CREATE TO

REPORT FOR ACTION

Advancing Opportunities for the Delivery of City Operated Long-Term Care Beds

Date: June 24, 2021

To: Board of Directors, CreateTO

From: Vice President, Client Relationship Management, CreateTO

Wards: All Wards

SUMMARY

The purpose of this report is to update the Board of Directors of CreateTO (the "Board") on the on-going collaboration between CreateTO and Senior Services and Long-Term Care Division ("SSLTC") to identify opportunities that enable the timely delivery of City operated long-term care beds.

The Ministry of Long-Term Care ("MOLTC") has identified the mandatory redevelopment of Class "B" and "C" long-term care homes in order to bring these facilities into conformance with the design standards issued by the MOLTC to improve the physical and service needs of residents. To date, there are about 15,200 long-term care beds operated out of 84 facilities within Toronto. Of these totals approximately 7,600, or 50%, have been identified by the Ministry of Long-Term Care as requiring redevelopment.

Five of the City's directly operated ten long-term care homes (1,232 beds out of 2,641 beds) require redevelopment to meet current design standards. As part of these redevelopment initiatives and as a result of Council direction, the City will also be looking for opportunities to increase the inventory of long-term care beds by an additional 978 beds. SSLTC estimates that the capital cost to redevelop the City's five existing long-term care facilities including the cost of adding the 978 beds will be approximately \$820 million (excluding the George Street Revitalization).

The COVID-19 pandemic has had severe impacts on the long-term care home system and its senior population, shedding a light on the continuing need to provide quality resident care in addition to mitigating the growing demand for additional long-term care beds across the province. The report put forward by Toronto's Office of Recovery and Rebuild in October 2020 also outlined a number of recommendations (specifically recs #31 and #33) highlighting the need to explore better utilization of City-owned land to realize previously unavailable opportunities for the delivery of housing, including the development of long-term care facilities.

Investing in Capital Renewal is an exciting opportunity to address some of the issues highlighted by the COVID-19 pandemic and support those most vulnerable in our community. This includes:

- An opportunity to improve the design and safety of long-term care facilities, including new technological and physical changes that will allow a better response to future pandemics;
- Improved levels of service by adding additional beds to the system;
- Supporting high quality specialized resident-focused care;
- Serving vulnerable individuals and ensuring residents continue to receive excellent care and services; as well as
- Opportunities to respond to emerging community needs through the delivery of co-located programs such as child care, paramedic services, etc.

Capital renewal is also the perfect opportunity to build zero emissions facilities now, ahead of the 2030 requirement, consistent with Council direction including TransformTO and the Toronto Green Standard and to take advantage of future government grants.

To date, CreateTO, working with SSLTC, City Real Estate Management (CREM) and City Planning, has identified a site at 4610 Finch Avenue East as a suitable location for a long-term care facility. Additionally, a site located at the northwest corner of the Don Valley Parkway and York Mills Road may also be a potentially suitable location that will require further due-diligence. Those two sites, combined with the George Street Revitalization project and the redevelopment of SLTCC's existing Castleview Wychwood Towers property (located at 351 Christie St.), will enable SSLTC to proceed with the redevelopment of approximately 1654 beds. This will result in the addition of 572 new beds to the system.

Providing additional sites for the redevelopment of existing long-term care facilities allows for the accelerated delivery of long-term care beds along with a break in dependencies between projects, supporting the timely delivery of SSLTC's Capital Renewal Plan. Eliminating the need to rebuild on the same site also allows existing long-term care homes to remain operational, minimizing resident disruption, as well as providing a unique opportunity to extend building life by converting long-term care facilities to support the City's affordable and supportive housing objectives.

RECOMMENDATIONS

The Vice President, Client Relationship Management recommends that the Board of Directors of CreateTO:

- Endorse the proposal to build a new Senior Services and Long-Term Care facility on the City owned property located at 4610 Finch Avenue East, as identified in Attachment A.
- 2. Direct the Interim Chief Executive Officer, CreateTO, in consultation with the General Manager, Senior Services and Long-Term Care, Chief Planner and Executive Director, City Planning, and the Executive Director, Corporate Real

Estate Management to explore the feasibility to potentially locate a new Senior Services and Long-Term Care facility at the City owned property at the Don Valley Parkway and York Mills Road, as outlined in Attachment B.

- 3. Direct the Interim Chief Executive Officer, CreateTO, in consultation with the General Manager, Senior Services and Long-Term Care, Chief Planner and Executive Director, City Planning, and the Executive Director, Corporate Real Estate Management to explore opportunities to design any new Seniors Services and Long-Term Care facilities to allow as much flexibility to the future built form acknowledging the urban context of building in Toronto.
- 4. Direct the Interim Chief Executive Officer, CreateTO, in consultation with the General Manager, Senior Services and Long-Term Care, Chief Planner and Executive Director, City Planning, and the Executive Director, Corporate Real Estate Management to identify additional publicly owned property that could be leveraged to maximize the delivery of City-operated long-term care beds in addition to other city building opportunities, and report back to a future CreateTO Board meeting with a proposed plan.
- 5. Direct the Interim Chief Executive Officer, CreateTO, in consultation with the General Manager, Senior Services and Long-Term Care, Chief Planner and Executive Director, City Planning, and the Executive Director, Housing Secretariat to evaluate the potential to repurpose any of the five long-term care homes identified for replacement to meet other affordable and supportive housing objectives and report back to the Board of CreateTO with the results.
- 6. Direct the Interim Chief Executive Officer, CreateTO in consultation with the General Manager, Senior Services and Long-Term Care to work with Environment and Energy Division on identifying grants, partnerships, and business models for TransformTO implementation opportunities for both mitigation and improved resilience, such as, opportunities for renewable energy, energy storage, electric vehicle charging, and net-zero emissions buildings as a part of this project.
- 7. Direct the Interim Chief Executive Officer, CreateTO in consultation with the General Manager, Senior Services and Long-Term Care, Executive Director, Corporate Real Estate Management to work with the Chief Executive Officer, Toronto Lands Corporation to identify any properties owned by the Toronto District School Board that may be suitable for redevelopment to include a new long-term care facility.

FINANCIAL IMPACT

CreateTO will work with the Housing Secretariat to request through Toronto City Council the approval of \$50,000 to conduct a feasibility study to determine the viability and associated costs of repurposing surplus long-term care facilities into affordable and supportive housing.

DECISION HISTORY

On December 17, 2019, City Council adopted the report "HousingTO 2020-2030 Action Plan" which presented a targeted approach to supporting residents with diverse needs along the housing spectrum including methods to address senior housing challenges. http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2019.PH11.5

On December 16, 2019, City Council adopted the report, "Provincial Health System Funding Reform Related to Long-Term Care Homes and Services" urging the provincial government to meet the urgent need for additional resources in long-term care. http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2013.CD25.7

On December, 15, 2019, City Council adopted the report "Seniors Services and Long-TermCare Implementation Plan and Update"

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2019.EC10.8

On May 22, 23 and 24, 2018, City Council adopted the report, "Ontario's Action Plan for Seniors Includes a Focus on Long-Term Care", directing further discussions with Provincial officials to improve capital and operating funding and plan for more long-term care beds within the city, and for the City to undertake a capacity assessment for long-term care services.

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2018.CD28.1

In May 2018, City Council unanimously adopted Version 2.0 of the Toronto Seniors Strategy, with 27 high-impact recommendations that build upon the original Strategy to improve the wellbeing of seniors across Toronto.

https://www.toronto.ca/legdocs/mmis/2019/ec/bgrd/backgroundfile-140392.pdf

On November 3 and 4, 2015, City Council adopted the report, "Long-Term Care Homes & Services Capital Renewal Plan" which outlines a staged approach to mandatory redevelopment of City-operated long-term care homes, subject to future Capital Budget approvals. http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2015.EX9.7

On November 3 and 4, 2015, City Council adopted the report, "Long-Term Care Homes & Services 2016-2020 Service Plan" which will guide the planning and delivery of long-term care services over the next five years provided in City-operated long-term care homes and to clients receiving services in the community.

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2015.CD7.1

On November 3 and 4, 2015, City Council adopted the report, "George Street Revitalization – Recommended Scope and Approach" which outlines a project to create housing and programs for homeless and vulnerable seniors including a 378-bed long-term care home, a 100-bed emergency shelter for men, assisted living, affordable housing, and associated services.

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2015.EX9.6

On May 7, 8, 9 and 10, 2013, City Council adopted the report, "The Toronto Seniors Strategy" to address the needs of an aging population and to make Toronto more age friendly through services provided by City divisions, agencies and corporations. Long-Term Care Homes & Services has a critical role in supporting implementation of the Strategy. http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2013.CD20.1

COMMENTS

Six (6) of the City of Toronto's long-term care homes classified as "B" and "C" were identified as needing redevelopment to meet the Ministry of Long-Term Care's updated home design standards. One home, Kipling Acres – a 337 bed home within the Central West Local Health Integration Network – has been redeveloped. The remaining five (5) homes requiring mandatory redevelopment are as follows:

City of Toronto long-term care homes identified for mandatory redevelopment:

Home	Ward	# of	Local Health	Last Major	Initially
		Beds	Integration Network	Renovation	Constructed
Carefree	18	127	Central East LHIN	1991	1967
Lodge	Willowdale				
Castleview	12	456	Toronto Central LHIN	1975	1975
Wychwood	Toronto-St.				
Towers	Paul's				
Fudger	13 Toronto	250	Toronto Central LHIN	1985	1965
House	Centre				
Lakeshore	3	150	Toronto Central LHIN	1990	1990
Lodge	Etobicoke-				
_	Lakeshore				
Seven	24	249	Central East LHIN	1988	1988
Oaks	Scarborou				
	gh-				
	Guildwood				

A comprehensive Capital Renewal Plan for a staged approach to mandatory redevelopment of the remaining five long-term care homes was approved by Council in November 2015. The plan was based on the following guiding principles established by SSLTC (formerly LTCHS):

- 1. Deliver current level of service to support high quality specialized residentfocused care while seeking to maximize cost savings and efficiencies.
- 2. Promote and preserve partnerships, including ethno-cultural, volunteer and community linkages.
- 3. Respond to emerging community needs and serve vulnerable individuals.
- 4. Minimize resident disruption related to capital renewal.
- Advance the Toronto's Seniors Strategy with City-wide commitment to CARE (Compassion, Accountability, Respect and Excellence) by City and by providing community hub space in support of healthy again.

A follow-up report was adopted by Council in May 2018 approving the addition of 978 new beds to the total redevelopment of 1,232 City-owned long-term care beds in order to help mitigate the growing demand for seniors care in the province. The report identified the potential for achieving an increase in capacity by adding more long-term beds into larger vertical redevelopments, as well as opportunities to include affordable housing, community hubs and co-located City services that could help address the needs of vulnerable and aging populations in the community.

The estimated cost to redevelop 1,232 beds in five (5) of the City's long-term care homes including the addition of 987 new beds is estimated to require a minimum investment of \$480 million from the Provincial government in addition to the City's \$540 million contribution, which includes an estimated \$200 million for LTC portion of the George Street Revitalization, to be approved through the City's annual budget process.

The Capital Renewal Plan put forward by SSLTC takes advantage of building larger homes to deliver an increased number of beds in addition to maximizing cost savings and efficiencies. The plan also proposes rebuilding on existing sites. This strategy requires relocating residents from one facility to another prior to construction, with the likelihood that some beds would have to be placed in abeyance. The strategy also limits the reconstruction of facilities to progressing one or two sites at a time, creating interproject dependencies that can result in significant delays in the delivery of new facilities.

One such example is the George Street Revitalization project (GSR). SSLTC is currently advancing the delivery of 378 beds through GSR in a unique partnership with the Shelter Support and Housing Division and other City partners to integrate shelter beds, affordable/supportive housing and a community services hub as part of the redevelopment. The GSR is key to kick starting the redevelopment of the City's five long-term care homes by providing a location to relocate residents as other facilities are being redeveloped. However, due to the project's complexity, there have been significant delays which have had negative impacts on the advancement of SSLTC's Capital Renewal Plan.



Figure 1: SSLTC Capital Renewal Plan

The identification of additional sites to those contemplated in the strategy can assist in reducing project dependencies, with the direct benefit of improving resident quality of life by accelerating the rebuild of the City's five (5) facilities. CreateTO, in consultation with SSLTC, CREM and City Planning, have reviewed a number of properties and identified two sites under the City's ownership that are suitable for the development of a long-term care facility. These two sites could assist in reducing dependencies between projects as well as fast tracking the delivery of SSLTC's Capital Renewal Plan.

CreateTO has worked with SSLTC and City Planning to complete high level reviews of both properties to determine the suitability of the sites for a long-term care facility. It was identified that a rezoning and/or Official Plan Amendment will likely be required to allow for the proposed use on these sites. The sites would also need to undergo a public consultation process. The proposed sites are as follows:

4610 Finch Ave East - Scarborough North

The property was formerly used by the Toronto Police Service and declared surplus to its needs in 2016. The site, zoned Institutional and identified as Institutional Areas in the Official Plan, is 6,657 square meters in size and can accommodate a mid-rise type development. CreateTO evaluated the site for the potential delivery of affordable housing. However, it was determined that the combined built form restrictions and site land value would not result in the ability to deliver a significant number of affordable housing units.

CreateTO and SSLTC proceeded to complete a feasibility study of the site for a longterm care facility, taking advantage of a portion of the adjacent Toronto Fire Station No. 242 site to deliver an approximate 365 bed facility with parking below grade (including replacement parking for Toronto Fire Services). The site's restricted size and requirements for transition to the adjacent neighbourhoods will result in a smaller than usual floor plan with approximately 56 beds per floor instead of the preferred 64 bed per floor model. However, the ability to maintain a geographic distribution of beds across the city, proximity of the site to Brimley Woods Park and readiness of the site were seen as desirable benefits to locating a long-term care facility at 4610 Finch Avenue East.

The 2021-2029 Capital Budget and Plan Requests for SSLTC includes \$180.5 million for the development of the site, which will replace 127 beds from Carefree Lodge while adding an approximate 240 beds to the system. The site will also provide opportunities to explore co-location with other community services. Toronto Paramedic Services has expressed significant interest in including a post at this location which would allow them to advance their own strategic priorities in the area. SSLTC has been working with Paramedic Services to ensure space requirements are included early on in the design process.

Don Valley Parkway and York Mills - Don Valley East

This site is located at the northwest corner where the Don Valley Parkway crosses York Mills Road, is irregular in shape and approximately 20,000 square meters in size. The vacant site, remnants of a long ago closed on-ramp to the Don Valley Parkway, is Advancing Opportunities for the Delivery of City Operated Page 7 of 16

zoned Utility and Transportation Zone and identified as Neighbourhoods in the Official Plan. A high level facility fit identified the site as being able to accommodate an approximate 400-bed long-term care facility and meet the requirements for open space and parking. This site will require an Official Plan and Zoning amendment to allow for any future redevelopment of the property with an SSLTC facility.

A funding request will be made through SSLTC's 2022 capital budget process for design and construction of a long-term care facility at this location.

Project Phasing Project Phasing = MLTC Application Approved \$ = City of Toronto Funding Approved Phase 1 Phase 2 Phase 3 (2022 to 2025) (2024 to 2030) (2029 to 2034) 223 New 349 New 406 New Beds Brimley **FH Site** 128 Bed 364 bed 2028 2025 2034 **CWT Site** LL (TBD) **GSR Site** 378 Bed: 512 Bed: 192 bed 2030 2033 2025 13

Figure 2: SSLTC Proposed Project Phasing for the redevelopment of 5 long-term care facilities. The Green represent existing, the Blue are net new locations.

Phase 1 (2022-2025)

SSLTC has revised the project phasing schedule to take into account the potential addition of the two new sites identified above. The ability to develop both the GSR and the site at 4610 Finch Avenue East site as part of Phase 1 provides some relief from project interdependencies while enabling homes to remain operational. This will enable a seamless transition of beds from Castleview Wychwood Towers (CWT) and Carefree Lodge (CFL) into the new facilities, reducing resident disruption by avoiding multiple moves.

The two facilities will also add 223 new beds to the system and eliminate the need to place beds in abeyance. The approval for beds on both the Finch site (4610 Finch Avenue East) and GSR site have been approved by the Ministry of Long-Term Care

and both projects have also received approved funding in the current SSLTC Capital Budget.

Phase 2 and 3 (2024-2034)

Developing two sites concurrently in Phase 1 and adding an additional site in Phase 2 at the DVP and York Mills Road will allow for the redevelopment of Castleview Wychwood Towers and Fudger House to proceed, which could potentially result in Carefree Lodge and Seven Oakes being declared surplus to SSLTC's needs.

Lakeshore Lodge (LL) is currently under a long-term lease with Humber College expiring in 2086. Humber College has expressed interest in obtaining back control of the lands for an expanded campus. Further discussions between Humber College and the City are required to explore opportunities for the relocation of the long-term care facility. CreateTO will also continue to work to identify other options in the vicinity for the relocation of Lakeshore Lodge on City and/or other publicly owned lands.

Design Standards and Operational Efficiencies

The design of long-term care facilities are based on MOLTC design standards which limit the number of beds within a resident home area (RHA) to a maximum of 32 beds which must be self-contained (on the same floor). The design standards also dictate minimum space allocation for resident rooms, bathing areas, dining and programming areas, all which must be contained within the RHA. Additionally, infection prevention and control (IPAC) best practices recommend one resident per room and flexibility around dining options should an outbreak occur.

The City's preferred approach to twining RHAs and achieving 64 beds per floor, allows for efficiencies in operations (shared servery) and staffing. However, the ability to identify large sites for the redevelopment of long-term care homes is increasingly difficult, as there are very few opportunities within the City's portfolio. SSLTC will work with CreateTO to explore options for adjusting the design of long-term care facilities, within the parameters of the mandated design standards, to fit a more urban context, as well as look beyond the City's owned portfolio for potential partnership opportunities.

Opportunities for Affordable Housing and Adaptive Reuse

Identifying additional sites for the construction of replacement long-term care homes may result in some existing sites becoming surplus to SSLTC's needs, allowing new opportunities for valuable City assets to be repurposed for other needs.

The conversion of long-term care facilities could assist in providing additional options for the quick delivery of affordable and supportive housing as well as other compatible community amenities. This is in line with objectives included in the Housing TO 2020-2030 Action Plan (Action 29) indicating opportunities to work with long-term care providers who are required to redevelop their homes to determine the feasibility of converting facilities to affordable and supportive housing.

In the revised plan, two potential sites (Carefree Lodge and Seven Oakes) have been identified by SSLTC as likely candidates for surplus which can be studied for conversion opportunities. Additionally, CreateTO and SSLTC will work with the Housing Secretariat to evaluate opportunities for including new affordable and supportive housing units as part of the redevelopment of new long-term care facilities in order to support a continuum of care approach that enables seniors to age in place.

The adaptive reuse of existing buildings can also help achieve the City's environmental objectives by reducing greenhouse gas emissions in avoiding the loss of embodied carbon through demolition and by reducing construction waste that would otherwise end up in a landfill.

Climate Action- Net Zero Emissions Facilities

On July 23, 2020, the CreateTO Board adopted a motion to "ensure that all future CreateTO-initiated projects meet or exceed the Toronto Green Building Standard and that all future reports list opportunities to address climate change and city building."

TransformTO is Toronto's climate action strategy adopted by Council in 2017. In 2019, Council declared a Climate Emergency and Acceleration Action Plan towards net-zero emissions by 2050 or earlier.

CreateTO, in support of TransformTO, is collaborating with the City's Environment and Energy Division (EED) on an ongoing basis, reviewing projects for TransformTO alignment and implementation opportunities.

The City's Environment and Energy Division has identified a significant opportunity for the reduction of existing and future emissions associated with the rebuild of the City's SSLTC portfolio helping to reduce environmental impact, lower long-term operating costs, stimulate the green economy and produce more resilient operations and facilities.

Building net-zero facilities to the Toronto Green Standard Tier 4 ahead of the 2030 requirement can also:

- Avoid resident disruption in the future;
- Avoid retrofitting later at a much higher cost;
- Reduce operating budget pressures by avoiding exposure to escalating carbon price; and
- Provide an opportunity to secure zero emissions/green capital grants from other levels of government to offset construction costs.

As per Council direction (MM12.10 – Building Net Zero Buildings Now), EED will be working with SSLTC and CreateTO to include as part of any future Request for Proposal, a requirement for a Net-Zero Emissions (NZE) Feasibility study that will assist in identifying any additional costs with attaining a net carbon development. This information will also prepare the City to secure future zero emissions/green capital grants as they become available.

Next Steps

As part of the City's normal consultation process, Councillors have been updated on proposed site use. The local communities and neighbours will be engaged as projects are initiated. In addition, the MOLTC also incorporates a requirement for public consultation as part of their formal process.

While the two identified sites can provide SSLTC with an opportunity to reduce interproject dependencies and support the timely delivery of the Capital Renewal Plan, there are additional opportunities the SSLTC portfolio provides to repurpose exciting City assets to deliver affordable and supportive housing as well as provide key community services to our most vulnerable population.

CreateTO will work with the Housing Secretariat on a feasibility study to convert former long-term care facilities into affordable and supportive housing that will extend the life of the building and provide much-needed housing in the city.

CreateTO will also continue to work with SSLTC, CREM and City Planning to identify additional opportunity sites for the delivery of long-term care facilities in order to accelerate the delivery of new long-term care homes to meet the MOLTC guidelines, provide additional beds, improve conditions for residents and reduce the ongoing capital maintenance associated with these facilities.

CreateTO will also explore additional opportunities for partnership and colocation with other Divisions, Agencies and Corporations, Humber College and the Public and Catholic School Boards.

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SIGNATURE

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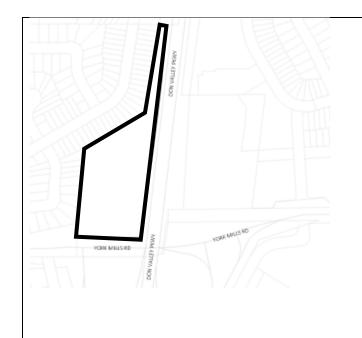
ATTACHMENTS

Attachment A- Property Profile for Site at 4610 Finch Ave Attachment B- Property Profile for Site at York Mills Rd & DVP Attachment C-Property profiles of 5 Long-Term Care Homes Identified for Redevelopment

Attachment A: Property Profile for Site at 4610 Finch Ave



Attachment B: Property Profile for Site at York Mills Rd & DVP



York Mills Rd & DVP

Don Valley East (Councillor Denzil Minnan-Wong)

Parcel Size - 20,000 m2/ 4.9 acres

Ownership: City of Toronto Existing Use: Vacant

Adjacencies:

- Neighbourhoods

- DVP

Official Plan Land Use

Designation: Neighbourhoods

Zoning: Utility and Transportation Zone

Max. Height: n/a

FSI: n/a

Secondary Plan - n/a

Site + Area Specific Policy - n/a Heritage Listed/Designated - n/a

Attachment C: Property profiles of 5 Long-Term Care Homes Identified for Redevelopment

La	akeshore Lodge	3197 Lake Shore Blvd W Ward 3 Etobicoke- Lakeshore
То	ronto Central LHIN	
•	150 Beds Built in 1990	
•	Land under 99 year lease with Humber College (January 1988 to December 2086)	TTT TTT

Carefree Lodge	306 Finch Ave E Ward 18 Willowdale			
Central East LHIN 127 Beds				
Built in 1991				
	FINCH AVE E			

