



To: **Committee of the Whole**

Agenda Section: Human Services
Division: Social and Community Services
Department: Social Housing

Item Number: CCW - 2020-149

Meeting Date: June 23, 2020

Subject: County Orillia Campus Project – Preliminary Design and Costing

Recommendation

That Item CCW 2020-149, dated June 23, 2020, regarding County Orillia Campus Project - Preliminary Design and Costing, located at the intersection of West Street North and Borland Street East, City of Orillia, be received; and

That the County Orillia Campus development project, estimated to cost \$79 million, as generally outlined in Item CCW 2020-149, be approved to proceed; and

That staff proceed with the appropriate planning approvals, design, tendering, contract award, site preparation and construction of the County Orillia Campus development project, as generally outlined within Item CCW 2020-149; and

That the Ontario Priorities Housing Initiative (OPHI) allocation in the amount of approximately \$2.4 million, and the Social Housing Reserve amount of approximately \$7.944 million be designated for the subject project, and approved; and

That County Orillia Campus development project be prepared as 'shovel-ready' to be in optimal position should additional Federal/Provincial funding be made available; and

That the Warden and Clerk execute all required applications, agreements and documents.

Executive Summary

As recommended in Item CCW 2020-020 (January 14, 2020), having completed the community and visioning consultation for the former Orillia District Collegiate and Vocational Institute (ODCVI) property in Orillia, staff has initiated the preliminary design and site plan process, and costing for the County's Orillia Campus development on the subject property. Item CCW 2020-149 details the

preliminary design and costing for development, and seeks approval to proceed to site plan approval and construction phase using the Social Housing Reserve and Ontario Priorities Housing Initiative (OPHI) for the project. County staff has worked in partnership with City of Orillia staff to ensure the design and draft site plan align with City requirements; staff has continued discussions with key community agencies who have stated an intention to become stakeholder tenants.

The proposed preliminary design incorporates input regarding community services and design features received as a result of the comprehensive community vision and consultation that was conducted in 2019 for this site. The project will encompass the development of a multi-use energy-efficient building in a campus-like setting, including a mix of approximately 130 affordable housing units, and community services, as well as potential County corporate and/or other supportive services intended to meet the diverse needs of the community and surrounding areas. Increasing the affordable housing stock in the City of Orillia is in alignment with the County's 10-Year Affordable Housing and Homelessness Prevention Strategy. The County has identified targets for the creation of affordable rental units. The approval of this Item will result in a significant portion of the affordable housing targets being met for the overall area including the City of Orillia, and Townships of Oro-Medonte, Ramara, and Severn.

The proposed Orillia Campus development is located on an arterial road, can be accessed via public transit, and is in close proximity to community amenities. The development provides an opportunity to intensify an existing neighbourhood and provide affordable housing options for seniors, vulnerable populations, and mixed income households. As well, the campus approach helps to alleviate the barriers to accessing essential community and social services for residents.

A formal presentation to Committee of the Whole accompanies this Item and is attached as Schedule 1. The renderings of the development, contained within Schedule 1, are intended to provide a conceptual representation of the proposed development and do not predetermine the details of construction materials and final design.

Planning Act approvals from the City of Orillia are required for the project to proceed. A Zoning By-law Amendment (ZBA) and Site Plan Approval (SPA) will be required. There are also several studies that are required by the City of Orillia to support the County's planning applications. Preliminary discussions have taken place with City of Orillia staff in anticipation of pending planning applications, and to ensure early alignment. It is recommended that staff be directed to proceed with planning approvals. A 'shovel-ready' development project would create an optimal position in order to take advantage of future potential additional funding opportunities.

Background/Analysis/Options

As per Item CCW 2020-020 (January 14, 2020), following the County's purchase of the former ODCVI property in Orillia, a community vision and consultation process to identify the feasibility and needs of a regional community hub on the site, as well as affordable housing, was undertaken. Given the size of the property, the building, parking lot and outdoor amenities will be situated on approximately 2.45 hectares (6.05 acres) of the overall 3.8 hectare (9.38 acre) site. Initially, the campus project had been contemplated as a multi-building, multi-phase complex. However, incorporating currently-identified uses in one phase, instead of two phases, of development has demonstrated cost savings. The balance of the site will remain vacant and dressed with top soil and hydra seeded, and incorporated in the Landscape Plan to ensure site continuity. Until such time the vacant portion of the site is developed, this area can be left undeveloped, while still being made to appear attractive through appropriate landscaping.

A cross functional team including staff from the Social Housing, Procurement Fleet and Property, Ontario Works, Children and Community Services, Planning, Finance, and City of Orillia, has been established to work with McKnight Charron Limited (MCL) Architects on the preliminary design requirements. As identified in Item CCW 2020-020 (January 14, 2020), the consultation process identified opportunities to design the development in a campus approach to integrate and achieve efficiencies through shared resources such as multi-use program room and community kitchen. In addition, innovative design considerations such as a central hub on various levels provides flexibility for a variety of groups to gather, meet, and host events for diversity and plurality of programming options.

Across the region, the demand for affordable housing has been identified in the County's 10-Year Affordable Housing and Homelessness Prevention Strategy. The Strategy's goal is to achieve approximately 2,685 affordable housing units by 2024. A total of approximately 1,873 affordable housing units have been created, as of December 31, 2019.

The City of Orillia, as a primary settlement area, provides a range of supportive services to surrounding communities in the Townships of Oro-Medonte, Ramara and Severn. Increasing the affordable housing stock in the City of Orillia is in alignment with the County's 10-Year Affordable Housing and Homelessness Prevention Strategy. The general target for the creation of affordable housing units identified in the Strategy for the City of Orillia, and the Townships of Oro-Medonte, Ramara and Severn is a total of 392 units. As of December 31, 2019, approximately 220 new units have been achieved. This development plan will assist in meeting a significant portion of the affordable housing target in this area.

The proposed preliminary design includes both residential and non-residential uses as summarized below:

Residential -

- Approximately 130 Simcoe County Housing Corporation (SCHC) affordable mixed units for seniors, families and individuals,
- Common room for tenants with adjacent rooftop amenity area, including planter box gardens,
- Laundry room with basement walk-out for additional security,
- Secure residential elevator lobbies,
- Secure move-in room,
- Secure indoor bicycle storage.

Non-residential -

- Ontario Works (OW), Children and Community Services (CCS), and Social Housing (SH) County offices,
- Centre foyer/hub gathering area,
- EarlyON Child and Family Centre,
- Licensed child care centre,
- Agency space for organizations that have expressed stakeholder interest as anchor tenants,
- Potential agency 'drop-in' space within OW for agencies that provide client supports and have minimal space requirements for minimal periods of time,
- Two Meeting/Program rooms,
- Communal kitchen,
- Café with potential as a social enterprise,

- Future Leasable space.

Outdoor features -

- Existing arboretum preserved,
- Secure playgrounds for licensed child care centre,
- Lay-by/parking access for easy drop off/pick up in close proximity to child care centre,
- On-site pedestrian pathway and linkages to arboretum and nearby YMCA,
- Outdoor seating,
- Outdoor amenity area, including planter box gardens,
- Playground for tenants and EarlyON Child and Family Centre participants,
- Bus pad and public transit stop infrastructure (for future use).

The Simcoe County Housing Corporation's (SCHC) general development guiding principles and community consultation feedback for the initial design have also been considered in the design. In addition, the proposed preliminary design incorporates proven technologies for electricity, power and water consumption, and new design standards as set out by the County's age-friendly, community service and sustainable energy program and teams.

The modest unit sizes and building amenities are based on household needs and community expectations in terms of affordable housing, and include durable finishes for kitchens, bathrooms, and flooring material that have proven track records in existing sites and demonstrate a longer service life that reduces on-going maintenance and operational costs.

The proposed development will also include recognition of ODCVI heritage with installation of select salvaged adornments, as well as complementary outdoor amenity spaces that are harmonious with the existing neighbourhood.

The proposed Orillia Campus development is located on an arterial road, being West Street North. The site will accommodate vehicular entrance from West Street North and secondary access from Peter Street. The site can also be accessed via City of Orillia transit. Outdoor bicycle racks will be located in proximity to the building's hub entrances; in addition an indoor bicycle storage facility for residents is planned on the ground floor.

The building is designed as one building and divided into three distinct sections comprised of six and four storey 'wings' that are visually separated by the tiered central hub. The leasable space on the second floor of the six storey wing is currently designed for commercial use. However, architectural considerations such as floor spans, supporting columns, plumbing and ventilation requirements mirror the upper-story residential layout. This flexibility has been incorporated into the building design; should the commercial space be deemed surplus, approximately seventeen additional residential units could be constructed in this space.

While the site is not within the City's downtown heritage conservation district, where feasible consideration of local context and character have been incorporated in the exterior design. As illustrated in the conceptual design renderings (Schedule 1), the residential theme is carried through the design to ensure a harmonious blend with the existing neighbourhood. These design features provide transitional intensification in order to harmonize with the existing neighbourhood character.

The base of the building is proposed to be anchored in a stone façade with an alternating Aluminum Composite Material (ACM) panel and face-brick system. Precast stone features are incorporated between these layers to provide texture and emphasize vertical divide. Not only does

this design break up the massing, it also gives the building the appearance of a lower height structure that situates well in an existing residential neighbourhood. Both non-residential space and residential suites have enlarged glass areas for improved natural light and connection to the outdoors.

The renderings are intended to provide a conceptual representation of the proposed development and do not predetermine the details of construction materials and final design. It should also be noted that the full landscape plan has not been determined in this initial phase. The full detailed and comprehensive landscape plan will be developed as part of the formal design process.

Affordable Housing

Approximately 130 affordable mixed residential units are designed for seniors, families, and individuals with specific needs such as accessibility or support resources. This includes approximately 29 studio units which were incorporated into the design based upon further consultation with the community. The mix of units provides a range of housing; approximately 46 units are multi-bedroom units targeted to families and the balance of the units are 1-bedroom and studio units. The proportion of studio and 1-bedroom units is in keeping with the general target of the SCHC approved guiding principles, as outlined in Item CCW 17-253 (October 10, 2017). In addition, now standard in SCHC design of new buildings, all 1-bedroom and studio units will be universal design for aging in place. In alignment with SCHC development guiding principles, the rent maximums will be set at an average across the development of no more than 80% of Average Market Rent (AMR).

The on-site service hub setting presents partnership opportunities with community agencies to work with residents with specialized needs. The studio units, approximately 29, are integrated on all levels of the four storey residential wing of the building. These units are intended to offer independent living options for specific target populations such as vulnerable seniors and/or other persons who require minimal supports in order to live independently.

Sustainable Housing and Communities

Recent SCHC builds such as the Wasaga Beach and Victoria Harbour developments have exceeded the minimum energy efficiency requirements stipulated by the Ontario Building Code. As per Item CCW 17-253 (October 10, 2017), the SCHC Development and Operational Plan strives to achieve sustainability using a LEED-like silver approach.

Furthermore, the Canada Mortgage and Housing Corporation (CMHC) has introduced innovative tools and information to support community housing providers through the National Housing Strategy (NHS). CMHC has published six strategic areas as part of the NHS affordable housing priority actions for sustainable and inclusive communities. The inclusion of CMHC priority areas of strategic action, such as the development of sustainable housing, provide the County with the opportunity to meet potential future funding eligibility criteria. This means the development of affordable housing such as SCHC, includes measures that achieve environmental, social and financial sustainability.

Environmental sustainability is demonstrated in the County's experience with achieving LEED-like energy efficiency standards. These efforts offer a logical transition to more progressive sustainability goals such as those established in Passive House (PH) design. In addition to the energy efficient practices and materials used in recent and current SCHC developments, PH design further improves energy efficiency by minimizing air leakage, increasing indoor air quality,

providing protection from noise pollution, and reducing operation and utility costs. Multi-unit affordable housing buildings that incorporate sustainable building practices are encouraged as a priority area for housing action under the NHS, and PH design is becoming a dominant standard for measurement of energy efficiency, and minimization of operating and utility costs. Other Service Managers/Local Housing Corporations, including County of Oxford, City of Ottawa, and City of Toronto, have adopted PH design in their affordable housing builds. In this project, intentional efforts will be made to incorporate PH design, where feasible, to achieve optimum building performance. These measures would position the County favourably to not only contribute to its overall energy reduction targets, but also to meet future funding criteria design, should stimulus funding be made available that includes PH requirements. As well, consideration to PH design as an intentional part of the project would have the additional benefit of increasing the economic sustainability for residents as it will provide lower-than-average utility bills.

Multigenerational Services and Resources

The community consultation illustrated the strong demand for both children and senior services that are required within the community, in addition to affordable housing. The proposed plan contains a number of agencies which serve residents of all ages. Ground floor resources and supports through County of Simcoe services including Ontario Works, Children and Community Services, and Social Housing, as well as potential corporate County services, will be available as key components of the campus. EarlyON Child and Family Centre, licensed child care, Victorian Order of Nurses for Canada – Ontario Branch – Simcoe County Site (VON) seniors' support services, child and family supports through Simcoe Muskoka Family Connexions, and employment supports will also be of great benefit not only to residents from the building but also from the broader neighbourhood.

The centre hub of the building is designed to bring the residential wings into contact with the range of service providers. In addition, the space contains amenities such as a Café and program rooms where tenants, local residents, and stakeholder agencies' clients can participate in programming. As next steps in working with the community agency stakeholders, staff will develop preliminary Offers to Lease for the key agencies interested in leasing space at this location (Simcoe Muskoka Family Connexions and VON), including a plan for recovering costs for leasehold improvements to their office space. Staff will also use an expression of interest process for the licensed child care and employment support components.

Redevelopment Plan, Timelines and Communication

The site is primarily designated 'Living Area – Intensification Area' in the City's Official Plan, which permits the proposed development and uses. However, a site-specific ZBA and SPA are required. Formal pre-consultation with City planning staff is a prerequisite to planning application submissions.

Preliminary meetings with City staff have assisted with identifying development options and site plan design layout. In addition, City-specific requirements with respect to planning approvals, site services and engineering have been discussed and incorporated in the preliminary design. At this stage of the preliminary design process, City of Orillia staff has not raised significant concerns or issues.

Several studies are required by the City of Orillia to support the County's planning applications. These studies all need to be completed prior to SPA and as such must be completed in the summer months or early fall at the latest. A 'shovel-ready' development project would situate the County to be in an excellent position to take advantage of potential prospective stimulus funding,

should those opportunities arise. Preliminary studies such as geotechnical report, Phase 1 Environmental Site Assessment, and Archeological Assessment Stage 1 and 2 have already been completed.

Several additional studies and reports are required to support planning and site plan submissions, including Phase 2 Environmental Site Assessment, Stormwater Management Plan, Functional Servicing Plan, Traffic Impact Study including parking reduction justification, Entrance Analysis, Noise and Vibration Impact Assessment, Construction Impact Mitigation Study, Photometric Analysis, Landscaping Plan, and Planning Justification Report.

It is anticipated the preparation of studies and reports in support of the planning application submissions may take approximately four months. Subsequently, the planning approvals process is subject to legislated public meeting requirements and timeframe. County staff will continue to collaborate and work in partnership with the City of Orillia. In addition, engagement with residents and stakeholders allows as much information as possible to be shared with the public so that their concerns may be addressed throughout the planning process.

In a parallel timeline, design development and working drawings can be created to have the tender package ready by winter 2021. Bid pre-qualification and formal tendering can be completed during winter and early spring of 2021. This would potentially allow for a construction start late spring or early summer of 2021.

In collaboration with the County's Communications department, updated information will also be made available on a dedicated County webpage. Similar to recent SCHC development projects, a communication plan has been developed to share project information and host public information sessions for local residents and community providers, which can occur either in-person or virtually to suit the pandemic context.

Financial and Resource Implications

Table 1 below outlines the costs for the County's Orillia Campus Development. This table is a high-level conservative estimate:

Table 1 – Costs - Orillia Campus Development

	Estimated 2020 (\$000's)	Estimated 2021 (\$000's)	Estimated 2022 (\$000's)	Estimated Total (\$000's)
Orillia Development				
Project Revenue				
Development Charges	324	8,543	12,690	21,557
Municipal Partners	310	8,786	14,546	23,642
Provincial Funding (OPHI)	-	2,392	-	2,392
Proceeds of Disposition	-	-	675	675
Social Housing Reserve	100	3,078	4,766	7,944
Total Project Revenue	734	22,799	32,677	56,210
Project Cost				
Hard Costs (Construction)	-	22,749	35,285	58,034
Site Costs	-	2,785	4,320	7,105
Soft Costs	1,000	5,108	7,923	14,032
Construction Project Supervisor	-	134	136	270
Total Project Cost	1,000	30,776	47,664	79,441
Net Capital	266	7,977	14,987	23,231

By using currently-known Federal/Provincial affordable housing development funds for this project under the OPH, the contributions from the City of Barrie and the City of Orillia, as well as the net capital amount, will be reduced. Should additional Federal/Provincial funding be made available that can be applied directly to this SCHC rental development, the project is being readied so that applicable funding can be allocated to this project.

Further to Item CCW 17-253 (October 10, 2017), there is also the option of leveraging some social housing scattered properties that are currently owned by SCHC, and consolidating those replacement units on the new location, along with the affordable housing units. The potential for sale of three Orillia scattered social housing units would assist in consolidating SCHC operations as well as reducing long-term operating and maintenance costs of the scattered units. The intent would be to blend the replacement social housing units into the overall development, for a seamless and mixed-income approach at this location. A further report will be brought to the Simcoe County Housing Corporation Board (SCHCB) regarding the sale of the Orillia scattered units.

The Orillia development can be staffed during pre-construction and construction phases with current resources. As the Wasaga Beach development is currently in final stages of completion, staff will be allocated towards the Orillia Campus development resulting in no additional resources or increase in staffing.

Relationship to Corporate Strategic Plan

Strengthen Social, Health, and Educational Opportunities: Establish partnerships to identify opportunities for strengthened human services and education to support improved health and well-being of our residents

Strategic Priority #1:

- Develop a strategy to use current housing stock and future funding opportunities to create a more sustainable housing system

Growth Related Service Delivery: Create and strengthen partnerships with key stakeholders to support communities through the delivery of sustainable services

Specifically, the Social and Community Services strategic initiatives:

- Develop social housing infrastructure and investment that is responsive to current and growth related needs across the housing continuum
- Develop and implement a Long Term Affordable Housing Strategy

Item CCW 2020-149 is consistent with *Our Community 10-Year Affordable Housing and Homelessness Prevention Strategy*.

Reference Documents

- CCW 2020-020 (January 14, 2020) – County of Simcoe Hub (Orillia) – Community Consultation Update and Next Steps
- CCW 17-253 (October 10, 2017) – Simcoe County Housing Corporation Development and Operational Plan

Attachments

Schedule 1 – County's Orillia Campus Development Presentation

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Approvals

	Date
Greg Bishop, General Manager, Social and Community Services	June 10, 2020
Trevor Wilcox, General Manager, Corporate Performance	June 15, 2020
Mark Aitken, Chief Administrative Officer	June 16, 2020