by tapping into the established strengths of Fort Frances and attracting suitable and viable developments, both residential and commercial, balanced with generous tracts of open space and easy and safe connections to the surrounding community and the waterfront.

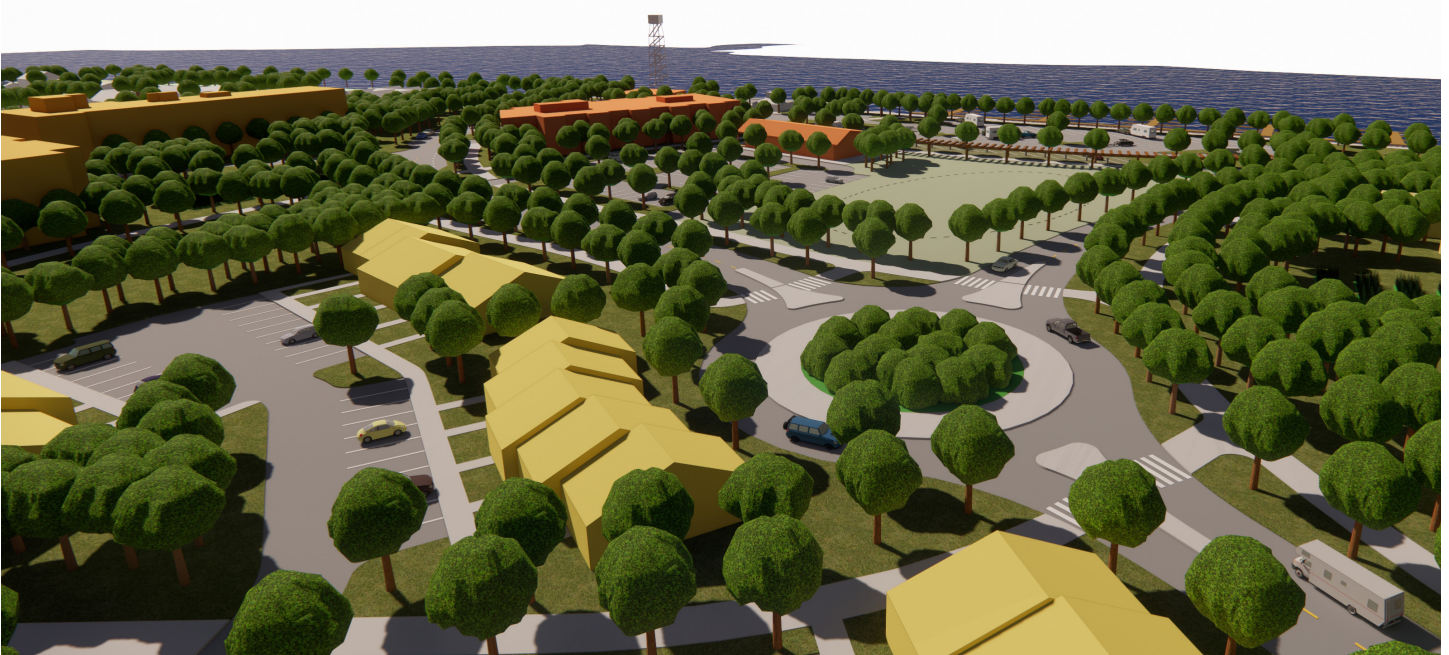
## **5.9 Addressing Feedback**

Four themes emerged from the webinar questions and survey comments. These themes, and detailed feedback from the project steering committee, form the basis for the preferred development approach.

### **5.9.1 Tourist Attractions**

Respondents noted there was a lack of year-round attractions to draw and keep tourists interested in staying.

Respondents supported the addition of a brew pub/ tavern and local restaurants for tourists and residents alike. These types of businesses built along a promenade would work to enhance the waterfront experience.



Some noted a hotel and conference centre were not considered a tourist draw and would create unnecessary competition with existing hotels, but market analysis suggests that there is capacity within the community for additional facilities of this type, especially when complemented by the development of a tourist draw in the district, such as a unique outdoor adventure attraction. More detail on this analysis is provided in section 3.3.3.2.

## 5.9.2 Housing

Survey participants expressed concern over the housing styles in both of the preliminary options, commenting that there was a lack of single-family dwelling options. Participants were also concerned about the affordability of the housing options presented. Some respondents felt that additional housing is not necessary and particularly on this site that should be utilized for greater community and visitor use.

Shevlin Green includes an innovated range of housing types especially aimed at the senior's market. This mix allows for a broad range of markets and the clustering of the housing in the north half of the site keeps a large portion to the south open for commercial and visitor uses.

The housing character should blend well with the adjacent neighbourhoods, while also introducing new and innovative design to diversify Fort Frances's building stock.

### 5.9.3 Traffic

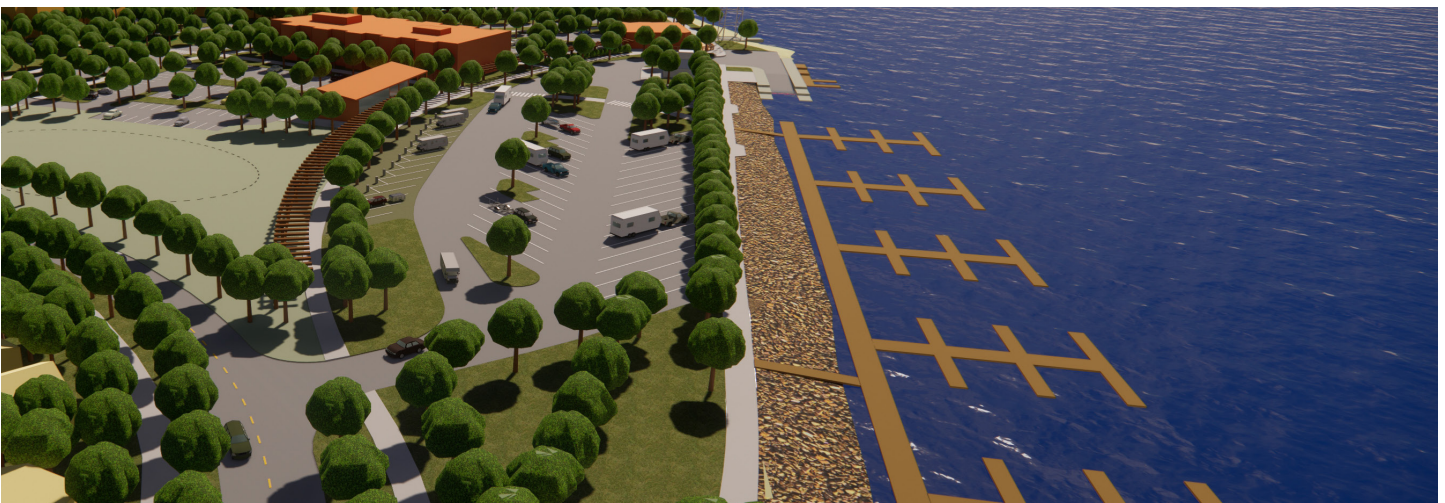
Concerns were expressed about the routing and re-routing of heavy commercial truck traffic and the roundabout shown in Development Option 2. The Shevlin Green plan has adjusted the roundabout location and size, and adjusted the road geometries to accommodate truck turning requirements.

Additionally there was concern about the ease of recreational truck and boat trailer traffic and parking, especially during special events. The Preferred Option allows for pull-through truck and trailer parking and circulation with generous drive aisles and connection to the existing boat launch.

The new wide arterial roads allow for the inclusion of multi-use trails to accommodate pedestrians and cyclists throughout the area, connecting to existing routes beyond the development.

### 5.9.4 Greenspace

Many participants expressed a strong desire for a dog park for both Development Options 1 and 2. Participants voiced that they preferred the amount of greenspace present in Option 2 over Option 1.





Shevlin Green incorporates a large neighbourhood greenspace between housing developments that acts as a green spine connecting to the waterfront. Active transportation and recreational trail routes criss-cross the site, allowing pedestrians and cyclists to move easily through the open spaces. Specific recommendations for recreational amenities are beyond the scope of this study, so the suitability for improvements like splash pads, playgrounds, off-leash parks and other recommended improvements will need to be verified through a separate study, but the green spaces have been sized to accommodate a range of recreational features.

The large shared green spaces adjacent to the apartment complex allows for sustainable community collaboration through shared gardens.

## **5.10 Physical Layout, Servicing and Massing**

### **5.10.1 Road Network**

The plan for Shevlin Green redirects Front Street northward with the existing alignment of the street becoming the drive aisle in the marina parking lot. This new redirected Front Street connects to Scott Street through a roundabout. The east leg of Front Street then connects back to the existing Front Street alignment near the Lookout Tower. All of the new roads feature wide, treed boulevards with 3 metre wide multi-use pathways.

Connecting Front Street to Scott Street offers many benefits – channelling traffic downtown, accommodating internal circulation/ access within the Shevlin site, creating manageable sized parcels that can serve different sectors, and consolidating a large parcel with uninterrupted access to the waterfront.

Driveways and parking lots are accessed off the reconfigured Front Street and Scott Street. Underground parking for the multi-storey apartment buildings are also accessed off Scott Street. An internal road through the northwest residential development will allow for emergency access, while also providing multiple points of entry and egress for residents. Some of these internal roads may require shared use agreements between various developers. A section of the west leg of Front Street also accommodates street parking.



## 5.10.2 Development Parcels and Uses

As shown in Figure 22, Shevlin Green comprises approximately 17.85 acres of developable land, of which 31% is to be zoned commercial, either general or tourist (approx. 5.5 acres), 54% is to be zoned residential (approx. 9.6 acres), and 15% is designated as open space (approx. 2.75 acres)

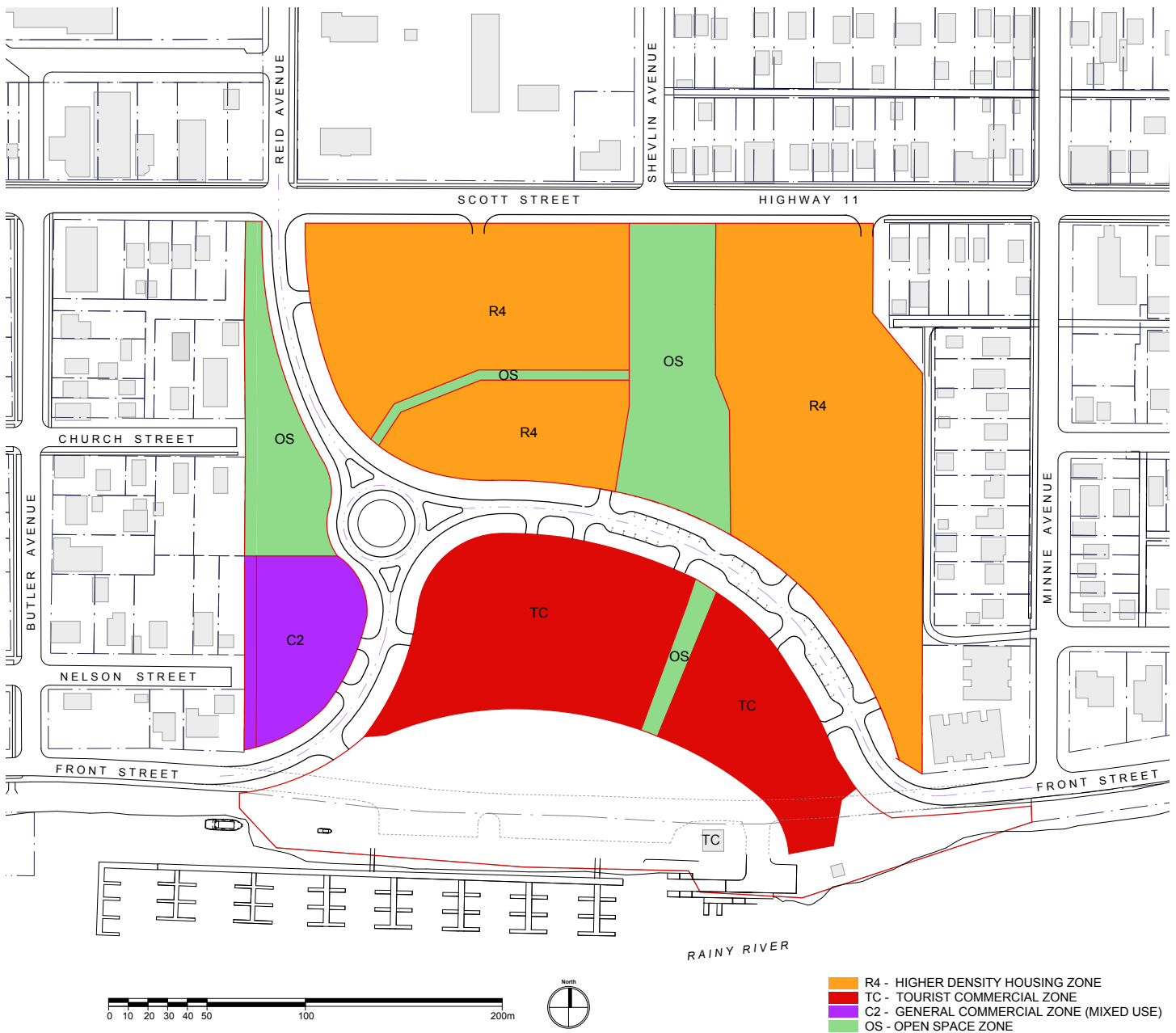


Figure 22. Shevlin Green: Representative Plan

The northern half of the site consists of residential parcels (zoned as R4 - Higher Density Housing Zone), which allow for a mix of density, lots to accommodate parking, and space for expansion to increase density if the market allows.

The lots to the southwest of the site along the arced portion of the realigned Front Street are zoned C2 - General Commercial Zone, allowing for mixed use with commercial spaces at the ground floor level and residential on the second and third levels.

The southern block of tourist commercial (TC) along the existing marina parcel, consists of two lots, bisected by a narrow open space lot (OS), creating the connection from the recreation complex to the north to the marina in the south.

Another open space lot to the northwest runs alongside a drainage swale separating Shevlin Green from Church and Nelson Streets. This lot serves as both recreational space as part of the overall greenspace network, but also affords the opportunity for stormwater management through the use of a retention pond.

Figure 23 shows how these broader zones can be divided into development lots. North of the re-routed Front Street, Lots 1 through 5 make up the residential zone, bisected by a large park space (P2). The commercially zoned parcels on the southeast corner of the site form Lots 6 and 7, both of which have access off Front Street. And finally, the tourist commercial zone south of the road is divided into two pairs of lots (Lots 8 through 11), all with access off Front Street. A vision of how these lots could be built out is shown in Figure 24.

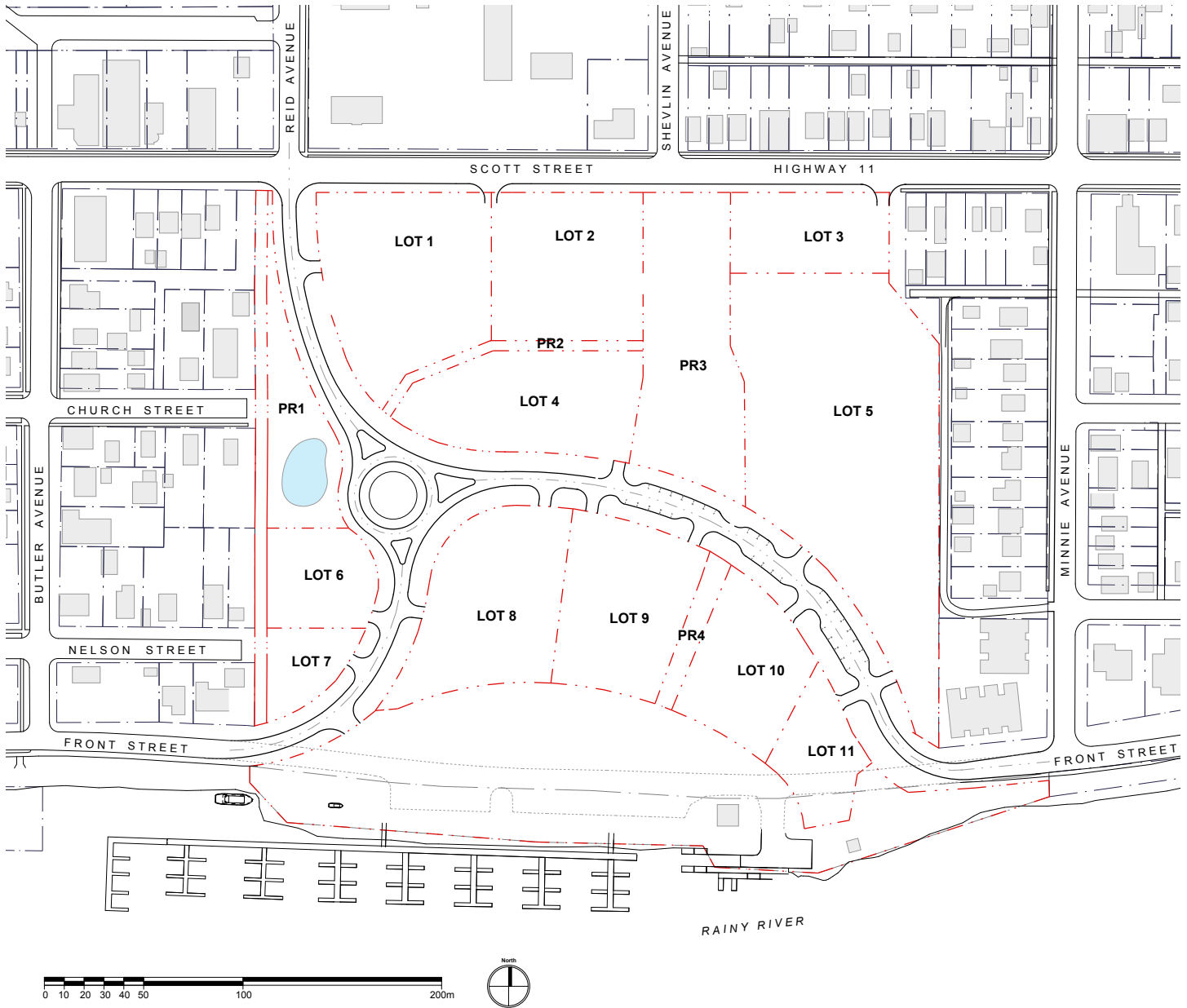


Figure 23. Shevlin Green: Proposed Development Lots

### 5.10.3 Site Servicing

A comprehensive municipal servicing plan complete with Class 'C' construction costing was developed by Saulteaux Consulting & Engineering as part of this study. The full report can be found in Appendix 1.

## 5.10.4 Building Stock

Proposed residential buildings will range in size from one- to two-storey townhomes and garden apartments, to three- to four-storey apartment blocks.

Mixed use buildings in Lots 6 and 7 will range from two to three storeys, with commercial on the main floor and apartments above. In all cases heights will be lower closer to the waterfront to protect viewsheds.

Commercial buildings range in size from one to three storeys. These include:

- Hotel: 3-storey (60 unit)
- Standalone pavilion/ conference space: high single storey with lots of windows to maximize connection to the waterfront;
- Brew pub/ tavern: single storey with expansive riverside patio space;
- Outdoor Adventure Attraction: may contain smaller structures, two-storey maximum, situated along the promenade.

Conference and conventions can help fill the tourism gap in the mid-winter, especially on weekdays. Developing a pavilion building as a standalone structure will provide better benefit than if it were embedded in the conference facility, and this building has the opportunity to be a contemporary architectural showstopper that skillfully references the vernacular of the region (e.g. Russell Hall at Sunny Cove Camp). This facility can also complement special events in the *ad hoc* outdoor festival space in the adjacent marina parking lot.

## 5.10.5 Special Features

### 5.10.5.1 Outdoor Adventure Attraction

Parcel C4 allows for a unique tourism opportunity – through a call for an Expression of Interest from private enterprises – that incorporates key outdoor activities of the Rainy River region. This attraction should appeal to hunting and angling tourists heading to, or returning from wilderness destinations, as well as local residents and residents of communities throughout Northwest Ontario.





#### MARINA

- 1 Existing Road and Parking
- 2 Temporary Event Tent
- 3 New Pull Through Truck & Trailer (+32 stalls)
- 4 Marina Displays
- 5 Expanded Marina - larger slips
- 6 RV Parking
- 7 Overflow Parking (grass-paved)

#### COMMERCIAL

- 8 Brew Pub / Tavern/ Distillery with Patio
- 9 Hotel
- 10 Multifunction Pavilion
- 11 Future Marina Commercial Redevelopment Site
- 12 Mixed Use - Commercial Main Floor

#### RESIDENTIAL

- 13 Apartment Buildings (34 to 46 units - 4 storey)
- 14 Apartment Site Amenities
- 15 Future Garden Apartments/ Townhomes (2 storey)
- 16 Townhomes (1 to 1.5 storey)
- 17 Duplex/ Four-plex/ Eight-plex Housing
- 18 Mixed Use - Residential (upper storeys)

#### OPEN SPACE

- 18 Park Space w/ Trail, Trees, and Stormwater Bioswale/ Retention Pond
- 19 Community Park Space
- 20 Crosswalk to Rec Complex
- 21 Pedestrian/ Bicycle Linkage to Downtown & Gateway
- 22 Adventure Tourism Attraction
- 23 Relocated Community Playground
- 24 Shaded Promenade

Figure 24. Shevlin Green - Preferred Development Option



Examples of activities appropriate to this feature attraction include:

- Archery target park;
- ATV/ off-road course;
- Mountain bike jump tracks;
- Water park.

### **5.10.5.3 Shared Community Spaces**

Large open spaces within the private residential parcels allow for shared community spaces, such as individual garden plots, shared kitchen/vegetable gardens, and small gathering spaces with shade, seating and planting.

Within the public open spaces there are opportunities for play spaces such as playgrounds and splash parks.

Parks and internal roads can be named to commemorate important individuals and groups in the community, for example, former mayor Roy Avis who worked to negotiate the acquisition of the Shevlin property from Resolute.

### **5.10.5.4 Marina Promenade**

The commercial developments in the Preferred Option are oriented along an arc, derived from the existing geometry of Front Street. This creates a opportunity to develop a promenade that links the commercial spaces. The addition of a shade structure along this walkway will add to the human comfort and scale of this promenade as well as a way of tying these developments together visually. The promenade will complement and tie into the existing La Verendrye Parkway.

### **5.10.5.5 Marina Display**

The west end of the marina property is envisioned as a place that serves as a multi-function display space, for lease by downtown retailers and outfitters looking for high profile merchandising location. It could also be an outpost of the Fort Frances Museum, displaying artifacts and travelling displays, or a meeting room for events. It would also be an excellent location to dry dock the historic Owandem tugboat as tourist attraction and landmark.



*Photo credit: Annie Spratt*



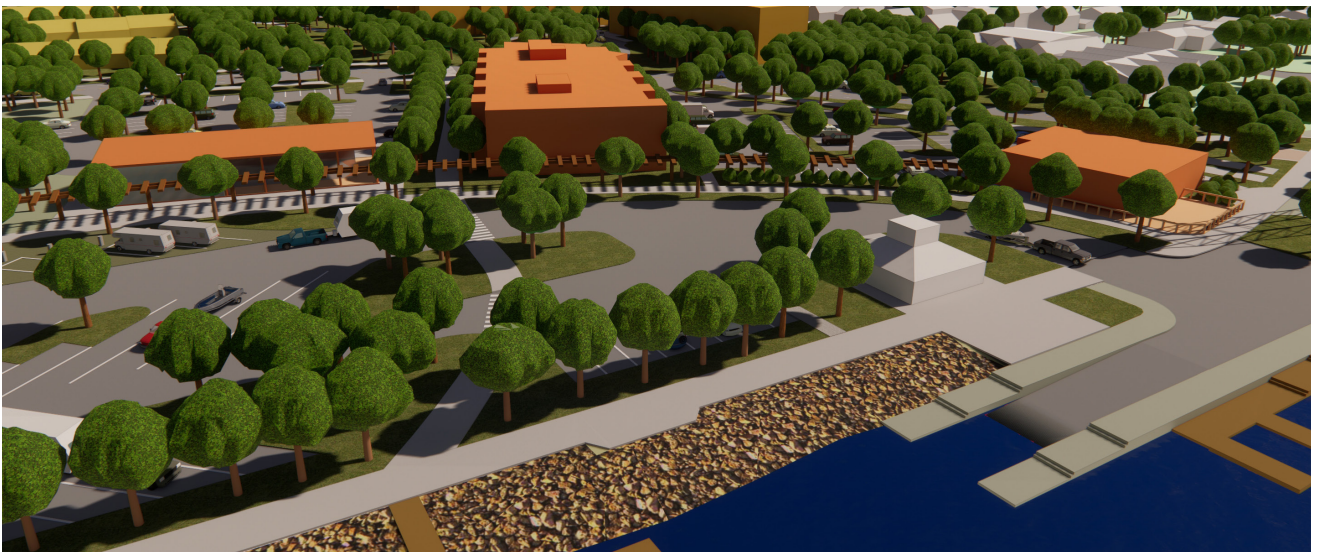
*Photo credit: David Henrichs*



*Photo credit: Tim Umphreys*



*Photo credit: Sergio Souza*





## **5.11 Development Capital Costs and Build-Out Strategy**

### **5.11.1 Construction Costs (Servicing)**

The Class 'C' Construction costs for the Shevlin site municipal servicing are presented in the Municipal Servicing Component report in Appendix 1.

The total Class 'C' estimated cost for the municipal servicing component of the Shevlin Wood Yard Redevelopment concept study is approximately **\$12,600,000**.

### **5.11.2 Land/ Building/ Assessment Value Evaluation**

Based on the community consultation feedback and our market analysis, it is felt that the Shevlin Site should support a mix of residential and commercial uses geared to what we believe is currently not being serviced adequately.

The single and two level bare lot condominium townhouses should be in the 850 square foot range, which would keep the end cost closer to the value of the potential purchaser's current home value. The townhomes should have their own grade level access, eliminating costly interior common areas and giving occupants and experience similar to single family homeownership. The complex should be a mix of one and two bedroom units.

The proposed garden apartment style housing fronting on Scott Street is again recommended for seniors looking for communal living as well single individuals looking for affordable housing. Currently there exists favourable opportunities for construction and permanent financing through the CMHC Affordable Housing Programs. This program should not be confused with "low income" or "rent supported" as the majority of the rents would be geared to market rates and a proportion of the units to a level of 80% of the median market rents. Interest rates



are at a 2% level with amortization periods of up to 40 years. Loan to Values Ratio can also be as high of 95%, offsetting the past problems of securing higher equity thresholds. Notwithstanding that the low interest rates would support new construction costs, care should be taken in the size of the units, the floor plate efficiency and the level of amenities. An alternate to the above could be a life lease project where residents contribute to equity requirement and receive a discount in the monthly rent paid. Refer to glossary of housing terms on page 68.

Table 4 provides an estimate of the recommended building densities, the land values and an estimate of the assessment values with corresponding estimate of the municipal assessment levy.

The land values were derived by what is referred to as a “Unit Value” rather than a per square foot value of the parcel. In general, owner-occupied properties would generate a higher per unit value for the land. In the preliminary Development Option 1, it was estimated that the land value per unit would be \$45,000 for the condominium bungalows and \$15,000 for the rental townhomes. For the midrise, whether rental or life lease, \$12,000 per unit was assumed. A condominium midrise option was not included as it was felt the market would not support the number of units necessary for a building. For the commercial components, a land value of \$5.00/ft<sup>2</sup> was used for the commercial buildings and \$10,000/hotel room was used. It is estimated that the Preferred Option would generate between \$3,101,000 and \$4,829,000 from property sales for new development.

Estimating the municipal assessment rates was somewhat difficult in that the Provincial Assessment Values are reviewed every four years, and in communities with minimal market information, values are somewhat undervalued. To the extent possible, an adjustment factor was applied to the estimated building construction costs in forecasting the assessed value. The estimated annual municipal property levy is estimated to range between \$385,000 and \$528,000. This estimates assume 100% build out without a phasing-in period.

			Building			Land				Building Costs		Municipal Property Tax (2020)	
Parcel	Use	Project	# Units	gross ft2 <sup>2</sup>	foot print	Area (ft2) <sup>1</sup>	Acres	Value <sup>3</sup>	/ft2	Costs	Assessment <sup>5</sup>	Rate	Total
	Commercial												
Lot 11	Brew Pub / Tavern	1 bldg.	2,500	2,500	25,000	0.57	\$125,000	\$5.00	\$625,000	\$312,500	0.03294645	\$10,296	
		1 bldg.	3,500	3,500	35,000	0.80	\$175,000	\$5.00	\$875,000	\$437,500	0.03294645	\$14,414	
Lot 8	Conference - Centre	1 bldg.	3,500	3,500	35,000	0.80	\$175,000	\$5.00	\$875,000	\$350,000	0.03294645	\$11,531	
		1 bldg.	4,000	4,000	40,000	0.92	\$200,000	\$5.00	\$1,000,000	\$400,000	0.03294645	\$13,179	
Lot 10	Conference - Hotel	58 suites-	30,000	10,000	80,000	1.84	\$580,000	\$7.25	\$7,500,000	\$4,500,000	0.03294645	\$148,259	
		80 suites	40,000	10,000	80,000	1.84	\$800,000	\$10.00	\$10,000,000	\$6,000,000	0.03294645	\$197,679	
Lot 7	Mixed Use	1 bldg.	2,500	2,500	25,000	0.57	\$125,000	\$5.00	\$625,000	\$312,500	0.03294645	\$10,296	
		1 bldg.	3,500	3,500	35,000	0.80	\$175,000	\$5.00	\$875,000	\$437,500	0.03294645	\$14,414	
Lot 6	Mixed Use	1 bldg.	2,500	2,500	25,000	0.57	\$125,000	\$5.00	\$625,000	\$312,500	0.03294645	\$10,296	
		1 bldg.	3,500	3,500	35,000	0.80	\$175,000	\$5.00	\$875,000	\$437,500	0.03294645	\$14,414	
	Sub-Total	to	41,000	21,000	190,000	4.36	\$1,130,000	\$5.95	\$10,250,000	\$5,787,500		\$190,678	
			54,500	24,500	225,000	5.17	\$1,525,000	\$6.78	\$13,625,000	\$7,712,500		\$254,099	
	Residential												
Lot 1&4	Townhomes (condo)	15	15,000	15,000	90,000	2.10	\$675,000	\$7.50	\$3,375,000	\$2,700,000	0.01750367	\$47,260	
		20	20,000	20,000	120,000	2.33	\$900,000	\$7.50	\$4,500,000	\$3,600,000	0.01750367	\$63,013	
Lot 2&3	Townhomes (rental)	32	27,200	13,600	108,800	1.65	\$480,000	\$4.41	\$6,120,000	\$2,754,000	0.01750367	\$48,205	
		52	44,200	22,100	176,800	4.06	\$1,300,000	\$7.35	\$9,945,000	\$4,475,250	0.01750367	\$78,333	
Lot 5	Apartment (rental)	34	31,500	10,500	69,000	1.58	\$408,000	\$5.91	\$6,300,000	\$2,835,000	0.01750367	\$49,623	
		46	42,000	10,500	69,000	1.58	\$552,000	\$8.00	\$8,400,000	\$3,780,000	0.01750367	\$66,164	
Lot 5	Apartment (life-Lease)	34	31,500	10,500	69,000	1.58	\$408,000	\$5.91	\$6,300,000	\$2,835,000	0.01750367	\$49,623	
		46	42,000	10,500	69,000	1.58	\$552,000	\$8.00	\$8,400,000	\$3,780,000	0.01750367	\$66,164	
Lot 5	Apartment (condo)	34											
		46											
	Sub-Total	to	105,200	49,600	336,800	6.92	\$1,971,000	\$5.85	\$22,095,000	\$11,124,000		\$194,711	
			148,200	63,100	434,800	9.56	\$3,304,000	\$7.60	\$31,245,000	\$15,635,250		\$273,674	
	Total	to	146,200	70,600	526,800	11.28	\$3,101,000	\$5.89	\$32,345,000	\$16,911,500		\$385,388	
			202,700	87,600	659,800	14.72	\$4,829,000	\$7.32	\$44,870,000	\$23,347,750		\$527,774	

**Notes:**

1. Site Coverage: brew pub/ tavern and conference 1/10, Hotel 1/8, Townhome (condo) 1/6, Townhome (rental) 1/4, Apartments 1/6.
2. Residential average unit sizes: Townhome (rental) 850 ft², Townhome (condo) 1,000 ft², Apartments 772 ft² (net) 926 ft² (gross).
3. Residential Land Value (per unit): Townhome (rental) \$15,000, Townhome (condo) \$45,000, Apartments / Life-Lease \$12,000 & Apartment Condo \$25,000.
4. 2020 Municipal Tax Levy for New Commercial Developments is 0.03294645 and Multiple Residential 0.01750367.
5. Assessment Values based on Market/Income Value versus Construction Value. A discount factor of 40%, 50%, 60%, 80% and 45% was applied for small commercial, large commercial, hotel, residential owner-occupied and residential rental occupied, respectively.

Table 4. Land/ Building Assessment Value Forecast





*Photo credit: Jeff Kantor*



## 6.1 Implementation Process

The process to develop the Shevlin property could take many paths, depending on the timeframe, funds available, market conditions, and other factors.

One of these factors is whether the site will be developed by the Town or by private interests. The steering committee has indicated a preference for private development, with the Town building the core infrastructure, filing the overall plan of subdivision, and releasing RFPs that set out specific criteria for the development of each parcel. In this scenario, the Town could still serve as the developer for some or all of these parcels as a fall-back position.

The design team and steering committee also considered whether an arms-length development corporation should be introduced, whose role would be to actively nurture interest among the development community and maintain control over the quality and integrity of the plan's implementation. The added complexity and cost to run such an agency within this relatively small community and on this one site outweighed the benefits, and this option was not pursued. It is understood, however, that success will require the Town to shepherd this process along, build interest, and be prepared with responses to requests for concessions and financial support. It is recommended that the Town delegate a representative to serve as the point person throughout the process.

## Housing Terminology

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Here is a short glossary of the key housing terms used in this report, describing various building types and forms of ownership:

### Housing Forms

**Duplex:** a single building that contains two housing units.

**Townhomes:** a complex of housing units, each with a small footprint, typically attached and with multiple floors. They may share walls with neighbouring units, but not above or below them. Units may have individual or collective garages/storage areas.

**Garden Apartments:** cluster of low-rise apartment buildings, usually two to three storeys in height, on a single property characterized by open lawns pathways and landscaping, individual patios/balconies, and shared outdoor parking facilities, interior storage, and other amenities. Main floor units can meet universal design standards. Upper stories are accessed by stairs.

**Elevated Apartments:** an apartment building or complex that requires by Code elevator access to the upper floors. These are often designed to appeal to seniors with mobility challenges. May include amenities such as gyms, pools, and underground parking.

**Four-plex / Eight-plex:** similar to duplexes, a single building that contains four or eight units, each unit with two party walls, making them very efficient spatially. Main floor units can meet universal design standards, upper storey units are accessed by stairs.

### Non-Standard Types of Tenure

**Bare Land Condominium:** a variation on condominium ownership where the condo corporation is formed while the land is bare, giving owners more control over the features of their unit, and reducing the need for developers to accurately anticipate market demands. Standard fees for collective grounds and exterior structure maintenance would apply.

**Life Lease:** a rental arrangement where the tenant reduces their monthly rent by paying an upfront entrance fee that is refunded (to the individual or the individual's estate) at the end of the tenancy. This provides a form of estate planning attractive to seniors.



## **6.1.1 Planning Amendments and Documentation**

Based on these assumptions, the following four-part process is proposed, allowing for a rapid start and flexibility in its phasing. All four of these actions should proceed concurrently.

### **6.1.1.1 Official Plan Amendment**

1. In order for the Shevlin site to develop in a manner that stays true to the preferred plan, it will require its own set of site-specific land use policies. The next review of the Official Plan is not scheduled until December 2022, so for expedience these policies should be set out as an Official Plan Amendment.
2. The site will need a new name – we have been using the working title ‘Shevlin Green’ – and its own Official Plan designation. The name should be verified with local realtors and a branding consultant familiar with the local market. Some interest was expressed in a naming contest for the site as well.
3. The planning department or its consultant will establish a set of overarching land use policies that reflect the collective vision for the property described in this master plan and include these as part of the Amendment.

### **6.1.1.2 Zoning Bylaw Amendment**

1. The planning department or its consultant will initiate a zoning bylaw amendment that reflects specific uses for each area laid out in the master plan. The department will consider if any exceptions – e.g., customizing setback requirements, signage, screening, allowable uses or other special provisions – will be part of the amendment.

2. Consider a new class of residential zoning (e.g., R4) that restricts single family housing.
3. Identify and zone contiguous open space areas as part of the amendment.
4. Within each of these parcels, the developer will have some flexibility as to locations of roads, parking, buildings and amenity spaces, as long as they comply with the zoning and listed exceptions.
5. Both the Official Plan Amendment and the Zoning Bylaw Amendment will be for the entire Shevlin Green site.

#### **6.1.1.3 Survey**

1. Undertake a cadastral and topographic survey of the property, laying out the major parcels, road rights-of-way, and open space system. It is recommended that the survey will be for three large parcels indicated in in the Representative Plan (Figure 22).

#### **6.1.1.4 Environmental Assessment**

1. Proceed with updating the existing Phase 1 and Phase 2 environmental assessments completed for the property. The new assessment process and Record of Site Condition will be in accordance with proposed uses and layout illustrated in the Representative Plan (Figure 22).
2. It is recommended that geotechnical investigations required for road and utility construction be undertaken concurrently with the environmental assessments, and an agreement between the engineers involved to coordinate test hole locations for mutual benefit.

3. It is the intent of the Town to address environmental mitigation requirements prior to marketing the lots to private developers, if this proves financially feasible.

### **6.1.2 Design Guidelines**

From a marketing and livability perspective, it is recommended that the Town prepare design guidelines that will help create a unique and uniform architectural look for this new neighbourhood. These could be done internally or by a consultant. These guidelines would supplement the Official Plan Amendment policies and the zoning bylaw's regulations for densities, site coverages, height restrictions etc. allowing for individual planning within these parameters. This may include roof styles, use of natural exterior finishes, fenestration, enclosed/exterior parking, landscaping and more. Where possible, the public site improvements and the guidelines for the structures should be compatible and reinforce the overall site design goals. It is also important that this review process be rigorous, professional, consistent and impartial to avoid deterring developers. Some municipalities find benefit in retaining the consultants responsible for the guidelines to assist with development application assessments.

### **6.1.3 Infrastructure Implementation Strategy**

In an ideal world, the Town would complete the grading plan and construct all new public roads and infrastructure at the outset to incentivize development, however, this may not be economically feasible. Phasing options are constrained by the servicing limitations of the site, as described in the servicing report in Appendix 1: generally, stormwater drainage needs to connect to the south edge of the property, and wastewater needs to connect to the north edge. As a result, it is recommended that the road and open space network be developed as quickly as financially feasible, in order to provide the necessary site-wide infrastructure corridors for servicing and drainage. There are indications that economic recovery grants currently being announced will include significant infrastructure spending, though the details and applicability remain to be seen.

The green spaces can include retention features that slow runoff and improve water quality, and create a resilient system that can better accommodate different paces of development as well as weather extremes. It is recommended, if funding allows, to build the open space system as one of the first phases of redevelopment. This has many advantages, including establishing the shape and character of developable parcels, providing a healthy, permanent quantity of open space unlikely to be eroded by development pressures, improving connections to the waterfront with new trails and sidewalks, creating a more generous, uninterrupted marina precinct, building the brand and boosting the value of the adjacent parcels even if it takes many years for the entire site to be built out. Refer to the the Appendix 1 for more information on the site service implementation steps.

Once the survey, official plan and zoning amendments, environmental assessments, and design guidelines and grading and servicing plan are complete and accepted, and a commitment to build the feasible first phases of roads, infrastructure and open spaces is in place, the Town can begin releasing RFPs for commercial and residential development.

## **6.1.4 Residential Development Strategies**

### **6.1.4.1 Bare Land Condominium Development**

This refers to the 20 to 25 grade-level townhomes Lots 1 and 4. The units would be geared to the empty-nester market looking to transfer from their family home into a smaller, access friendly, maintenance-assisted community. We recommend that these be developed as bare land condominiums, in which the condominium corporation is formed before the buildings are erected, giving the purchaser a chance to have input on the design of their unit, within pre-established design guidelines. The condos could be built in groups of perhaps six units, to allow phasing to suit the market.



Alternatively, these could be bungalows or duplexes using the same bare land condo tenure model. This option allows the purchaser more flexibility in contractor choice and design (still governed by design guidelines) and facilitates even more control over the pace of build-out. It would also allow for individual owners to have garages or parking pads of boats, snowmobiles, and other 'lifestyle accessories' common among Fort Frances residents. This scale of a project may also be more suitable for Fort Frances homebuilders than typical condominium apartments, providing additional benefit to the local economy. The Town has expressed reluctance to encourage any development on the Shevlin site that would be in competition with the single family detached homes in the Erin Crescent project, therefore it is likely these units will be townhomes unless market forces dictate a different approach.

In all cases, there will be a collective management agreement to maintain the grounds and building exteriors which saves the owners money, reduces their need to own and store lawnmowers etc., and ensures the many snowbirds in this market group will have the snow shovelled and grass cut while they are away.

To promote this opportunity to prospective builders, the Town should prepare schematic drawings of the various building styles that would be suitable in this development, following the Shevlin Green design guidelines. Input should also be solicited from real estate professions, homebuilders and parties who have expressed interest in this form of a development. This may include 1-2+ bedrooms, collective or individual space for storage of boats and other recreational equipment, basements and various price points ranging from \$280,000 to \$400,000. Once the schematics have been prepared, the town can elect to market the lots themselves and/or market them to a realtor/builder team. Proven alternative forms of construction such as modular homes could be expressly permitted to widen the field of potential development partners.

### 6.1.4.2 Townhome Development

This refers to the townhomes in Lots 1, 2 and 3 along Scott Street. We have estimated the density to be in the range of 32 to 42 units. We envision these to be a combination of 1 or 2 storey rowhouse townhomes (one party wall) and single-level “quads” or “8 plexes” (2 party walls) with individual entrances at grade. These units are being recommended for their cost efficiency, minimal common area without internal stairs, functional layouts and residential elevations and scale similar to the surrounding neighbourhood. The design should encourage private patios/solariums, plantings and other typical outdoor features fronting onto the public spaces. Each building, although composed of multiple units, would be wood frame construction suitable for local/regional builders.

We have suggested that these units be developed as a rental project versus home ownership. Based on our market analysis of the aging population and the increased need for support workers in the health field, these units would suit those who are not in a position to purchase, looking for shorter tenure and/or simply want to preserve their home and simplify their future estate matters. Single-storey units would be adaptable to accommodate people with mobility challenges.

Currently there are attractive CMHC mortgage financing programs available, both direct lending and loan insurance. These programs are further enhanced for non-profits providing grants and non-recourse front-end funds for initial project expenses, minimum equity requirements of 5% and amortization periods of up to 50 years. We would like to stress that these programs are not exclusive to low income clients, targeting median income levels instead.

At the time we undertook our site visits, we did not inquire deeply into local not-for-profit housing groups' interest in the project. In our research, it appears that raising the front-end dollars and construction financing may have stalled similar projects in town. With the above financial opportunities and the unique development opportunities afforded by the Shevlin site, we believe there is a marketing opportunity for this project. The Town should consider making a minor investment (\$10,000 - \$15,000) in developing a more detailed concept plan along with a financial plan of such a development and solicit interest either internally or externally with local non profit housing groups.

### **6.1.4.3 Rental / Life Lease Apartment**

Along the east edge of the property in Lot 5, we have proposed two separate structures with 34 to 46 units each. These would be three or four storey buildings with combined surface and underground parking. We believe the market for these units should be geared to seniors who are looking for a higher level of security, comfort and common community. We have chosen the minimum number of units in this range to justify the cost of installing an elevator serving each floor including the parking area. Past projects in Fort Frances were challenged by financing and a shortage of commercial construction expertise. We would recommend funding could be available through the CMHC program mentioned above and/or a life-lease concept which is typical in other communities similar to Fort Frances.

During the course of our assignment, HTFC was approached by a Winnipeg-based development group with experience in projects similar to those outlined above and an interest in the Shevlin site. It appears this group is now looking at other locations within Fort Frances, however their initial interest is an encouraging sign that market forces are increasingly favourable, and suggests the Town could issue expressions of interest from developers/sponsors within the region, or more broadly.

Because the bare land condominium units and the elevated apartments are both directed towards seniors, it is important that they are purposefully phased and differentiated in their marketing so they do not to compete with each other.

### **6.1.5 Commercial Development Strategy**

The two commercial properties on the west edge of the site (Lots 6 and 7) are candidates for the early development, due to favourable drainage and servicing options, tying into sewer and water on Nelson Street. In order to provide the greatest benefit to the community, these are envisioned as mixed-use units, with marina-oriented retail or services on the main floor, and one to two storeys of apartments or office space above. Fort Frances' current zoning by-law allows for accessory dwelling units above the first floor of a commercial use building, and behind first floor commercial (C2).

In Lot 10 we have suggested the development of a “resort orientated” hotel to be located at the south end of the project site adjacent to the marina. We believe there is currently a demand for a modern ‘extended stay’ style hotel with meeting and food services. Such a commercial development would be publicly accessible and, with the right mix of services, could become a unique destination food and beverage opportunity for the local market. The resort is the major component to this development and the first opportunities for the food services and meeting facilities should be offered to the hotel operator. Refer to Section 3.3.3.2 for further discussion of the hotel market.

Lot 9 includes a stand-alone multi-purpose pavilion, as described in section 5.10.4. This could be implemented through many different tracks. It could be developed in association with the resort hotel, or as Town-owned public amenity rentable by any hotel operator in town, with catering services contracted through a nearby restaurant.

Due to the current travel restrictions, construction of the resort hotel and pavilion may be delayed until the tourism market has recovered. Accordingly we would recommend that the Town prioritize the commercial Lots 6 and 7 and the residential components for the first phase.

When market conditions are suitable, the Town should prepare a detailed outline of their vision for the hotel/resort facility including operations and amenities, and first solicit offers from local hoteliers interested in expanding, relocating, or partnering. This outline could be prepared with the assistance of a hotel real estate specialist. If this is unsuccessful, the opportunity can be marketed to hotel flag operations, individual hotel operators under these flags and through the hotel real estate specialists from Winnipeg, Thunder Bay, Toronto, and the upper midwest United States, including Minneapolis, Milwaukee, and Chicago.

For the other commercial opportunities adjacent to the marina, such as the distillery/pub and waterfront-oriented storefronts, we would similarly look first to local entrepreneurs before broadening the search.



### 6.1.6 Construction Process

The Town can opt to issue RFPs for individual lots, groups of lots, or the entire Shevlin Green site. This decision will be guided by research and outreach on market conditions at the time of offering.

Once there is a developer interested, then the construction process will follow the normal subdivision approval process, as set out in the Planning Act.



*Photo credit: Evelyn Simak*

## 6.2 Looking Forward

The Gateway and Shevlin Green redevelopment projects presented in this report are aimed at providing Fort Frances with a vision for growth and transformation that will help diversify the economy, serve community needs, and carry the town into the next decade. The pace and final form of these redevelopments will likely vary from what is described, so it is important to diligently manage the evolution of the plan to protect its integrity and fully realize its potential for social, environmental and economic benefit. This management includes updating the financial projections periodically to reaffirm feasibility prior to action, fostering relationships with potential project partners within the community and region, tenaciously pursuing funding opportunities with all levels of government and agencies investing in the kind of growth envisioned in Fort Frances; and communicating intentions with the community – sharing latest plans, reporting on progress, and listening to feedback.

And throughout this, there are certain principles that emerged from our analysis and consultations that should remain as touchpoints for all future decisions:

1. **Respect the context** – maintain a sense of fit with the scale, character and uses surrounding the redevelopment sites;
2. **Focus on the needs of the residents** – particularly those aging out of their homes;
3. **Create community value** – for example, investing in a new public trail system offers much more to the community than an elaborate entry sign and fence for Shevlin.
4. **Think about the future** – the pandemic and volatile resource industry economy offer powerful lessons on the importance of building in resiliency and adaptability as we shape our communities. Some strategies that we have incorporated include offering ample greenspace and ‘green infrastructure’, fostering flexible uses and ownership models, and being open to innovative and alternative solutions.







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Town of Fort Frances



Appendix 1:  
Municipal Servicing Component



# Municipal Servicing Component – Final (Rev 1)

For the Town of Fort Frances



Shevlin Woodyard Redevelopment Feasibility Study

Prepared For HTFC By:



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February 16, 2021

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Appendix A

Appendix B



## 1.0 Introduction

Saulteaux Consulting and Engineering (SCE) were requested by HTFC Planning and Design (HTFC) to produce conceptual servicing options for water distribution, wastewater collection, roadways, land drainage sewers, and utilities for the Shevlin Woodyard Land Use and Economic Feasibility Study for the re-development of the Shevlin Woodyard at the 900 block of Scott Street.

SCE prepared a Draft report related to the municipal servicing of the site dated November 20, 2020 and which was included in HTFC's Draft report issued to Town of Fort Frances (TOFF), dated December 2020.

This Final Report has been compiled based on discussions with HTFC after a review of the Draft Report, dated Nov 20, 2020 and a Draft Final Report, dated February 2, 2021, by TOFF staff.

HTFC furnished SCE with the following additional information developed with TOFF guidance in order for us to refine our municipal servicing concept and cost estimates:

- a) TOFF Draft Report and Draft Final Report review comments
- b) Shevlin Wood Yard Development Concept Base Plan dated January, 2021. (Refer to Figure A-01 and A -02 in Appendix A for the proposed development concept and Block/Parcel plans from HTFC)
- c) Allowances for tree planting, site furnishing, amenities and play ground structures not included in the draft report.
- d) Floating breakwater cost for marina.
- e) Other information used for the Draft Report is referenced in that report.

## 2.0 Proposed Municipal Servicing

Using the information provided by HTFC in Section 1, SCE has refined the Class 'C' cost estimates for municipal servicing, components of which will be discussed further in this section under separate section numbers and headings.

In the draft report the water, sanitary sewer and storm water sewer services were recommended for installation within park or road allowance parcels/blocks as these parcels will belong to the Town of Fort Frances to permit servicing as necessary without the need of registering easements against properties for this purpose. After TOFF review the general layout was modified to meet TOFF need and a more conventional approach to keeping water and sewers within road allowances was recommended.

Figure A-03 in Appendix A shows the proposed alignments for water, sanitary sewer, and storm sewers over the revised base concept plans provided by HTFC.

The municipal service estimates do not include costs for the following:

### **A. Water Supply, Treatment, Storage and Distribution Pumping**

The Town has indicated their current water treatment and storage system has sufficient capacity to domestic and fire flows to the Shevlin Site for the proposed facilities at the concept stage.

### **B. Sewage Treatment and Pumping Station Capacity**

The Town has indicated that they have sufficient sewage treatment capacity for wastewater flows coming from the Shevlin wood yard redevelopment concept, pending further review as the concept moves ahead. In 2020 the Scott Street sewer which will receive most of the wastewater from the Shevlin site was upgraded from a 300 mm diameter sewer to a 375 mm diameter sewer based on site wastewater generation rates in Town of Fort Frances 2018 Scott Street Sewer Capacity Study, KGS Group, October 2018. This work was done as part of the Scott Street Reconstruction project in 2020. The 2018 KGS study outlines that the White Pine Pumping Station requires upgrades that they are aware of to accommodate the flow and have indicated that costs for them need not be included in this study at this time.

## 2.1 Water Servicing

The water servicing for the site will be completed using 150 mm and 200 mm diameter PVC DR 18 Class 150 pipe.

The existing Scott Street watermain is 250 mm in diameter and was recently renewed. As part of the renewal a 150 diameter stub complete with 150 mm gate valve was extended to the south line of Scott Street in the vicinity of the north east corner of Lot 1.

To service Lot 1, Lot 2, and Lot 3 with water a 150 mm diameter water main will be installed in the Scott Street road allowance as shown on Figure A-03 in Appendix A. While paralleling infrastructure on a road is not typically desirable in this case it would enable the town to avoid trenching across a newly reconstructed road and cross the new sanitary sewer and storm sewers. The storm sewer is quite large. New trenches tend to settle or heave and this could pose maintenance issues moving forward. In these instances, a parallel line is often preferred. Should the Town opt to excavate a shaft and do an augured install the costs for the parallel line could be repurposed to pay for this type of installation.

The remainder of the new watermain shown in Figure A-03 will be 200 mm diameter. The 200 mm diameter distribution system will be connected to the existing Town water distribution system at two points in the event one end needs to be isolated for servicing purposes. One connection to the existing distribution system will be made to the existing 150 mm diameter water main at the intersection of Minnie Avenue and Front Street. The second connection will be made to the existing 250 mm diameter watermain in the intersection of Reid Avenue and Scott Street. In order to avoid water quality issues associated with dead ends a loop on the 200 mm diameter watermain has been incorporated into the conceptual layout. To avoid any concerns with an open trench installation of the 200 mm watermain on Front Street in the vicinity on the Lookout Tower, a 100 meter length will be installed by directional drilling.

All parcels will be provided with a stub c/w isolation valve and plug installed at the property line. The stubs range in size from 100 mm diameter to 150 mm diameter and have been itemized in Table B-3. The existing Marina Office water service will be reconnected to the new water distribution system in the vicinity of south end of P4.

This has been done so the developers have full flexibility regarding fire protection and servicing needs.

The proposed water distribution system will feature the following:

- 150 and 200 mm diameter PVC DR 18 Class 150 pipe
- Minimum burial to be 2.4 meters except at roads where 3 meters cover is recommended or add 100 mm thick HI-40 SM insulation to obtain equivalent cover.
- Hydrant spacing - 120 meters maximum and dead ends.

- Gate Valve Spacing – 200 meters maximum or at intersections to permit isolation.

Hydraulic modelling will be required to ensure the new distribution pumping system can satisfy Town requirements during the design stage or further studies.

Geotechnical investigations will be required at the detailed design stage for constructability or the presence of difficult digging conditions/dewatering needs.

## 2.2 Sanitary Sewer Servicing

The sanitary sewer mains for the site will be completed using 300 mm diameter SDR 35 PVC pipe.

The existing Scott Street sanitary sewer is 375 mm in diameter and was recently renewed. As part of the renewal a 300 mm diameter stub was extended to the south line of Scott Street in the vicinity of north east corner of Lot 1.

To service Lot 1, Lot 2, and Lot 3 with sanitary service a 300 mm diameter sanitary sewer will be installed in the Scott Street road allowance as shown on figure A-03 in Appendix A. As with the water, while paralleling infrastructure on a road is not typically desirable, however, in this case it would enable the town to avoid trenching across a newly reconstructed road and cross the new storm sewer. New trenches tend to settle or heave and this could pose maintenance issues moving forward. In these instances, a parallel line is often preferred.

The balance of the 300 mm diameter sanitary sewer mains will be connected to an existing manhole installed as part of the 2020 Scott Street reconstruction project at the intersection of Reid Avenue at Scott Street.

All parcels requiring service will be provided with a stub c/w plug installed at the property line. The stubs range in size from 200 mm diameter to 300 mm diameter and have been itemized in Table B-2.

This has been done so the developers have full flexibility regarding site servicing and some blocks will require long runs which will be easier to accommodate with the lower grade permitted for larger diameter pipes.

The proposed sewer system will feature the following:

- 300 mm diameter SDR 35 PVC pipe for gravity sewers
- Minimum bury to be 2.4 meters
- Manholes – 120 meter maximum spacing or at changes in alignment



Geotechnical investigations will be required at the detailed design stage for constructability or the presence of difficult digging conditions/dewatering needs.

The use of 300 mm diameter pipe will help as the site drops off from Scott Street southward toward the river. As we are attempting to flow by gravity north and our connection point is fixed and we will use approximately 1.4 meters in elevation for pipe grade and drops through manholes. While it is feasible that Lot 11 can be serviced insulation may be required. When a detailed site topographic survey is completed as part of detailed design the design may also be able to complete cut and fills to raise the grade in this area to allow for an uninsulated installation.

The existing Marina Office sewage forcemain will be reconnected to the new sewage collection system at the manhole at the south end of P4.

More detailed topographic survey work will also be required as part of the detailed design to confirm gravity sanitary sewers can service all proposed lots which may require the lot fabric to be altered as required or for fill to added in order to achieve gravity wastewater collection for new lots.

## 2.3 Roads

The roads and parking areas in the road allowances and at the marina will have widths ranging from 5 meters to 12 meters. The 5 meter wide road width is in the roundabout and the 12 meter width where the standard 7 meter wide road has bump outs for parking on both sides.

Roads will be constructed as follows:

- Excavation within the right of way
- Installation of geogrid
- 450 mm Granular B Type II
- 200 mm Granular A
- slip formed concrete curb and gutter
- 120 mm Superpave Asphalt (2 lifts)

The round about truck apron will be 5 meters wide 150 mm thick concrete and the splitter islands will be filled with a 150 mm thick concrete slab.

The construction of the new marina parking area will be the same with the added work associated with removing the existing pavements first.

The intersection of Scott Street and Reid Avenue will be removed and reconstructed as there will be significant excavations through it to connect to the existing watermain and sanitary manhole.

As with the water and sewer, additional geotechnical and survey work will be required in order to determine if additional works or replacement of unsuitable materials is required to ensure good road design and strength.

## 2.4 Drainage

The existing site generally slopes toward the river. The portion of the site north of the existing weigh scale house is somewhat depressed as the scale house and ramps leading up to it appear to hold back the water which sits in a depression on the site then seems to flow toward the river as shallow ground water.

The site appears to have been raised as water from the first approximately 60 meters on the north appears as though it drains to Scott Street. The site appears to shed water to the east and west sides in areas and there are ditches which run the entire length of the site on the east and west. The south end of the west ditch drains to an existing outfall to Rainy River under Front Street while the north end discharges to catch basin connected to the Scott Street storm sewer. The east ditch drains to a manhole at the south end of the ditch in the vicinity of the west Minnie Avenue back lane near the north east corner of P5.

Water south of the scale house drains toward Front Street overland where it is discharged to the Rainy River via storm sewer inlets in Front Street and the Marina parking lot.

As outlined above water from the site does tend to currently enter the Scott Street storm sewer. It is also assumed that the Town will require all purchasers of parcels to enter into a Site Plan Agreement featuring a Stormwater Management Plan limiting the flow to the stormwater system to potentially reduce the size of the stormwater sewers.

While it must first be confirmed from a stormwater sewer study to ensure there is adequate capacity and what the allowable discharge would be it is recommended that the north half of Lot 1 (0.31 Ha.) all of Lot 2 (0.53 Ha.) and the northern 0.15 Ha. of P3, and Lot 3 (0.27 Ha.) be connected to the existing 1375 mm diameter storm sewer on Scott Street. This is only because this would enable this parcel to potentially be sold or built out first with minimal expense to commence development of the area. The new storm sewer all go south and this is large expense for lots at the north of the site which already have ready access to water and sanitary services.

Apart from the areas mentioned above all water in the site will be collected by new storm sewers and drain to the Rainy River. Figure A-03 in Appendix A shows that we propose to divide the remaining area into three main catchments.

One catchment is for the east side of the site north of the marina and discharges to the Rainy River via a new 900 mm diameter outfall.

The second catchment is for the west side of the site north of the marina and discharges to the Rainy River via an existing outfall which will be upgraded to 900 mm diameter.

The third catchment is the Marina which will discharge the Rainy River via an existing outfall.

All parcels except those noted as discharging to the existing Scott Street storm sewer will be serviced from the new storm sewer system.

All parcels will be provided with a stub c/w plug installed at the property line. The stubs range in size from 250 to 475 mm diameter and have been itemized in Table B-4.

The proposed sewer system will feature the following:

- Pipe - SDR 35 PVC
- Minimum bury 1.5 meters
- Insulation required across roads or in areas where pipe is submerged (ex. Outfall)
- Manholes – 120 meter maximum spacing or at changes in alignment except over 600 mm where curvilinear installation is permitted
- Roadway catchbasins at 110 meter spacing
- Catchbasins to have 600 mm sump and all catchbasin lead is 250 mm diameter

Geotechnical investigations will be required at the detailed design stage for constructability or the presence of difficult digging conditions/dewatering needs.

## **2.5 Walkways, Grading, Topsoil, Sod/Seed, Planting and Site Amenities**

There are a number of walkways through the site and the typical width is 3.5 meters with the exception of the walkway along Scott Street which is 3 meters wide. For the purposes of this estimate we have allowed for the construction of walkways using 125 mm of reinforced concrete with a brushed finish over 300 mm of granular B. Other surfacing such as asphalt could certainly be entertained but for the time being, we have assumed concrete sidewalks.

A cost allowance for grading boulevards, and parkways and provide topsoil and seed has been included for these areas as well as the marina parcel.

HTFC noted our original estimate did not include planting or finishes other than either seed or sod. HTFC have provided recommended allowances planting trees along streets, some

landscaping, and amenities (benches and play structures) as these items are integral to the development and enjoyment of the spaces most notably the parks and marina areas. These allowances, in addition to costs associated with a pond in P1, have been incorporated into the cost estimates.

The following are the design features used to develop an estimate for the pond in P1:

- Normal operating depth of 1.0 m
- High water level corresponds to a 1.2 meter depth (ie. 0.2 meters of freeboard above normal operating level)
- The side slopes of pond will be 1 vertical to 4 horizontal
- The pond will have a 500 mm thick remolded clay liner, covered with geotextile, and 300 mm of 100 - 150 size cobble stone extending from freeboard level to the bottom of the side slopes
- The pond will be filled by rain water by grading the P1 area toward the pond
- A catchbasin will be installed near the pond with its grated cover set to the same elevation as the pond high water level

HTFC have also added a cost of \$295,000 for a floating breakwater at the marina as requested by the TOFF during the Draft Report review.

## **2.6 Hydro, Lighting and Utilities**

Fort Frances Power Corporation (FFPC) were contacted regarding electrification of the site. The FFPC supervisor of distribution had indicated that they have the capacity to electrify the site there are three phase power lines that front the site along Scott Street. The FFPC Supervisor did not think that off site upgrades to supply the site would be necessary but that would not be known unless he had a plan and some idea of loads.

In the interest of not disseminating information outside the working group related to this project we have carried an allowance for buried primary and secondary distribution on a per hectare basis based on prices for a 216 unit 10 hectare development we are currently involved with in Southern Ontario. We have done the same for the lighting allowance.

Allowances for natural gas distribution, telephone, cable and fiber have been included in the estimates. The allowances carried are for a trenched gas line install and ducted telephone/fiber/cable installation.



## **3.0 Cost 'C' Cost Estimates**

### **3.1 Construction Costs**

The Class 'C' Construction costs for the Shevlin Wood Yard municipal servicing are presented below and detailed summaries are provided as Tables B -1 through B-7 in Appendix B.

The construction costs have been developed predominantly using current market unit rates for similar works in in the Town of Fort Frances and includes a 10 % Class 'C' construction contingency. Non-construction costs related to Engineering Design and Inspection/Contract Administration Services have been determined using 5% and 7.5%, of the construction cost excluding contingency, respectively.

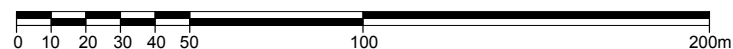
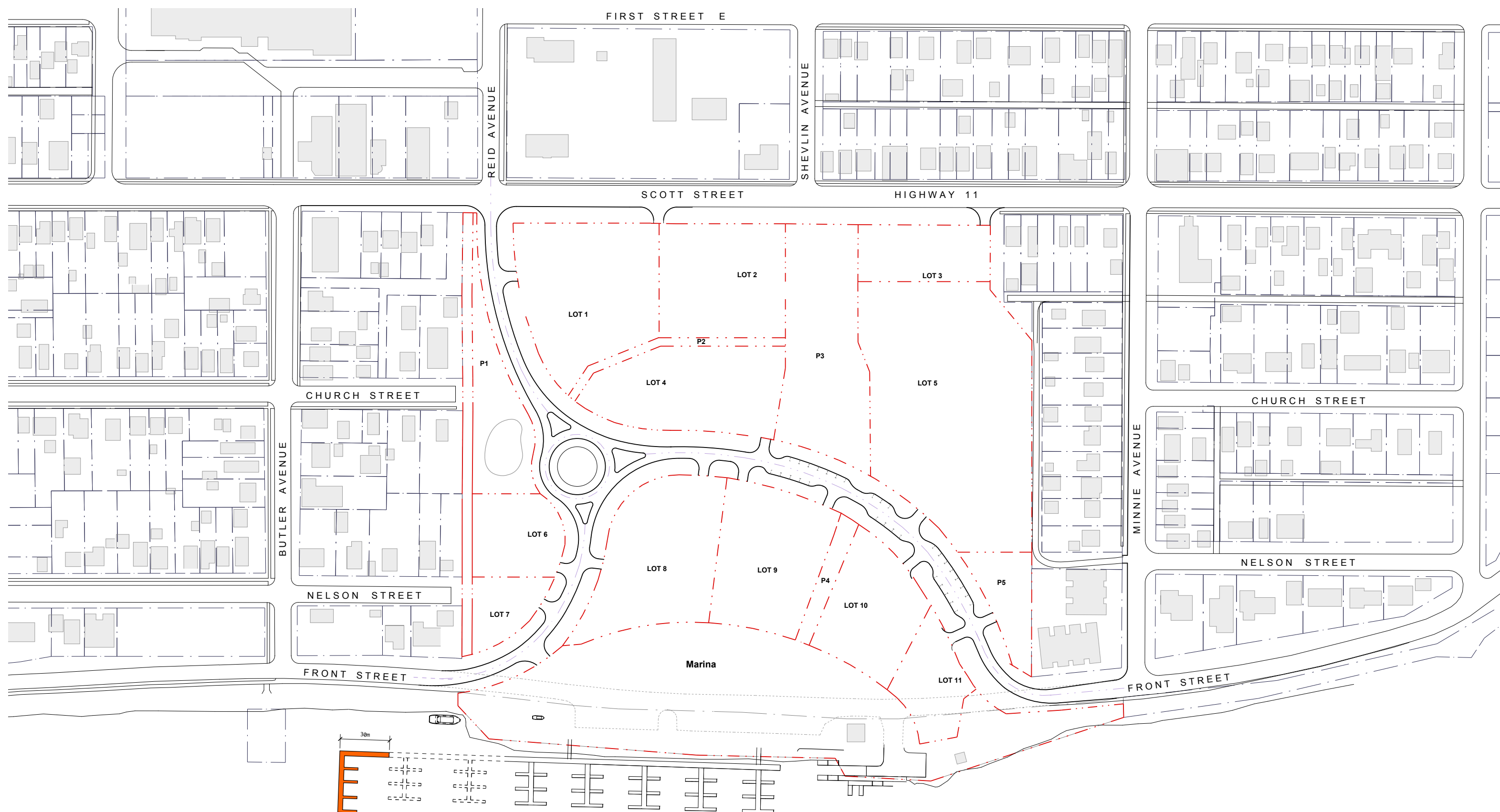
The total Class 'C' estimated cost for the municipal servicing component of the Shevlin Woodyard Redevelopment concept study is \$13,346,229 as per the summary provided in Table B-1 in Appendix B.

## **Appendix A**



**Figure A-01**

**Shevlin Wood Yard - Final Development Concept**  
Fort Frances Shevlin Wood Yard & Gateway to the Market Study  
January 2021



**Figure A-02**

**Shevlin Wood Yard - Final Development Concept**  
Fort Frances Shevlin Wood Yard & Gateway to the Market Study  
January 2021



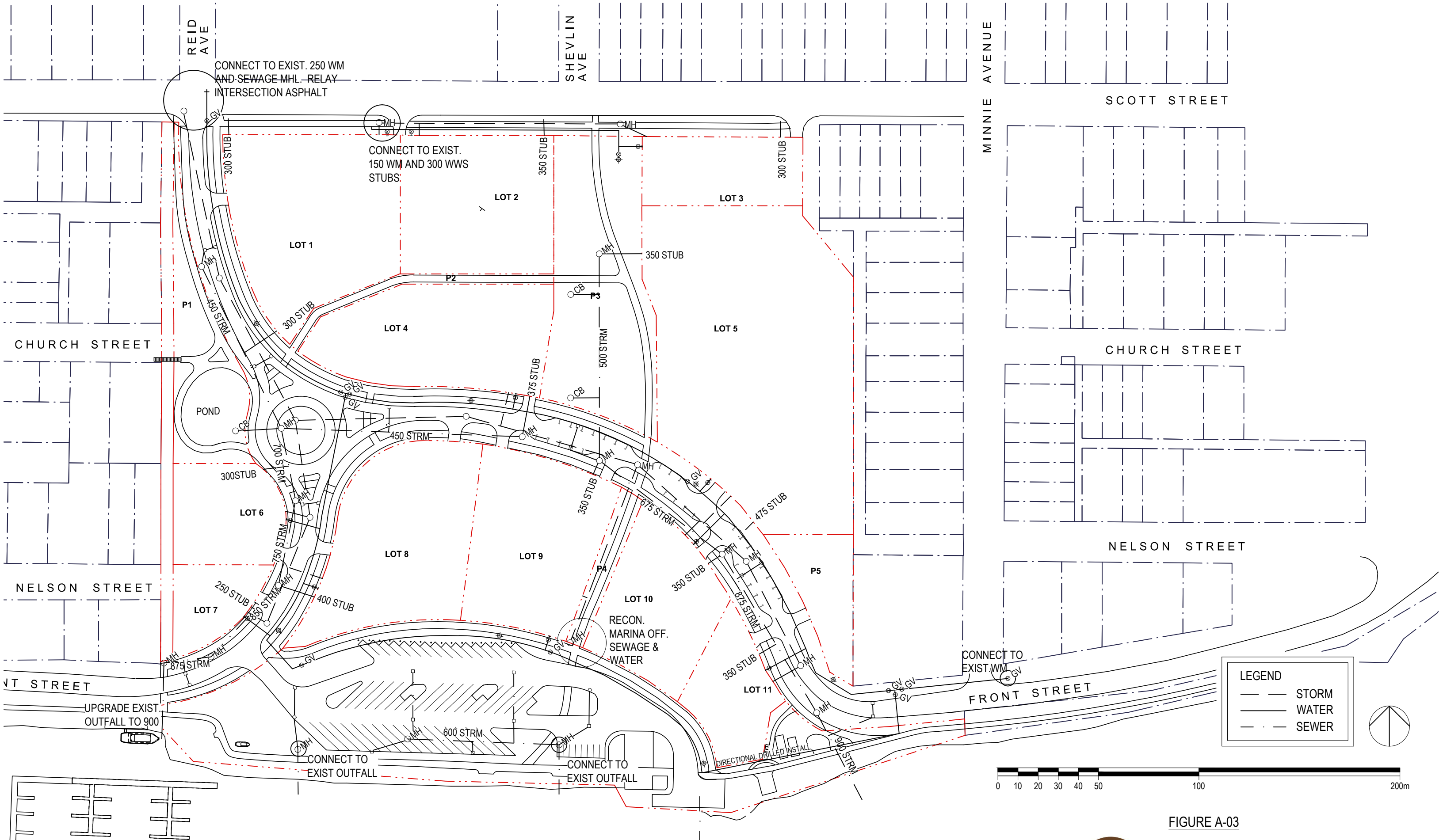
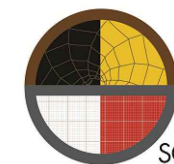


FIGURE A-03

SHEVLIN WOODYARD REDEVELOPMENT STUDY  
MUNICIPAL FINAL SERVICING CONCEPT PLAN

SITE 206-207 RR#2 FORT FRANCES, ONTARIO 1-807-274-7114  
FEBRUARY 3, 2021



## **Appendix B**



**TABLE B-1**

**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final (Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Total
Municipal Servicing Cost Summary	
1) Construction Costs	
A Sanitary Sewers (Table B-2)	\$ 870,588
B Water Distribution (Table B-3)	\$ 1,054,330
C Storm Sewers (Table B-4)	\$ 1,588,588
D Road Works (Table B-5)	\$ 3,110,645
E Walkways, Grading, Topsoil, Sod/Seed, Tree Planting/Site Furnishings (Table B-6)	\$ 2,301,580
F Hydro, Lighting and Utilities (Table B-7)	\$ 941,600
G Mobilization/ Demobilization/Insurance/ Bonding	\$ 986,733
Subtotal	\$ 10,854,064
10% Class 'C' Estimate Contingency	\$ 1,085,406
Class 'C' Construction Estimate with Contingency	\$ 11,939,471
2) Non-Construction Costs	
A Design (5%)	\$ 542,703
B Geotechnical Investigations Allowance	\$ 50,000
C Construction Inspections/Contract Administration (7.5%)	\$ 814,055
Subtotal	\$ 13,346,229



**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final (Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
<b>A Sanitary Sewer</b>				
1 300 SDR 35 PVC				
i) 300 SDR 35 PVC	l.m.	796	\$ 650	\$ 517,400
2 Manholes	each	11	\$ 20,000	\$ 220,000
3 Service Stubs				
i) Lot 1 - 200 SDR 35 PVC	l.m.	6	\$ 550	\$ 3,300
ii) Lot 2 - 200 SDR 35 PVC	l.m.	6	\$ 550	\$ 3,300
iii) Lot 3 - 200 SDR 35 PVC	l.m.	6	\$ 550	\$ 3,300
iv) Lot 4 - 200 SDR 35 PVC	l.m.	17.2	\$ 550	\$ 9,460
v) Lot 5 - 300 SDR 35 PVC	l.m.	20	\$ 650	\$ 13,000
vi) Lot 6 - 200 SDR 35 PVC	l.m.	12	\$ 550	\$ 6,600
vii) Lot 7 - 200 SDR 35 PVC	l.m.	11.2	\$ 550	\$ 6,160
viii) Lot 8 - 200 SDR 35 PVC	l.m.	17.2	\$ 550	\$ 9,460
ix) Lot 9 - 200 SDR 35 PVC	l.m.	2.5	\$ 550	\$ 1,375
x) Lot 10 - 300 SDR 35 PVC	l.m.	10.5	\$ 650	\$ 6,825
xi) Lot 11 - 200 SDR 35 PVC	l.m.	15.9	\$ 550	\$ 8,745
4 Connection to 300 Scott Street stub for Lot 1-3 Sewer	l.s.	1	\$ 3,000	\$ 3,000
5 Connection to Existing MHL @ Reid and Scott	LS	1	\$ 10,000	\$ 10,000
6 Marina Office				
i) supply and install new FM to new manhole	lm	42	\$ 300	\$ 12,600
ii) Remove remaining FM	l.m.	87	\$ 150	\$ 13,050
7 CCTV Inspection	l.m.	920.5	\$ 25	\$ 23,013
			Subtotal	\$ 870,588





**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final(Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
<b>B Water Distribution</b>				
1 200 PVC DR 18 Class 150 Watermain	l.m.	1067	\$ 600	\$ 640,200
2 150 PVC DR 18 Class 150 Watermain - lots 1 - 3	l.m.	135	\$ 550	\$ 74,250
3 250 Gate Valve	each	11	\$ 3,000	\$ 33,000
4 Hydrant c/w 150 GV	each	7	\$ 17,500	\$ 122,500
5 Service Stubs				
i) Lot 1				
100 PVC DR 18	l.m.	3	\$ 500	\$ 1,500
100 GV	each	1	\$ 2,500	\$ 2,500
ii) Lot 2				
100 PVC DR 18	l.m.	3	\$ 500	\$ 1,500
100 GV	each	1	\$ 2,500	\$ 2,500
iii) Lot 3				
100 PVC DR 18	l.m.	11	\$ 500	\$ 5,500
100 GV	each	1	\$ 2,500	\$ 2,500
iv) Lot 4				
100 PVC DR 18	l.m.	8.6	\$ 500	\$ 4,300
100 GV	each	1	\$ 2,500	\$ 2,500
v) Lot 5				
150 PVC DR 18	l.m.	8.6	\$ 550	\$ 4,730
150 GV	each	1	\$ 2,750	\$ 2,750
vi) Lot 6				
100 PVC DR 18	l.m.	17.2	\$ 500	\$ 8,600
100 GV	each	1	\$ 2,500	\$ 2,500
vii) Lot 7				
100 PVC DR 18	l.m.	17.2	\$ 500	\$ 8,600
100 GV	each	1	\$ 2,500	\$ 2,500
viii) Lot 8				
150 PVC DR 18	l.m.		\$ 650	\$ -
150 GV	each	7	\$ 550	\$ 3,850
150 GV	each	1	\$ 2,750	\$ 2,750
ix) Lot 9				
150 PVC DR 18	l.m.	7	\$ 550	\$ 3,850
150 GV	each	1	\$ 2,750	\$ 2,750
x) Lot 10				
150 PVC DR 18	l.m.	21	\$ 550	\$ 11,550
150 GV	each	1	\$ 2,750	\$ 2,750
xi) Lot 11				
100 PVC DR 18	l.m.	22.5	\$ 500	\$ 11,250
100 GV	each	1	\$ 2,500	\$ 2,500
6 Connection to 150 Scott Street Stub for Lots 1-3 main	l.s.	1	\$ 5,000	\$ 5,000
7 Connection to Front Street 150 Watermain @ Minnie	l.s.	1	\$ 5,000	\$ 5,000
8 Connection to existing 250 WM at Scott and Reid	l.s.	1	\$ 10,000	\$ 10,000
9 Add'l cost - Directional drilled install by Lookout Tower	l.m.	100	\$ 450	\$ 45,000
10 Marina Office				
i) Reconnect service to new wm	lm	42	\$ 300	\$ 12,600
ii) Remove remaining wm thru Lot 11	l.m.	87	\$ 150	\$ 13,050
<b>Subtotal</b>				<b>\$ 1,054,330</b>



**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final (Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
<b>C Storm Sewers</b>				
<b>1 Storm Sewer Mains</b>				
i) 450 SDR 35 PVC	l.m.	212	\$ 550	\$ 116,600
ii) 500 SDR 35 PVC	l.m.	103	\$ 650	\$ 66,950
iii) 600 SDR 35 PVC	l.m.	76	\$ 750	\$ 57,000
iv) 675 SDR 35 PVC	l.m.	78	\$ 850	\$ 66,300
v) 700 SDR 35 PVC	l.m.	38	\$ 900	\$ 34,200
vi) 750 SDR 35 PVC	l.m.	43	\$ 950	\$ 40,850
vii) 850 SDR 35 PVC	l.m.	50	\$ 1,000	\$ 50,000
viii) 875 SDR 35 PVC	l.m.	117	\$ 1,100	\$ 128,700
ix) 900 SDR 35 PVC	l.m.	93	\$ 1,125	\$ 104,625
<b>2 Manholes</b>	each	14	\$ 27,000	\$ 378,000
<b>3 Catch Basins</b>	each	29	\$ 6,000	\$ 174,000
<b>4 250 SDR 35 PVC CB Lead</b>	l.m.	406	\$ 400	\$ 162,400
<b>5 Service Stubs</b>				
i) Lot 1 - To Scott street storm - 300 SDR 35 PVC	l.m.	8	\$ 450	\$ 3,600
ii) Lot 1 - to new storm - 300 SDR 35 PVC	l.m.	20	\$ 450	\$ 9,000
iii) Lot 2 - to Scott street storm - 350 SDR 35 PVC	l.m.	8	\$ 475	\$ 3,800
iv) Lot 3 - to Scott Street Storm - 300 SDR 35 PVC	l.m.	8	\$ 450	\$ 3,600
v) Lot 4 - 375 SDR 35 PVC	l.m.	21	\$ 485	\$ 10,185
vi) Lot 5 - 350 SDR 35 PVC	l.m.	21	\$ 475	\$ 9,975
vii) Lot 5 - 475 SDR 35 PVC	l.m.	22	\$ 550	\$ 12,100
viii) Lot 6 - 300 SDR 35 PVC	l.m.	12	\$ 450	\$ 5,400
ix) Lot 7 - 250 SDR 35 PVC	l.m.	3.5	\$ 400	\$ 1,400
x) Lot 8 - 400 SDR 35 PVC	l.m.	17.2	\$ 500	\$ 8,600
xi) Lot 9 - 350 SDR 35 PVC	l.m.	7	\$ 475	\$ 3,325
xii) Lot 10 - 350 SDR 35 PVC	l.m.	8.6	\$ 475	\$ 4,085
xiii) Lot 11 - 350 SDR 35 PVC	l.m.	10.3	\$ 475	\$ 4,893
<b>6 Connections to Scott street sewer Lots 1 -3</b>	each	3	\$ 8,000	\$ 24,000
<b>7 Connect to exiting Marina Outfall</b>	l.s.	1	\$ 5,000	\$ 5,000
<b>8 Surcharge for west side outfall upgrade</b>	l.s.	1	\$ 50,000	\$ 50,000
<b>9 Surcharge for new east side outfall works</b>	l.s.	1	\$ 50,000	\$ 50,000
<b>Subtotal</b>				<b>\$ 1,588,588</b>



**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final (Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
<b>D Road Works</b>				
<b>1 Within Road Allowances</b>				
a) Common excavation	cu.m.	8420	\$ 17	\$ 143,140
b) Geogrid	sq.m.	8700	\$ 6	\$ 52,200
c) 450 Granular 'B'	sq.m.	8700	\$ 36	\$ 313,200
d) 200 Granular 'A'	sq.m.	8700	\$ 16	\$ 139,200
e) Concrete curb and gutter	l.m.	1867	\$ 165	\$ 308,055
f) 120 Hotmix Superpave Asphalt	sq.m.	7830	\$ 75	\$ 587,250
g) 150 Conc Roundabout Truck Apron & Islands				
i) 5 m truck apron	sq.m.	456	\$ 200	\$ 91,200
ii) splitter islands	sq.m.	324	\$ 200	\$ 64,800
<b>2 Marina - Excludes environmental clean up</b>				
a) Demolish and dispose scale house	l.s.	1	\$ 25,000	\$ 25,000
b) Remove weigh scale and ramps	l.s.	1	\$ 25,000	\$ 25,000
c) remove scale approaches	sq.m.	5000	\$ 5	\$ 25,000
d) Remove upper marina parking area	sq.m.	2900	\$ 5	\$ 14,500
e) Remove Front Street and lower parking area	sq.m.	6000	\$ 5	\$ 30,000
f) Common excavation	cu.m.	7500	\$ 17	\$ 127,500
g) Geogrid	sq.m.	7750	\$ 6	\$ 46,500
h) 450 Granular 'B'	sq.m.	7750	\$ 36	\$ 279,000
i) 200 Granular 'A'	sq.m.	7750	\$ 16	\$ 124,000
j) Concrete curb and gutter	l.m.	790	\$ 165	\$ 130,350
k) 120 Hotmix Superpave Asphalt	sq.m.	7050	\$ 75	\$ 528,750
<b>3 Scott Street &amp; Reid intersection</b>				
a) Remove asphalt at Reid intersect for W & WW works	sq.m.	500	\$ 5	\$ 2,500
b) Reinstall geogrid, granulars and 120 superpave asphalt	sq.m.	500	\$ 107	\$ 53,500
				\$ 3,110,645



**Shevlin Woodyard Redevelopment Concept Study  
Municipal Servicing Component - Final (Rev 1)  
Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
<b>E Walkways, Grading, Topsoil/Sod/Seed, Tree Planting/Site Furnishing</b>				
<b>1 Concrete Sidewalks/pathways (3.5 m wide except Scott Street)</b>				
a) Scott Street s/s (3 m)	sq.m.	918	\$ 140	\$ 128,520
b) P1	sq.m.	878	\$ 140	\$ 122,920
c) P2	sq.m.	500	\$ 140	\$ 70,000
d) P3	sq.m.	703	\$ 140	\$ 98,420
e) P4	sq.m.	290	\$ 140	\$ 40,600
f) P5	sq.m.	0	\$ 140	\$ -
g) Within New Road Allowances	sq.m.	3283	\$ 140	\$ 459,620
h) Marina	sq.m.	973	\$ 140	\$ 136,220
<b>2 Grading/topsoil/seed/sod allowance</b>				
a) P1	sq.m.	2352	\$ 15	\$ 35,280
b) P2	sq.m.	227	\$ 15	\$ 3,405
c) P3	sq.m.	6129	\$ 15	\$ 91,935
d) P4	sq.m.	566	\$ 15	\$ 8,490
e) P5	sq.m.	1838	\$ 15	\$ 27,570
f) Within New Road Allowances	sq.m.	7560	\$ 15	\$ 113,400
g) Marina	sq.m.	8500	\$ 15	\$ 127,500
<b>3 Tree Planting, Site Furnishing, Site Amenities Allowances (Source HTFC)</b>				
a) P1	l.s.	1	\$ 40,000	\$ 40,000
b) P2	l.s.	1	\$ 15,000	\$ 15,000
c) P3	l.s.	1	\$ 85,000	\$ 85,000
d) P4	l.s.	1		\$ -
e) P5	l.s.	1	\$ 10,000	\$ 10,000
f) Marina	l.s.	1	\$ 75,000	\$ 75,000
<b>4 Playground equipment allowance for P1 (Source HTFC)</b>	l.s.	1	\$ 250,000	\$ 250,000
<b>5 Pond construction in P1</b>				
a) Common excavation	cu.m.	1800	\$ 17	\$ 30,600
b) 500 mm thick clay liner	cu.m.	600	\$ 15	\$ 9,000
c) Geotextile	sq.m.	1200	\$ 5	\$ 6,000
d) 300 mm thick 100 X 150 Cobble	cu.m.	170	\$ 130	\$ 22,100
* Overflow catchbasin cost included in storm sewer costs				
<b>6 Floating Breakwater for Marina (HTFC)</b>	l.s.	1	\$ 295,000	\$ 295,000
<b>Subtotal</b>				<b>\$ 2,301,580</b>



**TABLE B-7**

**Shevlin Woodyard Redevelopment Concept Study**  
**Municipal Servicing Component - Final (Rev 1)**  
**Servicing Estimate Within Road Allowances/Parks/Marina**

16-Feb-21

Item/description	Unit	Qty	Unit Rate	Total
F Hydro, Lighting and utilities				
1 Electrification	ha.	9.2	\$ 60,000	\$ 552,000
2 Road and pathway lighting	ha.	9.2	\$ 13,000	\$ 119,600
3 Natural Gas Allowance	l.s.	1	\$ 140,000	\$ 110,000
4 Telephone/Fiber/Cable Allowance	l.s.	1	\$ 160,000	\$ 160,000
			Subtotal	\$ 941,600



Appendix 2:  
Community Engagement Activity Reports

### Background

The Town of Fort Frances is in the process of developing two unique plans: a land use plan for the redevelopment of the former Shevlin Wood Yard site and a conceptual design for a new compelling gateway at the international border to help draw visitors to Rainy Lake Square, downtown, and other attractions.

This initiative has been prompted by the need to identify opportunities for development that engage and reflect community aspirations as well as maximize economic opportunities for the sites. In doing so, the plans will help guide and direct future investments and implementation that support community well-being and economic prosperity.

A public engagement and communication strategy was developed to support this project. One of the engagement goals is to hear from residents, businesses and organizations to gain a better understanding of the community's values and priorities for renewal and investment.

A Visioning Session was held with key stakeholders with representatives from organizations in health, education, social services, seniors, tourism, business, local governments, and the public. To gain broader public input, an on-line survey was developed that followed closely the topics and questioning presented at the Visioning Session. Over a course of three weeks nearly 700 respondents shared their ideas and priorities for each site. This is a remarkable response rate and a big thank you is extended to all who took time to participate and contribute over 1,400 unique comments. Input from both of these activities will help shape the preliminary design concepts and land uses that will be shared with the public in the next phase of the project.



*Photo: Fort Frances Times*

### Engagement Activities

Date	Activity	Details
February 12, 2020 6:30 – 8:30 PM La Place Rendez-Vous	Public Visioning Session	Approximately 50 attendees
February 26 – March 16, 2020	Public Survey	698 respondents



## Survey: Key Findings Community Needs

Survey participants were asked about what in general is lacking or missing in Fort Frances that they think the community needs. Responses were cross-referenced against age demographics to identify trends. Generally, participants below 45 years of age (56% of respondents) identified more entertainment and recreation needs along with tourism and small retail/restaurant businesses, while those greater than 45 years of age (44% of respondents) identified a variety of housing needs, tourist amenities, and medical needs as top priorities.

### In general, what does Fort Frances need?

Respondents were asked to select their top five community needs.

#### Splash Pad

39% of respondents said one of their top community needs was a splash pad

“ Fort Frances would benefit from a place for tourists passing through to stop and enjoy... giving tourists a greater incentive to stop and spend more time in our beautiful town. ”

#### Amusement Facilities

37% of respondents said one of their top community needs was additional amusement facilities

#### Tourist Amenities

35% of respondents said one of their top community needs was additional tourist amenities

#### Affordable Rental Housing

30% of respondents said one of their top community needs was affordable rental housing

#### Seniors' Assisted Housing

33% of respondents said one of their top community needs was additional seniors' assisted housing

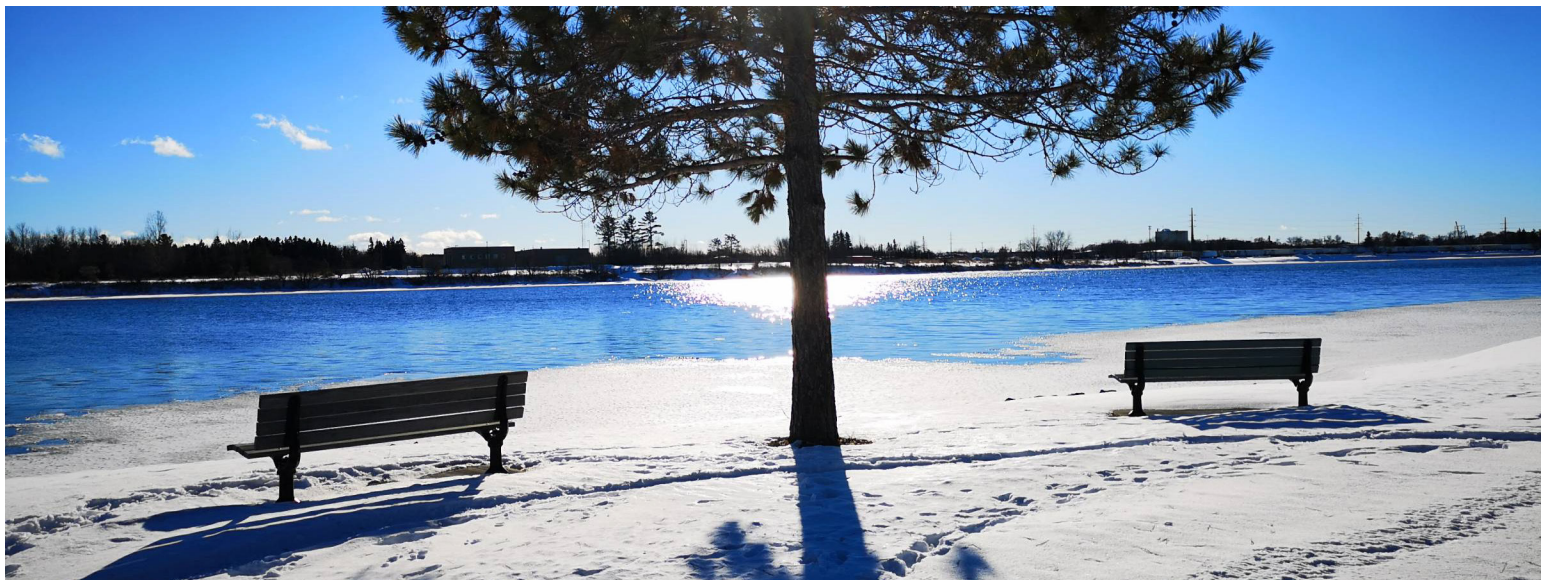


Photo: Fort Frances Times

## Survey: Key Findings

### Gateway to Rainy Lake Square

Survey participants were asked about the impressions for travellers entering Fort Frances from the United States and ideas for improvements.

### Top Opportunities for Fort Frances Gateway

Survey respondents were asked to select their top 3 opportunities to make the Gateway experience into and out of Fort Frances more inviting and helpful for visitors

1

Promotion  
of tourist  
attractions  
and  
amenities

2

Clearer  
wayfinding

3

Welcoming  
signage and  
branding

### Opportunities for Fort Frances Gateway

Survey respondents were asked if they had any ideas to improve the Gateway to Market Square.

“ Need to provide the basics - washrooms, parking, but also need to be inviting and attractive. What can Fort Frances offer to make them want to stop and stay? ”

“ More greenery, local art, and signage can really add to the aesthetic and give a more meaningful first impression. ”

### Current Perceptions for Fort Frances Gateway

Survey respondents were asked what impressions they thought travellers entering Fort Frances from the United States have about the Gateway as it is.

There is a strong indication (80% of respondents) that the impression is uninviting. To expand on this, participants were asked to identify from a list and in open comments, some of the best opportunities to make the entire Gateway experience into and out of Fort Frances more pleasant and helpful for visitors.

Many respondents commented that the biggest influence is the mill site, which sets a particular tone for visitors entering town. However, beyond the mill site, other ways to create a better introduction to Fort Frances and what it has to offer included the promotion of tourist attractions and amenities, beautification improvements such as street trees, greenspace, infrastructure improvements to increase parking, vehicle and pedestrian circulation, and visitor comfort and safety.

## Survey: Key Findings Shevlin Wood Yard

To ensure community values are reflected in this planning, participants were asked about what were some of their top objectives in developing the former Shevlin Wood Yard site as well as the types of land uses they thought to be most suitable.

### Top Land Uses for Shevlin Woodyard

Respondents were asked to identify their top 3 most suitable types of land uses for the Shevlin Wood Yard site

1

Tourism

2

Green  
Space

3

Residential/  
Recreational

### Top Social Objectives

Respondents were asked to identify their top 3 most important social objectives to consider in the redevelopment of the Shevlin Wood Yard site.

1

Features that  
inspire activity  
for all ages

2

Inclusive  
facilities

3

Features for  
both tourists and  
local residents

### Top Environmental Objectives

Respondents were asked to identify their top 3 most important environmental objectives to consider in the redevelopment of the Shevlin Wood Yard site.

1

Design for  
comfort

2

Opportunities for  
beautiful views

3

Natural spaces  
for biodiversity  
and habitat

### Top Economic Objectives

Respondents were asked to identify their top 3 most important economic objectives to consider in the redevelopment of the Shevlin Wood Yard site.

1

Attracting  
investment

2

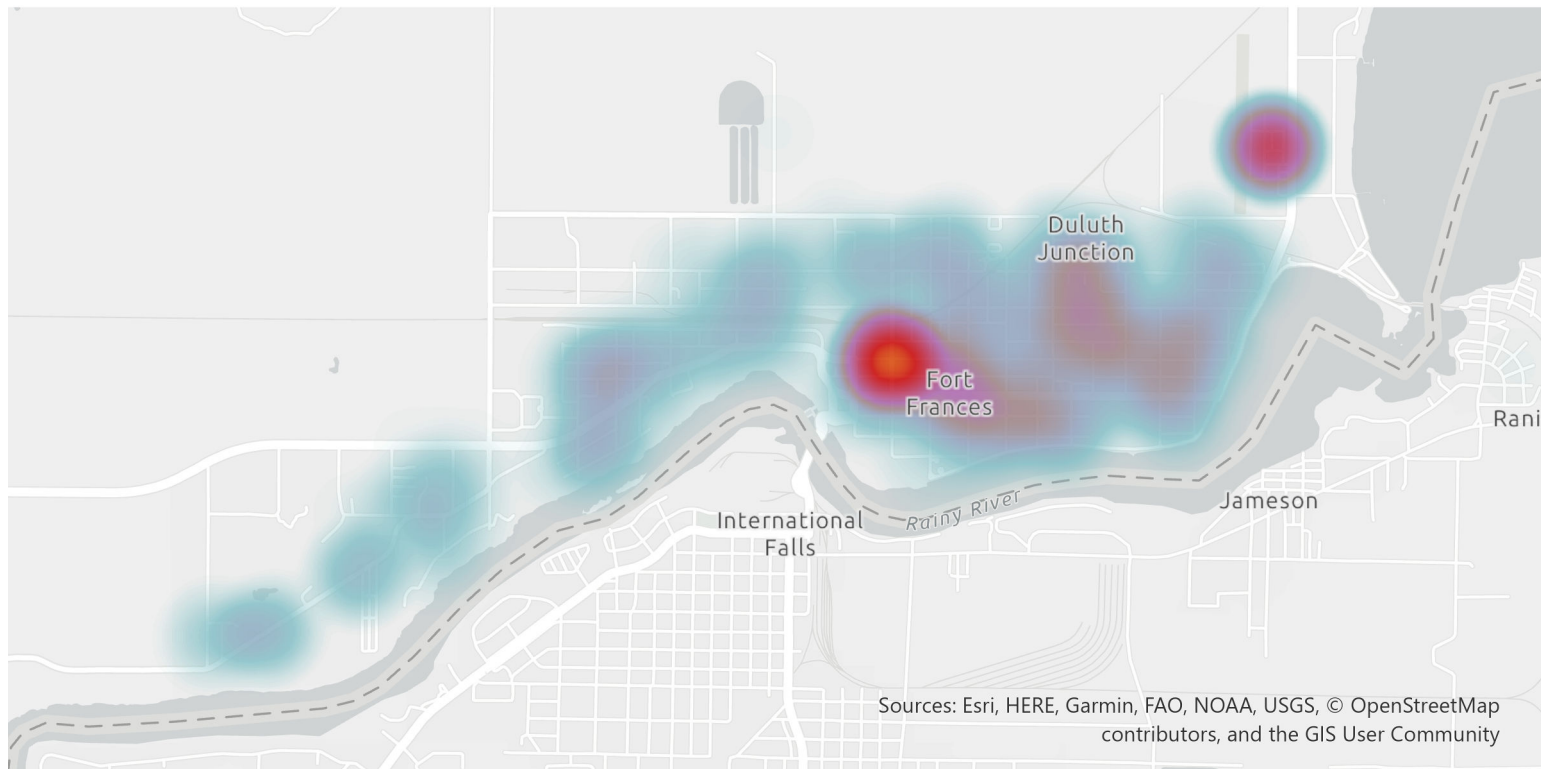
Flexible &  
adaptable  
infrastructure

3

Engaging  
partnerships  
with  
community  
groups

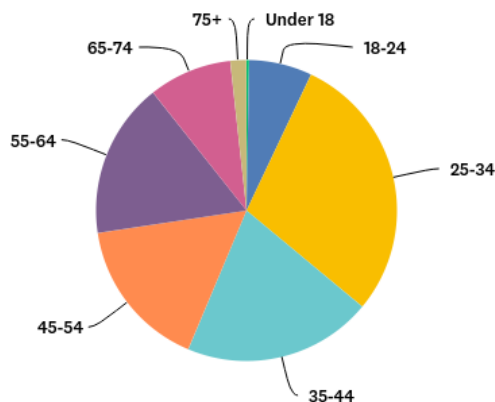
## Survey Respondents by area

Survey respondents were mapped according to postal codes. Darkest areas represent largest number of survey participants.

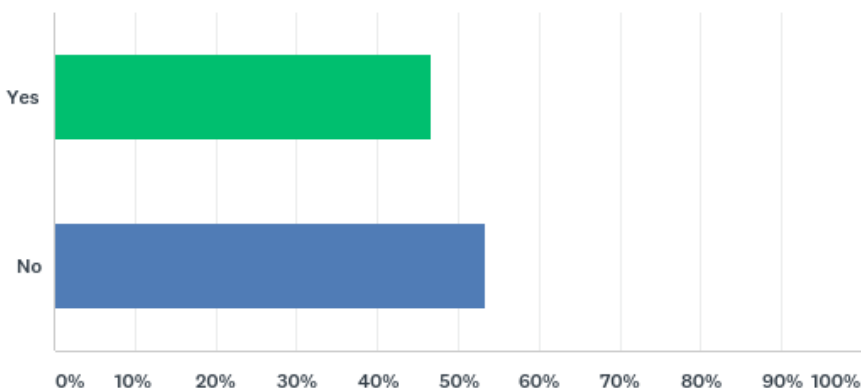


## Demographics of respondents

Which category best describes your age?



Do you have children at home – or regularly care for children – who are younger than 18 years?





### Visioning Session: Key Findings

Stakeholders were asked what would be some indicators of success of a revitalized gateway experience into Fort Frances. Responses included a range of improvements for both tourists and residents such as:

Participants were also asked about what would be some indicators of a successful development for the former Shevlin Wood Yard site. Greater emphases on community needs were expressed for this site, mixed with attractions to be enjoyed by both residents and tourists.

A Visioning Session offered the opportunity for representatives from community stakeholder groups to share their values and vision for a renewed gateway to Fort Frances and a redeveloped waterfront at the Shevlin Wood Yard site. Participants at the Visioning Session provided input by identifying gaps and needs within the community and discussed how the two redevelopment plans can be an agent for economic development and broader community well-being. The format of the Visioning Session was an introductory presentation on the project sites followed by a series of focused table conversations and mapping of opportunities and challenges.

- Improved visitor information and guidance for where to eat & shop
- Attractive and welcoming signage
- Greenspace with trees
- Opportunities for sustainable ways to move around town
- Improved parking especially for larger vehicles with trailers
- A memorable landmark or attraction
- Great events to attract and retain people for more than a day
- Year round vibrancy with pedestrians and street life
- Great technology that assist 'smart' cities for living better while respecting our environment
- Ensure the exit experience at the international border is as good as the entrance experience
- Pathways and pedestrian access to the library and other Town amenities
- Family focus development to draw in families to live here
- Recreation offerings such as a water play pad or modern indoor multi-use facility
- Housing of a mixed income and tenure
- A lifestyle community such as small homes with focus on sustainable living
- Assisted living that offers a full spectrum of living options
- Year-round family attraction with things to do
- Businesses that cater to boaters, marina, boat rentals and tours
- Restaurants, hotel, brewery, and casino
- Economic development with employment opportunities and expanded tax base
- Central attraction and gathering event place for the community and tourists
- A place to celebrate culture and heritage such as logging industry and the river

"We need a place to gather in Canada after using the river/lake for boating/fishing/snowmobiling that is close and convenient . . . without having to go downtown and fight for parking space . . . casual and comfortable bars and restaurants"

## Next Steps...

At the time of this report writing, the Town of Fort Frances and consultant team are investigating contingency options to provide opportunities for continued stakeholder and public engagement during the COVID-19 pandemic. While in-person events may not be possible in the near future we encourage you to please check the Town website regularly and sign up to receive project updates.

.....

## Questions or Comments? Contact:

Cody Vangel  
Town of Fort Frances  
cvangele@fortfrances.ca  
807-274-5323

fortfrances.ca



*Photo: Fort Frances Times*

## Background

The Town of Fort Frances is in the process of developing two unique plans: a land use plan for the redevelopment of the former Shevlin Wood Yard site and a conceptual design for a new compelling gateway at the international border to help draw visitors to Rainy Lake Square, downtown, and other attractions.

This initiative has been prompted by the need to identify opportunities for development that engage and reflect community aspirations as well as maximize economic opportunities for the sites. In doing so, the plans will help guide and direct future investments and implementation that support community well-being and economic prosperity.

A public engagement and communication strategy was developed to support this project. Residents, businesses and organizations were invited to provide input into the plans to gain a better understanding of the community's values and priorities for renewal and investment. In the first phase of engagement, we asked you to help identify the issues and opportunities for the Gateway renewal, opportunities and the potential mix of land use for the Shevlin Wood Yard site, and your vision for redevelopment.

In our second round of engagement, two public online webinars were held. Approximately 90 people attended these virtual events. To gain broader input, an online survey was developed that closely followed the topics and questioning presented in the webinars. Over a course of two weeks, more than 200 respondents shared their feedback on the options presented for both the Gateway to Fort Frances and the Shevlin Wood Yard site. A big thank-you is extended to all who took time to participate and contribute their comments. Input from these activities will help shape the final conceptual designs that will be shared with the public in the final phase of the project.

## Engagement Activities

Date	Activity	Details
May 26, 2020 10:00 am	Webinars	90 participants total
May 27, 2020 7:00 pm		
May 28 – June 12, 2020	Public Survey	217 respondents



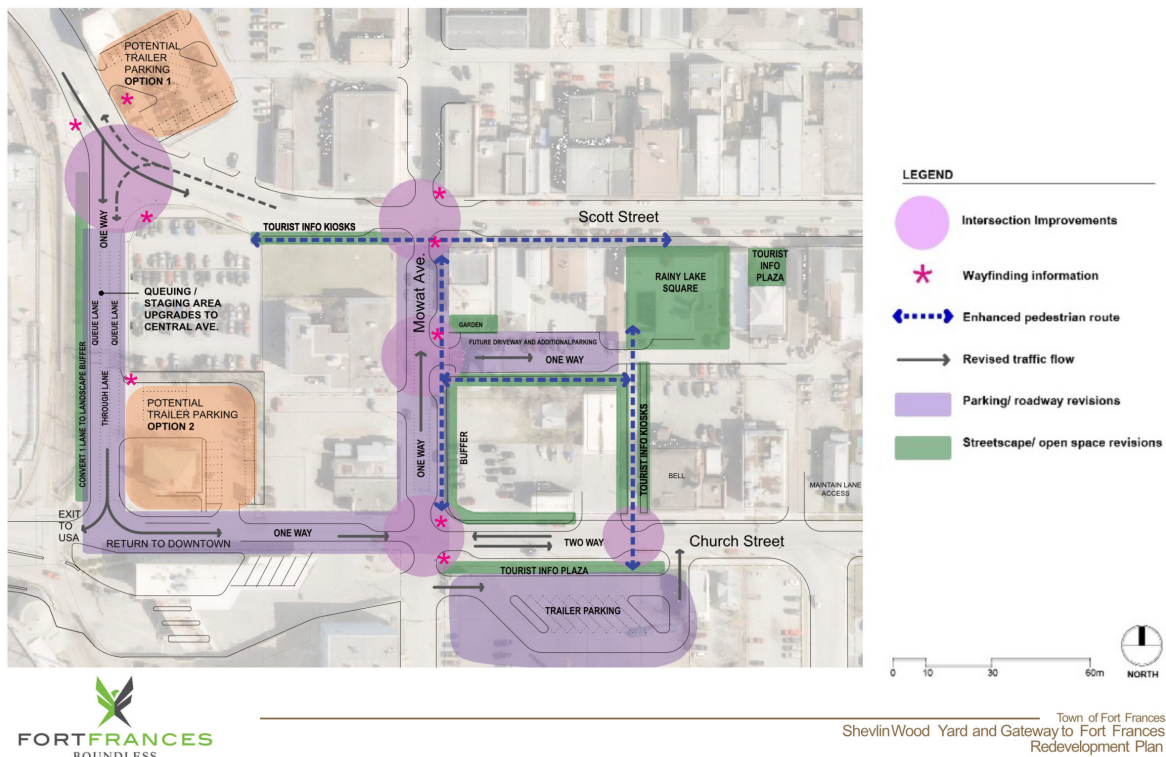
Photo: Fort Frances Times

### Key Findings

#### Gateway to Fort Frances

Webinar participants and survey respondents were asked about the effectiveness of various aspects of the design concept, and to rate their support of these features.

### Gateway to Fort Frances - Concept Elements



### Top Opportunities for Fort Frances Gateway

In phase 1 of the redevelopment plan, survey respondents were asked to identify their top 3 opportunities to make the Gateway experience into and out of Fort Frances more inviting and helpful for visitors. This feedback was used to develop a preliminary design concept for the Gateway renewal (above).

1

Promotion of  
tourist attractions  
and amenities

2

Clearer  
wayfinding

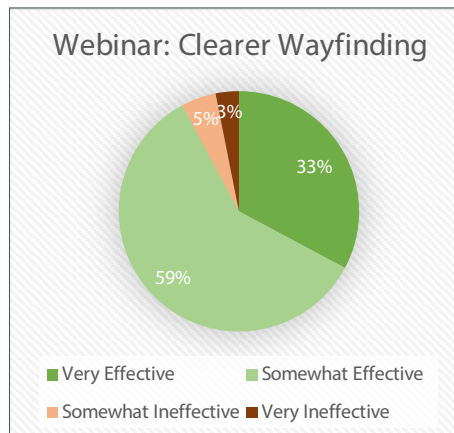
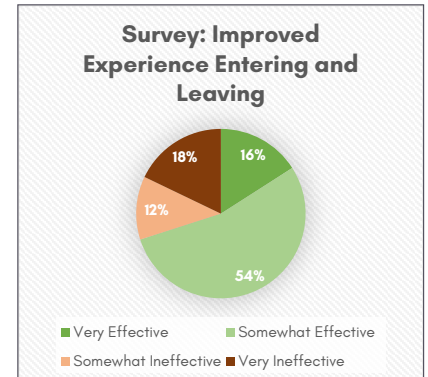
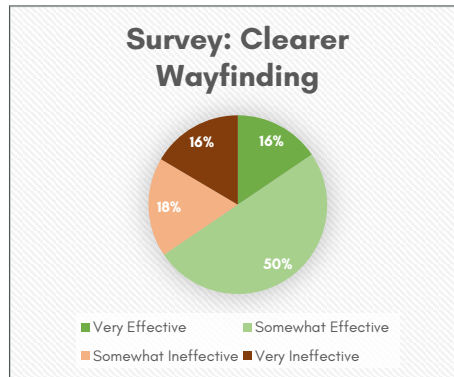
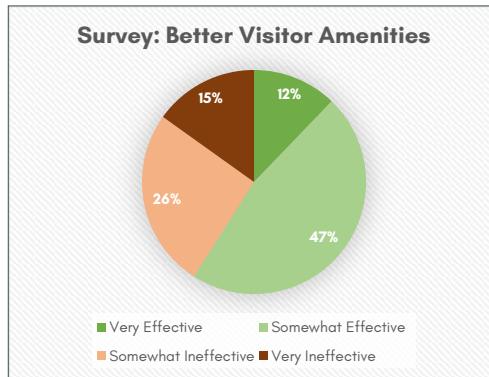
3

Welcoming signage  
and branding



## Design Effectiveness - Gateway Concept Design

In phase 2, webinar participants and survey respondents were asked about the effectiveness of the Gateway design features based on the top opportunities identified in Phase 1.



In general, webinar participants indicated stronger support for the concept design. This is likely due to the descriptive concept design presentation that showed design details and the opportunity to ask questions for clarification.

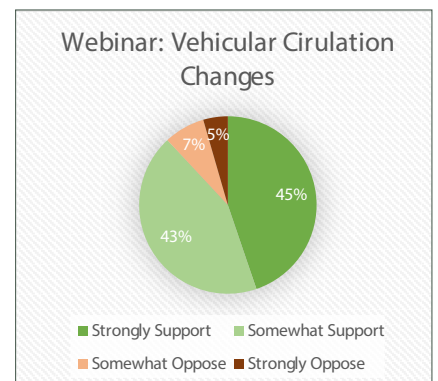
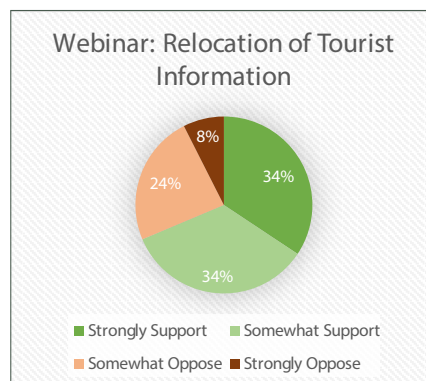
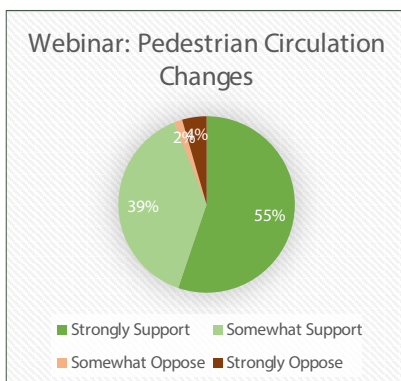
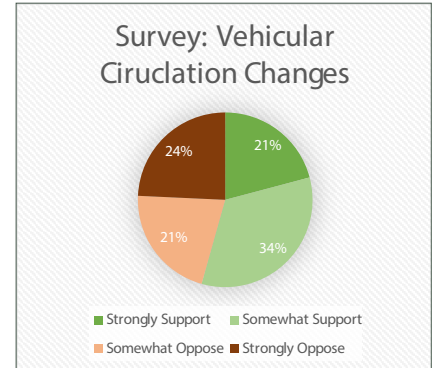
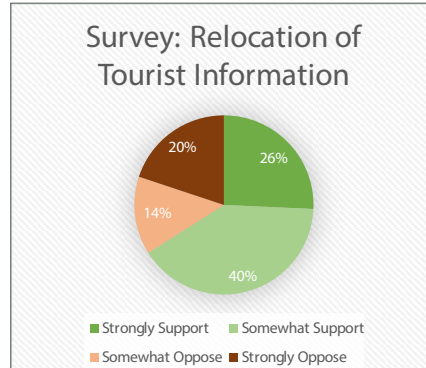
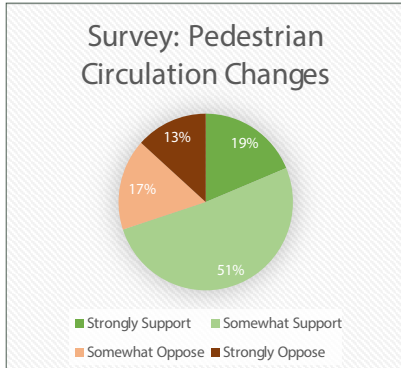
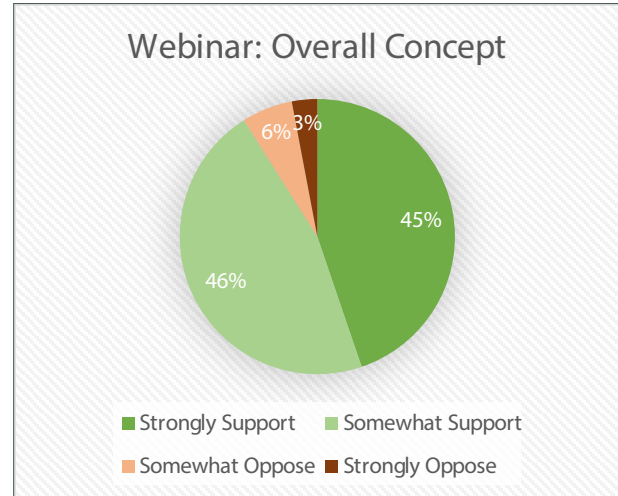
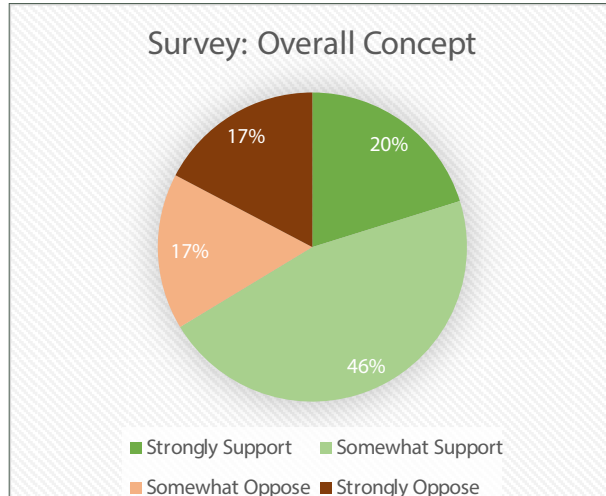
When polled about the effectiveness of the design concept in regard to visitor amenities, wayfinding and entry/exit experience, 92% responded very effective to somewhat effective improvements for wayfinding, 89% of participants indicated very effective and somewhat effective improved experience entering and exiting Fort Frances, and 80% responded very effective to somewhat effective design for improved visitors amenities.



Photo: Fort Frances Times

## Design Support - Gateway Concept Design

Participants and survey respondents were asked to rate their support of the overall concept.



In both the webinar and survey, there is less support for the proposed improvements to the visitor amenities, noting the desire for more new attractions than what was presented. The relocation of the Tourist Information Centre further into downtown was the of greatest concern along with circulation of one-way streets.

### Webinar & Survey: Key Findings Gateway to Fort Frances

During the webinar, participants were invited to ask questions and provide observations regarding the proposed Gateway design concept. Questions were answered in real time and a listing of these questions is included at the end of this report. Survey respondents were given the opportunity to provide comments about their support and concerns.

#### What We Heard

The top themes that emerged from the webinar questions and survey comments were related to traffic, tourist information, tourist attractions, and finances.

1

#### Traffic

Respondents noted concern about proposed one-way streets and overall flow of traffic. Top concerns were heavy truck traffic, traffic at the US border, confusion about one-way streets, recreational vehicle traffic, circulation and parking

3

#### Tourist Attractions

Respondents noted concerns that there were not adequate tourist attractions or amenities to entice visitors to stay. Family attractions such as a water park was a top request for increasing visitors

2

#### Tourist Information

Survey respondents noted concerns about the proposed change to the location of tourist information. Many comments suggested moving the tourist information away from the border may create confusion and more difficult in accessing tourism services.

4

#### Finances

Some respondents expressed concern over the financial aspects of the design. Many comments mentioned concern for how COVID-19 will affect the tourism industry and in turn how development and improvements will be financed.

"There currently is no 'show stopper' that will make travelers traversing our area want to stop and spend time in this location."

"Financially unrealistic; especially in this unprecedented time we are living. Many businesses will not survive, and others will take years to recover. We should work with what we have now and enhance and embellish with the financial resources the town and community has."

"Utilizing the tourism centre would probably be a better solution as it is closer to the border. The tourism centre should offer currency exchange and sell souvenirs and convenience items for tourists. I've worked there when it was open and that is what most Americans want and need when they arrive. They are more likely to spend more time in the town of they stop at a dedicated tourism centre that is closer to the border that can inform them of the town's attractions, like the museum and waterfront."



# Community Report: August 2020

## Fort Frances Shevlin Wood Yard & Gateway to Rainy Lake Square Redevelopment Plan

### Key Findings Shevlin Wood Yard

Webinar participants and survey respondents were asked about the effectiveness of various aspects of the design concept, and to rate their support of these features.



#### MARINA

- 1 Existing road and parking (temp. event tent)
- 2 New pull through truck & trailer (±30 stalls)
- 3 Marina displays
- 4 Expand marina - larger slips
- 5 Overflow parking

#### COMMERCIAL

- 5 Brew pub with patio
- 6 Conference facilities with patio
- 7 60 room conference hotel
- 8 Parking
- 9 Condo / AirBnB hotel
- 10 Future waterfront commercial development site

#### RESIDENTIAL

- 11 Townhomes (compatible with single family dwellings)
- 12 Garden apartments (±32 units - 2 storey)
- 13 Apartment building (4 storey)
- 14 Apartments (3 storey)
- 15 Future 2 storey garden apartments/ townhomes

#### OPEN SPACE

- 16 Linear park trail, trees, and stormwater bioswale
- 17 Crosswalk to Rec Centre
- 18 Community park space: playground, spraypark, garden

Option 1 swings Front Street diagonally through the site to meet Scott Street, creating three large development parcels, and room to expand the marina operations to an even larger regional attraction.

The design includes: **Marina enhancements** – more trailer parking, including overflow lawns, marina display, Owandem vessel relocated next to Hallet vessel, and additional slips for larger boats. **Commercial** – Brew Pub/Distillery, conference centre, conference hotel, waterfront commercial sites. **Residential** – townhomes and apartments, split between rental, condo, and life lease tenures. **Parks and Open Space** – continuous public green space corridors along the roadways and in a swath leading down from Shevlin Avenue connect the bordering neighbourhoods, and this new neighbourhood, to the waterfront.

### Concept Design

#### Option 1



# Community Report: August 2020

## Fort Frances Shevlin Wood Yard & Gateway to Rainy Lake Square Redevelopment Plan



MARINA	COMMERCIAL	RESIDENTIAL	OPEN SPACE
<ul style="list-style-type: none"> <li>1 Existing road and parking (temp. event tent)</li> <li>2 New pull through truck &amp; trailer (±30 stalls)</li> <li>3 Marina displays</li> <li>4 Expand marina - larger slips</li> <li>5 Overflow parking</li> </ul>	<ul style="list-style-type: none"> <li>5 Brew pub with patio</li> <li>6 Conference facilities with patio</li> <li>7 60 room conference hotel</li> <li>8 Parking</li> <li>9 Future waterfront commercial development site</li> </ul>	<ul style="list-style-type: none"> <li>10 Townhomes (compatible with single family dwellings)</li> <li>11 Garden apartments (±32 units - 2 storey)</li> <li>12 Apartment building (4 storey)</li> <li>13 Apartments (3 storey)</li> <li>14 Future 2 storey garden apartments/ townhomes (Garden plots in interim)</li> </ul>	<ul style="list-style-type: none"> <li>15 Linear park trail, trees, and stormwater bioswale</li> <li>16 Crosswalk to Rec Centre</li> <li>17 Pedestrian/ bicycle linkage to Downtown &amp; Gateway</li> <li>18 Community park space: playground, spraypark</li> <li>19 Community garden plots</li> <li>20 Neighbourhood play field</li> </ul>

Option 2: Front Street is shifted north to the existing truck weigh scale driveway, allowing more direct flow of traffic along the waterfront. This option proposes creating a large shared public green space on the west side, allowing small underutilized park spaces nearby to be developed for housing.

This design includes: **Marina enhancements** – similar to Option 1. **Commercial** – commercial sites split on either side of relocated Front Street. Standalone Brew Pub/Distillery could house the functions of the marina shop. Also proposed: conference centre, conference hotel, waterfront commercial display sites. **Residential** – townhomes and apartments, split between rental, condo, and life lease tenures. **Parks and Open Space** – large public park, and continuous public green space corridors along the roadways and in a swath leading down from Shevlin Avenue connect the bordering neighbourhoods, and this new neighbourhood, to the waterfront.

### Concept Design

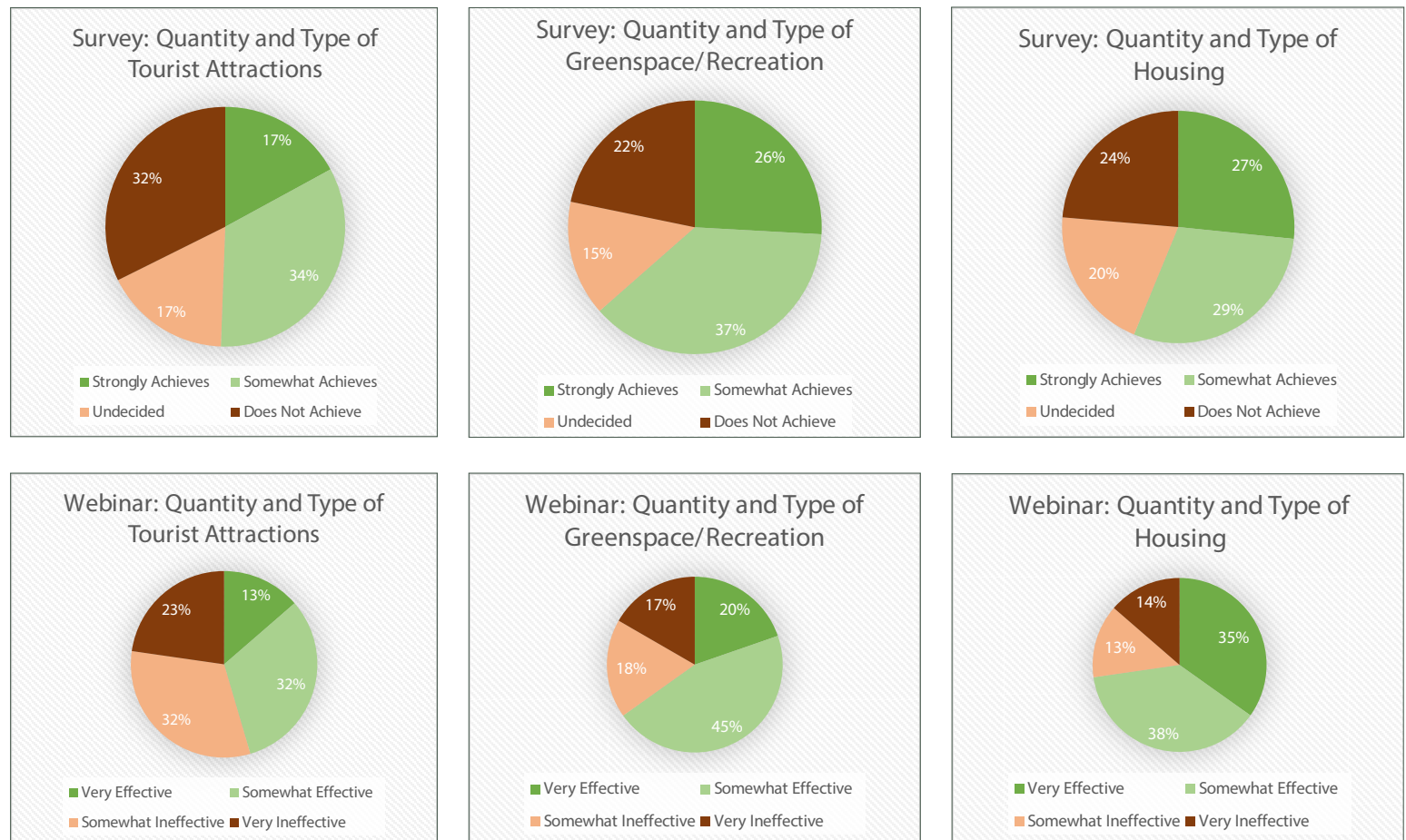
#### Option 2

## Key Findings Shevlin Wood Yard

Webinar participants and survey respondents were asked about the effectiveness of various aspects of the design concept, and to rate their support of these features.

### Design Effectiveness - Option 1

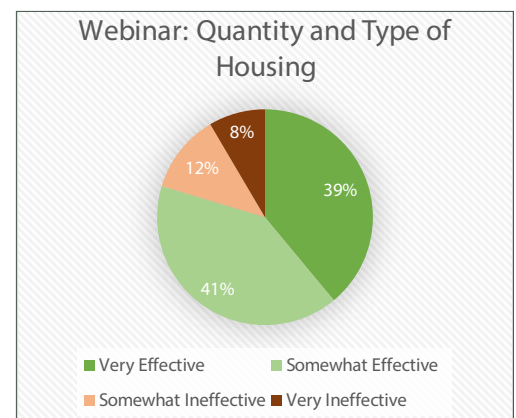
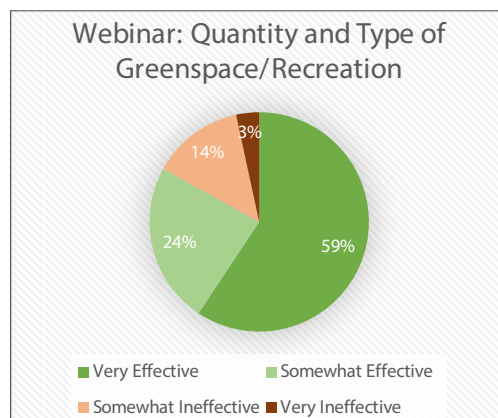
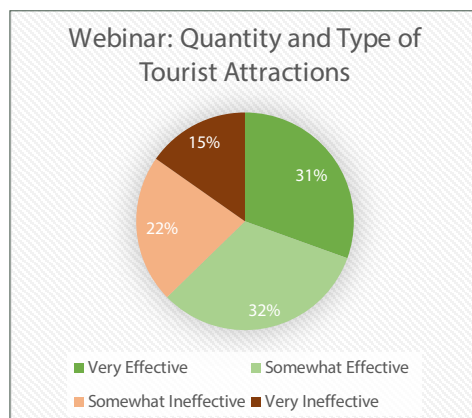
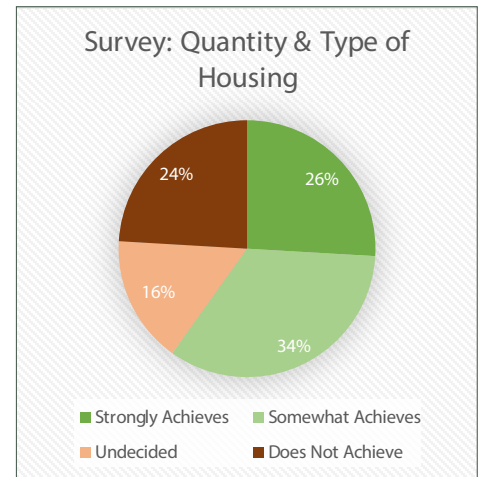
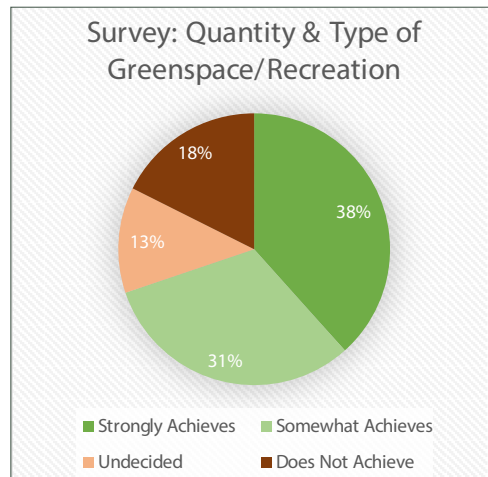
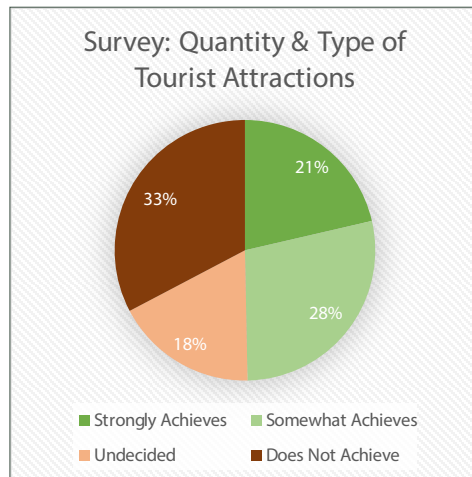
Webinar participants and survey respondents were asked about the effectiveness of features proposed in Option 1.



Option 1 respondents indicated a gradient of support for the various design features. Overall, Option 1 had less support (very ineffective) across all design features.

## Design Effectiveness - Option 2

Webinar participants and survey respondents were asked about the effectiveness of features proposed in Option 2.



In both the webinar and survey, respondents indicated stronger support for Option 2 for the quantity and type of greenspace and recreation. Option 2 also had slightly stronger support for the quantity and type of tourist attractions and housing.

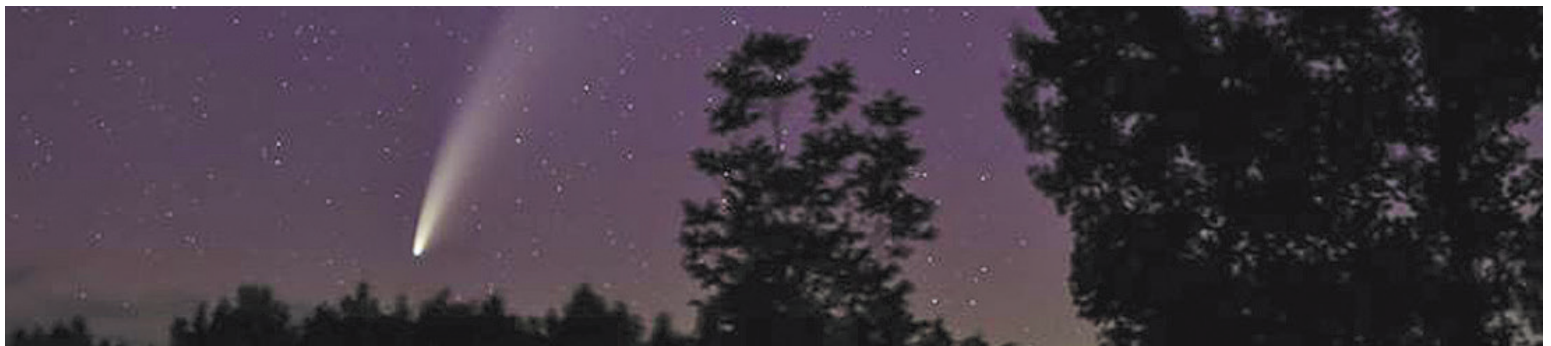


Photo: Lauri Kangas/Fort Frances Times

## Survey: Key Findings Shevlin Wood Yard

Survey participants were given the opportunity to provide comments about their support and concerns.

### What We Heard

The top themes that emerged from the webinar questions and survey comments were related to tourist attractions housing, traffic and greenspace.

1

#### Tourist Attractions

59 comments received  
Respondents noted there was a lack of year-round attractions to draw and keep tourists interested in staying. Some noted a hotel and conference centre were not considered a tourist draw and are not needed. Respondents supported the addition of a brew pub and local restaurants for tourists and residents alike.

2

#### Housing

41 comments received  
Survey participants expressed concern over the housing styles in both options, commenting that there was a lack of single-family dwelling options. Participants were also concerned about the affordability of the housing options presented. Some respondents felt that additional housing is not necessary and particularly on this site that should be utilized for greater community and visitor use.

3

#### Traffic

28 comments received  
Concerns were expressed about the routing and re-routing of heavy commercial truck traffic and potential confusion of the one-way streets and the roundabout shown in option 2. Additionally there was concern about the ease of recreational truck and boat trailer traffic and parking, especially during special events.

4

#### Greenspace

20 comments received  
Many participants expressed a strong desire for a dog park for both option 1 and 2. Participants voiced that they preferred the amount of greenspace present in option 2 over option 1.

"I like the thought to combine the marina with the Brewery so as to keep tourists and to inform them of other opportunities in Town."

"I like the fact that this layout has the proposed housing grouped together and the commercial and activity areas separate."

"Another soccer field or basketball area is not needed! We have enough of those all over. A dog park would be excellent. We already have soccer fields and basketball courts all in one place! A dog park would be a huge asset for a small town."



## Webinar: Q&A Report

### Shevlin Wood Yard & Gateway to Fort Frances

The following questions were submitted during the two live webinars on May 26 and 27. They are listed in the order received. Comments and incomplete questions were not listed here, but any information about support or opposition to aspects of the plan will be incorporated into our community feedback tally and report.

#	Question	Answer
1	Where would the truck route be rerouted if these streets are made one way?	Detailed assessment of truck traffic flow through Fort Frances is not part of this study, but all street corners and vertical clearances can be designed to accommodate semi trailers.
2	How does Duty Free fit into all these one way streets?	Advanced directional signage could be installed to direct exiting traffic to the Duty Free and other businesses along Mowat.
3	With the "reservation queue" line to exit Canada, would the town employ someone to regulate the cutting ahead in line? This has been a problem in the past, people become quite heated when someone cuts line.	There are a number of queue management systems out there that might help make the border crossing a more enjoyable experience - some would require staffing, some might look more like a mobile phone app. At this conceptual level, we have identified it as an opportunity that will require further detailed investigation to test its feasibility.
4	Is boulevard tree planting incorporated in your designs?	Yes and no. Current practice for street tree planting shows that to thrive, they need a lot more soil than we have been giving them in past years. So we are only showing new street trees where there is space, like at the proposed intersection bump outs and along wider sidewalks and grassed boulevards.
5	Based on the traffic queuing proposed how is this considerate to local travelers as Scott will be congested due to boat traffic, and cause locals to limit travel to the area.	Driving traffic to commercial districts is one of the goals of the gateway plan.
6	I am not seeing any poll question on my screen?	It appears that some people who signed on to Zoom through a web browser (rather than using the Zoom app) had this problem. Our apologies. The survey on the Town website provides a similar opportunity to provide your feedback.
7	If the tourist building is moved, what is plan for that space?	We can't say for certain - it is owned by the Province, but currently for sale. Ideally, we would like to see it become a new development site for commercial uses, or something that supports the movement of people through the border. Right now we are proposing the parking lot be used as part of the queue management process, offering a few extra spots for trailers to pull through.

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8	we have a heavy presence of 75 foot transport trucks going east and west Scott and crossing the border... what is the plan for dealing with them	See question 1.
9	I guess no one knows the future of the mill site but if it returns to the town for redevelopment is this being considered in this plan?	This is part of a separate planning process which we understand is getting underway. We are not involved in it. We know that what happens there could have a big impact on the overall gateway experience, so the timing for that process is good.
10	Will there be public washrooms?	We propose to include public washrooms in the relocated tourist information centre in the Museum. The idea again is to pull visitors into the commercial core. This move will be supported by really great signage and improved ways to get there on foot and by car.
11	Will space be taken from, or added to the museum for tourist information?	Conceptually the intent was to find underutilized spaces in the museum building for tourist information. But that might mean moving some things around.
12	Will there be additional public washrooms provided other than at the museum?	No additional are planned.
13	Would the exit route include the "zipper" concept at the central avenue east and west intersection	We can look at that.
14	What is happening with the mill property south of Church st?	See question 9.
15	It seems like you have missed a key route. Incoming visitors will end up past Victoria Ave turn to Safeway in the 400 block of Scott. Can the route incorporate that stop?	The improvements to Scott Street are proposed to continue through the entire commercial strip, beyond the intersection at Victoria. We can revise our diagram so this is clearer.
16	Could there be easier access to the existing Travel Bureau for travellers from the US?	The travel bureau was declared 'surplus' by the Province, and will be closed.
17	I would like some info /direction about the truck route as it potentially impacts all aspects of planning.	See question 1.
18	Would vehicles be able to turn left off of Mowatt?	Not left onto Church, but otherwise yes.
19	Would the west end of Scott St be a right turn only onto central year round to prevent issues with cue jumpers.	We can investigate that.

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20	Has anyone from Couchiching been involved in the planning?	All of the First Nations around Fort Frances were invited to the visioning workshop in February, and there were some participants from those communities that came out. Our survey also indicated a very strong response rate from the postal code associated with Couchiching. We're going to continue to invite First Nations to be involved in these conversations as we go forward.
21	What will be done with the current visitor information centre?	See question 7.
22	Without the mill, why not move the truck route further north?	See question 1. But it is worth passing this idea along to the group planning the mill redevelopment for consideration.
23	Who would be the owners of the businesses such as the hotel?	If this idea moves forward, the Town would put out a call for proposals to find prospective developers.
24	Are any of the housing one level? Many baby boomers are looking to downsize to one level	It is important to ensure that there are good options for seniors with reduced mobility too, so one-level housing and accessible suites should be part of the mix
25	Is there anywhere for small retail shops or cafes?	Yes, the intent is to develop the commercial zone - the red buildings - as general mixed use, with small store fronts lining the street, but those would ideally be marina-oriented offerings like fishing tackle, ice cream, cafes, groceries, camping outfitting, etc. We don't want to create a second downtown here.
26	Are designated snow machine right of ways a consideration in this concept?	No. Because the river does not freeze reliably, snow machines would need to pass through the community to get here. We will confirm this with the steering committee.
27	We currently have 2 full service hotels with conference facilities in town, and another hotel that has meeting rooms. Occupancy rates locally must be explored prior to a new hotel(s) being added. Why not have retail space here instead? People coming off the lake can buy groceries, supplies, gifts. Residents could also then access shopping within the development.	Yes, occupancy rates will need to be confirmed, and uncertainty around the future tourism patterns will also influence this idea. Preliminary findings through the tourist plan were encouraging, which led to this proposal. And as indicated in question 29, there is the intent to include space for ground level retail as well.
28	Will both options be shared on the Town website for comment and review?	Yes.
29	Option 2 has no truck route option for Waterfront?	All roads, including the roundabout, will be designed to allow truck traffic. We are not proposing specific changes to the truck route.

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Fort Frances Shevlin Wood Yard &  
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30	What is the major difference between the 2 options?	Option 1 keeps all of the development within the Shevlin property. Option 2 creates a large, consolidated community park space by converting small parks east and west of Shevlin property to new housing.
31	Could we hear of an Assisted Living Building definitely identified?	Assisted living is absolutely part of the recommended housing mix – but we aren't at the level of identifying specific locations yet.
32	Where is this push for the resort hotel coming from?? This was not a popular theme at the in person session. There was a desire for a splash park, recreation, spa, housing. A hotel is not a tourist attraction, where is the tourist attraction?	See question 27. The Tourism and Marketing Development Plan, which was just released, has some great ideas for additional tourist attractions that we will be looking at as part of the final concept.
33	Is the plan optimistic in terms of residency considering the future of the gold mine is uncertain?	The key to this and other uncertainties in the market is scalability – the options can be built in small or large increments to suit demand. But it is reassuring that we are already hearing from groups that are eager to get started developing the kinds of things that are proposed here.
34	Believe there is a MTO weigh station south of the site/north of Front. Has they been talked to, and who will bear the cost to move the station if it is used?	This is actually an MNR weigh scale. If the scale components were to be utilized by the Town of Fort Frances it is likely that the cost to move the scale pads would be shared by the Town and MNR. For the remaining structures and components the Town would bear these costs.
35	Has the effects of the emerging changes in the world caused by the virus & climate change been taken into consideration?	Some responses include improved active transportation options; generous green corridors and park spaces for distancing, wellness and fresh air; and green infrastructure: which is using living systems to take on some engineering duties like improving water quality and reducing ambient air temperature, and capturing runoff.
36	Is the tent going to be a permanent structure?	It is intended to be temporary.
37	Was it ever considered to have a canopy area for recreational. Preferably clear rigid and permanent?	This was discussed, and it was decided that a temporary structure was a more flexible solution that does not detract from Rainy Lake Square as the Town's primary community gathering place.
38	Also many cities have a lighted ice rink with shelter/washrooms.	These could be part of the larger park space in Option 2.



# Community Report: August 2020

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39	If this is a 10 year buildout wont it be an eyesoar in the interem?	The pace of development is hard to predict, so we will be looking at the funding opportunities to see if the greenways can be developed as one of the first activities. This will give time for the trees to establish, increase the appeal and value of the development parcels, and maximize recreation benefit for the community. It is also likely the frontage on Scott and along the waterfront will be the first to develop, which are the most visible parts of the site.
40	What is the draw for tourists?	See question 32.
41	Although not a common occurrence, has high water and flooding been considered ?	All structures would be built with entrances above the flood protection level indicated in the by-law (339.5m). The elevations on the Shevlin property can easily accommodate this with no additional flood protection measures required.
42	What in these plans will encourage local gatherings such as more picnic areas, more benches and tables?	Both options include community green spaces with benches and picnic areas. In Option 1, it is the swath of green that runs southward through the development toward the waterfront. In Option 2, the same swath is proposed, as well as a large park that would include those amenities.
43	Is it possible to look at both options at the same time?	This change was made for the second webinar. Thanks for the suggestion.
44	What part of this concept is intended for attracting tourists? Aside from the marina, which is existing.	See question 32. And the marina is enlarged and enhanced.
45	Unless I missed it, there didn't appear to be any emphasis on assisted living space, which is so badly needed in our community.	See question 31.
46	item ten takes out the community parks and puts them into housing? That will not go over well!	For Option 2 only, item 10 proposed consolidating greenspace in one location, so there is space for larger playfields and unstructured uses like pick up soccer games, frisbee, picnics, and more interaction between uses and users. The new park would be close to the existing community parks - 250 metres from the playground and 500 metres from the field on Williams.
47	We are missing some desired concepts: year-round family activity (waterpark, indoor recreation). shops and grocery (more diverse commercial offerings), tourist attraction to bring more people here.	See question 32.

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Fort Frances Shevlin Wood Yard &  
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48	Has consideration been given to public boat parking for boaters visiting the complex?	We will discuss this idea with the steering committee.
49	The only commercial offering is a hotel and conference centre, something I don't believe there is any need for locally.	See question 27.
50	You don't want to compete with downtown but you'll compete with local conference hotels??	See question 25 and 27.
51	Is there an email to send any additional questions?	An email was sent to all registered participants with addresses and links. Those that missed it can send additional questions to <a href="mailto:cvangele@fortfrances.ca">cvangele@fortfrances.ca</a>
52	I am a reporter with the Fort Frances Times, would you be able to share how many people had registered to take part in the two webinar sessions this week?	We had 59 register tonight and there was another approx. 50 yesterday morning.
53	Can you please elaborate on how tractor trailers will be redirected?	See question 1.
54	Has the reservation system been used in other border crossings and how does that work?	See question 3.
55	Are there any examples of other communities that lack a physical Visitors Centre?	The Provincial government is removing and limiting visitor centre services in a number of locations in Ontario. But the intent with the gateway project is not to eliminate the visitor centre, rather to ensure its new home provides more benefit to the community.
56	Would it be advantageous in this redesign to have one way traffic as well on first street from Mill to Portage Ave?	We will review this suggestion. In general, it is not desirable to change from two way to one way on a residential street unless there are specific need to reduce or calm traffic.
57	Oversized loads are a key reason our bridge exists... how is that going to happen?	See question 1. This is an important consideration for the detailed engineering that would occur before any changes in road widths, direction, clearances and turning radii are implemented.
58	How are you going to attract folks to the downtown area? A greenway is not very much. Will all the spaces be parking lots or just a couple of the suggested locations?	The greenway as represented in these images does not tell the whole story - the idea was to have the tourist information kiosks, food trucks, and on market days some vendor stalls located along these routes to provide lots of animation and information for visitors.

# Community Report: August 2020

Fort Frances Shevlin Wood Yard &  
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59	Will there continue to be parking on Scott St?	Yes. There is a possibility for shop owners to have temporary patios/ bicycle parking in front of their businesses, occupying stall(s), but that would be at their discretion.
60	Any thought of increasing the amount of traffic on the bridge to decrease the queuing line?	This is not within our control, but it is an idea that could be passed on to Canadian Border Security Agency for consideration as part of the next round of bridge rehabilitation.
61	Did you really just say that the hotel development is not in the market place? It's literally the exact same business model as the Copper! The exact same. I would like to know who the consultant is that said this? The information is very incorrect. Please answer the following:	See question 27.
62	1) Are you aware there is a study completed just 2 years ago that said Fort Frances CAN NOT support another hotel, and that was before the Super 8 added 24 more rooms. 2) I know that our company has not released any data on occupancy nor has the other largest hotel in town, so where is this data coming from saying that another hotel is needed? 3) There is already two conference centre hotels in Fort Frances, a third one would never be feasible in a town of 8,000 people. Where is this being driven from?	See question 27.
63	I don't see or hear anything that as a tourist would get me to go to Fort Frances if I was a tourist... please tell us on how just you think this will attract and retain tourist not just in the immediate future but for years to come?	This development takes its cue from the Tourism and Marketing Development Plan, which aims at an experiential form of tourism. But as stated in question 36 above, we will work with the steering committee and see if there are ways to expand the tourism offerings.
64	Can you please expand on how these designs will attract and retain visitors, for tourism, for the next 40-50 years without major redevelopment focussed on visitors first ( shopping, dining, and entertainment) rather than local high-end housing?	See question 63. The housing is not intended to be high end - it will be suit a mix of incomes including affordable units in order to match the expressed desires of the public, our market research, and the current excellent funding opportunities for affordable housing.

65	To practice effective Tourism, which I understand is the new Economic Development direction Fort Frances plans to take, it is essential to have a strong set of unique attractions and offerings. Also understanding that visitors make their plans BEFORE they travel, it's imperative that we have a strong Tourism product that will merit their attention. How is the large focus on local housing, and the serious lack of shopping, dining, and entertainment options going to support and build a strong and vibrant tourism economy?	See question 63.
66	Any thought to the entire Shevlin development being a zero carbon, pedestrian / active transportation scheme with much less priority to asphalt and through traffic?	Concept includes green infrastructure and reinforced turf parking areas – see question 35.
67	Is senior housing a part of the apartment complex	Yes.
68	What is the vision for 10 for commercial applications is that potential something that could host national brands like a boardwalk concept?	The intent for the commercial area along the waterfront is described in question 25, but we will look into your suggestion.

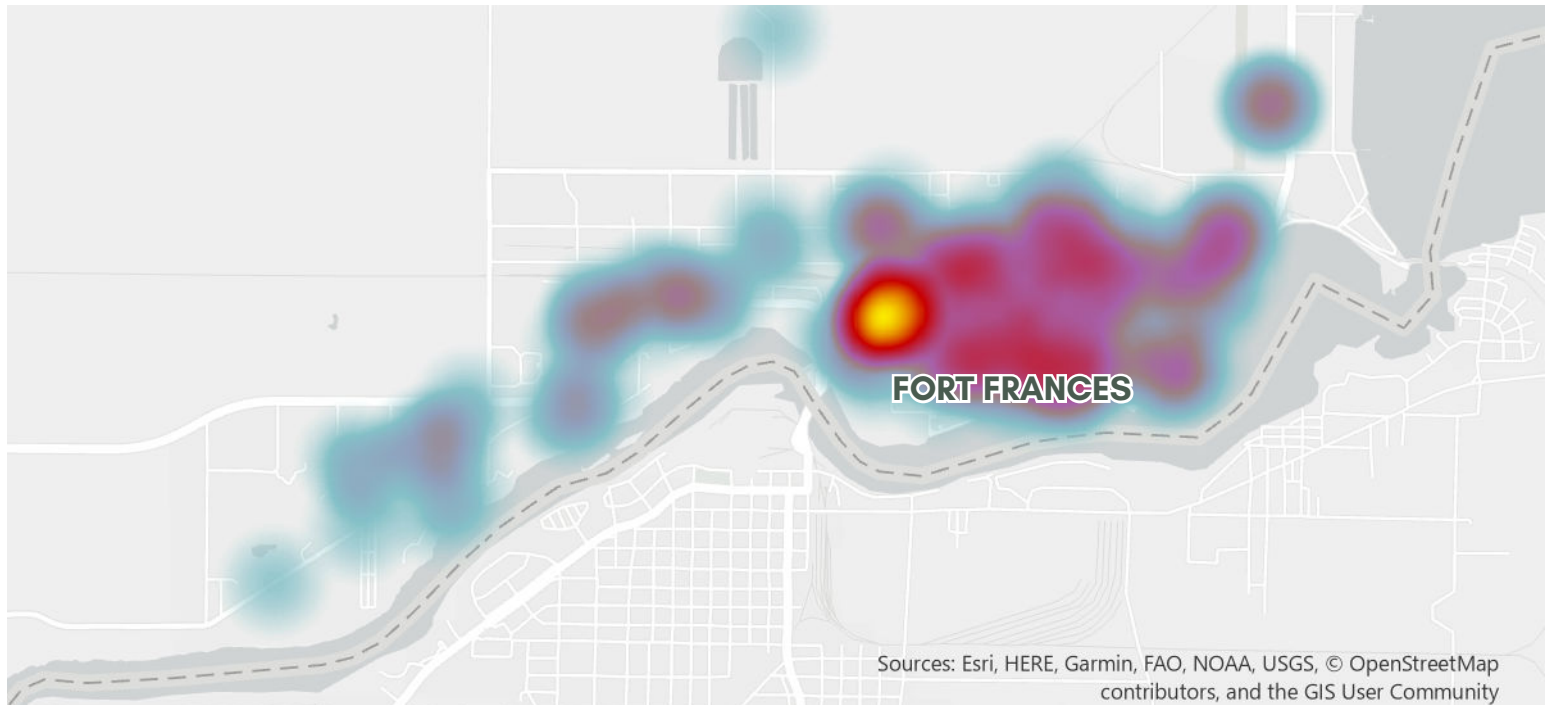


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## Survey Respondents by age and area

Survey respondents were distributed fairly evenly by age; 49% of respondents were under age 45, while 51% were 45 and over. Survey respondents were mapped according to postal codes. Darker areas represent largest number of survey participants. 129 of 217 respondents provided their postal codes.



## Next Steps...

A final preferred concept design for both the Gateway and Shelvin Wood Yard will be developed based on further technical and financial analysis and this community feedback. Town Council will receive for review, comment and approval the Fort Frances Shevlin Wood Yard and Gateway to Rainy Lake Square Redevelopment Plan in September 2020. The Council approved Plan will be posted to the Town website later this fall.

## Questions or Comments? Contact:

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