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To: **Committee of the Whole**

Agenda Section: Human Services  
Division: Health and Emergency Services  
Department: Long Term Care and Seniors Services

Item Number: CCW - 18-131

Meeting Date: April 24, 2018

Subject: Simcoe Manor – Feasibility Report

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### **Recommendation**

**That Item CCW 18-131, dated April 24, 2018 regarding Simcoe Manor – Feasibility Report, be received; and**

**That staff proceed with redevelopment planning to include the creation of a formal business plan including a financial *pro forma* for the redevelopment of Simcoe Manor within a Campus Continuum model that includes additional seniors housing and amenities as outlined in the Master Plan incorporated as part of Item CCW 18-131; and**

**That staff continue to pursue long-term care capital funding to support the redevelopment and expansion of Simcoe Manor.**

### **Executive Summary**

Further to Item CCW 18-067 (March) regarding an update on the Simcoe Manor Redevelopment including the results of a market study analysis, the following report provides an update on the next step in this process that includes a feasibility study completed as part of a comprehensive analysis directed by Council to identify redevelopment options for Simcoe Manor.

In April of 2018, Salter Pilon Architecture completed a feasibility study for the redevelopment of Simcoe Manor, a County long-term care home located within the Town of Beeton. This study considered information arising from the recent market study completed by SHS Consulting, and includes a structural feasibility assessment, cost analysis and a proposed Master Plan. Please refer to Schedules 1 – 6 for details of the complete study.

As a result of this study the proposed Master Plan includes the redevelopment of the existing Supportive Housing facility and Adult Day Programming space along with an expanded long-term care home (LTCH). Further, given significant market potential and demonstrated need for more

seniors housing and services in the South Simcoe area, this program considers the inclusion of four (4) additional housing options centred around a community hub that provides a range of services and amenities modeled after the Georgian Village Campus Continuum.

The proposed Master Plan has been developed in two (2) phases. Phase 1 is estimated at \$90M and includes redevelopment of all existing facilities along with a new Affordable Housing unit and a community hub that will provide a range of services and amenities. Phase 2, estimated at approximately \$52M will include the development of Apartment Units and Garden Homes, a Retirement Living facility, Town Homes, and a Co-housing facility.

### **Background/Analysis/Options**

Given the age and physical status of Simcoe Manor with original infrastructure dating back to 1898, under the direction of County Council staff have engaged in a comprehensive analysis of the redevelopment of this home. In 2017, SHS Consulting Services completed an in-depth analysis of the market potential and needs analysis for housing and services in the South Simcoe catchment area that was provided to Council in Item CCW 18-065 (March).

In April of 2018, Salter Pilon Architecture completed the next step in this analysis with the completion of a feasibility study for the redevelopment of Simcoe Manor. This feasibility study considered information arising from the recent market study completed by SHS Consulting Services.

The following section provides highlights of the feasibility study that includes the market assessment, structural feasibility assessment of both Simcoe Manor and Simcoe Village, proposed Master Plan, and a cost analysis.

#### **A) Market Assessment:**

The findings of this Market Analysis confirmed significant growth in the older demographic residing in South Simcoe catchment area along with a need for a wide range of seniors housing and services. Specifically, strong support was identified in a broad variety of housing and service options that include but are not limited to: supportive and affordable housing; assisted and retirement living; garden homes; market rentals and life lease; co-housing; expansion of adult day programming; the need for community based memory care facilities; and centralized recreation, dining, and meeting facilities.

#### **B) Structural Feasibility Assessment:**

Consulting Engineers, Ravens Engineering Incorporated in consultation with Salter Pilon Architecture Inc. and Simcoe Manor facility staff conducted a conditional structural assessment and structural feasibility study of Simcoe Manor and Village in September of 2017. This assessment included the exterior building as well as the interior structural components.

The site on which the existing Simcoe Manor resides today dates back to 1898 where the original House of Refuge existed giving the property a storied history. Some of the most notable changes to the original facility were a 47 bed addition in 1952, the demolition of the original House of Refuge in 1973 to accommodate an addition of 158 residents and a major renovation/addition in 1992 that allowed the facility to house 126 residents and included a 32 bed supportive housing unit and adult day programming space. Due to the nature and timing in which multiple additions and renovations have occurred over time at Simcoe Manor; the facility is

disjointed, and is starting to age inconsistently across its various components. The structural assessment found numerous and significant concerns with the building interior and exterior, site conditions, facility drains and mechanical and electrical systems.

Findings of this structural assessment are summarized as follows:

- i) **Building Interior** – The interior building exhibits: limitations in function and inefficient use of space with additional heating and cooling requirements; dated finishes and fixtures; ongoing facility damage related to ground water conditions; outdated room and amenity standards, and the absence of additional features provided in current long-term care facility design;
- ii) **Building Exterior** – The integrity of the building envelope shows signs of failure in the façade, canopies, terraces and windows. There is evidence of: deteriorating brick cladding and loss of mortar related to water infiltration; seal failure with condensation in glass window panes in multiple units; and roof membrane failure on the majority of the resident terraces limiting or restricting use in most instances;
- iii) **Site Conditions** – Inspecting the site conditions identified significant shifting, bowing, and cracking in retaining walls; improper grading and deteriorating conditions of parking areas; water infiltration in the basement and crawlspaces; and outdoor patio flooring deterioration limiting access and creating safety issues for residents due to tripping hazards;
- iv) **Facility Drains** – The stormwater management infrastructure system on site is experiencing water flow limitations related to calcified clogged drain lines that cannot be mechanically removed. Regular pumping to parking lot areas and re-routing water to nearby catch basins is required to prevent further flooding.
- v) **Mechanical and Electrical Systems** – The mechanical and electrical systems consist of aging infrastructure more than 30 years old that are inefficient and requires additional maintenance support just to maintain operations. This is anticipated to escalate as this infrastructure continues to age.

#### C) Proposed Master Plan:

As a result of this study, the proposed Master Plan includes the redevelopment and expansion of the existing Long-Term Care Home (LTCH) to 160 beds along with redevelopment of the existing Supportive Housing facility and Adult Day Programming space. Further, this program considers the inclusion of four (4) additional housing options centred around a community hub that provides a range of services and amenities modeled after the Georgian Village Campus Continuum.

The proposed Master Plan has been developed in two (2) phases with construction taking place over a 39 month timeframe. Phase 1 includes the redevelopment of all existing facilities (Simcoe Manor, LTCH; Simcoe Village, Supportive Housing; and the Adult Day Program space) along with the development of a new Affordable Housing unit and the creation of a community hub that will provide a range of services and amenities. Phase 2, will include the development of Rental Apartment/Life Lease Units, Garden and Town Homes, a Retirement Living facility, and a Co-housing facility.

The Campus is comprised of 12 building types that support the range of housing options described above and includes a suite of services and amenities recommended with the Simcoe Manor

redevelopment. Please refer to Schedule 1 for details of each of the component parts of this campus model and Schedule 4 for the graphical representation of the Campus design.

The following outlines the key features in the proposed campus redevelopment project:

### **Redevelopment – Phase 1:**

- i) Long-Term Care Home – Redevelop Simcoe Manor, the existing 126 bed long-term care home with an additional 34 beds to obtain a critical mass of 160 beds. This will help address lengthy wait lists and achieve optimal operational efficiencies.
- ii) Supportive Housing – Redevelop Simcoe Village, the existing 32 unit Support Housing facility. This is independent living apartment units that consists of market rent and rent-g geared-to-income clients. This program is funded by the Ministry of Health and Long-Term Care and contains a modest support package with dinner meals, light care packages, recreational programming and 24/7 emergency response. Access to additional care and services is available on campus as needed.
- iii) Adult Day Program – Redevelop and expand the existing Adult Day Program space that is leased to the Victorian Order of Nurses (VON). The VON operates adult day programs as well as offers week-end and overnight respite services to clients in the community.
- iv) Affordable Housing – Develop a 32 unit affordable housing facility to respond to needs identified in the market study attached under schedule 2 of this Item. This facility will provide one and two (2) bedroom rental units based on 80% of the average market rates in the catchment area. Similar to the affordable housing facility at Georgian Village, this program will include a modest service package of dinner meals, recreational support and 24/7 emergency response. Access to additional care and services on campus is available as needed.
- v) Village Centre – At the heart of the this campus will be a community hub which will serve as a gathering place, akin to a small town centre, and will include a broad range of amenities such as a medical clinic, beauty salon, fitness centre, therapeutic pool and sauna, piano lounge/billiards, woodworking shop, and multi-faith chapel. This hub will also include a Bistro and Village Pub that operates as a full service, licensed restaurant; that hosts weekly pub nights with entertainment, holds regular theme dinner events, offers catering services, and provides residents with access to retail groceries. In addition, this community hub will include a large auditorium that can be accessed as a meeting hall, host community events, and is ideal for large family celebrations.

This hub also includes smaller public meeting spaces, lounge areas and outdoor patios that encourage relaxation and social interaction. This Village centre will also offer an external membership program to seniors living off-site in the adjacent communities so they too can access the many indoor and outdoor amenities and enjoy the benefits of the central gathering place.

### **Redevelopment – Phase 2:**

- vi) Market Rentals/Life Lease – Develop a 40 unit apartment facility, 10 Garden Homes, and 10 Town Homes that offer both upper limit rental options as well as Life Lease ownership opportunities. This is recommended in response to the market assessment and based on

the success of a combined model at Georgian Village. Though these units reflect independent living, access to additional services on campus is available as needed.

- vii) Retirement Living – Develop a 40 unit retirement living facility that includes bachelor and one bedroom suites. This type of accommodation includes a full range of services including all meals, light personal care, social and recreational programming and 24/7 staff support. Access to additional care and services is available as needed.
- viii) Co-housing – The last type of accommodation recommended for this campus design includes a form of independent housing that we see as a growing option for seniors called, Co-housing. The development of this home will support up to 9 residents and includes an “affordable” shared services model within the home.

#### D) Cost Analysis:

In review of the needs identified through the Market Study and the Central LHIN, this feasibility study included the current Simcoe Manor and Village facilities as well as several additional modules. The core components are modelled after our Georgian Village Campus to ensure a complete, efficient and sustainable continuum of services and housing. The feasibility study determined that approximately 30 acres of land would be required and that the project would be planned in a phased approach. Simcoe Manor and Village currently reside on 8 acres of property. A number of options have been explored in this area. A further report will outline the issues related to property requirements for this project.

During the design of the Master Plan, costing was provided at the major design milestone. Turner and Townsend provided updated costing based on the Master Plan drawings in line with the proposed construction phasing.

The Cost Analysis attached under Schedules 5 and 6 of this Item provide the County with a framework within which the project can be developed and costs managed from Feasibility to Tender award stage. Pricing reflects 2017 Quarter 3 rates and local market conditions with a construction start of 2019. This information forms as a baseline and will need to be updated and revised subject to authority to proceed with the project and Council approval of the details and timing of the Master Plan.

Phase 1 of this development is estimated at \$90M and includes long-term care, supportive housing, adult day program space, supportive housing and a Village Centre that acts as a hub for the campus and neighbouring community. Please refer to Schedule 5 of this Item for complete details of Phase 1 costs.

Phase 2 of this development is estimated at \$52.5M and includes market rental/Life Lease options, retirement living, and co-housing. Please refer to Schedule 6 of this Item for complete details of Phase 2 costs.

#### **Summary**

With the completion of the Market Study by SHS Consulting and the Feasibility Study finalized by Salter Pilon Architecture Inc., staff now have detailed information on the aging demographic, population growth, socio-economic conditions, housing and service needs, market potential for the South Simcoe catchment area, and the structural status of the existing facilities. As a result of this data, a Master Plan has been developed to incorporate the redevelopment of Simcoe Manor and

adjacent facilities as well as include additional housing and services within a larger seniors campus continuum.

This Master Plan has been developed in light of the principles utilized in the creation of Georgian Village in order to garner efficiencies in operations, foster a supportive community environment that promotes health and wellness for older adults, and ensures a sustainable housing model to reduce supplemental taxation from our local residents.

Given the deteriorating structural status of Simcoe Manor and Village, confirmed in the recent structural feasibility assessment completed by Raven Engineering, as a next step in the process, staff are recommending the development of a formal business plan including a financial *pro forma* for the redevelopment of Simcoe Manor and additional housing and amenities as outlined within this Report.

### **Financial and Resource Implications**

The proposed Master Plan has been developed in two (2) phases with the first phase estimated at \$90M to include redevelopment of all existing facilities along with a new Affordable Housing unit and a community hub. Phase 2 is estimated at approximately \$52.5M and includes an additional four (4) types of housing accommodations to complete this seniors campus. The project will require detailed planning and preparation work followed by a phased construction period estimated to occur over 39 months. Subject to Council approval, staff will provide a complete business plan including a detailed financial *pro forma* as a next step in this redevelopment planning.

### **Relationship to Corporate Strategic Plan**

Strategic Direction A: Growth Related Service Delivery – “Create and strengthen partnerships with key stakeholders to support communities through the delivery of sustainable services.”

### **Reference Documents**

CCW 18-067 Simcoe Manor Redevelopment Update  
CCW 17-351 Simcoe County Positive Aging Strategy: Older Adults Strengthening Our Communities  
CCW 16-035 Enhanced Long Term Care Renewal Strategy Update

### **Attachments**

Schedule 1 – Feasibility Study for Simcoe Manor Campus Redevelopment  
Schedule 2 – Appendix A - Market Assessment for a Continuing Care Community in South Simcoe  
Schedule 3 – Appendix B - Structural Feasibility Study  
Schedule 4 – Appendix C - Master Plan  
Schedule 5 – Appendix D - Cost Report 1  
Schedule 6 – Appendix D - Cost Report 2

**Prepared By** Jane Sinclair, General Manager, Health and Emergency Services

### **Approvals**

|   | <b>Date</b>    |
|---|----------------|
| Trevor Wilcox, General Manager, Corporate Performance | April 17, 2018 |
| Mark Aitken, Chief Administrative Officer             | April 17, 2018 |